

# Staff Report



---

To	<b>Committee of the Whole</b>
Service Area	Infrastructure, Development and Enterprise Services
Date	Monday, March 2, 2020
Subject	<b>Clair-Maltby Secondary Plan – Open Space System Strategy</b>
Report Number	IDE-2020-17

---

## Recommendation

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

## Executive Summary

### Purpose of Report

The purpose of this report is to provide Council with the recommended Open Space System Strategy for the Clair-Maltby Secondary Plan (CMSP) for approval.

### Key Findings

The Open Space System for the CMSP area is proposed to include one ten-hectare Community Park, eight one-hectare Neighbourhood Parks, a linear system known as the moraine ribbon, which will be over 20 hectares in size and additional local trails.

Additional recreation and open space opportunities will be explored through integration with the stormwater management capture areas within the CMSP area.

The recommended Open Space System was informed by extensive community engagement that occurred in September – December 2019.

### Financial Implications

All components of the Open Space System will have to be acquired by the City. All options and tools available to the municipality will have to be explored in order to consider the acquisition of these lands. The estimated cost and the acquisition options will inform and be further investigated through the Financial Impact Assessment being completed for the CMSP in its entirety. The Financial Impact Assessment will be brought forward for Council's information prior to approval of the CMSP.

---

# Report

## Background

The CMSP is being undertaken to comprehensively plan the last unplanned greenfield area of the City. The Secondary Plan will develop a land use plan for the study area which provides more detailed planning objectives and policies than those found in the overall Official Plan. The Master Environmental Servicing Plan (MESP) component of the study will determine preferred municipal infrastructure and servicing related to water, wastewater, stormwater management and mobility for the secondary plan area.

On May 13, 2019, Council considered [Report IDE-2019-51 titled 'Clair-Maltby Secondary Plan: Phase 3 Project Update'](#) which, among other matters, recommended approval of an updated Preferred Community Structure and the related Policy Directions Document as the basis for the preparation of the draft secondary plan policies, as well as ongoing technical work.

At that meeting Council passed the following resolution:

1. That the updated Clair-Maltby Secondary Plan Preferred Community Structure, dated May 13, 2019 and included as Attachment 1 to report IDE-2019-51, be approved, with the exception of the location of the Potential Community Park, as the basis for the preparation of the draft official plan amendment, secondary plan policies and Master Environmental Servicing Plan, as well as ongoing detailed technical analysis, including numerical modelling throughout Phase 3 of the project while still allowing for flexibility to respond to updated data, and community engagement.
2. That the Clair-Maltby Secondary Plan Policy Directions Document dated May 13, 2019 and included as Attachment 3 to report IDE-2019-51, be approved to provide direction for the preparation of the draft official plan amendment, secondary plan policies and Master Environmental Servicing Plan.
3. That the feasibility of a Moraine Ribbon as part of the Open Space System in the Clair-Maltby Secondary Plan area be explored throughout the remainder of Phase 3 of the project.
4. That the Interim Employment Lands Update prepared by Watson & Associates Economists Ltd. dated February 21, 2018 and included as Attachment 6 to report IDE-2019-51 be received.
5. That the proposed project timeline for the remainder of Phase 3 of the project be approved as outlined in report IDE-2019-51 subject to any timing impacts associated with changes to Provincial policy and legislation, which would be reported back to Council.
6. That staff be directed to further review the location and size of the Potential Community Park and the policy direction of co-locating the Community Park with stormwater management facilities and schools as part of the Open Space System Strategy, and that the Open Space System Strategy be brought forward for Council consideration prior to the draft secondary plan and Master Environmental Servicing Plan.

Since that time, staff has been working on developing an Open Space System Strategy for the CMSP area and the purpose of this report is to bring forward the Open Space System Strategy Policy Directions Document for approval.

### **Process for developing the Open Space System Strategy**

As the process for the Open Space System Strategy was developed, staff established several parameters. These parameters guided the process and are as follows:

- The Open Space System Strategy for the CMSP is not intended to develop detailed programming and trail mapping for open spaces;
- The Natural Heritage System (NHS) is not a component of the Open Space System in the CMSP area;
- Open space planning is not influenced by existing or potential future property lines, current land ownership or individual landowners' future plans for development;
- There will be a minimum of 10 hectares of community park space in the CMSP area;
- A community park should have access to a collector or arterial road, should not be located within the NHS or within the Gordon Street corridor and should not be bisected by a road;
- Through the secondary plan process, Open Space System policies that are appropriate for the CMSP area will be developed; these policies may modify the Open Space System policies in the City's Official Plan to reflect the detailed study of the area;
- Eight neighbourhood parks are planned throughout the CMSP in addition to the community park.

### **Round 1 Community Engagement**

On September 25, 2019, the first round of engagement on the Clair-Maltby Open Space System Strategy began with a workshop. The same content and questions asked at the workshop were available online through the City's community engagement website [haveyoursay.guelph.ca](http://haveyoursay.guelph.ca) following the workshop.

The purpose of the first round of engagement was to hear thoughts from the community on the size, function and location of a future community park in the CMSP area, as well as to get feedback on the proposed moraine ribbon. Attachment 3 is the mapping that was used to identify all the potential community park options available for consideration and for which the City was seeking feedback.

The feedback provided in round 1 assisted in establishing criteria in order to develop a short list of potential community park locations, as well as understanding the community's thoughts on where it was most important to establish the proposed moraine ribbon.

### **Summary of Feedback from Round 1**

The [Summary of Feedback for Round 1](#) is available at [guelph.ca/clair-maltby](http://guelph.ca/clair-maltby).

The community park feedback suggested that: there was a slight preference for one large (10 ha) community park rather than two smaller (5 ha each) parks; multiple functions with both active and passive recreation opportunities should be accommodated; the park should be centrally located within the area,

interconnected with other parks and trails and accessible by various modes of transportation; and the existing topography and natural features should be preserved as part of the function of the park.

Using the following criteria, that were developed based on community and stakeholder feedback, the short-list of community park options was created.

Criteria:

- Can the size and location accommodate multiple functions including active and passive uses?
- Can the park be interconnected with other parks and/or trails?
- Can the existing topography be largely maintained as part of the function of the park?
- Is the location central to the secondary plan area?
- Is the location walkable and accessible by various modes of transportation?
- Is the location, or portions thereof, quiet?
- Is the location safe?
- Is the location near a landmark or notable feature?
- Will there be a benefit to the NHS?
- Will there be sufficient infrastructure to handle the increase in traffic?

The short-list of community park options was evaluated against the above criteria and the evaluation matrix is included as Attachment 4 to this report. The six potential community park locations are included as Attachment 5 to this report.

The moraine ribbon feedback was diverse. Some respondents suggested that a moraine ribbon is not needed while others were supportive of the proposed moraine ribbon and saw it as a linear park system and/or trail system. Suggestions were made with respect to where the ribbon could be "interrupted" but a high-level review of the feedback suggests that respondents would like it to be maintained where it enhances connectivity and linkages and where there are environmental features that are more sensitive.

The feedback received regarding the moraine ribbon assisted in refining the moraine ribbon mapping to create more direct routes that accommodate "travel" to and from places, as well as other routes to accommodate passive recreation opportunities. The refined moraine ribbon mapping is included as Attachment 6 to this report.

## **Round 2 Community Engagement**

Round 2 of the Open Space System Strategy engagement began on November 19, 2019 with a workshop and ended on December 5, 2019 when the online component of round 2 closed. The in-person workshop and the online component provided the same information and requested the same feedback from participants. The exercise included providing a summary of the feedback received through the first round of engagement and then participants were requested to identify the pros and cons of each of the six potential community park options (see Attachment 5).

All of the community park options provided 10 ha of community park space, however, three of the options had the park space divided into two locations. Participants were asked to identify the pros and cons of each community park option.

The refined mapping for the moraine ribbon (see Attachment 1) was also presented during Round 2 of engagement and participants were invited to provide further comments.

## **Summary of Feedback from Round 2**

The [Summary of Feedback from Round 2](https://guelph.ca/clair-maltby) is available at [guelph.ca/clair-maltby](https://guelph.ca/clair-maltby).

The community park feedback suggested that there continued to be a slight preference for one large (10 ha) community park rather than two smaller (5 ha each) parks and there seemed to be a general desire for the community park to have access to nature. Concern that the existing topography and natural features be preserved was raised throughout the feedback, along with the desire for both active and passive recreation opportunities to be accommodated within the park. Finally, there were many comments suggesting that a well-connected, centrally located community park was desirable.

## **Youth Workshops**

In addition to the two rounds of community engagement described above, staff also made an effort to get feedback from a younger demographic by holding workshops with students from Bishop Macdonell Catholic High School and Centennial Collegiate Vocational Institute in November 2019.

The workshops were held with Grade nine geography students, which complemented a unit in their curriculum on urban planning. It was valuable to speak with high school students because they had unique perspectives to contribute and they represent the demographic that will likely be living in the CMSP area when it is built out.

On November 14, 2019 staff held four separate workshops and reached 159 students at Centennial and two workshops on November 21, 2019 with 58 students at Bishop Macdonell. The total number of students who participated was 217.

A brief presentation was given to all of the students, which explained the role of an urban planner, the planning system in Ontario, what is Clair-Maltby and the park scenarios. Similar to the community workshop, the students were given the six park scenarios (which were determined based on feedback from Workshop 1). Students were asked to work in teams to develop pros and cons for each park scenario. They listed various considerations related to benefits of locating parks near schools, providing good access to parks, centrally locating parks so kids can walk to them, and various concerns with crossing Gordon Street and other busy roads. These considerations helped to inform their lists of pros and cons for each park scenario, which they presented to staff and their classmates.

## **Analysis**

Following the Community Engagement, technical experts from city staff and the CMSP consultant team undertook an analysis of the proposed Open Space System. The review involved input from a variety of experts including: environmental specialists, land use planners, park planners and water resource engineers.

The input received from the public through community engagement informed the criteria that city staff and the technical experts on the project consultant team

applied to evaluate the potential community park locations and assess the feasibility of the proposed moraine ribbon.

The following analysis considers the City's current Official Plan policies, identifies the components of the open space system for the CMSP area, and analyzes the potential community park locations and the proposed moraine ribbon.

### **Current OP Park Policies**

The City's Open Space System consists of parks, trails and open spaces that are not part of, but may be interconnected with, or supportive of, the NHS.

The Official Plan sets out several objectives and policies for the City's Open Space System. The objectives for the City-wide open space system include, but are not limited to:

- Developing a connected system of trails and parks that provide exposure to, awareness of and interaction with nature and contributes to community health and wellness.
- Developing a city-wide trail system that is off-road where possible and supported by on-road links when necessary.
- Creating a hierarchy of open space, trails and parks based on size, function and population to be served.
- Providing sufficient open space to meet the active and passive recreational needs of residents, accessible to all residents.
- Accommodating the park and trail needs created by residential intensification with an emphasis on walkability.
- Protecting and enhancing trails, parks and open spaces for current and future generations.
- Creating and promoting tourism attractions in the open space system.
- Encouraging indigenous biological diversity, naturalization and environmental enhancement in appropriate open space and park locations.
- Ensuring that urban forestry is a key component of park design.
- Planning for appropriate interconnections, protection and enhancement opportunities between the open space system and the NHS.

### **Parkland targets**

There are four different categories of park: urban squares, neighbourhood parks, community parks and regional parks. Park types are differentiated largely based on: function, size, amenity and population served. The Official Plan sets out policies for each type of park some of which include targets for park space per 1000 residents the City will plan to provide.

The targets set out in the Official Plan for Neighbourhood Parks, Community Parks and Regional Parks are not intended to be applied to specific areas of the City. Rather, it is intended that the targets be applied across the entire City.

There were a number of comments received through community engagement process suggesting that the targets are not being met, therefore the amount of parkland being planned for the CMSP area should be increased.

In order to respond to these comments, staff have applied the city-wide targets to the CMSP area and provide the following for informational purposes only. Based on the Preferred Community Structure endorsed by Council on May 13, 2019, it is estimated that approximately 16,000 people will live in the CMSP area. The Official Plan sets the following city-wide targets:

- Neighbourhood Parks: the City will maintain a minimum city-wide average rate of 0.7 ha/1000 residents.
- Community Parks: the City will maintain a minimum city-wide average rate of 1.3 ha/1000 residents.
- Regional Parks: the City will encourage the provision of 1.3ha/1000 residents.

In order to meet these policies, the City would need to plan for 11.2 ha of neighbourhood park space and 20.8 ha of community park space. The City would also encourage 20.8 ha of regional park space. Based on these policies, the total amount of park space the City should plan for within the CMSP area is between 32 and 52.8 ha in the form of neighbourhood, community and regional park space.

At this time, the CMSP process is planning for the following Open Space System within the secondary plan area:

- Community Park: approximately 10 ha
- Neighbourhood Parks: approximately 8 ha
- Moraine Ribbon: approximately 20 ha

Although the framework is slightly different, this results in approximately 38 ha of open space which is within the range outlined by the Official Plan and will result in future residents of this area having suitable access to park space.

It is also intended that the CMSP Open Space System will be enhanced and complemented through the opportunistic use of stormwater management systems for recreational purposes (where possible). The estimated amount of land to be dedicated to stormwater management capture areas in the CMSP area is approximately 18 ha.

### **Recommended Components of the CMSP Open Space System**

In order to determine the appropriate Open Space System for the CMSP area, utilizing a design-based approach has continued to be the best approach to planning for this unique area of the City. The Open Space System is being designed to be supportive of, and complementary to, the NHS. In utilizing a design-based approach, it was also important to have consideration for the existing Open Space System policies in the City's Official Plan.

The Open Space System in the CMSP is comprised of four components:

1. Community park
2. Neighbourhood parks
3. Moraine ribbon
4. Local trails

The proposed mix of traditional parkland in the form of community park space and neighbourhood park space, as well as the introduction of a linear park system (moraine ribbon) throughout this area, will meet the parkland needs of the future residents of this area. It is also anticipated that the community park and the

moraine ribbon will serve the broader community. With these elements, the Open Space System is approximately 38 ha of land. The opportunistic recreational use of stormwater management capture areas, as well as 'local' trails and the Active Transportation Network will provide additional recreational opportunities.

### **Component 1: Community Park**

A key consideration of the Open Space System Strategy included determining the size and location of the community park as per the Council direction in May 2019.

#### **Community Park Size – Ten hectares**

As outlined above, the feedback from the community identified a preference for one larger park rather than two or more smaller parks to create the community park space (recognizing that there are also smaller neighbourhood parks at 1 hectare each distributed around the plan area). Although it was clear that one large community park was preferred, it should be noted that some participants indicated they felt that 10 hectares of community park was still too small and that the community park should be larger to accommodate Guelph's rapidly growing population.

Recognizing that the CMSP community park will serve more than one neighbourhood and will likely provide facilities for active and passive recreation at an intermediate level, staff agreed that one larger park is preferable and continue to recommend that the community park be ten hectares in size. Ten hectares for the community park was determined based on the following considerations:

1. **Planned future programming:** The community park will accommodate active and passive facilities. It is envisioned that the site could be able to accommodate a range of active facilities including several sport fields, an intermediate recreational amenity or a large event space. In addition to an active intermediate facility, the site will also accommodate passive uses and parking.

The community park will include both a level area as well as areas that have the ability to appreciate the unique topography of the area. The community expressed, through engagement, a desire for the community park to have opportunities for interacting and appreciating nature.

An example of this vision for a community park is Norm Jary Park (22 Shelldale Crescent) which has both active and passive uses including three sport fields, a natural area and a variety of other recreational amenities. The park is 9 ha in size and is co-located beside a community hub and an elementary school. Given the topography of the area, providing one centralized park helps ensure that it can provide the level of programming that the community has identified as important.

The City currently has 34 community-level parks and the average size of our community parks is less than the minimum 10 ha outlined in the OP. The existing community parks are serving the intended function and through the early stages of the Park and Recreation Master Plan process there has been no indication that community parks need to be bigger. Through the Parks and Recreation Master Plan benchmark analysis it is noted that many other



comparator municipalities have community parks policies with a standard size that is smaller than 10 ha in size. For example, the City of Milton's community park minimum size is 6.0 ha, Hamilton is 7.0 ha and Ottawa is the smallest at 3.6-6.0 ha. Therefore, staff are recommending that the community park in the CMSP area be 10 ha in size.

2. **Functional examples of existing community parks:** Currently many community parks in Guelph offer specialized recreational amenities on sites smaller than 10 ha. Castlebury Park (50 Castlebury Drive) in the City's west end is a good example of a smaller community park. It is about 3.7 ha and provides two full sized soccer fields, parking, a playground, a half basketball court and walking paths. It is also beside a City drainage channel. Castlebury Park is also co-located with a future school site, which makes the park appear much bigger than it is and provides opportunity for shared resources. This demonstrates that a significant amount of active recreation can be accommodated in a smaller area.
3. **Existing Official Plan policies:** The current policies in the Official Plan outline criteria to be considered in the development of community parks. The criteria include that a community park should be between 10-20 hectares in size, however, it may be smaller where specialized facilities are developed. A ten-hectare park is supported by the current Official Plan policies, however, the CMSP is design-based to ensure that the characteristics of this important area in the City are recognized. This approach also balances the needs of a growing population with the need to ensure that Clair-Maltby promotes a complete community with a high quality of life for future residents.

With a high-level understanding of the potential function of this future park, staff is confident that the needs of the future Clair-Maltby residents, as well as residents in other areas of the City, can be adequately served with a 10-hectare park in the CMSP area. This size provides the ability to offer active and passive recreation. The community park size will be able to provide higher level park functions that will be complemented by the other eight one-hectare parks distributed around the community.

### **Community Park Location**

Throughout the community engagement on the Open Space System, dozens of potential park locations and options were considered and ultimately three potential 10-hectare park locations rose to the top to be considered and evaluated more fully.

As described through the community engagement process, the dozens of potential community park locations and options were reviewed and reduced to a short-list of six potential community park options. The short-list was created based on criteria generated from community input (see Attachment 4 for the Evaluation Matrix and Attachment 5 for the short list of community park options). The community was further engaged on the short-list of options and then staff and the project consultant team reviewed the short-list of locations to arrive at the recommended community park location.

While the input from the community engagement was considered in arriving at the recommended community park location, it was not determinative. The views of

stakeholders were very polarized on many considerations when discussing the potential park locations. Ultimately, the recommendations contained in this report are based on staff’s professional evaluation of all relevant inputs, including, but not limited to public input.

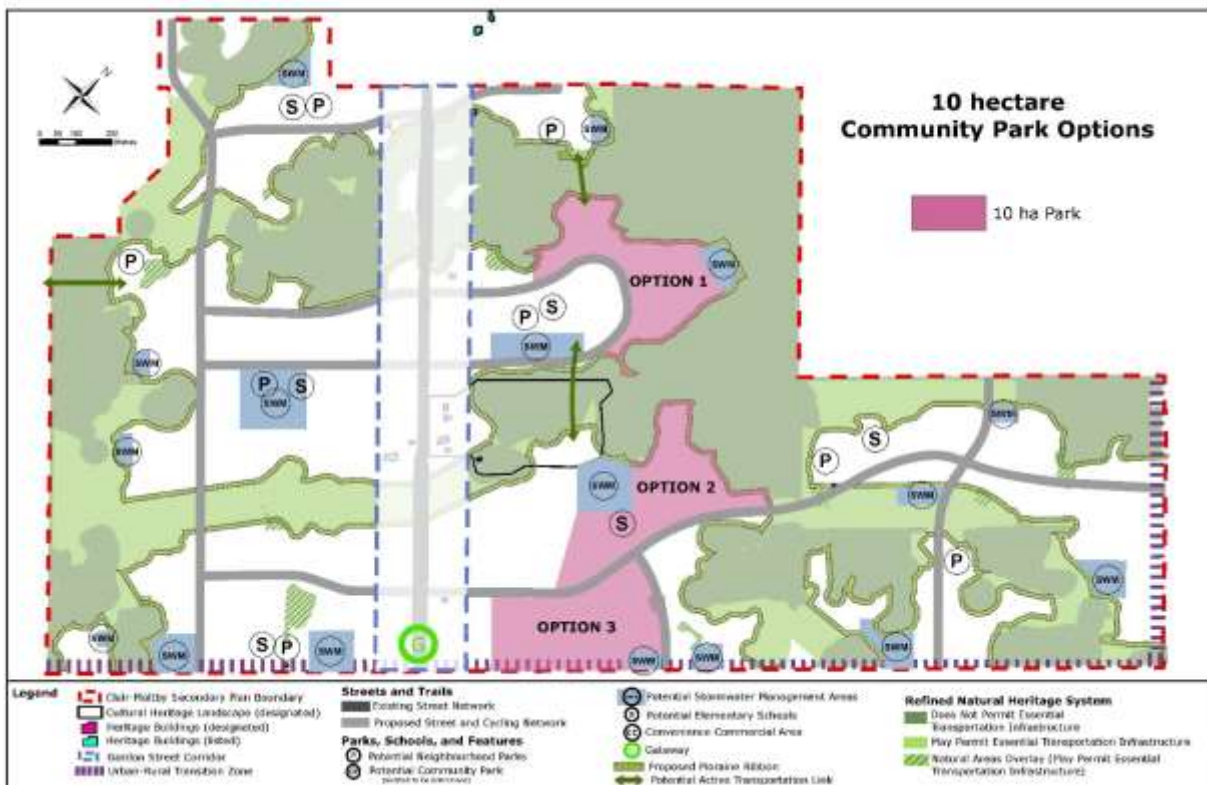
In order to evaluate the short-list of community park location options, staff determined that the following criteria would be applied:

- Will the size accommodate the intended community park function including active and passive uses?
- Is it a centralized and walkable location?
- Is the location accessible from major roads?
- Is the location accessible by all modes of transportation?
- Does the location abut the NHS?
- Can the existing topography accommodate the community park?

The complete evaluation matrix of the three park options is included as Attachment 6.

### Location Criteria: Size

With the determination that the community park should be ten hectares in size, as detailed above, the short-list of six community park options was reduced to three potential community park locations to be evaluated.



### Location Criteria: Centralized and walkable

Some input from the community suggested that a location central to the CMSP area would be valuable. Staff agree that a centralized location would be appropriate to promote walkability and other forms of active transportation thereby potentially

reducing the number of people that will access the community park by way of private vehicles. A centralized location also allows the community park to serve a neighbourhood function for future residents. In addition to the location being centralized, the community park should also be separated from the existing South End Community Park located on the northwest boundary of the CMSP area.

All three potential park locations are generally centrally located within the secondary plan area. Analyzing each location as well as the surrounding future land use (based on the preferred community structure), the number of potential future residents within a 5-10 minute walk (400-800m) of each location was estimated (see Attachment 7 for mapping).

	Residents within 400m	Residents within 800m
Option 1	2950 (1850 in CMSP)	8900 (5800 in CMSP)
Option 2	4150	8700
Option 3	4400	7050

The following parameters informed this estimation:

- Walking distances are calculated from the edge of the park.
- All populations assume build-out scenario using 2016 people per unit information.
- Populations are calculated as-the-crow-flies (a buffer) and are a gross estimation. The calculations do not account for barriers such as the NHS or lack of pedestrian routes.
- Population within walking distance of Option 1 includes portions of lands north of the CMSP area and assumes a build-out scenario. This added an additional 1100 people within 400m, and 3100 people within 800m.
- Due to lack of data, population outside the City boundary was not included.
- All figures are rounded to the nearest 50.

Based on these estimations, all three potential locations would be walkable for a significant number of residents.

Option 2 has the benefit of being accessible to more pedestrians without crossing Gordon Street or a future collector road (both of which are potential barriers for pedestrians, especially children). This allows it to also provide a neighbourhood park function for more future CMSP residents and greater access to a park whereas they otherwise would not.

With respect to walkability, Option 2 is preferred. With respect to separation distance from an existing community park, Options 2 and 3 are preferred.

### **Location Criteria: Accessible by road**

In addition to being able to easily walk and use active modes of transportation to access the park in a central location, it is important that a community park have good access to major roads to facilitate access by way of transit and private vehicles. This recognizes that a community park does play a role for the entire community and draws from a larger area that requires these modes of transportation to be considered.

Access in and out of a park are important from a safety perspective and crowd management perspective, especially when these parks hold community events that draw in large numbers of people.

Best practice in parks planning indicate that good street frontage on a major road, that allows people to access the park more than one way helps manage this flow of traffic.

Based on the preferred community structure, all three park locations will have access to a major road (collector or arterial). Concern was raised with respect to the road accessibility of Option 1. This location is in an isolated pocket of the CMSP area with one future collector road looping through and only connecting to Gordon Street in two locations. This does not allow traffic to disperse when major events are held in the community park, thus the accessibility of this location from a road and transit will likely be impacted.

Of the three locations, Option 1 is less desirable based on this criteria. The other two options achieve this criteria.

### **Location Criteria: Accessible by all modes of transportation**

Based on the Preferred Moraine Ribbon Location mapping (see Attachment 1), all three potential park locations will be accessible by multiple modes of transportation. Road accessibility was discussed above and would facilitate access by way of transit and private vehicles. A potential Active Transportation Network (ATN) route is accessible to each location and the proposed moraine ribbon would connect to both Options 1 and 2. While Option 3 does not connect to the proposed moraine ribbon, it is directly connected to the high-density residential area in the Gordon Street corridor.

This criteria was not determinative in recommending a community park location.

### **Location Criteria: Proximity to the NHS**

Protecting the Natural Heritage System (NHS) and its function, including the moraine, is important and has been a key consideration throughout the CMSP project. Input received through the community engagement on the Open Space System Strategy highlighted the significance of minimizing impacts to the NHS. Locating open space and park lands immediately adjacent to the NHS edges in an urbanizing context is desirable insofar as it provides a more complementary and less intensive land use than residential, mixed-use or commercial land uses. Open spaces and parks, compared to residential, mixed-use or commercial land uses, typically:

- have much less impervious surface allowing for more in situ infiltration;
- contain more opportunities for treed and other “green” spaces (including naturalization areas) that can help support NHS functions; and,
- support human uses that may be intensive at certain times of day or year but, overall, are less intensive than other urban land uses (e.g., fewer and less busy roads and parking).

Furthermore, potential impacts associated with human use within a City park can be mitigated and managed as needed by the City with tools at the City’s disposal (e.g., directional lighting away from natural areas, formalized trails to direct use,

signs directing users to stay on trails, fencing where deemed appropriate, etc.), which are considerations in parks planning in all City parks.

Locating the community park where it will abut the NHS aligns with the current city-wide open space objective to develop parks that provide exposure to, awareness of and interaction with nature and contributes to community health and wellness.

Consequently, Options 1 and 2 are preferred from a natural heritage perspective as they both abut the NHS (and the Significant Landform), with a slight preference for Option 1 as more of the park abuts the NHS.

Of the three options, Option 3 is the least desirable from a natural heritage perspective as it does not abut the NHS.

### **Location Criteria: Existing Topography**

The existing topography of the CMSP area is an important consideration for all future development in this area including the development of the future community park. Input received through the community engagement on the Open Space System Strategy highlighted that many members of the community also feel that maintaining the existing topography is very important in the CMSP area.

As outlined above, it is intended that the community park in the CMSP will provide opportunities for both active and passive recreation activities. It is assumed that the active recreation opportunities may be sportfields which would require some flatter land. The existing topography of each potential park option was examined and it has been determined that each location has areas with significant topography that would facilitate passive recreation opportunities or other uses that may benefit from being located on a hill or slope. It was also determined that each location has areas that are flatter and could facilitate active recreation opportunities, such as sportsfields, with minimal grading.

This criteria was therefore not determinative in recommending a community park location as all three potential park locations could facilitate the intended function of the park while largely respecting the existing topography.

### **Staff Recommended Community Park Location: Option 2**

The complete evaluation matrix of the three park options is included as Attachment 7. Based on the evaluation matrix, as summarized above, staff has concluded that Option 2 best meets the locational criteria as it:

- is centrally located;
- has good road accessibility;
- is accessible by all modes of transportation and is well connected by the moraine ribbon and the ATN;
- it abuts the NHS; and,
- respects existing topography which has the ability to accommodate both active and passive recreation opportunities.

### **Component 2: Neighbourhood Parks**

Neighbourhood parks having a minimum size of 1 ha each are proposed to be located throughout the CMSP area to ensure that all future residents have access to a park space within walking distance of their home. Through the Open Space

System community engagement, there was no discussion regarding the size or location of neighbourhood parks. The proposed neighbourhood parks will be connected to the moraine ribbon and co-located with school sites and stormwater management capture areas where feasible.

Staff continues to recommend the neighbourhood park size and locations that were identified on the updated Preferred Community Structure that was endorsed by Council in May 2019.

### **Component 3: Moraine Ribbon**

The CMSP area is located on the Paris Moraine, which is a natural feature unique to this area of the City. Significant portions of the moraine are protected as significant landform as part of the City's NHS. As such, an innovative approach to achieving the City's open space objectives that highlight this natural feature is being proposed, along with parkland that is more traditional.

#### **What is the moraine ribbon?**

The moraine ribbon generally abuts the NHS in the CMSP area and can be viewed as a linear park feature that highlights the unique topography and the significant amount of NHS in this area of the City. The moraine ribbon could be considered a re-interpretation of a Regional Park. The intent is to provide future users with exposure to, awareness of, and interaction with nature in accordance with the open space system objectives of the Official Plan. Through the creation of recreational open space immediately abutting the NHS, future users will have visual access to the NHS without negatively impacting the natural heritage features or their functions. The final designation of the space will be determined through the secondary plan.

The moraine ribbon is intended to incorporate a trail throughout its length. In some sections of the ribbon, the trail may be developed to be transportation focused and built to ATN standards (i.e. wider, asphalt or other hard surface) while in other areas the trail will be much smaller intending to be recreational focused.

The features included in the moraine ribbon will change throughout its length. In some sections it may incorporate green infrastructure for stormwater management purposes. In other areas or sections of the ribbon, play equipment or small pockets of open space could be planned for. Similar to the design of other open spaces within the CMSP area, the detailed design and programming of the moraine ribbon will occur closer to when it is being acquired or developed.

#### **Preferred vs. potential moraine ribbon locations**

As outlined earlier, through the community engagement on the Open Space System, feedback was requested with respect to where the moraine ribbon could be removed or interrupted if it cannot be acquired in its entirety for any reason. A refined map has been prepared which identifies "preferred moraine ribbon locations" and "potential moraine ribbon locations" (see Attachment 1).

The preferred moraine ribbon locations focus on creating connections throughout the CMSP area including direct routes to facilitate active transportation movement, and connections to destinations such as parks, schools or commercial areas. Other sections of the preferred moraine ribbon are intended to provide opportunities for passive recreational movement and the enjoyment of nature.

Approximately 6 hectares of the moraine ribbon has been identified as 'potential moraine ribbon'. These are areas that could be removed while still providing a connected Open Space System but should still be pursued in order to place a compatible land use (open space) abutting the NHS (see Attachment 1). This will be further evaluated in conjunction with the Financial Impact Assessment being completed for the CMSP in its entirety.

### **How big is the moraine ribbon?**

As detailed design and programming will not occur until a much later date, the assumed size or width of the moraine ribbon is 12 metres. However, the supporting policy direction for the moraine ribbon is intended to provide flexibility for the 12 metres to be increased or decreased in order to respond to the unique features and intended programming of each section of the moraine ribbon, the existing topography of the CMSP area and the site specific subdivision design of future development.

Using the assumed 12-metre width, and including both the Preferred and Potential Moraine Ribbon areas, the entire moraine ribbon as a linear park system is estimated to be over 21 ha in size. However, portions of the ribbon may be acquired as part of the future stormwater management system and other sections of the ribbon will take the form of enhanced pedestrian and cycling facilities within a right-of-way (road).

### **Component 4: Local Trails**

The moraine ribbon provides a significant opportunity for trails and active transportation to be developed throughout the CMSP area, however, additional localized facilities will be required.

In order to supplement the trail system provided within the moraine ribbon, local trails designed through future plans of subdivision will be necessary to make important connections within each smaller neighbourhood. These connections are intended to provide users of all ages and abilities with safe, convenient and comfortable routes to elementary schools, neighbourhood parks, commercial areas and other destinations.

### **Co-location of the community park and an elementary school site**

While there may be benefits to co-location of the community park with elementary school sites, there are also potential concerns. The benefits include:

- extracurricular learning opportunities;
- experiential learning and environmental stewardship;
- increased flexibility for possible school/site expansion; access to play fields and passive recreation opportunities;
- the possibility of other community hub/recreation centre type uses; and,
- the ability to share parking or other outdoor facilities located at either the school or park based on use generally being at different times of the day.

Based on discussions with the Wellington Catholic District School Board (WCDSB) and the Upper Grand District School Board (UGDSB), the potential elementary school site that was co-located with the recommended community park location (Option 2) should be shifted to the southerly side of the future east-west collector road.

This shift will be made when the draft secondary plan is prepared to recognize that one of the primary objectives for siting schools is to ensure that they are placed in a location adjacent to as much residential as possible. Proximity to residential uses ensures that: the school is appropriately situated in relation to the population it is designed to serve; there is a better chance of a sustainable student population; and it is accessible by the greatest possible walk-in population.

### **Acquisition of the Open Space System in Clair-Maltby**

With recent changes to the Planning Act, it is likely that all or a significant portion of the Open Space System in Clair-Maltby will have to be purchased by the City.

With respect to portions of the Open Space System that may be acquired by way of dedication we can advise the following:

- Portions of identified Active Transportation Networks within the moraine ribbon may be dedicated through future development applications if appropriately identified in the City's Official Plan.
- Portions of the moraine ribbon forming part of an identified municipal right-of-way may be dedicated through future development applications if appropriately identified in the City's Official Plan.
- Portions of the moraine ribbon which overlap with stormwater management infrastructure requirements may be dedicated to the City through future development applications.

The appropriate option for acquisition of the Open Space System would be determined at the time of development and/or acquisition.

### **Financial Implications**

The estimated cost of the Open Space System and the acquisition options will be developed and evaluated through the Financial Impact Assessment being completed for the CMSP in its entirety. The Financial Impact Assessment will be brought forward for Council's information and consideration prior to approval of the CMSP. This may inform amendments to the recommended Open Space System.

Funding for the purchase of the lands may come from the new community benefit charge (CBC) or other municipal sources. The province has passed legislation that replaces certain development charges, parkland dedication and density bonusing revenues with a new CBC. These are significant revenue streams for the City which are used to the fund growth-related park acquisition and development, recreation facilities and equipment, parking and library facilities in the long-term capital plan. There is a great degree of uncertainty around the future of these revenue streams due to the provincial development and expected consultation process of the CBC regulations.

There may be fiscal impacts from these changes that cause an increase in property taxes and/or a reconsideration of the capital plan, including reducing the size and scope of projects or extending the time horizon of when the project would begin. The fiscal impacts may also result in revisiting service levels as defined in the Official Plan and Master Planning documents.

The City is actively participating in conversations with our peer municipalities and professional associations, monitoring the provincial development of the CBC



legislation and advocating for revenue neutrality through these changes through political channels. Staff will advise Council as soon as more information is known.

## **Consultations**

As detailed earlier, two rounds of community engagement were undertaken with the community and stakeholders, as well workshops with more than 200 high schools students, to get feedback regarding the Open Space System in the CMSP area.

September 25, 2019	Afternoon and evening public workshops (round 1)
September 30 – October 14, 2019	Online engagement (round 1)
November 14 & 21, 2019	Workshops at Centennial CVI and Bishop Macdonell Catholic High School
November 19, 2019	Afternoon and evening public workshops (round 2)
November 21 – December 5, 2019	Online engagement (round 2)

## **Strategic Plan Alignment**

The CMSP will align with the following priorities within the Strategic Plan:

Powering our future – this study will support a healthy economy.

Sustaining our future – this study will ensure that there is adaptable green infrastructure to support population and economic growth for future generations. The NHS within Clair-Maltby will be protected.

Navigating our future – this study will consider transportation connectivity, safety and improving connections between our existing community and this future community for all modes of transportation.

Building our future – The open space system in Clair-Maltby will be a strategic investment that nurtures well-being for Guelph residents. It will be a new asset to respond to Guelph’s growing and changing social, economic and environmental needs.

## **Attachments**

Attachment-1 Map 1: Components of Recommended Open Space System (March 2, 2020)

Attachment-2 Policy Directions: Clair-Maltby Open Space System Strategy

Attachment-3 Round 1 Community Engagement Mapping – all community park options

Attachment-4 Community Criteria Evaluation Matrix

Attachment-5 Mapping of the short-list of community park options

Attachment-6 Evaluation Matrix of the three community park options

Attachment-7 Residents within 5-10 minute walk of the potential community park locations

## Departmental Approval

Terry Gayman, General Manager/City Engineer, Engineering and Transportation Services

Katherine Hughes, Associate Solicitor, Legal, Realty and Court Services

Christel Gregson, Senior Corporate Analyst Financial Strategy, Finance

### Report Author

Stacey Laughlin, MCIP, RPP  
Senior Policy Planner

### Report Author

Tiffany Hanna, OALA, CSLA, ISA  
Certified Arborist  
Park Planner

### Report Author

Lisa Drury, MCIP, RPP  
Policy Planner

### Approved By

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

### Approved By

Luke Jefferson  
Manager, Open Space Planning



---

### Approved By

Todd Salter, MCIP, RPP  
General Manager  
Planning and Building Services  
Infrastructure, Development and  
Enterprise Services  
519-822-1260 extension 2395  
todd.salter@guelph.ca



---

### Approved By

Heather Flaherty  
General Manager  
Parks and Recreation  
Public Services  
519-822-1260 extension 2264  
heather.flaherty@guelph.ca



---

**Recommended By**

Kealy Dedman, P.Eng., MPA  
Deputy Chief Administrative Officer  
Infrastructure, Development and  
Enterprise Services  
519-822-1260 extension 2248  
kealy.dedman@guelph.ca



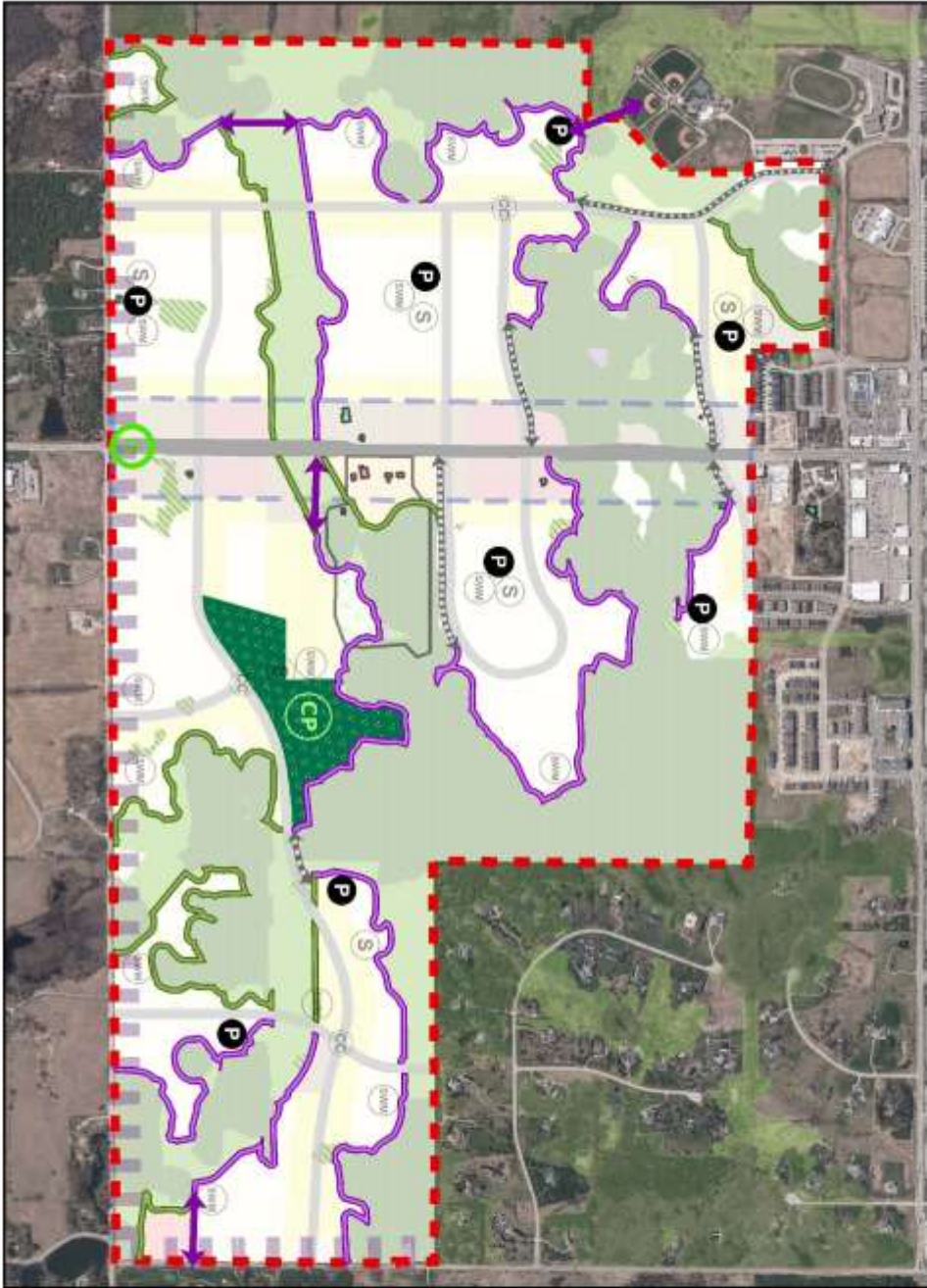
---

**Recommended By**

Colleen Clack  
Deputy Chief Administrative Officer  
Public Services  
519-822-1260 extension 2588  
colleen.clack@guelph.ca

Attachment-1 Map 1: Open Space System (March 2, 2020)

**COMPONENTS OF RECOMMENDED OPEN SPACE SYSTEM**



**Legend**

- - - - Clair-Maitly Secondary Plan Boundary

**Open Space System Components**

- CP Community Park
- P Potential Neighbourhood Parks
- Preferred Moraine Ribbon Locations
- Other Potential Moraine Ribbon Locations
- Potential Trail Connections
- ←→ Enhanced Pedestrian & Cycle Facilities

**Note:**  
Other elements of the preferred Community Concept Plan endorsed by Council in May 2019 are shown underlying the Open Space System components for context only.



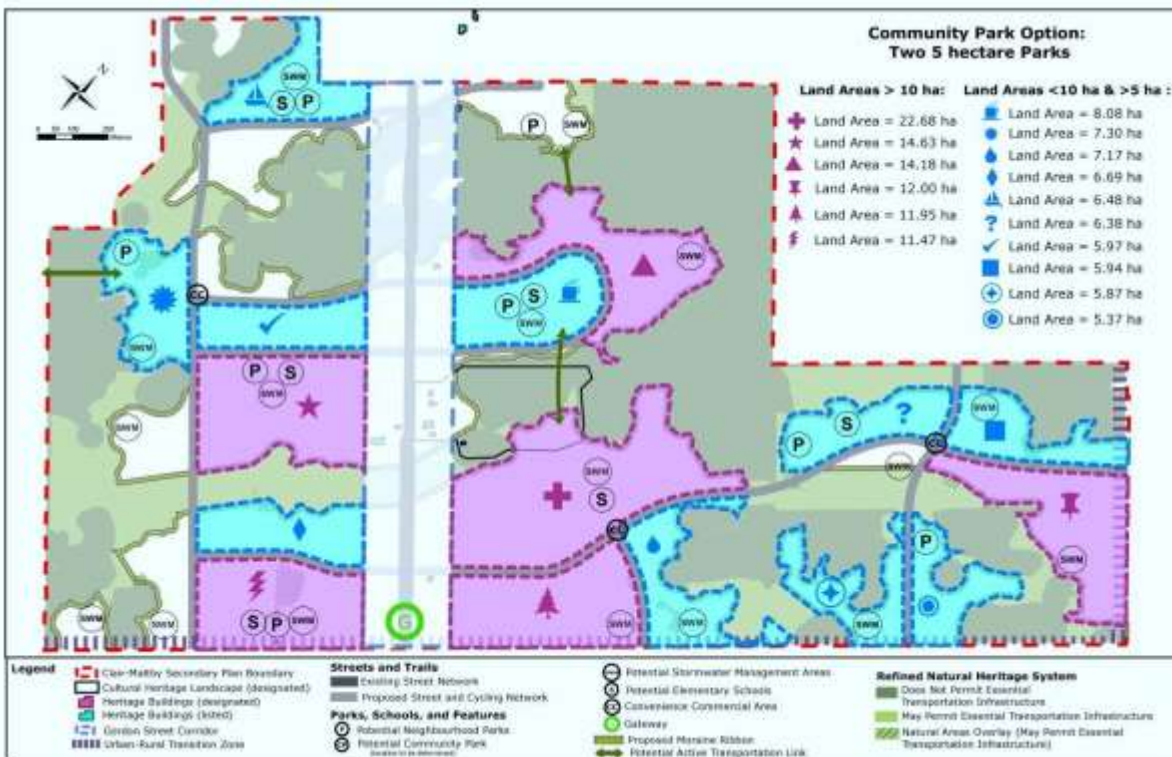
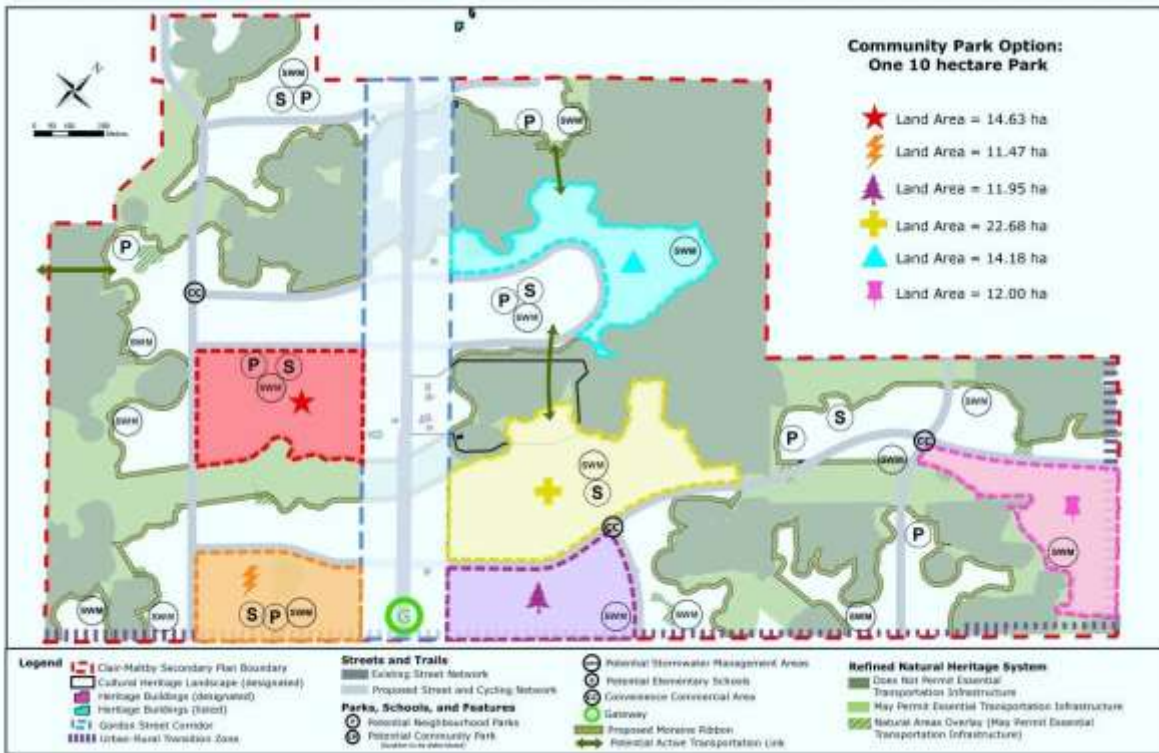
MARCH 2, 2020

## **Attachment-2 Policy Directions: Clair-Maltby Open Space System Strategy**

[Link to the document: Policy Directions: Clair-Maltby Open Space System Strategy](#)



# Attachment-3 Round 1 Community Engagement Mapping – all community park options



## Attachment-4 Community Criteria Evaluation Matrix

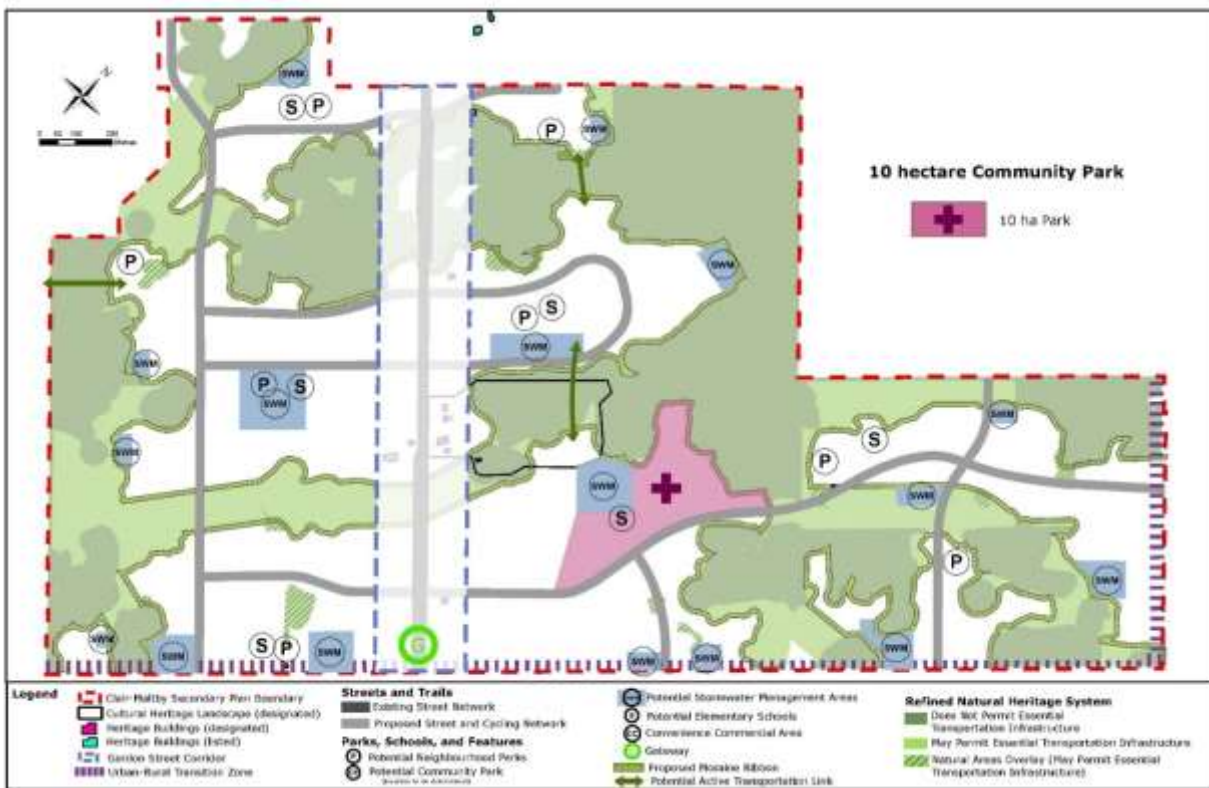
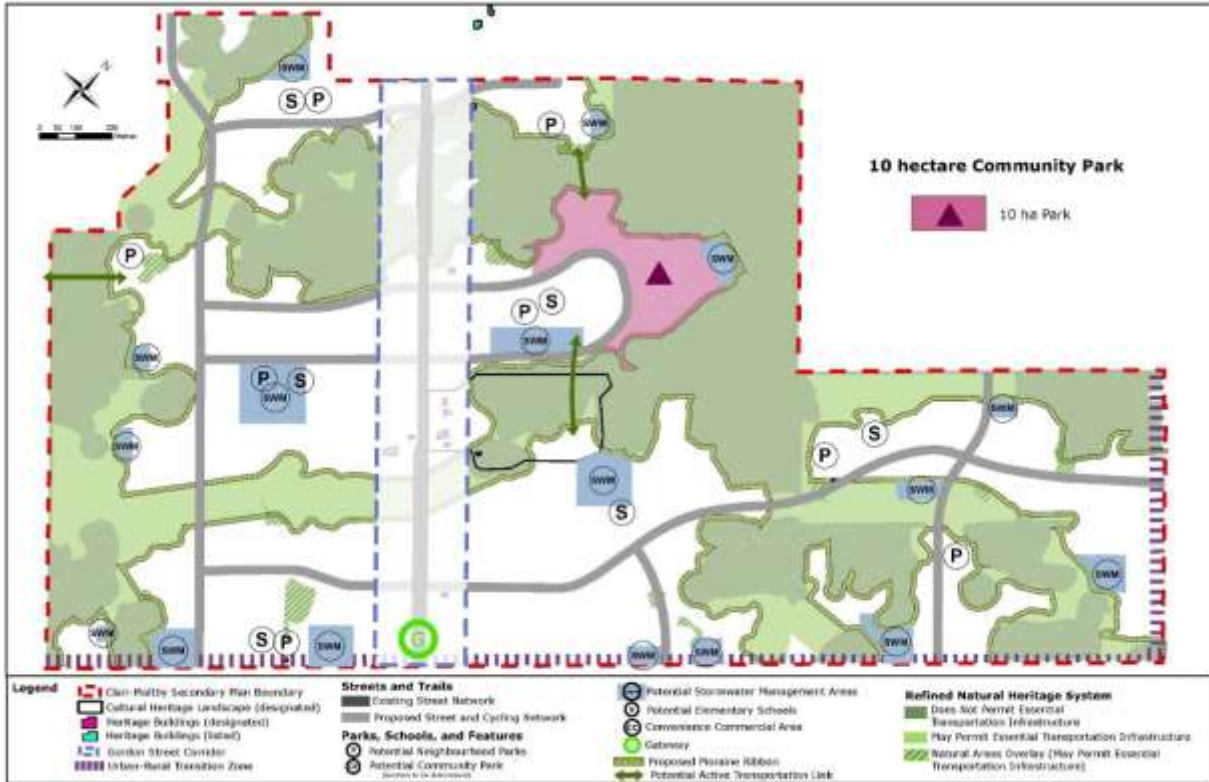
Criteria		Triangle	Plus Sign	Tree	Coffee Cup & Checkmark	Triangle & Plus Sign	Star & Plus Sign	Analysis
Size	Can the size and location accommodate multiple functions including active and passive uses?	Yes	Yes	Yes	Yes	Yes	Yes	All locations can accommodate multiple functions (2 five hectare parks or 1 ten hectare park)
	Can the park be interconnected with other parks and trails	<ul style="list-style-type: none"> <li>Moraine Ribbon</li> <li>Active Transportation Route</li> <li>Collector Road</li> </ul>	<ul style="list-style-type: none"> <li>Moraine Ribbon</li> <li>Active Transportation Route</li> <li>Collector Road</li> </ul>	<ul style="list-style-type: none"> <li>Active Transportation Route</li> <li>Collector Road</li> <li>Arterial Road (Maltby)</li> </ul>	<ul style="list-style-type: none"> <li>Collector Road</li> <li>Moraine Ribbon or enhanced pedestrian and cycle facilities</li> </ul>	<ul style="list-style-type: none"> <li>Collector Road</li> <li>Moraine Ribbon or enhanced pedestrian and cycle facilities</li> <li>Active Transportation Route</li> </ul>	<ul style="list-style-type: none"> <li>Collector Road</li> <li>Moraine Ribbon</li> </ul>	All of the park locations provide opportunities to be interconnected with other parks and trails.
	Can the existing topography be largely maintained as part of the function of the park?	Likely that both active and passive uses could be accommodated through the design with minimal grading	Likely that both active and passive uses could be accommodated through the design with minimal grading	Likely that both active and passive uses could be accommodated through the design with minimal grading	Between both park locations, it is likely that both active and passive uses could be accommodated through the design with minimal grading	Between both park locations, it is likely that both active and passive uses could be accommodated through the design with minimal grading	Between both park locations, it is likely that both active and passive uses could be accommodated through the design with minimal grading	Between both park locations, it is likely that both active and passive uses could be accommodated through the design with minimal grading
Location	Is the location central to the secondary plan area?	Yes (slightly northeast)	Yes (slightly east)	No (south)	Yes (one park on the east and one on the west)	No (further east)	Yes (one park on the east and one on the west)	All parks are generally central. The tree park, triangle, and plus sign are slightly less central.
	Is the location walkable and accessible by various modes of transportation?	Yes	Yes	Yes	Yes	Yes	Yes	Policies will be written to ensure walkability is prioritized in all park location scenarios.
	Is the location, or portions thereof, quiet?	Yes	Yes	Yes	Yes	Yes	Yes	The park will be designed so that the park has portions that are quiet and allows for privacy and relaxation in all options.
	Is the location safe?	Yes	Yes	Yes	Yes	Yes	Yes	The park will be designed to ensure that safety is considered.
	Is the location near a landmark or notable feature?	Near Halls pond/ surrounded by NHS	Near Halls pond	Near green gateway	No	Near Halls pond	Plus sign next to Hall Pond	The Coffee Cup and Check Mark park is the main park that is not in close proximity to a major landmark/notable features.

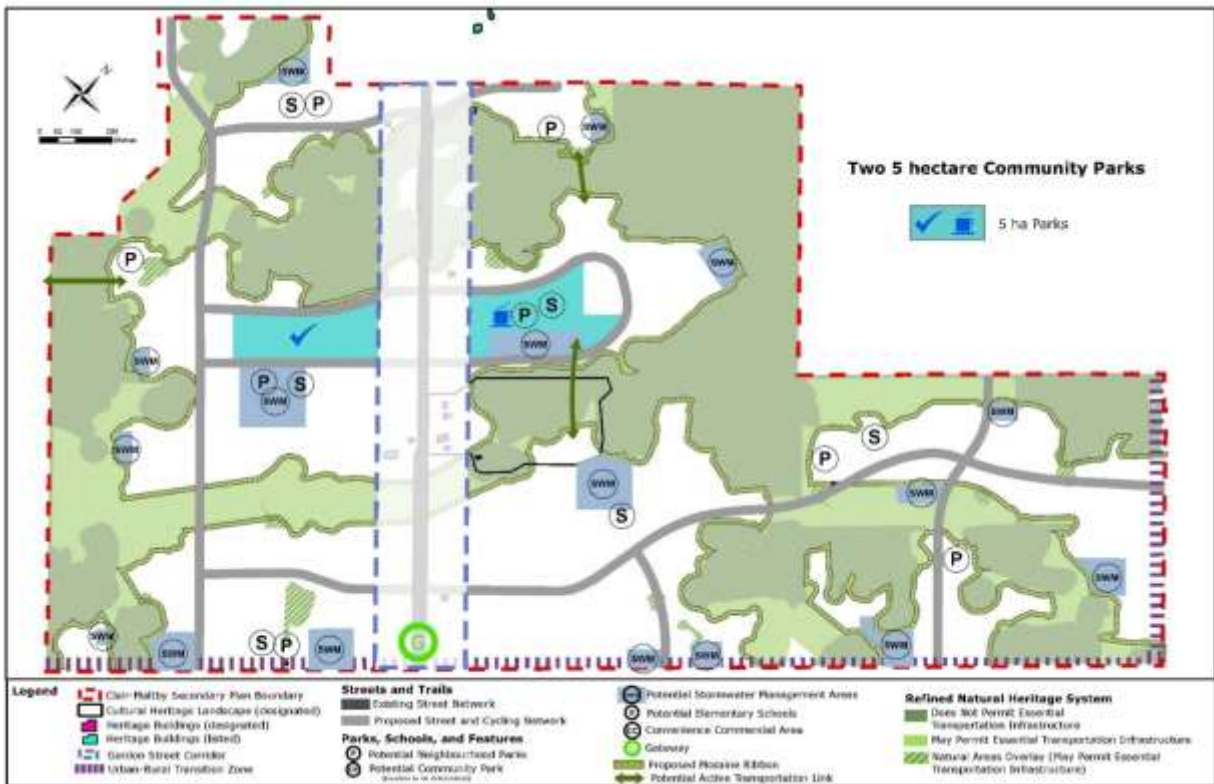
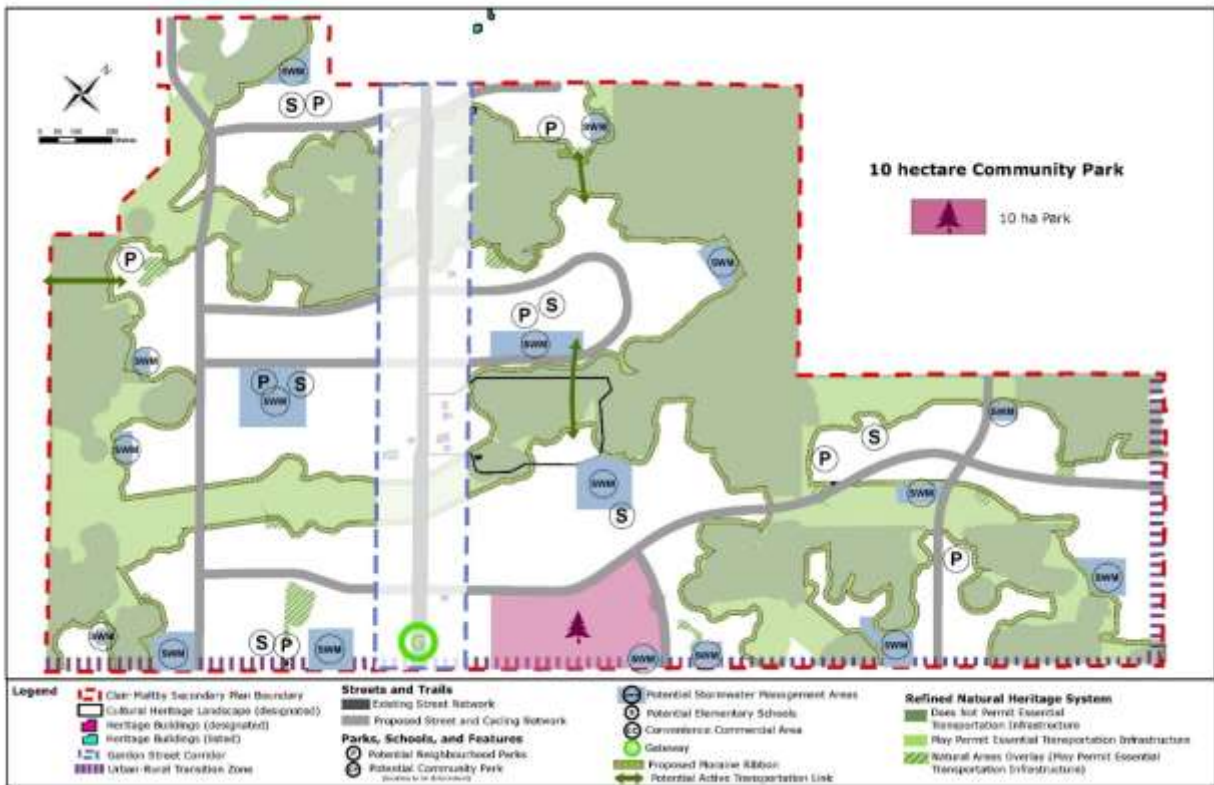
### Attachment-4 Community Criteria Evaluation Matrix (continued)

Criteria		Triangle	Plus Sign	Tree	Coffee Cup & Checkmark	Triangle & Plus Sign	Star & Plus Sign	Analysis
	<b>Will there be a benefit to the NHS?</b>	Yes (adjacent to the NHS)	Yes (adjacent to the NHS)	No (not adjacent to the NHS)	No (not adjacent to the NHS)	Yes (adjacent to the NHS)	Yes (Plus sign park next to NHS)	The Triangle, Plus Sign, Tringle/Plus sign and star/plus sign provide access to the NHS. The Triangle and Triangle/plus sign park provide the largest interface with the NHS.
	<b>Will there be sufficient infrastructure to handle the increase in traffic?</b>	Yes	Yes	Yes	Yes	Yes	Yes	All park locations will be designed to appropriately handle increased traffic.

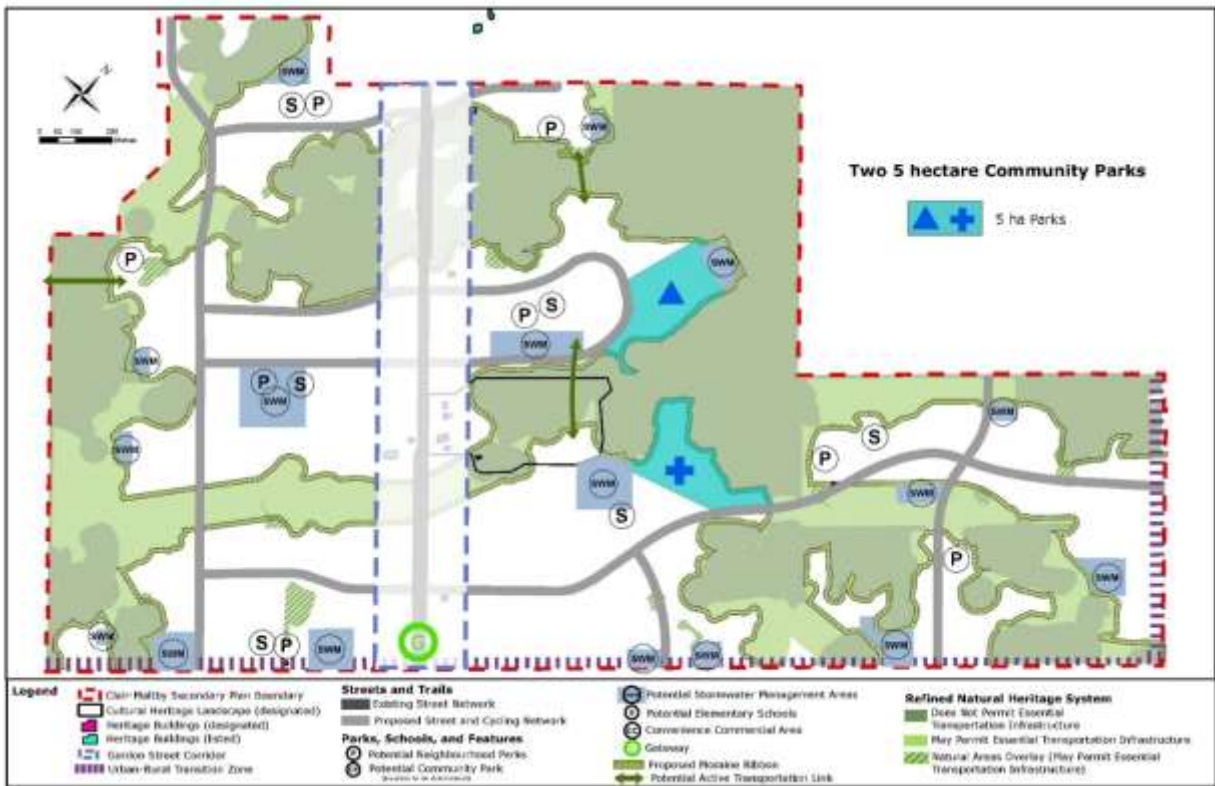
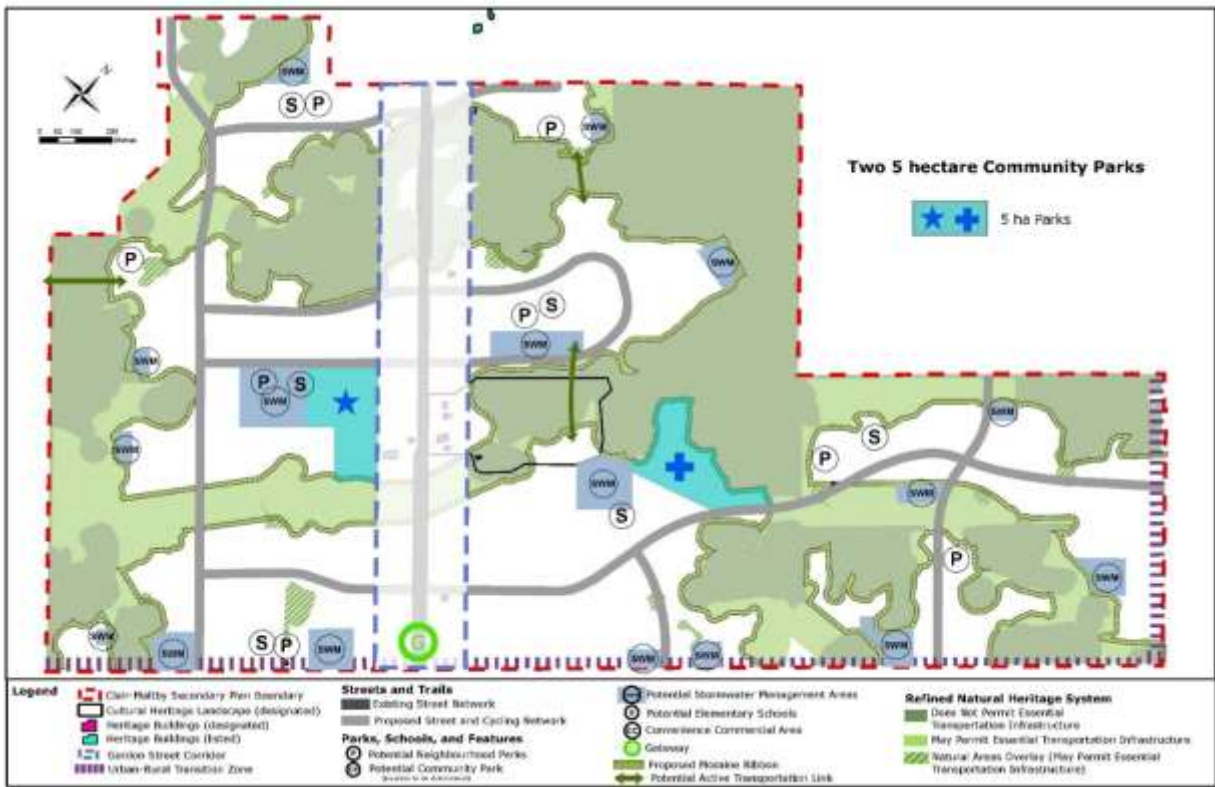


# Attachment 5 – Short List of Community Park Options









## Attachment-6 Evaluation Matrix of the three community park options

Criteria	Option 1	Option 2	Option 3	Analysis
Will the size accommodate the intended community park function including active and passive uses?	<ul style="list-style-type: none"> <li>Accommodates both active and passive recreation</li> </ul>	<ul style="list-style-type: none"> <li>Accommodates both active and passive recreation</li> </ul>	<ul style="list-style-type: none"> <li>Accommodates both active and passive recreation</li> </ul>	<p><b>This criteria is not determinative in recommending a community park location as all parks can accommodate both active and passive uses.</b></p>
Is it a centralized and walkable location?	<ul style="list-style-type: none"> <li>Yes</li> <li>Serves approximately 2950 (1850 in CMSP) people at a 400m radius and 8900 (5800 in CMSP) people at a 800m radius</li> </ul>	<ul style="list-style-type: none"> <li>Yes</li> <li>Serves approximately 4150 people at a 400m radius and 8700 people at a 800m radius</li> <li>Serves many residents without crossing Gordon Street or a future collector road (both of which are potential barriers for pedestrians, especially children).</li> <li>Separated from the existing South End Community Park located on the northwest boundary of the CMSP area.</li> </ul>	<ul style="list-style-type: none"> <li>Yes</li> <li>Serves approximately 4400 people at a 400m radius and 7050 people at a 800m radius</li> <li>Separated from the existing South End Community Park located on the northwest boundary of the CMSP area.</li> </ul>	<p><b>All three potential locations would be walkable for a significant number of residents, but Option 2 is preferred.</b></p> <p>Option 2 has the benefit of being accessible to more pedestrians without crossing Gordon Street or a future collector road. Option 2 and 3 are preferred with respect to separation distance from an existing community park.</p>
Is the location accessible from major roads?	<ul style="list-style-type: none"> <li>Least preferred from a road access point of view as it is located in an isolated pocket of the CMSP area with one future collector road looping through and only connecting to Gordon Street in two locations. This does not allow for traffic to disperse when major events are held in the community park, thus the accessibility of this location from a road will likely be impacted.</li> </ul>	<ul style="list-style-type: none"> <li>Connected to a major east-west collector which provides access to north-south routes</li> </ul>	<ul style="list-style-type: none"> <li>Best access as the location has major roads abutting three sides of the park with both east-west and north-south access</li> </ul>	<p><b>This criteria determined Option 1 is least desirable because it has the greatest limitations for access management.</b></p> <p><b>Option 2 and 3 meet this criteria.</b></p>
Is the location accessible by all modes of transportation?	<ul style="list-style-type: none"> <li>Will be accessible by multiple modes of transportation</li> </ul>	<ul style="list-style-type: none"> <li>Will be accessible by multiple modes of transportation</li> </ul>	<ul style="list-style-type: none"> <li>Will be accessible by multiple modes of transportation</li> </ul>	<p><b>This criteria was not determinative in recommending a community park location as all three potential park locations will be accessible by multiple modes of transportation.</b></p>
Does the location abut the NHS?	<ul style="list-style-type: none"> <li>About 70% of the CP abuts the NHS and associated Significant</li> </ul>	<ul style="list-style-type: none"> <li>About 40% of the CP abuts the NHS and associated Significant</li> </ul>	<ul style="list-style-type: none"> <li>This location does not abut the NHS and therefore the potential</li> </ul>	<p><b>Option 1 and 2 are preferred from a natural heritage</b></p>

## Attachment-6 Evaluation Matrix of the three community park options (continued)

Criteria	Option 1	Option 2	Option 3	Analysis
	<p>Landform (SL). This provides excellent opportunities to:</p> <ul style="list-style-type: none"> <li>○ View the SL as the park would essentially be "framed" by NHS and SL</li> <li>○ Provide outreach, education and stewardship related to the NHS and SL</li> </ul> <ul style="list-style-type: none"> <li>• Surrounded on three sides by the most sensitive NHS features in the CMSP area. Having a community park in this location will help ensure that the adjacent land uses include: <ul style="list-style-type: none"> <li>○ Relatively high levels of pervious surface</li> <li>○ Relatively high levels of tree canopy and / or naturalized areas and / or other "green" space</li> </ul> </li> </ul>	<p>Landform. This provides opportunities (albeit less than Option 1) to:</p> <ul style="list-style-type: none"> <li>○ View the SL as the park would essentially be "framed" by NHS and SL</li> <li>○ Provide outreach, education and stewardship related to the NHS and SL</li> </ul> <ul style="list-style-type: none"> <li>• Abuts some of the most sensitive NHS features in the CMSP area (albeit less than the Option 1). Having a community park in this location will help ensure that the adjacent land uses include: <ul style="list-style-type: none"> <li>○ Relatively high levels of pervious surface</li> <li>○ Relatively high levels of tree canopy and / or naturalized areas and / or other "green" space</li> </ul> </li> </ul>	<p>for impacts to the NHS related to lighting and noise are not mitigated by the distance from the NHS.</p> <ul style="list-style-type: none"> <li>• This location does not provide the benefit of locating a park use adjacent to the NHS.</li> </ul>	<p><b>perspective as they both abut the NHS (and the Significant Landform), with a slight preference for Option 1 as more of the park abuts the NHS.</b></p> <p><b>Of the three options, Option 3 is the least desirable from a natural heritage perspective as it does not abut the NHS.</b></p>
<p><b>Can the existing topography accommodate the community park?</b></p>	<ul style="list-style-type: none"> <li>• Has areas with topography that would facilitate passive recreation opportunities. There are areas that are flatter and could facilitate active recreation opportunities with minimal grading.</li> </ul>	<ul style="list-style-type: none"> <li>• Has areas with topography that would facilitate passive recreation opportunities. There are areas that are flatter and could facilitate active recreation opportunities with minimal grading.</li> </ul>	<ul style="list-style-type: none"> <li>• Has areas with topography that would facilitate passive recreation opportunities. There are areas that are flatter and could facilitate active recreation opportunities with minimal grading.</li> </ul>	<p><b>This criteria was not determinative in recommending a community park location as all three potential park locations could facilitate the intended function of the park while respecting the existing topography.</b></p>



