

Growth Management and Affordable Housing Monitoring Report 2023

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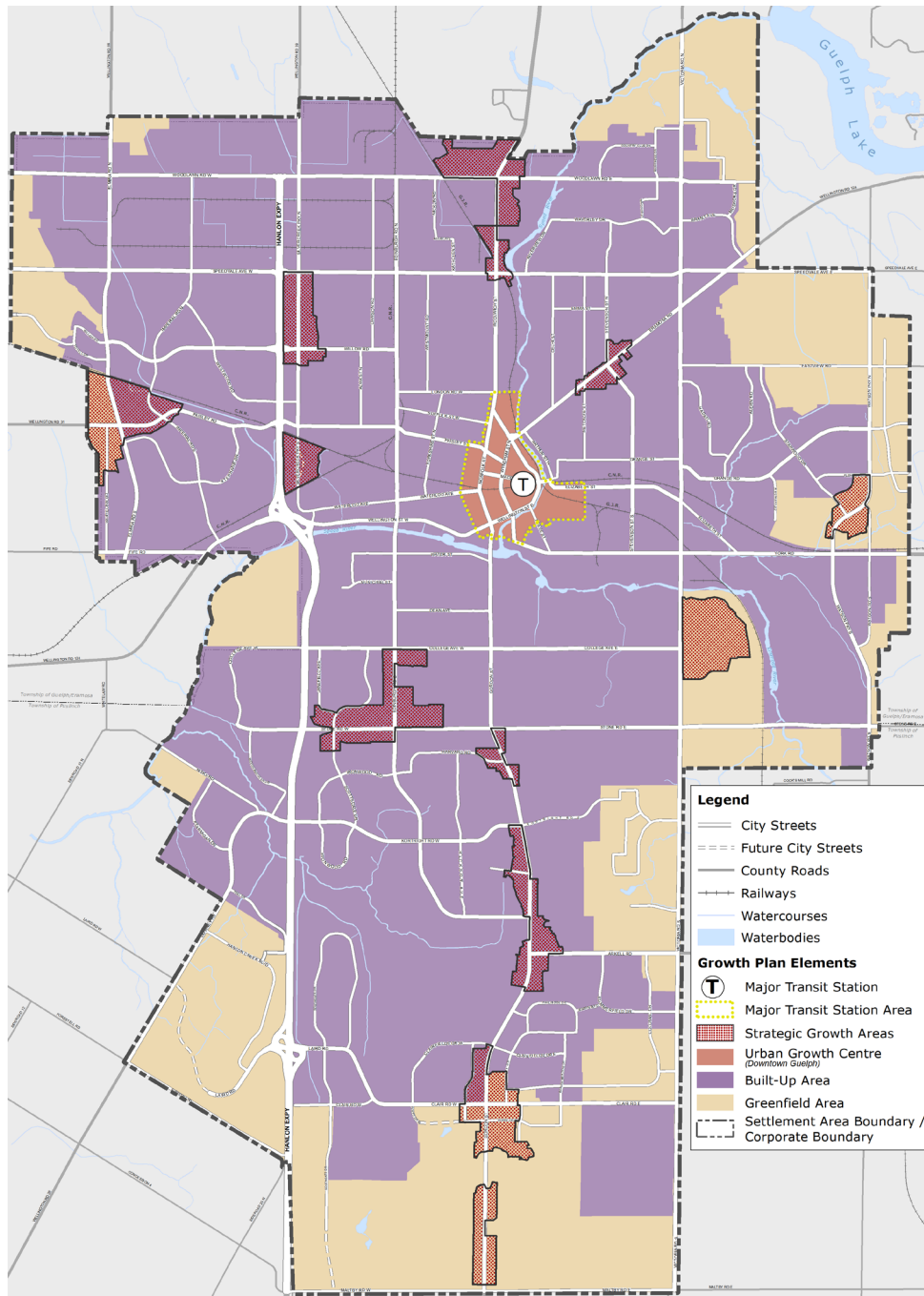
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1. Urban Structure

1.1 Schedule 1a: Urban Structure

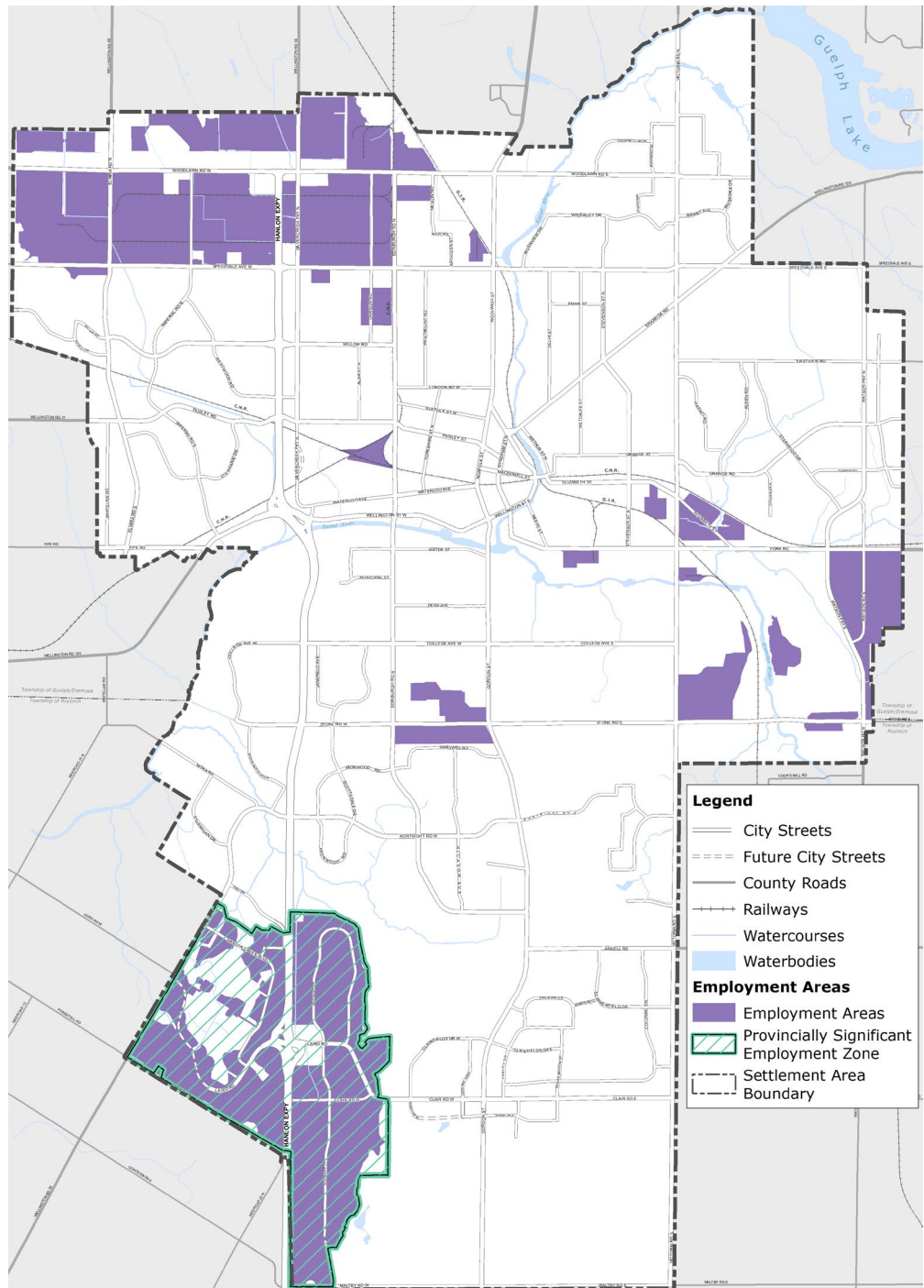
Figure 1. Schedule 1a: Urban Structure.



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 targets, 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, as adopted by Guelph City Council in July of 2022.

1.2 Schedule 1b: Urban Structure (Employment Areas)

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 (2020) and Guelph’s Official Plan, as amended through Official Plan Amendment 80, as adopted by Guelph City Council in July of 2022.

2. Population and employment

2.1 City of Guelph population statistics

Figure 3. City of Guelph population growth over time.

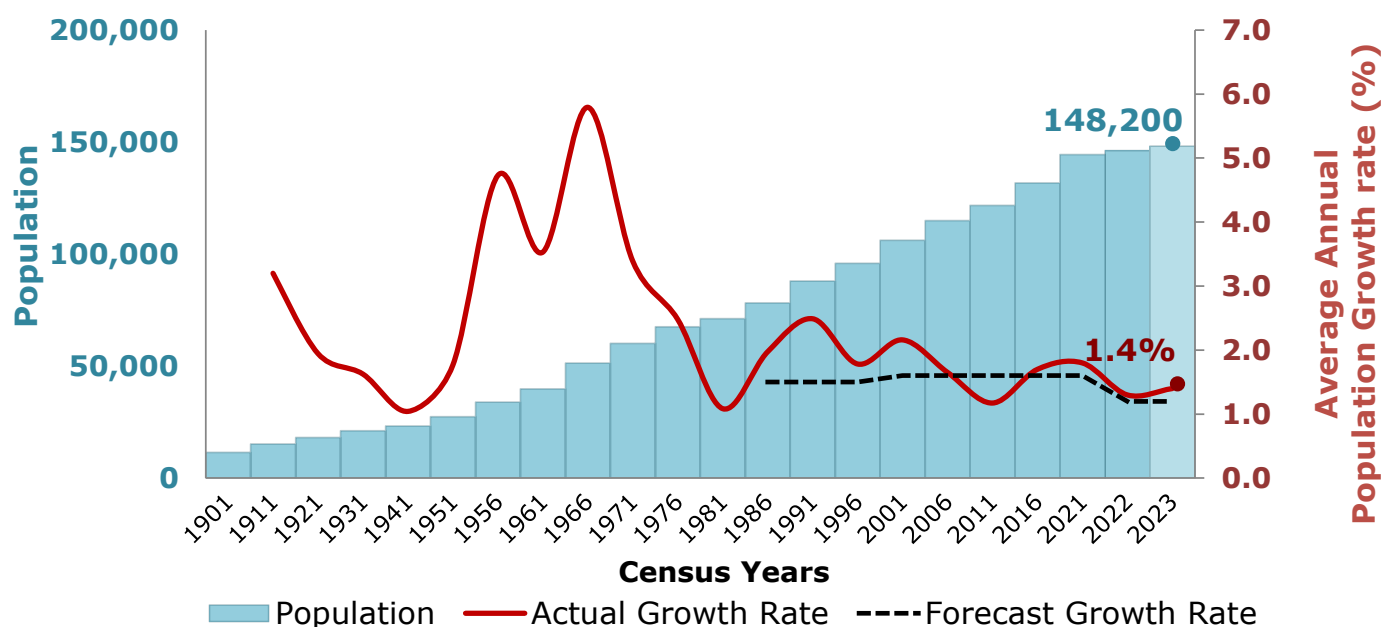


Table 1. City of Guelph population statistics.

Indicator	May 2021 (Census)	December 2023 (estimated)
Population	143,740	148,200
Occupied dwellings	56,480	58,986
Average household size (persons per dwelling)	2.5	2.5
Area (hectares)	8,835	8,926
Population density (persons per hectare)	14.96	16.6
Gross dwelling density (units per hectare)	6.39	6.61

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

Guelph's Official Plan, which implements Shaping Guelph's growth management 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 by 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. The reduction in the growth rate to 2051 accounts for a projected decline in the rate of housing growth in Guelph during the latter part of the forecast period due in part to the aging of the City's existing population. According to

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

² The projected population excluding the net census undercoverage.

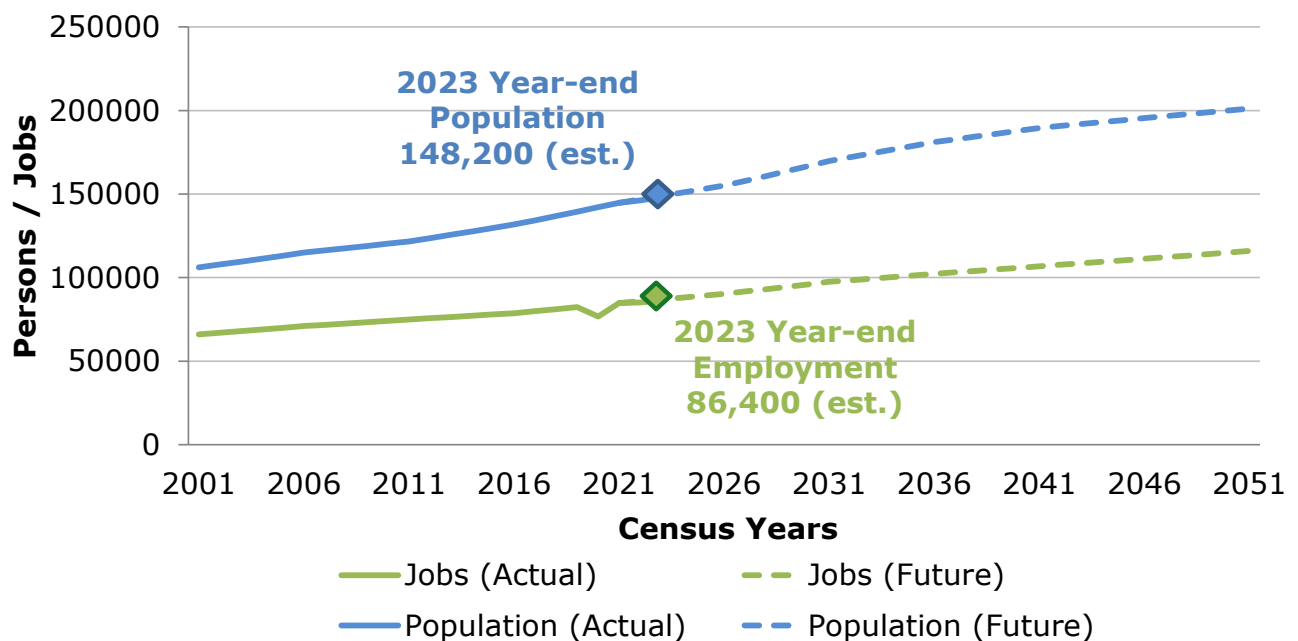
Shaping Guelph’s [Long-Term Population and Housing Growth Analysis](#), net migration is anticipated to be the largest component of forecast population growth in Guelph to 2051. With an estimated population of 148,200³ at the end of 2023, Guelph’s population grew by 1.4 per cent since 2022, exceeding 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 208,000¹ (201,000²) by the year 2051.

The high rates of growth in the 1950s, 1960s, and 1990s, as seen in Figure 3 above are in large part due to the annexation of neighbouring township lands.

Sources: Statistics Canada, 2021 Census of Population and City of Guelph Planning Services, 2023

2.2 Population and employment forecast to 2051.

Figure 4. 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 its forecast population, Guelph will need to accommodate an estimated additional 53,000 people and 29,600 jobs by the year 2051.

Based on residential building permit activity, the estimated population for the City of Guelph at the end of 2023 increased to 148,200⁴ 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 86,400 jobs by the end of 2023. Guelph’s unemployment rate increased to 5.4 per cent in December 2023, up from 4.4 per cent in

³ The current population excluding the net census undercoverage.

⁴ Population excludes the net census undercoverage.

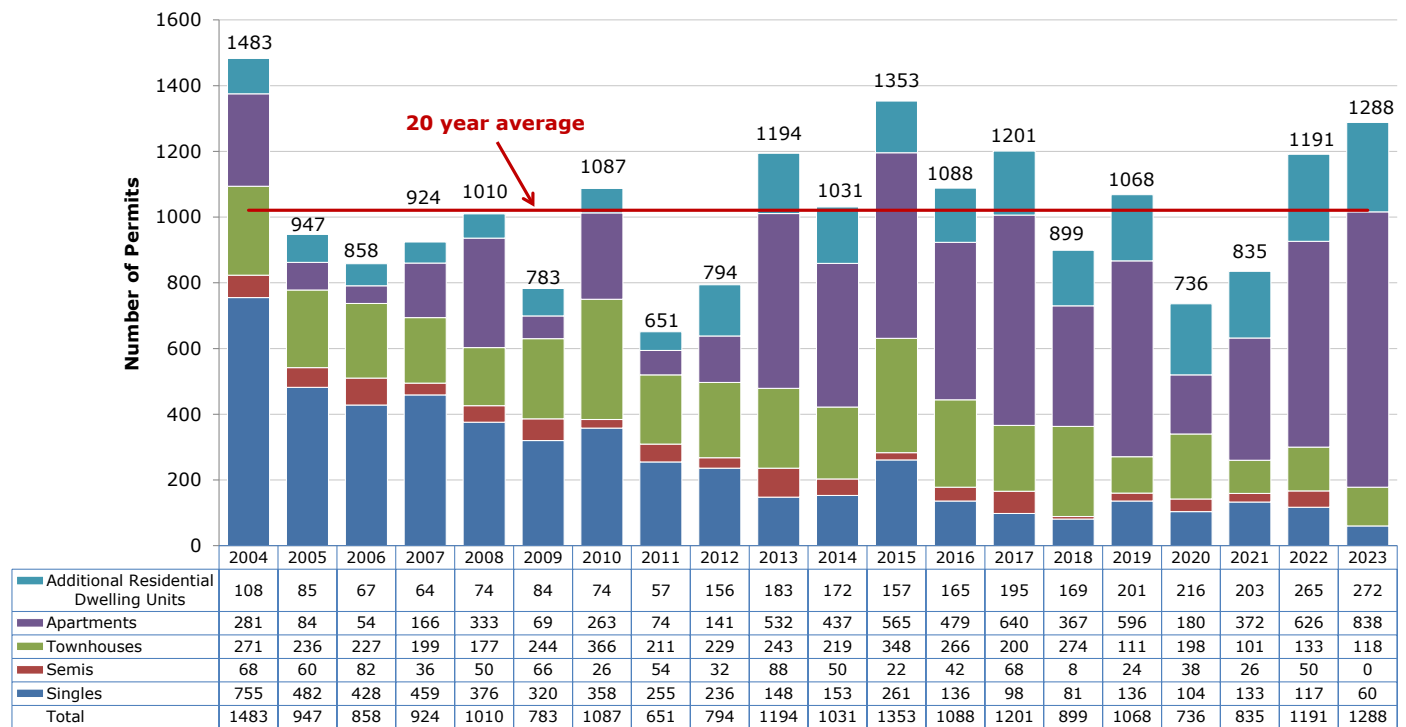
December 2022⁵. Across the country, unemployment rates have been steadily increasing over the same period, increasing from 5.5 per cent in December 2022 to 6.2 per cent in December 2023 in Ontario, and across Canada the unemployment rate has increased from 5.1 per cent in December 2022 to 5.8 per cent in December 2023⁵. According to Statistics Canada, the unemployment rate in Ontario increased due to job losses in the construction, wholesale and retail, healthcare, and manufacturing industries. The unemployment rate in Guelph in December 2023 continues to remain one of the lowest across Ontario and is similar to employment levels seen prior to the pandemic.

Sources: City of Guelph Planning Services, 2023 and Statistics Canada, Labour force characteristics, 2023

3. Building permit activity

3.1 20-year historical building permits by dwelling type

Figure 5. Issued Building Permits by dwelling type, 2004-2023.



Residential permits remain strong over the long term⁶.

Permits were issued for the creation of 1,288 newly constructed dwellings in 2023, making it the second year in a row that the number of residential permits exceeded the 20-year average. Apartments, excluding additional dwelling units (ADUs) were the dominant type of unit constructed in 2023, representing 65 per cent of the newly created

⁵ Statistics Canada. [Table 14-10-0380-01 Labour force characteristics, three-month moving average, seasonally adjusted](#)

⁶ Note: only issued residential permits that resulted in the creation of a new unit in 2023 are included in the permit summaries of this report. It does not include residential building permits that were cancelled or voided.

units, while single detached dwellings represent 5 per cent of the total units constructed. There were no semi-detached dwellings constructed in Guelph in 2023. Additional dwelling unit (ADU) creation continues to be strong, representing 21 per cent of the newly created units in 2023.

When considering longer-term historical housing trends, townhouse and apartment units continue to be the dominant types of newly constructed housing units. The shift in the proportion of constructed dwelling types away from lower density forms of housing is in large part due to decreased housing affordability, policy, 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 the City’s Official Plan.

Source: Building Permit Summaries, City of Guelph Planning Services, 2023

3.2 Monthly building permits by dwelling type for 2023

Table 2. Monthly Building Permit Summaries by Dwelling Type for 2023.

Month	Single Detached	Semi-Detached	Townhouses	Apartments	Additional dwelling units	Totals	Demolitions	Net Totals
January	5	0	0	0	18	23	1	22
February	17	0	0	255	14	286	0	286
March	2	0	6	0	24	32	2	30
April	3	0	2	110	18	133	1	132
May	4	0	0	140	25	169	0	169
June	5	0	0	0	19	24	1	23
July	3	0	0	10	26	39	11	28
August	4	0	0	0	27	31	1	30
September	7	0	6	0	25	38	1	37
October	2	0	8	138	29	177	1	176
November	5	0	0	2	30	37	3	34
December	3	0	96	183	17	299	0	299
Totals	60	0	118	838	272	1288	22	1266

The number of issued residential permits in 2023 are above long-term growth projections.

For the second year in a row, the total number of issued residential permits exceeded the previous year. Several larger developments began construction in 2023, including the final phase at 1882 Gordon Street (181 apartments), 181 and 191 Elmira Road South (276 apartments, combined), 90 and 100 Starwood Drive (255 apartments, combined), a senior’s residence at 166 College Avenue West (110 apartments), and a 96-unit stacked townhouse development 708 Woolwich Street. Additional residential dwelling unit apartment construction remained strong in 2023 with 272 new units created, and over the last 10 years, an average of 202 additional residential dwelling units (ADUs) have been created each year.

Several property owners took advantage of the new regulations introduced through provincial legislation that now allows up to three residential units on qualifying properties as-of-right, or without requiring an amendment to the City’s Zoning Bylaw. Those

property owners who took advantage of the new regulations added a combined 5 additional residential units to the City's housing stock.

Housing mix in 2023 continues to be generally reflective of Official Plan projections.

The proportional split among the housing types constructed in 2023 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.

Guelph approved 24 residential demolitions in 2023, which were all single detached units. These demolitions are anticipated to result in the construction of at least 196 new residential units. Nine of these demolitions are proposed to result in a new development with 8 single detached units and 150 stacked townhouses. One demolition is proposed to result in six semi-detached dwellings, each with 2 additional dwelling units (ADUs) for a total of 18 new units, and three demolitions are the result of severances that will result in seven new units. One of the demolitions is on a property subject to a preliminary plan of subdivision at 20 Cityview Drive North, however, the subdivision has not yet been draft approved and the total number of proposed units are yet to be confirmed. In total, not including the proposed plan of subdivision at 20 Cityview Drive North, there is proposed to be a net surplus of 185 residential units resulting from the demolitions of these 24 single detached dwellings in 2023.

Source: Building Permit Summaries, City of Guelph Planning Services, 2023

3.3 10-year residential permit summary by Urban Structure area

Table 3. Annual building permit summary: Dwelling types by Urban Structure area⁷.

Unit type	2014	2015	2016	2017	2018	2019	2020	2021	2022	2023	Total	Average
Single Detached (BUA)	44	35	20	22	42	74	41	72	33	27	350	31
Single Detached (DGA)	109	226	116	76	39	62	63	61	84	33	752	87
Semi-Detached (BUA)	10	0	4	0	0	0	30	8	6	0	52	6
Semi-Detached (DGA)	40	22	38	68	8	24	8	18	44	0	226	27
Townhouse (BUA)	104	35	37	64	30	44	166	84	44	118	564	73
Townhouse (DGA)	115	313	229	136	244	67	32	17	89	0	1153	124
Apartments (BUA)	365	553	334	521	82	165	87	233	377	126	2340	284
Apartments (DGA)	72	12	145	119	285	431	93	139	249	712	1296	226
ADU (BUA)	159	135	136	136	140	167	163	152	203	212	1188	160
ADU (DGA)	13	22	29	59	29	34	53	51	62	60	290	41
City-wide (BUA)	682	758	531	743	294	450	487	549	663	483	5640	564
City-wide (DGA)	349	595	557	458	605	618	249	286	528	805	5050	505
City-wide (Total)	1031	1353	1088	1201	899	1068	736	835	1191	1288	10690	1069

⁷ In Table 3. Annual building permit summary: Dwelling types by Urban Structure area, the following initialisms apply: BUA refers to the City’s built-up area and DGA refers to the City’s designated greenfield area. These urban structure geographies can be seen on Schedule 1a of the City’s Official Plan as shown in Figure 1. Schedule 1a: Urban Structure. ADU refers to additional residential units often referred to as “accessory apartments”, “basement apartments”, or “in-law suites”.

The range and mix of newly constructed 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 161 units per year, focussed largely within plans of subdivision in the designated greenfield area. In 2023, the rate of construction of single detached housing decreased slightly, and similar to other years, construction of single detached housing in the designated greenfield area continued to outpace construction in the built-up area, where 55 per cent of all new low-density housing constructed was focussed last year, while over the last 10 years, 68 per cent of all new low-density housing has been constructed in the designated greenfield area. 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 of the high-density forms of housing over the last 10 years have been constructed within the built-up area, where 64 per cent of all new apartments have been constructed over the period. However, in 2023, most high-density construction was concentrated in the designated greenfield area, where 85 per cent of all new apartments were constructed. Apartments, including additional dwelling units (ADUs) have become the dominant form of newly constructed dwelling units city-wide, representing 48 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 the achievement of 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, aligning with provincial forecasts and the policies of Guelph's Official Plan, contributing to a more balanced range and mix of housing available in Guelph and offering greater housing choice.

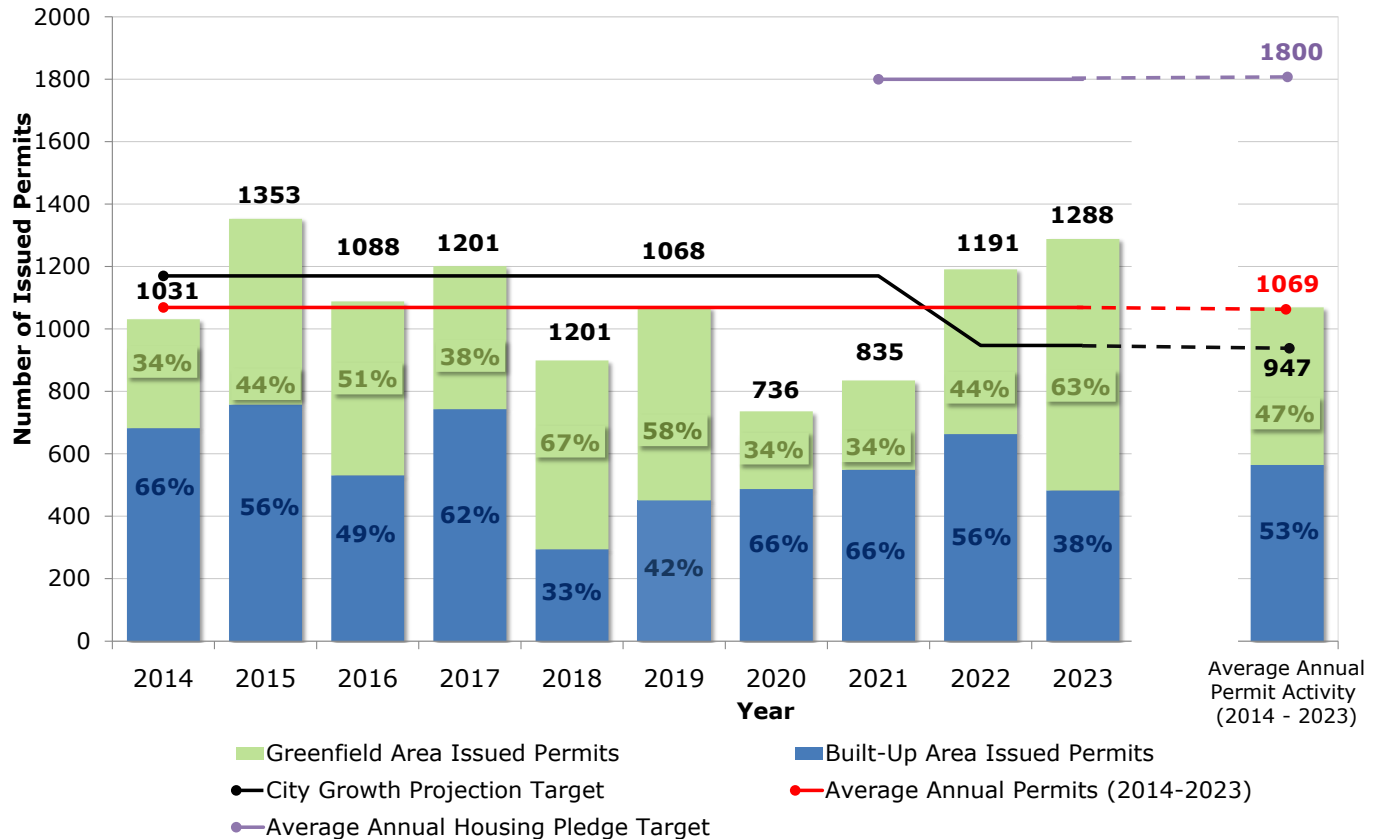
Source: Building Permit Summaries, City of Guelph Planning Services, 2023

4. Growth Targets

4.1 Built-up area

4.1.1 10-year built-up area rate of intensification

Figure 6. Residential permits by built-up and designated greenfield area.



The long-term rate of intensification remains strong.

The City’s intensification target is set as a minimum of 46% of all new 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 and within Guelph’s strategic growth areas (SGAs).

In 2023, Guelph achieved an intensification rate of 38 per cent. This intensification rate was lower than the annual intensification target due to the construction of several large apartment building projects within the designated greenfield area, including 181 and 191 Elmira Road South (276 apartment units, combined), 90 and 100 Starwood Drive (255 apartment units, combined), and the last remaining phase at 1882 Gordon Street (181 apartment units).

Several developments were approved in the built-up area that will contribute to intensification in future years. These include: an apartment building at 716 Gordon Street (532 apartment units); a seniors’ residence at 33 Arkell Road (161 apartment units), a

mixed-use building at 1373 Gordon Street (99 apartment units); and 331 Clair Road West (136 townhouse units). Combined, these approved developments added 928 units to the City’s housing supply in the built-up area in 2023.

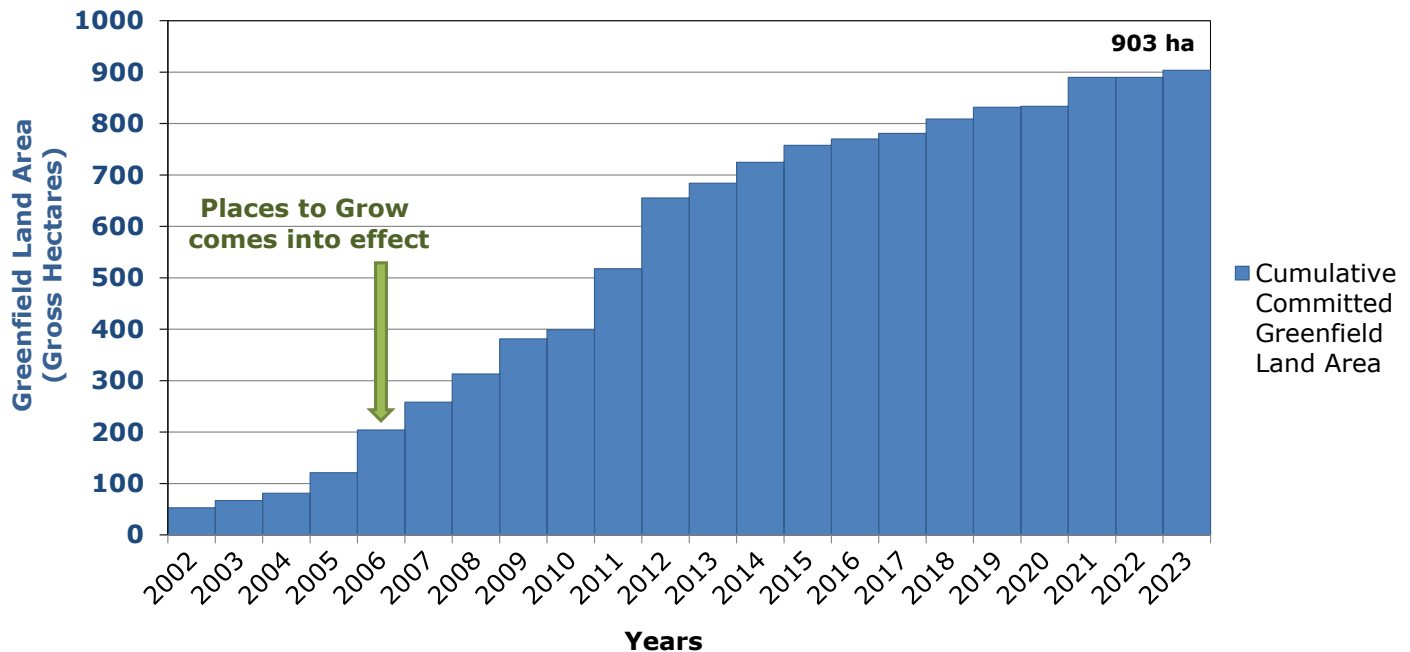
Over the last 10 years, Guelph has on average been exceeding the minimum intensification target, with an average intensification rate of 53 per cent over the past decade.

Source: Building Permit Summaries, City of Guelph Planning Services, 2023

4.2 Designated greenfield area

4.2.1 Committed greenfield lands (gross area) 2002-2023

Figure 7. 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 on Schedule 1a of the Official Plan, as shown in Figure 1 of this report. 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.

Figure 7, above, illustrates the cumulative rate at 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 be 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 2023, 903 hectares, or 38 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. A large employment parcel in the Southgate Business Park and a townhouse and apartment development at 885 Victoria Road South both received approvals for their applications to rezone greenfield lands in 2023, contributing to the increase in greenfield land area with planning commitments.

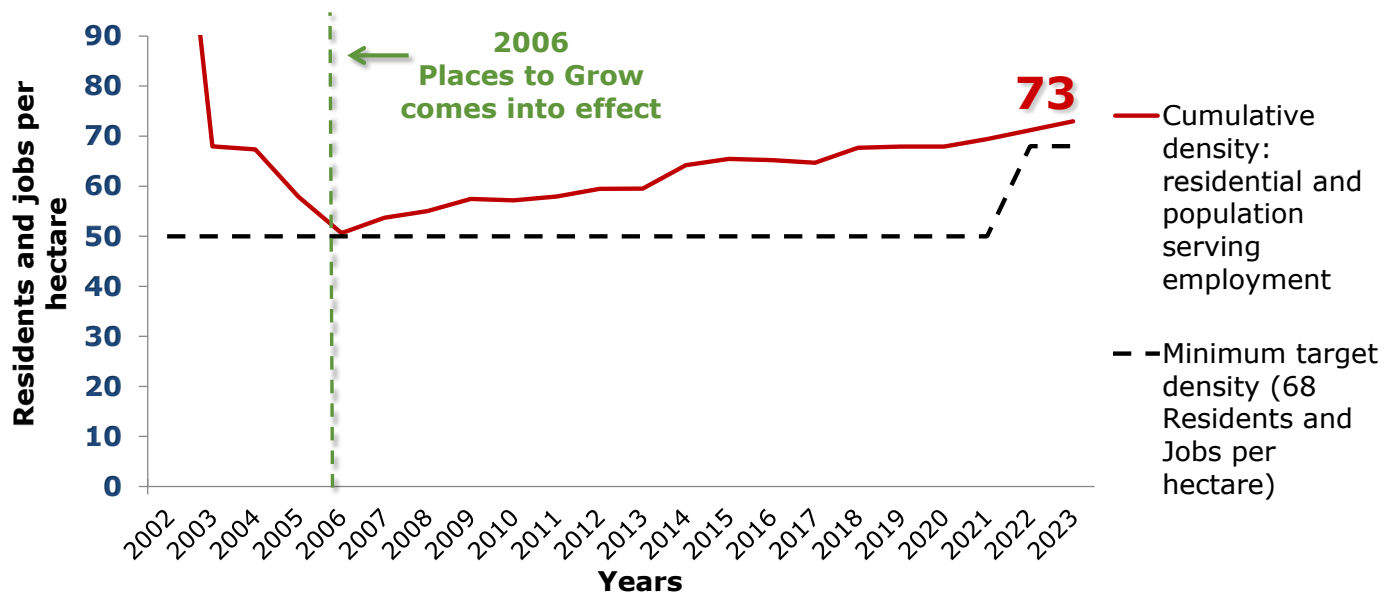
Several future developments in the designated greenfield area are anticipated to increase the number of committed greenfield lands as additional phases of greenfield plans of subdivision become registered over the coming years. A few of these subdivisions include: 635 Woodlawn Road East; 55 & 75 Cityview Drive North; and 20 & 37 Cityview Drive North.

Both the Guelph Innovation District, and the Clair-Maltby Secondary Plan (an amended version of which was approved through Ontario Land Tribunal led mediation on March 6th, 2024) will provide additional opportunities for future development and will further increase the quantity of committed lands in the designated greenfield area in the future.

Source: City of Guelph Planning Services, 2023

4.2.2 Greenfield area cumulative density within committed lands

Figure 8. Greenfield area resident and job density on committed lands.



Committed⁸ 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 (2020), 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

⁸ Committed refers to lands within registered plans of subdivision and lands that have been rezoned outside of plans of subdivision.

heritage system, such as buffers to natural areas and features, and restoration areas that do not prohibit development under provincial policy. The chart above depicts the cumulative greenfield density using the revised method for calculating the greenfield area density, applied retroactively dating back to 2002.

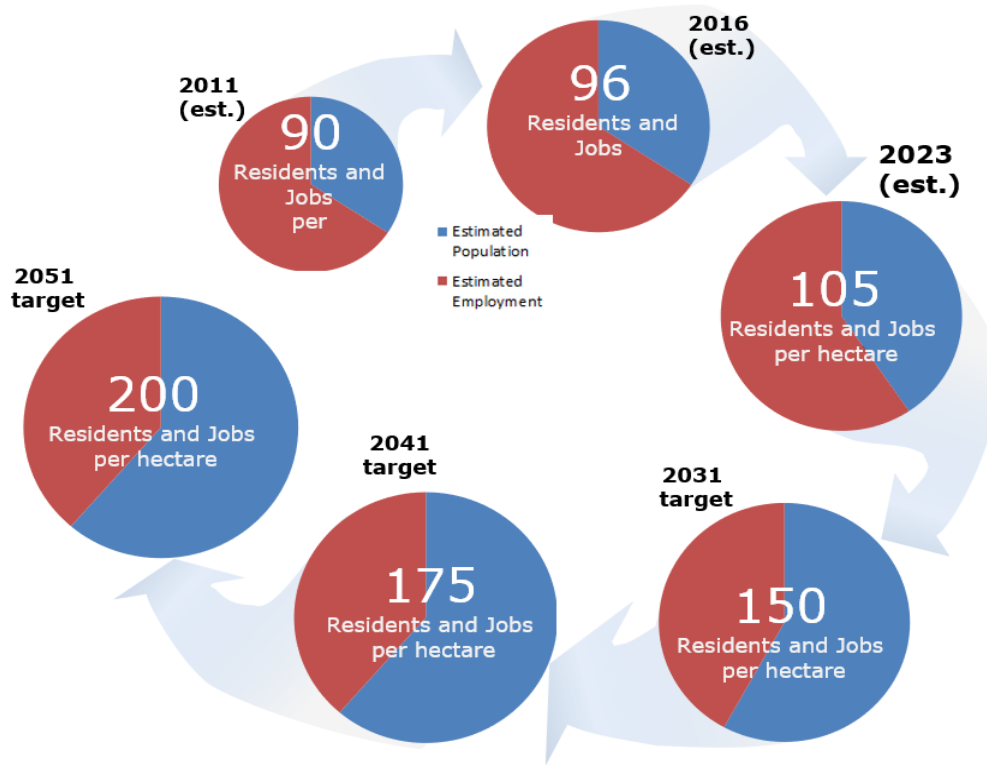
Committed lands within Guelph’s designated greenfield area are currently estimated to be achieving a density of 73 residents and jobs per hectare. This density is equivalent to 57 residents and jobs per hectare when using the previous method of calculating the greenfield density, as per versions of the Growth Plan, prior to current plan, which included portions of the natural heritage system and employment areas. Guelph’s Official Plan targets a minimum density of 68 residents and jobs per hectare in the designated greenfield area.

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 job dense commercial developments and higher density apartment developments. In the following years, the designated greenfield area density declined due to the registration of plans of subdivision that were submit prior to the 2006 Growth Plan, comprised largely of low-density forms of housing. Greenfield densities began to trend steadily upwards starting in 2009, reflective of when plans of subdivision registered after the 2006 Growth Plan came into effect, which met the policies of the Growth Plan at the time.

Source: City of Guelph Planning Services, 2023

4.3 Urban Growth Centre density

Figure 9. Urban growth centre population and employment density, 2023.



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. Guelph's Official Plan also has urban growth centre density targets for Downtown for 2041 (175 residents and jobs per hectare) and for 2051 (200 residents and jobs per hectare).

Based on long-term historic averages, Downtown Guelph saw a decline in building permit activity, which resulted in the creation of 4 new residential units, consisting of renovations to two existing apartment buildings, which added one apartment in each building, along with two new additional dwelling units (ADUs). Approximately 22 square metres of new commercial floorspace was also added Downtown through a renovation to an existing business. As a result, the Downtown density remained stable at 105 residents and jobs per hectare in 2023. However, an application to rezone the lands at 55 Baker Street to allow for two residential towers was approved, which is proposed to add 353 units to the City's short-term housing supply, along with 529 square metres of commercial space. The development of this site will contribute to future density increases Downtown.

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 Guelph's Downtown. Future increases to the downtown density are anticipated to largely result from residential development in the form of medium and high-density residential units.

A review of Guelph's maximum permitted building heights Downtown is also underway and is expected to be completed by the end of 2024. Through this review, additional capacity for residential growth may be added Downtown, which could result in additional increases to the overall density of downtown.

Source: City of Guelph Planning Services, 2023

4.4 Strategic growth area density targets

Figure 10. Strategic growth areas.

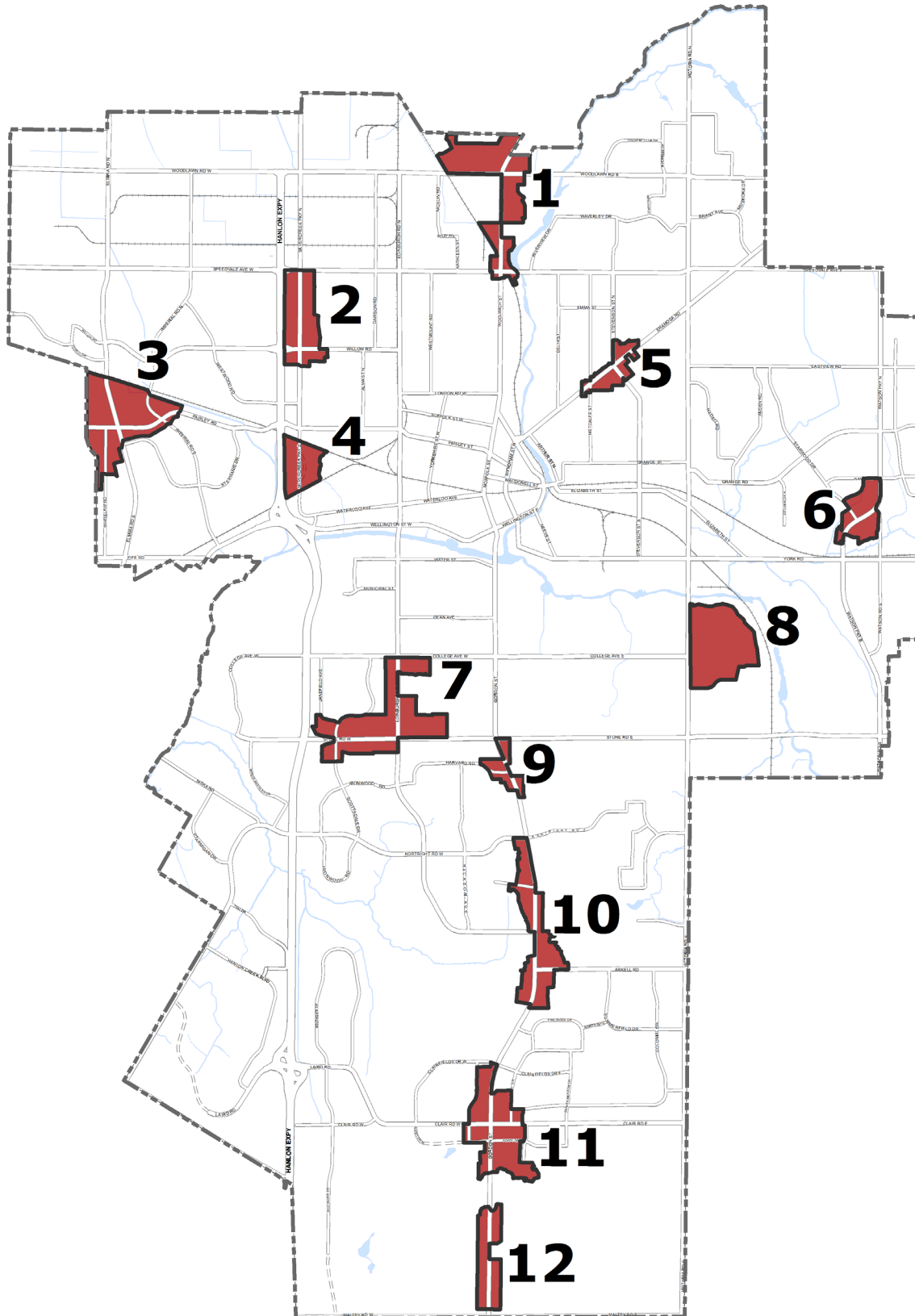


Table 4. Strategic growth area densities and targets (residents and jobs per hectare).

Map ID	Strategic Growth Area Name	Baseline Density (2021)	Current Density (2023)	Target Density (residents and jobs per hectare)
1	Woodlawn Road / Woolwich Street	63	68	120
2	Silvercreek Parkway	59	59	100
3	Paisley Road / Imperial Road	35	43	110
4	Silvercreek Junction	0	0	130
5	Eramosa Road	48	48	100
6	Watson Parkway / Starwood Road	42	65	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 Arkeil Road	58	58	120
11	Gordon Street at Clair Road	49	56	130
12	Gordon Street in Clair-Maltby	6	6	100

Growth in strategic growth areas on track to achieve density targets.

A Place to Grow directs municipalities to identify strategic growth areas in their Official Plans. These areas are 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 shown in Table 4 above.

A baseline density for these strategic growth areas was determined in 2021 as background to Official Plan Amendment 80. Each year the densities are monitored and updated annually in accordance with any residential or employment growth. In 2023, several new developments began construction within the strategic growth areas. Within the Woodlawn Road/Woolwich Street strategic growth area, 96 townhouses were added at 708 Woolwich Street, along with 82 square metres of new commercial space, combined at 700 and 702 Woolwich Street. 272 new apartments were added to the Paisley Road/Imperial Road strategic growth area, and within the Watson Parkway/Starwood Drive strategic growth area, 255 new apartments were added at 90 and 100 Starwood Drive. The Gordon Street at Clair Road strategic growth area added 181 apartments at 1882 Gordon Street, along with one new single detached dwelling at 2 Clairfields Drive West.

Development approvals in strategic growth areas in 2023 are expected to result in 792 additional units and 1,107 square metres of new commercial floorspace. Within the Gordon Street at Harvard Road strategic growth area, 532 new apartment units were approved at 716 Gordon Street, and within the Gordon Street at Arkeil Road strategic growth area, 161 apartments geared towards seniors along with 257 square metres of commercial space was approved at 33-27 Arkeil Road/1408 Gordon Street, and within the same strategic growth area, a development was also approved at 1373 Gordon Street, which is anticipated to be a mixed-used development comprised of 99 apartment units with 850 square metres of commercial space. These developments will all contribute to future density increases in Guelph’s strategic growth areas.

Source: City of Guelph Planning Services, 2023

5. Housing

5.1 Housing supply

Figure 11. Housing supply in the built-up area.

Supply	Single Detached	Semi-Detached	Townhouses	Apartments	Total Units	Years of Supply
Short term supply	76	22	635	2942	3675	3.9
Designated and Available	559	0	1463	4,242	6264	6.6
TOTAL	635	22	2098	7184	9939	10.5

Figure 12. Housing supply in the designated greenfield area.

Supply	Single Detached	Semi-Detached	Townhouses	Apartments	Total Units	Years of Supply
Short term supply	206	8	580	1404	2198	2.3
Designated and Available	1058	4	1437	2,328	4827	5.1
TOTAL	1264	12	2017	3732	7025	7.4

Figure 13. City-wide housing supply.

Supply	Single Detached	Semi-Detached	Townhouses	Apartments	Total Units	Years of Supply
Short term supply	282	30	1215	4346	5873	6.2
Designated and Available	1617	4	2900	6,570	11091	11.7
TOTAL	1899	34	4115	10916	16964	17.9

Guelph's housing supply continues to meet the requirements of the Provincial Policy Statement (2020).

Note: The total city-wide housing supply in Figure 13 is the sum of the corresponding cells from the built-up area housing supply in Figure 11 and the designated greenfield area housing supply in Figure 12. To determine the years of remaining housing supply, the long-term average of 947 units per year is applied as identified through the City's updated growth management strategy to achieve the forecast population of 208,000 people by 2051. The total years of supply in Figure 13 may not add due to rounding.

Guelph is meeting its housing supply requirements, as required, according to the housing supply definitions and policies of the Provincial Policy Statement, 2020. Figure 11 demonstrates that the City maintains 10.5 years worth of housing supply in the built-up area, while Figure 12 demonstrates that the City maintains 7.4 years of housing supply in the designated greenfield area. In total, the Guelph maintains a city-wide housing supply of 17.9 years, as shown in Figure 13.

Below are the housing supply policies of Section 1.4 of the Provincial Policy Statement, 2020, which municipalities in Ontario are required to maintain at all times:

- 1.4.1 To provide for an appropriate range and mix of housing options and densities required to meet projected requirements of current and future residents of the regional market area, planning authorities shall:

- a) maintain at all times the ability to accommodate residential growth for a minimum of 15 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and
- b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a three-year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans.

Guelph has enough land to accommodate 17.9 years of housing supply.

In 2023, Guelph had enough available land to supply 6.2 years of housing on land that is zoned with servicing capacity (referred to as short-term housing supply), which meets the Provincial Policy Statements' housing supply requirement of policy 1.4.1 b) which requires municipalities to maintain at least a three-year supply of residential units on lands that are zoned with servicing capacity. Guelph's total housing supply of 17.9 years, which includes future housing on lands that are designated and available, also meets the Provincial Policy Statements' housing supply requirement of policy 1.4.1 a) requiring municipalities to maintain a minimum of 15 years supply of housing on lands that are designated and available for residential development.

The supply of housing on lands that are designated and available was updated in 2022, following 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. Additional housing supply on lands that are designated and available for residential development became available following the approval of the Clair-Maltby Secondary Plan on March 6th, 2024, through Ontario Land Tribunal led mediation, which redesignated lands in the secondary plan area for residential and mixed-use development. The housing supply on the lands within the Clair-Maltby Secondary Plan area will be included as part of the City's designated and available supply in the 2024 Guelph Growth Management and Affordable Housing Monitoring Report.

Details on Guelph's short term housing supply.

When taking a deeper look into Guelph's short term housing supply as seen in Figure 14, most of the Guelph's short-term housing supply is located on sites that are zoned outside of plans of subdivision, with an available housing supply of just over 4,100 units, or a 4.3-year supply of housing. Additional housing supply of approximately 1,750 units is located within draft approved and registered plans of subdivision, combined, generating an additional 1.9-year supply of housing.

Figure 14. 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)	33	10	786	3288	4117	4.3
Sites in draft approved plans of subdivision	167	12	95	262	536	0.6
Sites in registered plans of subdivision	82	8	334	796	1220	1.3
TOTAL	282	30	1215	4346	5873	6.2

Short-term housing supply with additional identified constraints.

The City’s housing supply identified as in Figure 13, demonstrates that Guelph meets the housing supply requirements of the Provincial Policy Statement, 2020. However, some of the lands that contribute to Guelph’s short-term housing supply have additional constraints imposed on them by the City of Guelph that must be addressed prior to receiving approval for development of the site. For example, due to historic uses, some of these sites are identified as potential brownfields that require site remediation, or there may be zoning holding provisions with conditions that must be satisfied prior to development of the site. Many of these zoning holding provisions are for conditions that under the control of developers or builders, which allow the developers, or builders to dictate the pace at which the conditions are addressed or satisfied⁹. Some sites may also require records of site condition due to a change of use on the property, which could also delay development of the site. When considering sites that are identified as potential brownfields and sites with zoning holding provisions, there are 2,014 units in Guelph’s short term housing supply (as shown in Figure 15, below) that require additional conditions to be met prior to development. These 2,014 units represent 34 per cent of Guelph’s total short-term housing supply.

⁹ Sites with zoning holding provisions are identified with an “(H)” in [Guelph’s 1995-14864 Zoning Bylaw](#), along with the conditions that must be satisfied in the accompanying text of the Zoning Bylaw. The general holding provisions can be found in [Section 2 – Interpretation and Administration of Guelph’s 1995 Zoning Bylaw](#). Additional site-specific residential zoning provisions can be found in Section 5 – Residential Zones and Section 6 – Commercial Zones as listed on Guelph’s [Zoning Bylaw \(1995\)-14864](#) webpage. [Guelph’s \(2023\)-20790 Zoning Bylaw](#), which came into effect on February 6, 2024, which introduces additional zoning holding provisions will be addressed in the 2024 Guelph Growth Management and Affordable Housing Monitoring report.

Figure 15. Short-term housing supply with additional municipally imposed constraints.

Housing Supply Constraint	Single Detached	Semi-detached	Townhouses	Apartment	Total
Zoning holding provision	21	6	262	1594	1883
Potential brownfield sites	0	0	10	15	25
Potential brownfield and zoning holding provision	0	0	16	90	106
Total	21	6	288	1699	2014

Three sites make up most of the short-term housing supply with constraints.

Three large residential developments, all of which have been approved within the last 10 years, make up the majority of Guelph’s short-term housing supply with constraints that need to be addressed prior to their development. The largest residential development in Guelph with a zoning holding provision is located at 361 Whitelaw Road, which was approved at the Ontario Land Tribunal in 2021 for 126 townhouse and 552 apartment units for a total of 678 residential units. The holding provision requires the developer to: complete a design and reconstruction of Whitelaw Road, including, but not limited to vertical grade changes, curb/gutter, boulevard, municipal services, sidewalk, and the completion of an Energy Strategy Report, all to the satisfaction of the City. The development at 716 Gordon Street approved in 2023 for 532 apartment units requires the developer to complete and submit a Noise Impact Study demonstrating the appropriateness of any outdoor amenity spaces to the satisfaction of the City. Lastly, an apartment development at 40 Silvercreek Parkway South that was approved in 2014 for 350 apartment units requires the construction of a grade-separated crossing (i.e. underpass) at the intersection of Silvercreek Parkway South and the Canadian National Railway line, a Site Plan Agreement addressing appropriate infrastructure requirements, an agreement for a financial contribution towards the construction of a stormwater management facility, the conveyance of lands for infrastructure, and the awarding of contracts related to the construction of the underpass, roadways, and stormwater management facility. Together, these three developments represent 1,580 units, or 78 per cent of Guelph’s short term housing supply with additional identified constraints to be addressed prior to their development. The remaining 3,859 units, or 66 per cent of Guelph’s total short-term housing supply may not necessarily have any municipally identified imposed conditions that need to be met prior to construction.

Additionally, some of the sites that form part of Guelph’s short-term supply may have additional constraints that might be outside of municipal control, such as: utility easements, requirements for lot consolidation, matters of private litigation, or there may be issues for the builder or developer in acquiring financing, all of which would contribute to delays in construction of the site.

Guelph’s short term housing supply figures are based on the actual number of residential units proposed through a development application, rather than the maximum permitted number of dwelling units in the Zoning Bylaw. The designated and available housing supply is based on the targeted number of residential units proposed within a secondary plan, or in instances where there is no secondary plan, an estimated

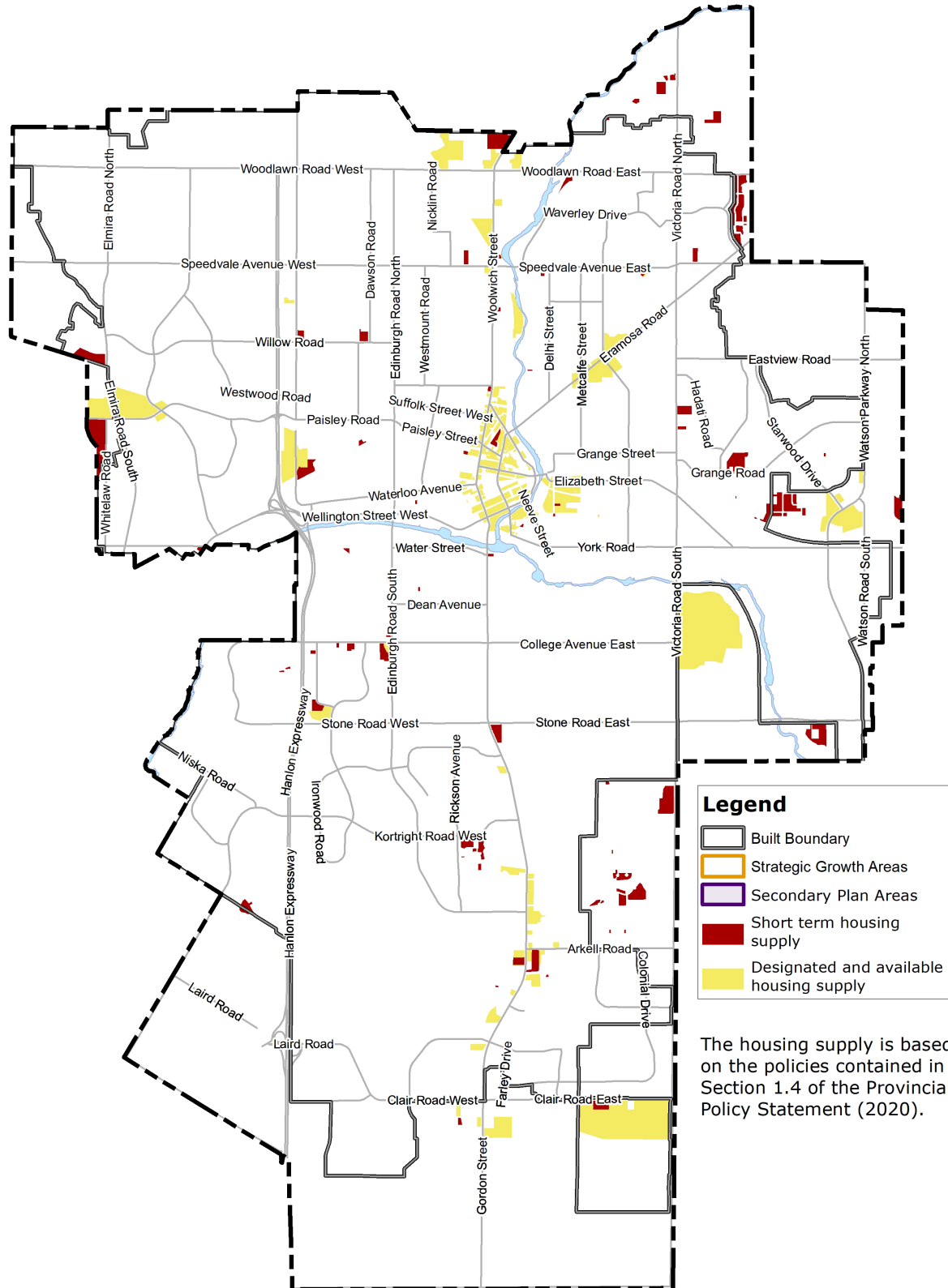
number of units based on the observed historic residential densities by land use designation.

More information on housing in Guelph.

For more information on [housing](#) in the City of Guelph, including recent relevant legislative and policy changes that impact the supply of housing in the city, please visit [Housing in Guelph](#).

Sites contributing to Guelph's housing supply.

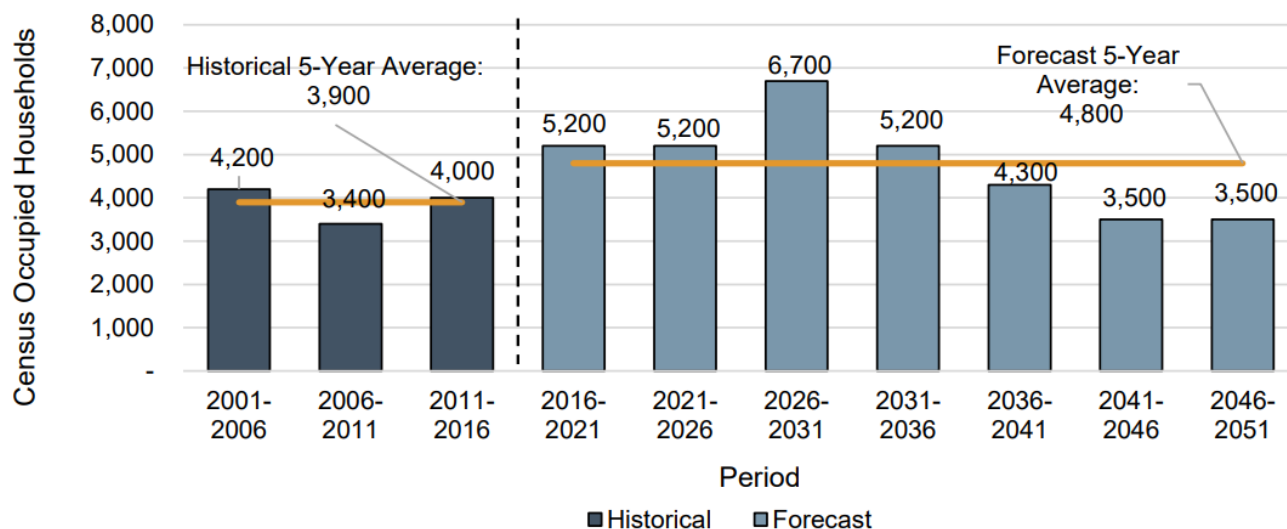
Figure 16. City of Guelph housing supply sites, 2023.



Source: City of Guelph Planning Services, 2023

5.2 City of Guelph housing forecast

Figure 17. Long-term housing forecast.



The long-term housing forecast projects a shift of housing types.

The housing forecast as presented in the City’s Shaping Guelph [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 208,000¹⁰ (201,000¹¹) residents by 2051.

In 2023, permits for the creation of 1,288 residential units were issued, which is above the long-term average annual target of 947 residential units to 2051. The number of permits issued in 2023 was 98 per cent of our provincial housing target of 1,320 housing starts for last year. For 2024, 1,500 housing starts is the provincial housing target set by the province for Guelph. Over the long-term to 2031, an average of 1,800 housing starts are needed on average each year to achieve the target of 18,000 units by 2031. This housing target, which was announced following the completion of Guelph’s growth management strategy is 6,100 units above the City’s forecast for the same period.

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.

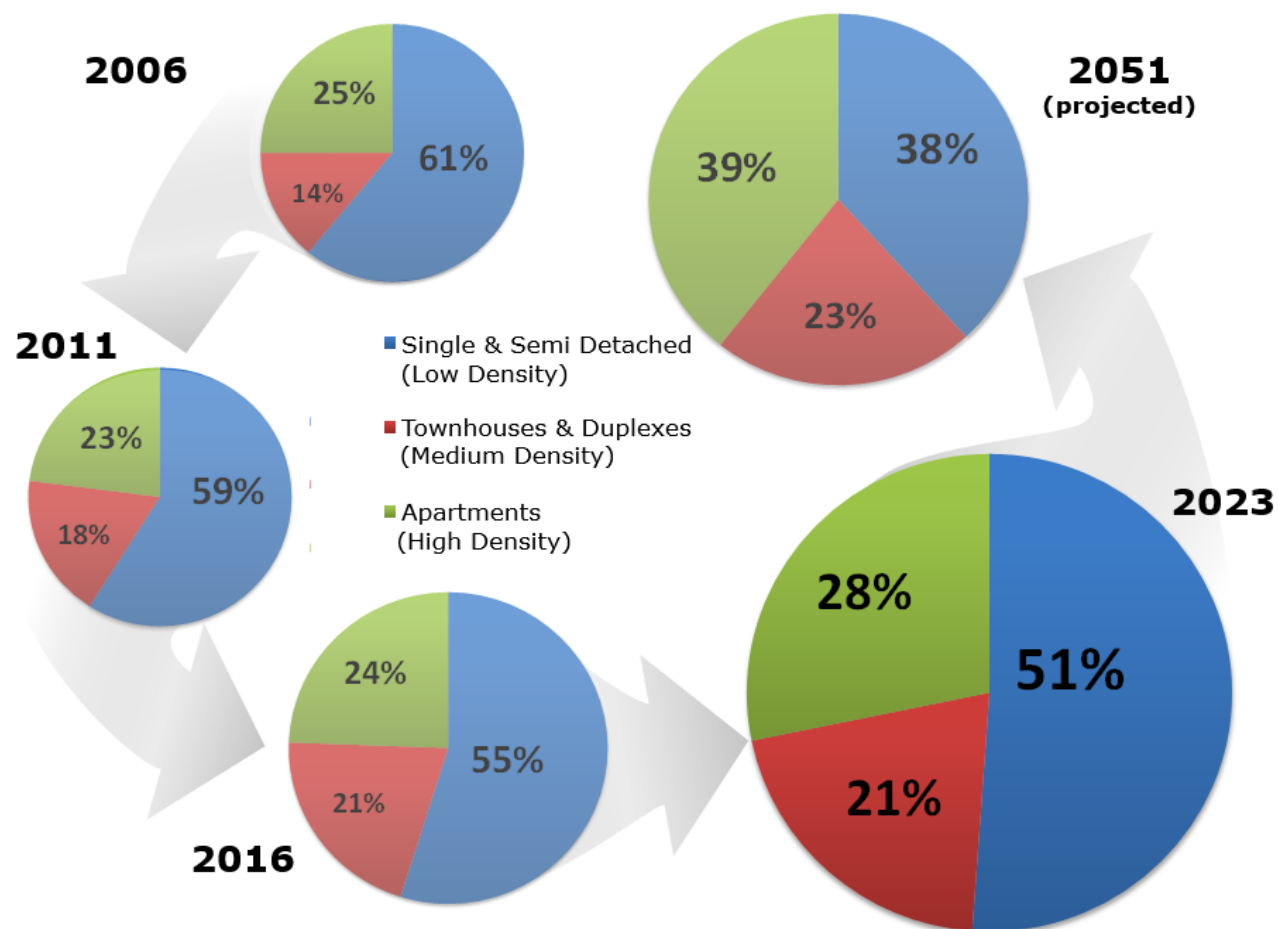
Source: Shaping Guelph Long-Term Population and Housing Growth Analysis, 2023

¹⁰ The population including the net census undercoverage, which is the equivalent target forecast population from A Place to Grow.

¹¹ The population excluding the net census undercoverage.

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

Figure 18. Housing Stock 2006 to 2051.



The City’s housing stock is continuing to become more balanced.

Guelph’s existing housing stock is predominantly 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 2023, Guelph’s housing mix has become more balanced, with the proportion of single detached units declining from 61 per cent in 2006 to 51 per cent of Guelph’s total housing stock in 2023. 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 28 per cent in 2023.

Source: Building Permit Summaries, City of Guelph Planning Services, 2023

6. Affordable housing

Guelph's affordable housing policy framework is contained in Guelph's Official Plan and was established with the adoption of the [Affordable Housing Strategy](#) by Guelph City Council in 2017. The affordable housing policy framework sets the affordable housing targets, definitions, and methods for determining the affordable housing benchmarks. Guelph is currently reviewing its affordable housing policies through an [Housing Affordability Strategy](#) which seeks to update the City's existing [Affordable Housing Strategy \(2017\)](#). The purpose of the update to the Housing Affordability Strategy is to identify actions like policy changes, tools and incentives, advocacy, and partnership approaches to address private-market housing gaps in the short, medium, and long term. This update builds off the key issues impacting housing affordability in Guelph as identified in the City's [State of Housing](#) report published in December of 2023 and may explore setting new housing affordability targets and may define methods for setting the housing affordability benchmarks in Guelph.

Currently, the City of Guelph sets an annual affordable housing target of 30 per cent of all newly constructed residential units, which is measured against the affordable housing benchmarks set by the City each year. 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)

Through Bill 23, the More Homes Built Faster Act, 2022, the Province introduced exemptions and discounts from municipal development-related charges for affordable residential units. Bill 23 amended the Development Charges Act, 1997 to exempt residential units that are sold or rented at or below the affordable residential unit thresholds from development charges, community benefits charges, and parkland dedication requirements. These affordable residential unit thresholds are anticipated to be set annually through a bulletin issued by the Minister of Municipal Affairs and Housing. On May 1, 2024, the Minister issued the first [Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin](#), which comes into effect for municipalities across Ontario, including Guelph, on June 1, 2024. The purpose of the bulletin is to set out the market-based and income-based thresholds that are to be used to determine the eligibility of a residential unit for exemption or discounts from the municipal development-related charges. Under provincial legislation, applicable units must be subject to agreements that provide for them to remain affordable residential units for 25 years. City staff are currently working on the processes to implement this provincial decision, focused on protecting the housing stock that receives this community investment to remain affordable for at least 25 years.

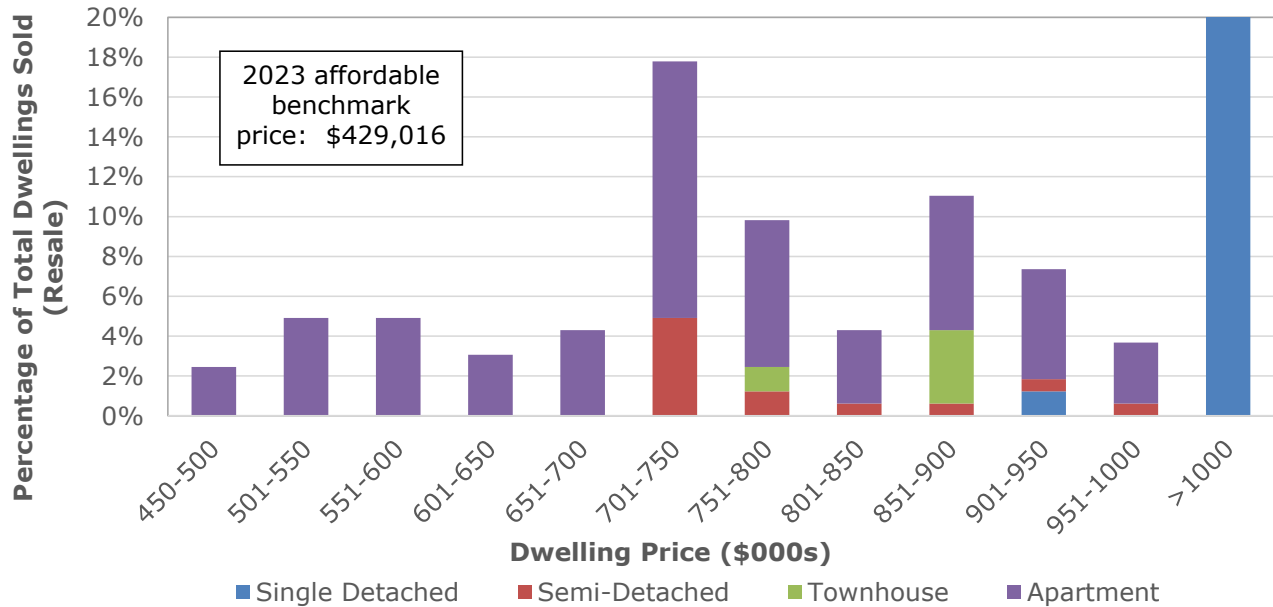
The affordable residential unit price thresholds contained in the bulletin, as issued by the Minister, will be used to set the 2024 affordable housing benchmarks for Guelph.

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.

Achievement of the affordable housing targets for 2023 will continue to be measured against the 2023 affordable housing benchmarks set by the [2022 Guelph Growth Management and Affordable Housing Monitoring Report](#). For 2023, the affordable ownership benchmark price was \$429,016 and the affordable monthly rental benchmark price was \$1,434.

Figure 19. Percentage of new dwellings by sale price and unit type in 2023.



Affordable housing - ownership units.

In 2023, all of the newly constructed residential units were sold above the affordable housing ownership benchmark price of \$429,016. The affordable ownership target is set at 25 per cent of all newly constructed units. This is down from 22 per cent in 2022 and 28 per cent in 2021. Among the resale market, which does not form part of the affordable housing target, there were ten units sold below the affordable benchmark price, nine of those units were apartments and 1 was a townhouse unit.

Affordable housing – purpose built secondary rental units.

In 2023, 272 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 135 of the 272 units are offered for rent below the 2023 rental benchmark price of \$1,434. Those 135 units represent 10 per cent of all new residential units created in 2023, 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 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, with the addition of four new affordable housing developments in 2022, with a combined unit total of 102 units, it is anticipated that Guelph will meet its rental target when it is next reported in the 2025 Guelph Growth Management and Affordable Housing Monitoring Report. These affordable rental housing

projects include: a 32-unit supportive housing development 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.

According to CMHC’s primary rental market statistics for private rental apartments among Guelph’s existing rental housing stock in 2023, the average rental rates for bachelor apartments (\$1,160) were below the 2023 affordable benchmark price of \$1,434.

Source: City of Guelph Planning Services, 2023. Data from MPAC and CMHC.

6.2 Setting affordable ownership housing benchmark prices for 2024

Each year, the City sets the affordable housing benchmarks for ownership housing. This year, with the release of [The Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin](#) by the Minister of Municipal Affairs and Housing, the 2024 affordable housing benchmark for home ownership will be set using the home ownership threshold for Guelph contained in the bulletin. For ownership housing, the bulletin determines that a unit would be considered affordable when the purchase price is at or below the lesser of:

- Income-based purchase price: A purchase price that would result in annual accommodation costs equal to 30% of a household’s gross annual income for a household at the 60th percentile of the income distribution for all households in the local municipality; and
- Market-based purchase price: 90% of the average purchase price of a unit of the same unit type in the local municipality.

It should be noted that the data source for the resale value of homes in Guelph as reported in the Minister’s affordable housing bulletin, which sets the market-based affordable housing threshold are not made clear and are based on estimates of home resale prices in Guelph¹².

Affordable ownership housing – market-based benchmark¹³.

The affordable housing bulletin issued by the Minister of Municipal Affairs and Housing reports the average sale price and market-based affordable ownership threshold as 90 per cent of the average purchase price by type of unit, as shown in Table 5.

Table 5. Market-based affordable ownership thresholds contained in the Minister’s affordable housing bulletin, by unit type.

Unit type	Average sale price	Affordable threshold
Single detached house	\$930,000	\$837,000

¹² The Minister’s Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin states that the market-based purchase price is a ministry estimate based on available data from 2022 (adjusted) and 2023.

Unit type	Average sale price	Affordable threshold
Semi-detached house	\$740,000	\$666,000
Townhouse	\$690,000	\$621,000
Apartment	\$570,000	\$513,000

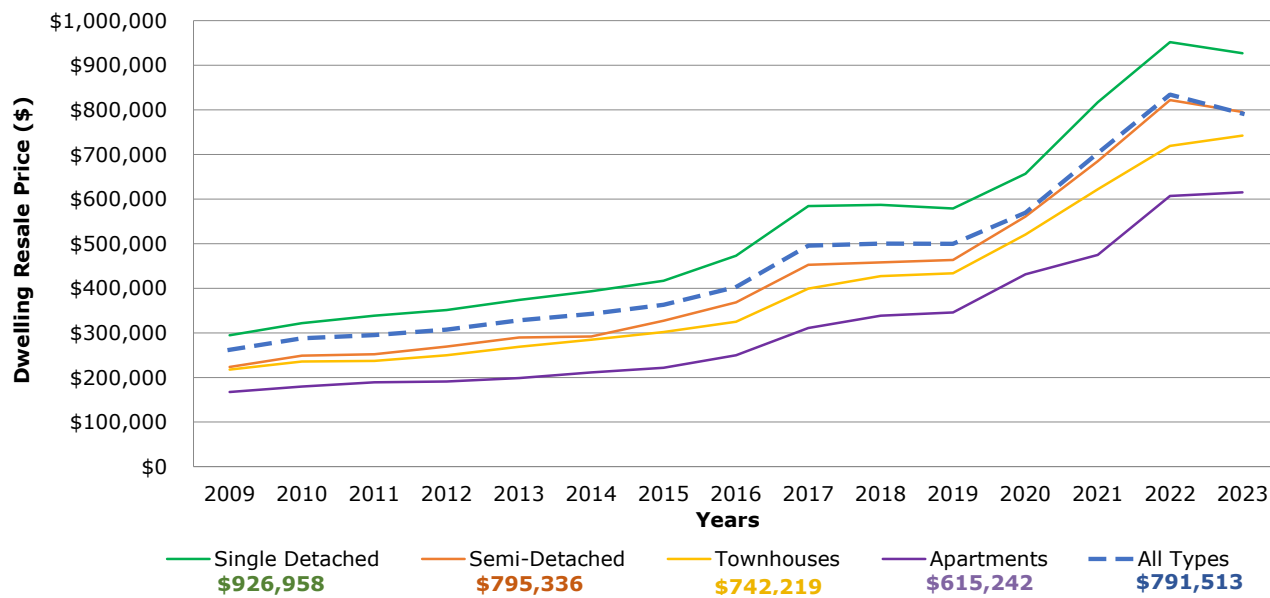
In comparison, the sales data provided by the Municipal Property Assessment Corporation (MPAC), which has been the source for previously determining the market-based benchmark for Guelph according to the Affordable Housing Strategy (2017), would result in average resale prices by type of unit in Guelph for 2023 as shown in Table 6. These average resale prices as reported by MPAC data in Table 6 are for comparison purposes only against the Minister’s reported average resale prices as shown in Table 5 and will not be used for setting the affordable housing benchmarks for Guelph in 2024.

Table 6. Average resale price of units in Guelph in 2023.¹⁴

Unit type	Average resale price
Single detached house	\$926,958
Semi-detached house	\$789,336
Townhouse	\$742,219
Apartment	\$615,242
All units	\$791,513

The Affordable Housing Strategy (2017) and Guelph’s Official Plan sets the affordable market-based benchmark price as 10 per cent below the average resale price among all units using MPAC data, as per provincial policy. The qualifying MPAC data reports that the average resale purchase price among all dwellings sold in Guelph was \$791,513, which using the previous method to setting benchmarks would have resulted in a 2024 affordable market-based benchmark for home ownership at \$712,362. A history of average resale prices in Guelph by type of unit from 2009 to 2023 which have been used as the basis for past market-based benchmarks in Guelph are shown in Figure 20. However, for 2024, the affordable home ownership benchmark will be set using the thresholds as reported in the Minister’s [Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin](#).

Figure 20. Average resale price of dwellings sold, by type, 2009 to 2023.



Source: City of Guelph Planning Services, 2023. Data from MPAC, [The Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin](#).

Affordable ownership housing – income-based benchmark.

The affordable housing bulletin issued by the Minister of Municipal Affairs and Housing reports an income-based affordable ownership price threshold for all municipalities across Ontario, including Guelph. The threshold for Guelph sets the maximum affordable purchase price of a unit that uses similar methods and assumptions to determine the maximum affordable housing price based on the 60th household income percentile for Guelph¹⁵. However, it should be noted the values for some of these assumptions are not made clear in the bulletin, such as the value used for the average 5-year mortgage rate. Unlike Guelph’s income-based benchmark calculation as reported in past reports, the Minister’s threshold does not factor basic monthly utility costs (e.g. gas, hydro, water) as part of the maximum affordable purchase price of a unit. The bulletin also states that it uses a standard assumption for property taxes among all municipalities of 0.125 per cent house value per month, equivalent to a 1.5 per cent municipal tax rate per year. Guelph previously calculated the income-based benchmark based on the residential property tax rates as approved by Guelph City Council. The actual tax rate in Guelph for 2024 would be 0.11 per cent house value per month (rounded), equivalent to 1.319641 per cent per year. On a residential dwelling assessed at \$500,000, the higher property tax value assumed by the Minister’s bulletin

¹⁵ The maximum affordable income-based threshold set by the Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin are based on 2021 Census data, inflation-adjusted to 2023 values, assumes a 5 per cent down payment, 25-year amortization, 5-year fixed mortgage rate, 0.125 per cent house value/month property taxes and 4.0 per cent mortgage insurance premium. Guelph uses a similar approach to determining the maximum affordable housing prices based on local incomes, but factors in average monthly utility costs and the property tax rate as set by Guelph City Council.

represents a higher municipal property tax difference of approximately \$902 per year, or \$75 per month more than what was approved by Guelph City Council for 2024. The bulletin also does not provide the income for which the maximum affordable housing price would be at the 60th household income percentile.

The Minister’s bulletin reports the maximum affordable income-based purchase threshold at \$398,800 for all unit types in 2024.

Comparing the bulletin’s income-based threshold to the City’s previous method of calculating the income-based benchmark

By comparison, the affordable ownership income-based benchmark calculation using the method set out by the Affordable Housing Strategy (2017) and the City’s Official Plan determines that the maximum affordable purchase price at the 60th household income percentile for all Guelph households¹⁶ in 2024 is \$410,168, as shown in Table 7. This represents a decrease of almost \$19,000 from the 2023 income-based benchmark, which is primarily due to the recent increases in mortgage lending rates. The Bank of Canada raised its policy interest rates from 4.25 per cent in January of 2023 to 5.00 per cent by the end of last year, which led to an increase in the average 5-year fixed rate on new mortgages from 4.79 per cent to 5.54 per cent in 2023. 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 2023 than they could towards the end of the year. The affordable house prices as noted in Table 7 are for comparison purposes only and will not be used to set the income-based affordable housing benchmark price in Guelph for 2024.

Table 7. Maximum affordable homeownership prices by income percentile for all Guelph households, 2023.

Percentile	10 th	20 th	30 th	40 th	50 th	60 th	70 th	80 th	90 th
Income of all households (\$)	\$33,025	\$51,373	\$68,344	\$86,004	\$104,351	\$124,992	\$151,366	\$185,768	\$245,397
Affordable House Price (\$)	\$80,701	\$146,430	\$207,230	\$270,494	\$336,223	\$410,168	\$504,694	\$627,896	\$841,516

For 2024, the affordable ownership income-based benchmark will be set using the affordable ownership income-based threshold in the Minister’s affordable residential unit bulletin, which is set at \$398,800 for all units.

¹⁶ In 2023, the total household income for the 60th percentile for all households was \$124,992, which is based on 2020 incomes from the 2021 Census, adjusted for inflation based on the Consumer Price Index (all items).

Setting the affordable ownership housing benchmark for 2024.

Figure 21. Comparing income and market-based affordable ownership housing benchmark 2010-2024.

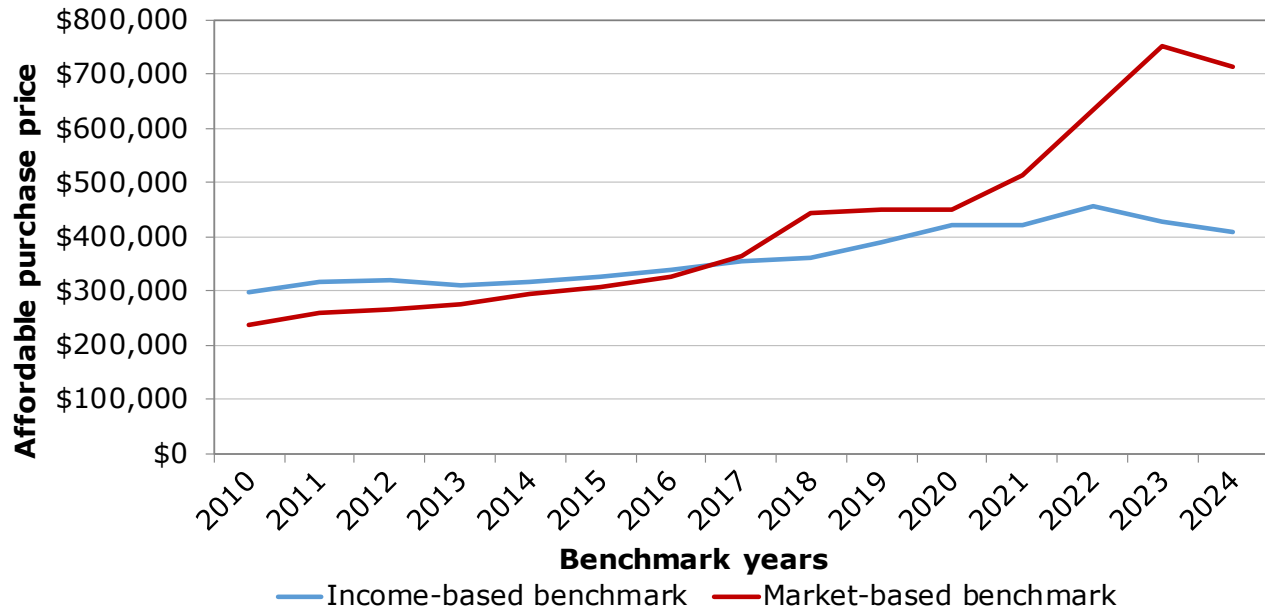


Figure 21, above, includes the income-based price threshold for affordable home ownership for 2024 as reported in the Minister's [Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin](#). The bulletin does not provide the average resale price among all units, so the market-based benchmark in Figure 21 is shown as the average purchase price of all new units in Guelph according to the qualifying Municipal Property Assessment Corporation resale data.

Setting the 2024 affordable ownership housing benchmark price uses the reported thresholds contained in the Minister's bulletin and will be the less expensive of:

1. Income-based purchase price: A purchase price that would result in annual accommodation costs equal to 30% of a household's gross annual income for a household at the 60th percentile of the income distribution for all households in the local municipality; and
2. Market-based purchase price: 90% of the average purchase price of a unit of the same unit type in the local municipality.

Using the thresholds reported in the Minister's bulletin, the income-based benchmark for home ownership is set at \$398,800. The market-based benchmark is set by unit type for detached house (\$837,000), semi-detached house (\$666,000), townhouses (\$621,000), and apartments (\$513,000). Using the less expensive threshold is the income-based threshold, setting the affordable housing ownership benchmark for 2024 for all units at \$398,800.

Source: City of Guelph Planning Services, 2023. Data from MPAC, Statistics Canada, and The Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin.

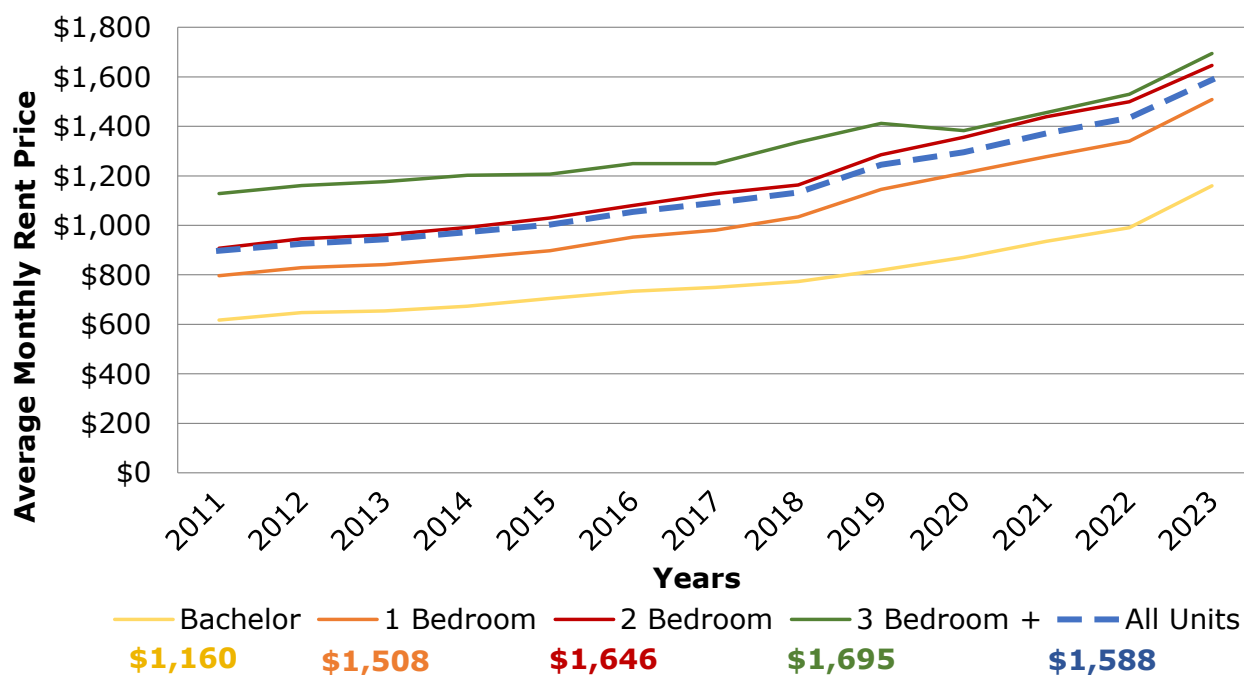
6.3 Setting 2024 affordable rental housing benchmark prices

Each year, the City sets the affordable housing benchmarks for rental housing. This year, with the release of the affordable housing price thresholds through a bulletin released by the Minister of Municipal Affairs and Housing titled [The Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin](#), the 2024 affordable benchmark price for rental housing will be set using the affordable monthly rental price thresholds in the bulletin. For rental housing, the bulletin determines that a unit would be considered affordable when the purchase price is at or below the lesser of:

- Income-based rent: Rent that is equal to 30% of gross annual household income for a household at the 60th percentile of the income distribution for renter households in the local municipality; and
- Market-based rent: Average market rent of a unit of the same unit type in the local municipality.

Affordable rental housing benchmark – market-based.

Figure 22. Average rental price by size of unit, 2011 to 2023.



In 2023, the average market rent for all types of units in Guelph was \$1,588 with bachelor units averaging monthly rents of \$1,160 and units with 3 or more bedrooms averaging monthly rents of \$1,695.

Between 2011 and 2023, average market rents increased by an average of 6.4 per cent per year among all unit. Rental rates for bachelor apartments increased by 7.3 per cent on average per year, while 1-bedroom apartments saw the largest increase, averaging 7.4 per cent per year. Two-bedroom units increased by 6.8 per cent on average per year while rates for units with 3 or more bedrooms increased the least at 4.2 per cent on average per year between 2011 and 2023.

Using the 2023 average rental prices in Guelph, according to both the Canadian Mortgage and Housing Corporation (CMHC) and [The Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin](#), the market-based thresholds are set using the average monthly rental rates by size of unit, as shown in Table 8.

Table 8. Average rental prices by unit size in Guelph in 2023.

Rental unit size	Average monthly rental rate
Bachelor	\$1,160
1-bedroom	\$1,508
2-bedroom	\$1,646
3+ bedroom	\$1,695

By comparison, the Affordable Housing Strategy (2017), and the City’s Official Plan set the affordable market-based rental benchmark for all rental unit sizes as the average monthly rental rate among all rental units, which for 2023 was \$1,588. However, it is the market-based price thresholds contained in the Minister’s affordable housing bulletin that will be used to set the market-based affordable rental benchmark by unit size for 2024. Source: City of Guelph Planning Services, 2023. Data from MPAC, and [The Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin](#).

Affordable rental housing benchmark – income-based.

The affordable housing bulletin issued by the Minister of Municipal Affairs and Housing reports an income-based affordable price threshold for rental units in Guelph. This threshold sets the maximum affordable monthly rental rate based on the 60th household income percentile among all Guelph renter households. The bulletin does not provide Guelph incomes at the 60th household income percentile, however, the method for setting the income as outlined in the bulletin is the same as outlined by the Affordable Housing Strategy (2017). The City of Guelph and the Minister’s affordable housing bulletin arrived at the same income-based value of \$2,050 for all rental unit sizes. Calculating household incomes by percentile for all rental households, as outlined in the Affordable Housing Strategy (2017), adjusted by the Consumer Price Index (CPI), along with the maximum affordable monthly rental price is shown in Table 9.

Table 9. Maximum affordable rent by household income percentile for all Guelph renter households, 2023.

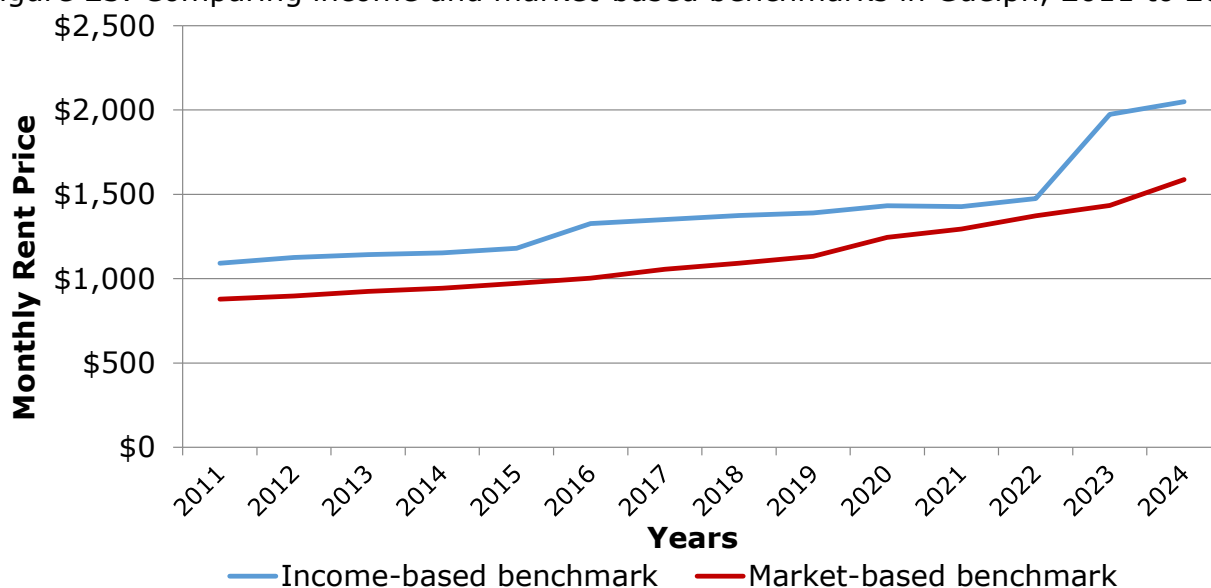
Percentile	10 th	20 th	30 th	40 th	50 th	60 th	70 th	80 th	90 th
Income of all rental households (\$)	\$25,457	\$35,319	\$46,327	\$58,253	\$69,720	\$81,990	\$97,471	\$114,672	\$145,633
Affordable rental price (\$)	\$636	\$833	\$1,158	\$1,456	\$1,743	\$2,050	\$2,437	\$2,867	\$3,641

In 2023, the total household income for the 60th household income percentile for rental households was \$81,990 which is based on 2020 incomes from the 2021 Census data and adjusted for inflation based on the Consumer Price Index (all items). The income based affordable rental benchmark, which is calculated as 30 per cent of the gross household income at the 60th household income percentile is \$2,050.

For 2024, the income-based rental benchmark is set using the thresholds as reported by the Minister’s affordable housing bulletin at \$2,050.

Setting the affordable rental housing benchmark for 2023.

Figure 23. Comparing income and market-based benchmarks in Guelph, 2011 to 2024.



Setting the 2024 affordable rental housing benchmark uses the reported thresholds contained in the Minister’s bulletin and will be the less expensive of:

1. Income-based rent: Rent that is equal to 30% of gross annual household income for a household at the 60th percentile of the income distribution for renter households in the local municipality; and
2. Market-based rent: Average market rent of a unit of the same unit type in the local municipality.

Using the thresholds as reported by the Minister’s bulletin, it is the market-based threshold that is less expensive than the income-based threshold, setting the affordable rental housing benchmark using the market-based threshold for 2024 by unit size, as shown in Table 10.

Table 10. The affordable housing rental benchmarks for 2024.

Rental unit size	Rental housing benchmark
Bachelor	\$1,160
1-bedroom	\$1,508
2-bedroom	\$1,646
3+ bedroom	\$1,695

Source: City of Guelph Planning Services, 2023. Data from CMHC, Statistics Canada, and The [Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin](#).

6.4 The 2024 affordable housing benchmarks compared

Table 11, below, compares the affordable housing price thresholds for home ownership and identifies the affordable housing ownership benchmark price for 2024. The benchmark price is set as the less expensive of the market-based and income-based price thresholds for home ownership as set out in the Minister's affordable housing bulletin.

Table 11. Comparing affordable market and income-based ownership thresholds by unit type.

Ownership housing unit type	Market-based threshold	Income-based threshold	Affordable housing benchmark price (2024)
Single detached	\$930,000	\$398,800	\$398,800
Semi-detached	\$740,000	\$398,800	\$398,800
Townhouse	\$690,000	\$398,800	\$398,800
Apartment	\$513,000	\$398,800	\$398,800

Table 12, below, compares the affordable housing monthly price thresholds for rental units for 2024. The affordable housing benchmark price for rental units is set as the less expensive of the market-based and income-based thresholds as set out in the Minister's affordable housing bulletin.

Table 12. Comparing affordable market and income-based monthly rental rate thresholds by rental unit size.

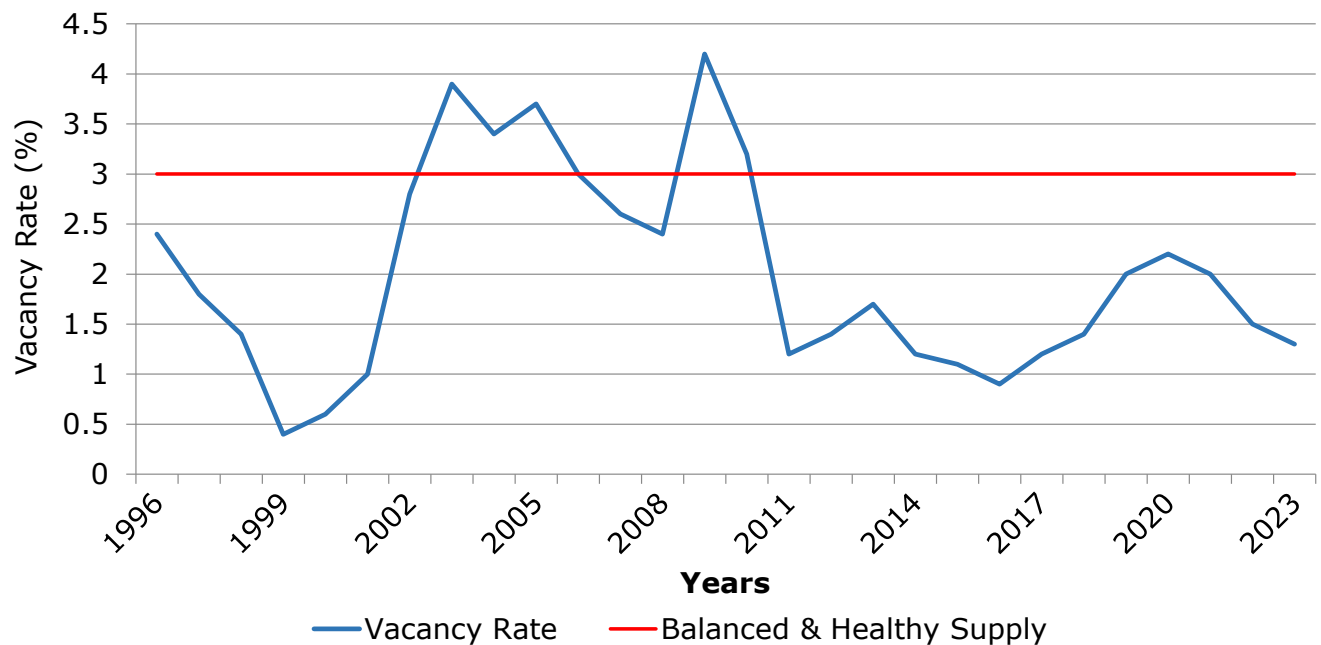
Rental unit size	Market-based threshold	Income-based threshold	Affordable housing benchmark price (2024)
Bachelor	\$1,160	\$2,050	\$1,160
1-bedroom unit	\$1,508	\$2,050	\$1,508
2-bedroom unit	\$1,646	\$2,050	\$1,646
3+ bedroom unit	\$1,695	\$2,050	\$1,695

Setting the 2024 affordable housing benchmarks involves determining the less expensive of the income-based and market-based benchmarks for both ownership and rental housing. For the ownership benchmark price, it is the income-based approach that is the less expensive threshold, resulting in an affordable ownership benchmark price of \$398,800 for all unit types for 2024 as shown in Table 11. For the rental benchmark price, it is the market-based threshold that is the less expensive threshold, resulting in an affordable rental benchmark prices of \$1,160 for a bachelor unit, \$1,508 for a 1-bedroom unit, \$1,646 for a 2-bedroom unit, and \$1,695 for 3+ bedroom units as shown in Table 12.

Source: City of Guelph Planning Services, 2023. Data from The [Affordable Residential Units for the Purposes of the Development Charges Act, 1997 Bulletin](#).

6.5 Rental unit vacancy rates in Guelph

Figure 24. Rental vacancy rates across all units in Guelph, 1996-2023.



Low vacancy rates impact rental prices.

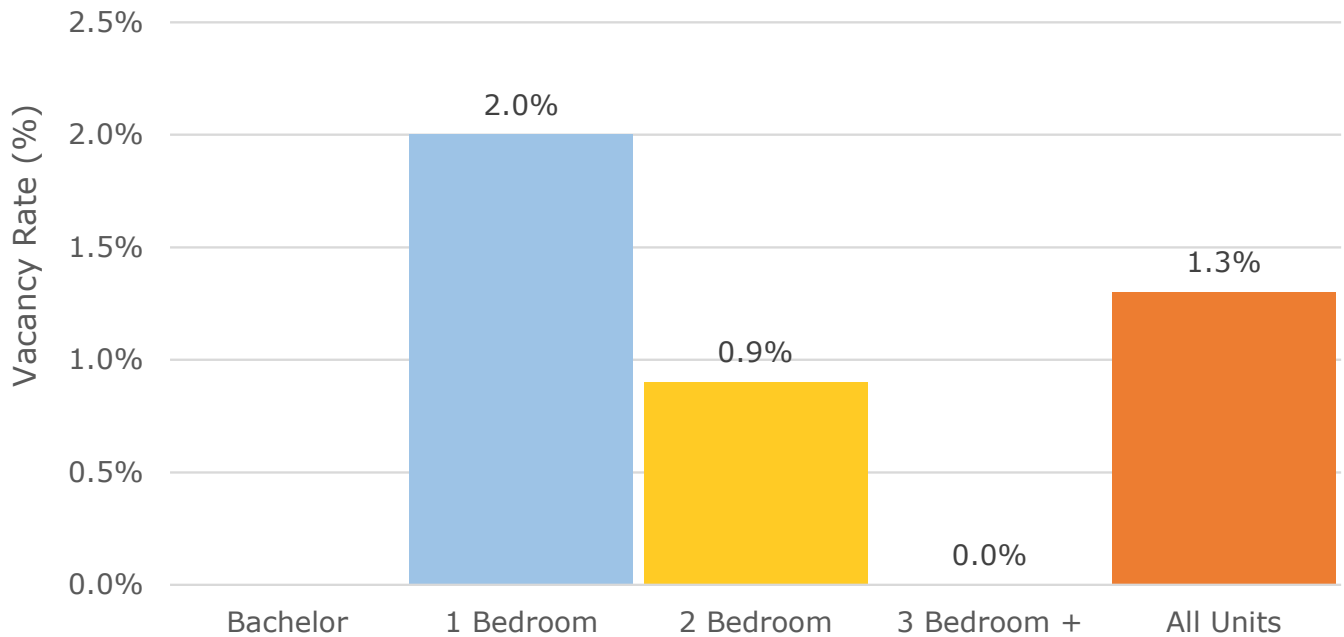
The average vacancy rate for all primary rental units in Guelph in 2023 was 1.3 per cent, a decrease from 2 per cent the previous year. The growth in demand for rental units outpaced the supply of rental housing stock in 2023, which continued to lower the vacancy rate. The City of Guelph has continued to fall below a balanced and healthy vacancy rate of 3 per cent each year since 2011. Lower vacancy rates among rental units impact the monthly rental rates by increasing prices for renters.

After several years of rising vacancy rates between 2017 and 2021, vacancy rates began to decline starting in 2022. The recent increase to the vacancy rates up until that point was in part due 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 and the conversion of the former hotel at 601 Scottsdale drive into rental units geared towards post-secondary students. With the recent approval of the development at 716 Gordon Street, also geared towards post-secondary students, an additional 532 apartment rental units are anticipated to be added to Guelph’s overall housing stock.

Source: City of Guelph Planning Services, 2023. Data from CMHC.

Figure 25. Vacancy rates by size of primary rental unit, 2023.



For the second year in a row, three or more-bedroom apartments had the lowest vacancy rate, with a reported vacancy rate of 0 per cent in 2023, a decrease from 0.9 per cent in 2022. One-bedroom apartments had the highest vacancy rate in 2023 at 2 per cent, which increased from 1.3 per cent in 2022. Two bedrooms apartments saw a decrease in vacancy rates from 1.6 per cent in 2022 to 0.9 per cent in 2023. No data was reported for bachelor apartments as it was deemed not statistically reliable for 2023, but they had the highest vacancy rate in 2022 at 5.3 per cent. The overall vacancy rate for all primary rental units in Guelph in 2023 was 1.3 per cent, a decrease from 1.5 per cent in the previous year.

A balanced and healthy vacancy rate is considered to be 3 per cent or above. Guelph’s Official Plan discourages the conversion of existing rental accommodations to condominium when the vacancy rate is 3 per cent or lower and prohibits their conversion when the vacancy rates are 1.5 per cent or lower.

Source: City of Guelph Planning Services, 2023. Data from CMHC.