

York Road/Elizabeth Street Background Report



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Executive Summary

The York Road/Elizabeth Street land use study area runs along York Road from Stevenson Street South (and captures part of Johnson Street), to Watson Parkway south, all bounded by the Metrolinx rail line to the north. The plan area also includes the south side of York Road between Stevenson Street and Victoria Road. While the IMICO lands (200 Beverley Street) are within the study area boundary, the Council approved vision for the IMICO lands will not be re-examined. Rather the ongoing Memorandum of Understanding process will continue to provide direction for that site and this study will have regard for the vision and that process.

The area has roots in textiles and manufacturing and has drawn a variety of different uses over the years that include manufacturing, commercial and residential. This diverse mix has largely developed over the years as the City of Guelph has continued to grow and has served a unique employment role in the east end of the City. This background study is intended to outline the history of the area and its current state of development in order to provide a foundational understanding of opportunities and constraints for future planning. This understanding will help inform recommendations for future land use designations and help to identify if there are additional opportunities for designated employment uses and residential intensification.

The total population for the study area is 550 people, with half of the housing provided in single detached housing. The total average household income in the York Road/Elizabeth Street area in 2015 was \$64,471, which was lower than the rest of the City of Guelph's total average household income at \$94,416. The housing for single detached and semi-detached housing in the study area is also less expensive than the rest of Guelph, which provides in demand housing options at more affordable prices for residents of Guelph.

However, when examining the condition and quality of structures in the York Road/Elizabeth Street area compared to the rest of the City of Guelph (related to single, semi-detached and townhome condominium housing), York Road/Elizabeth Street underperformed. Some of the buildings in the area have cultural and heritage significance to the City, which should be considered with any future development. The City's draft Cultural Heritage Action Plan has identified the residential neighbourhood "The Ward" (St. Patrick's Ward), west of Victoria Road, as a candidate cultural heritage landscape. The study area also contains properties documented within the City's Couling Inventory and a few buildings on the Municipal Register of Cultural Heritage Properties. These properties are identified as being of historical interest for the City but are not currently designated under the Ontario Heritage Act.

In addition to housing, manufacturing and industrial uses have provided important employment opportunities in this area. Although manufacturing employs the largest number of people in the area (307 jobs out of the total 1,282 in the area), there are a variety of other small and diverse jobs dispersed throughout the area among

the approximately 153 businesses. Balancing the needs of small businesses must be considered when implementing policies that seek to achieve employment targets. Large lower density employment uses also take up large amounts of land impacting the financial productivity of the area from a City perspective. Where opportunities exist to intensify these areas, additional density can result in more financial productivity for the City while reducing the need to invest in servicing new areas.

It is not surprising given the area's industrial legacy that key transportation routes remain prevalent in the area. There are several arterial roads in the area including York Road, Victoria Road, Stevenson Street and portions of Elizabeth Street. Goods movement opportunities are provided in the area with the existing rail corridors (Guelph Junction Railway) as well as York Road, Victoria Road and the arterial portion of Elizabeth Street making up part of the City's permissive trucking routes. These transportation corridors along with the Metrolinx rail line combined with industrial uses also pose constraints in terms of the noise and air quality in the area. These uses impact where sensitive land uses (such as residential redevelopment) may be developed and redeveloped. In some instances, such uses may not be appropriate, or careful consideration to the best mitigation techniques must be adhered to in order to provide good land use compatibility (Appendix A).

In addition to roads and rail, the area has an incomplete network of sidewalks which are mainly limited to the residential areas. The bike facilities in the area are currently limited, with one bike lane on Stevenson Avenue extending north from York Road. There are also three bus routes that run through the area. The need to balance a diverse modal split that includes more frequent transit and active transportation options with goods movement is currently a challenge in this area.

The natural features in the York Road/Elizabeth Street area will need to continue to be protected. The area contains a cultural woodland, significant valley lands, fish habitat, and a Regionally Significant Earth Science Area of Natural and Scientific Interest (ANSI). There is also the presence of floodways surrounding the Hadati and Clythe creeks in the area. The floodways are a development constraint that may prohibit development in some instances.

Conclusion

As the City continues to study this area and make recommendations for future land designations and an urban design concept, the area's current context is essential. The gross density of people and jobs for the study area is currently 20.24 people and jobs per hectare, which demonstrates the potential for additional development. However, when exploring future development and redevelopment, an understanding of the area's unique history, diverse natural environment and the people and built form that create this community are essential to developing a strategy that leverages the collective strengths of the area to improve its distinct economic functions and its livability for its residents.

Introduction

The York Road/Elizabeth Street study area has a distinct history and contains a diverse mix of uses that has developed into a unique part of the east end in the City of Guelph. Its uses range from heavy industrial uses, to pockets of residential homes. The study area runs along York Road from Stevenson Street South (and captures part of Johnson Street), to Watson Parkway south, all bounded by the Metrolinx rail line to the north. The plan area also includes the south side of York Road between Stevenson Street and Victoria Road. While the IMICO lands (200 Beverley Street) are within the study area boundary, the Council approved vision for the IMICO lands will not be re-examined. Rather the ongoing Memorandum of Understanding process will continue to provide direction for that site and this study will have regard for the vision and that process.

This area's existing conditions provide a variety of constraints as well as opportunities for future development and redevelopment in the area. The following report will outline the historical development of the area, its demographic profile, the policy context and some of the other considerations that shape the way this area has developed. This report is intended to provide an overview of how this area has transitioned over time to how it functions today in order to provide a foundational understanding for future land use recommendations in this area.

History of the area

Indigenous people resided in the area known as Guelph as early as 11,000 years ago, known as the Attawandaron people. After 1690 the Mississauga people began to move into in the area and create their livelihoods. The City of Guelph is now situated on Treaty 3 Territory, which was established in 1792 between the Crown and the Mississaugas of the Credit First Nation. Treaty 3 territory also covers Brantford, St. Catherines, Hamilton, Waterloo and Cambridge.

The Town of Guelph was founded on St. George's Day, April 23, 1827, by John Galt, General Manager of the Canada Company. The eastern limit of the town was the Speed River with the road to York (Toronto) recognized across the river. An annexation in 1854 expanded the town's boundaries, adding 2,550 acres and extending the eastern limits to Victoria Road. Two years later the Village of Guelph officially became the Town of Guelph and by 1879, Guelph became a City. In 1952, a major annexation added 2,600 acres to the City and extended the boundary further east to include Industrial Street. The next major annexation in 1966 added 10,420 acres and extended the boundary further east to include the entire study area.

Establishing the rail, road and parcel structure

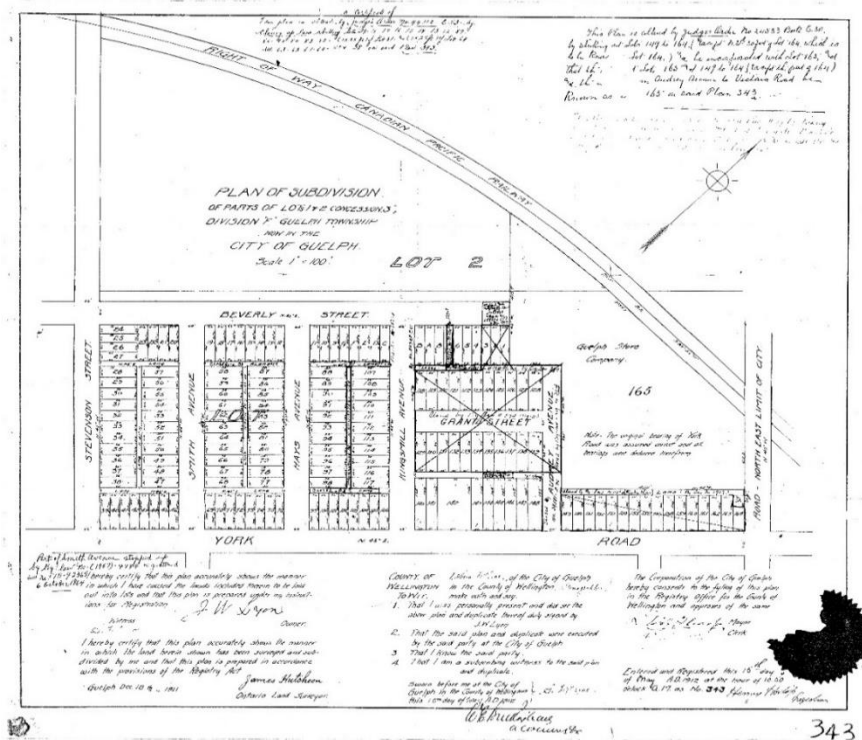
The study area's rail, road and parcel structure was essentially established by 1929. One of the City's oldest and most important roads, York Road, was established in 1828 by the Canada Company and served as the east entrance to the town. Victoria Road was established in 1911 and Stevenson Street the following year in 1912. The

smaller interior roads and parcel structure was established between 1906 to 1929 through six registered subdivision plans; four plans west of Victoria Road and two east of Victoria Road. Three of the registered subdivision plans were for lands owned by J.W. Lyon and were intended for a mix of industrial and residential development. Plan 343, registered in May 1912, included the existing Guelph Stove Company and covered the area bordered by Stevenson Street, Beverly Street, the Canadian Pacific Railway Right of Way, Victoria Road and York Road. The most recent road, Erie Street, opened in 1957.

The study area includes the Metrolinx line north of Elizabeth Street and the Guelph Junction Railway line south of Elizabeth Street. The railway lines were instrumental in moving both goods and people to Guelph and the study area, reaching peak usage in the early 1920s. The Metrolinx's line opened in Guelph in 1853 as the Guelph Trunk Railway and was later acquired by Canadian National Railway. The City opened the Guelph Junction Railway in 1888 to provide transportation services for smaller and medium sized firms, and people movement, which was suspended by the early 1960s. Ontario Southland Railway currently provides service on the Guelph Junction Railway which remains in municipal ownership.

J.W. Lyon was best known for his development of a 400 acre tract in St. Patrick's Ward (The Ward) as a combined industrial and residential subdivision commencing in 1906. Lyon gave land to factory proprietors and made his money on the sale of nearby residential lots. The Ward attracted a large cohort of European immigrants in the early 20th Century, in particular people of Italian decent. The study area includes the eastern limits of St. Patrick's Ward.

Figure 1: Plan 343, 1912



Industrial uses and the historic mix of uses

During the 1920s Guelph was a bustling city known for metal working and textile industries where many people lived within walking distance of their work and could even work out of their homes. At the time, industry could be found within the downtown, and along the river and railway lines. Industries, including manufacturing, were interwoven with residences creating a mixed-use character for the city. The city was not a one industry town allowing it to survive the depression years of the 1930s better than other municipalities.

The International Malleable Iron Company (IMICO) at 200 Beverly Street employed about 450 people in the 1920s making it the City’s third largest employer. Manufacturing was the principal source of employment at the time with close to 100 manufacturing establishments in the City by the mid-1940s. A number of smaller businesses located in the study area at this time including Durose Manufacturing which was founded in 1944 as a small welding and machine repair shop and is still operating at its original 460 Elizabeth Street location.

In November 1944, Guelph’s first Planning Commission was appointed and in the following year, Guelph became one of the first municipalities to have an Official Plan. The 1945 General Plan of the City of Guelph recommended that the main north-south route follow Victoria Street switching over from Dundas Road (Gordon Street) south of the College. This would keep most of the through traffic off the city streets, provide relief to the downtown district, lower the accident rate and enhance

shopping facilities. It also provided easier access to industries located in the City's east end.

The 1945 Plan recognized pockets of industry throughout the City. It also highlighted a lack of large developable lands in the city centre with railway access, with the exception of a few areas such as a large tract between Stevenson Street and Victoria Road. These lands already supported two large industries, IMICO and Guelph Stove Works. This easterly industrial location was favoured given the prevalence of a north-west wind that would blow smoke and dust clear of the City. It also recognized a large and suitable area of land for workers' homes adjacent to the land.

Figure 2: View of York Road at Victoria Road, 1948 (Guelph museum)



Annexation and the establishment of a northwest industrial basin

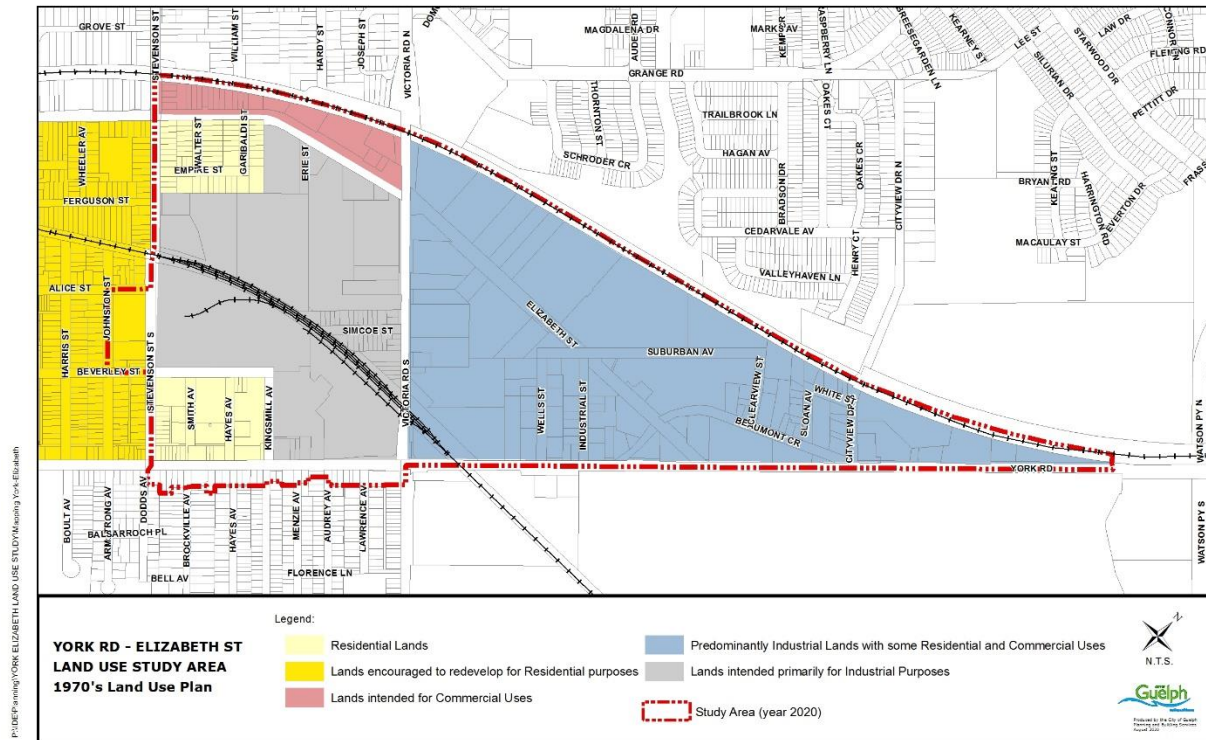
In July 1952, approximately 2,500 acres of land were annexed from Guelph Township, virtually doubling the size of the City, to address the City's growth potential and lack of vacant industrial land. This permitted the establishment of an "industrial basin" at the northwest edge of the City with over 1,000 acres west of Edinburgh Road and south of Woodlawn Road protected for industrial development.

The industrial basin overturned the historical mixing of residential, commercial and industrial uses throughout the City, allowing industries to locate on new lands in the City's northwest. Nevertheless, the mixing of land uses continued in the York Road and Elizabeth Street area.

During the 1960s, the City's employment base started to move away from manufacturing with rapid growth in the service industries (community service, government service and personal service) and growth within the trade sector. However, lands were still required for manufacturing purposes that required large land areas where parking, loading and transport facilities could be accommodated. In 1966, another major annexation added 10,420 acres to the City, bringing the entire study area into the City's boundaries. Meanwhile in the study area, the mixing of uses continued and industry continued to grow in the area. Property was relatively inexpensive, storage and use provisions were more permissive, and road and rail access was available. In addition, relatively affordable housing was close by, allowing employees and employers to live close to work. The area played an incubator role for some industries and still had suitable sites available for some expanding businesses to move to other premises within the study area.

By the 1970s, many of the industrial and residential land uses had developed in close proximity to one another. Continued expansion of industrial facilities on existing sites made relocation difficult and/or uneconomical for many of the older industries. Land use conflicts had increased with heavy truck volumes, especially since many of the residences had small lots with minimal open space. City Planning at the time attempted to segregate residential land uses from industrial uses by concentrating industrial development to existing industrial areas east of Stevenson Street with industrial sites west of Stevenson Street (outside of the study area) being redeveloped as residential. Many of the incompatible land uses such as oil storage and contractor's yards, in the residential areas, were encouraged to relocate. Residential buildings within the designated industrial area were encouraged to redevelop for industrial uses.

Figure 3: land use categories in the 1970s



The lands west of Victoria Road were intended primarily for industrial purposes. The north east corner of York Road and Stevenson Street, and lands at the southeast corner of Elizabeth Street and Stevenson Street were intended for residential uses. The lands north of Elizabeth Street south of the Metrolinx rail tracks were intended for commercial uses. The triangular area east of Victoria Road between the Canadian National Railway to the north and York Road to the south was predominantly industrial with some residential and commercial uses.

History of Guelph Stove Company and IMICO

In 1912 the Guelph Stove Company relocated from downtown to York Road, west of Victoria Road (known today as 490 York Road/199 Victoria Street South) and maintained that location until around 1963 to 1964. Franklin Manufacturing Company occupied the lands from 1964 until around 1969 to 1970 followed by the Resco Refrigeration Supplies Company until around 1990 to 1991. Since the 1990s the site has supported a mix of businesses, including Safe Storage Warehousing. Today, the site continues to support a mix of industrial and commercial uses including Safe Storage Warehousing, Royal City Brewery, the Grotto (a rock climbing facility), and VTR Uniforms.

The International Malleable Iron Company (IMICO) was founded in 1912 by the Carver family who emigrated from England. The plant produced a range of malleable and grey iron pipe fittings and had customers across Canada and around

the world. IMICO continued to grow and invest in the Beverly Street location during the 1950s. The business operated until 1989. In April 1992, the site was sold to John H. Long who used it to store waste materials. In November 1993, the Ministry of the Environment and Climate Change issued an Order to John H. Long to clean-up the site. The site was subsequently sold to the Assembly of the Church of the Universe for a dollar with no environmental remedial action taken. The site was eventually transferred to the City of Guelph as consideration for the nonpayment of taxes. The land transfer included the responsibility to clean up the site. Since acquiring the property, the City has undertaken remediation of the site including the demolition of the buildings and removal of contaminated soils and materials. Additional information on the city's ongoing work on this site can be found at the following [link](#).

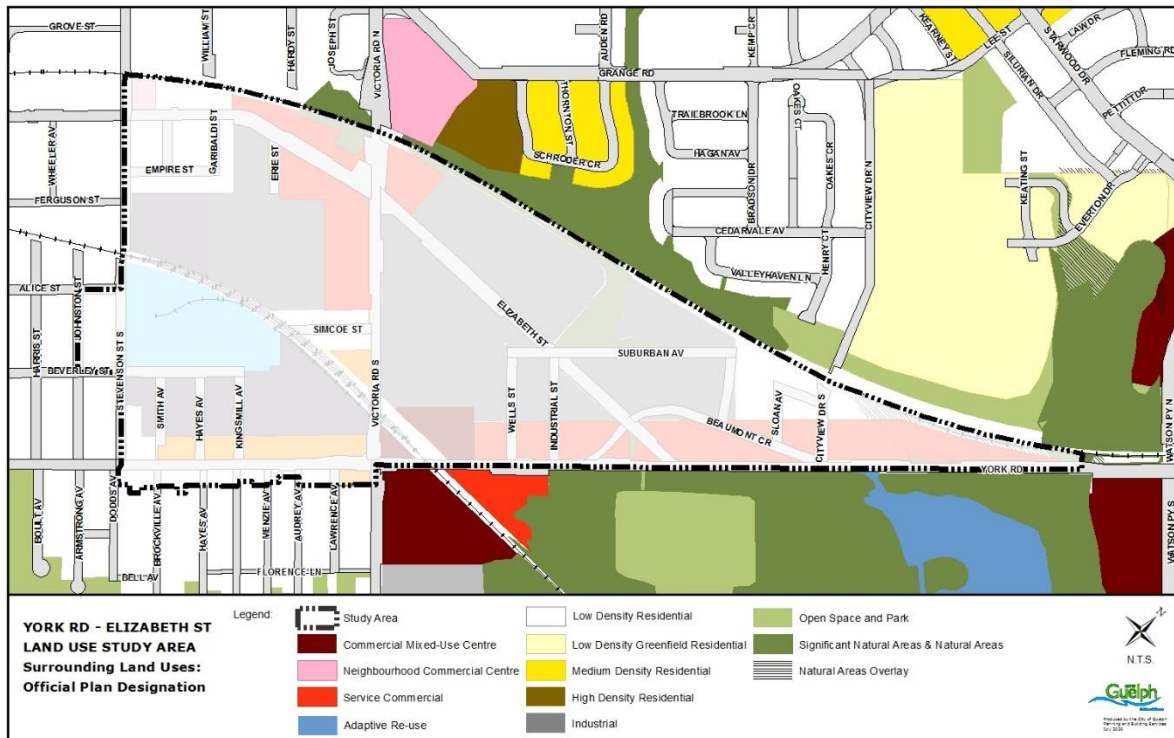
Although these two larger businesses have ceased operation, other businesses continue to operate in the area, maintaining its mix of industry, residential and commercial uses.

Adjacent Land Uses

The majority of lands surrounding the portion of the study area west of Victoria Street are residential in nature. The residential lands include a number of the historic residential properties built when St. Patrick's Ward purposely supported a mix of industrial and residential development. The residences are generally modest single detached dwellings on small lots.

Meanwhile, the study area lands east of Victoria Street are surrounded by a mix of commercial, service commercial, residential (high, medium and low), open space and park, and significant natural areas and natural areas uses. The Guelph Innovation District is located south of York Road. The southern frontage of York Road is predominantly significant natural areas and natural areas, and open space and park lands. Commercial and service commercial uses are located at the corner of Watson Parkway South and Victoria Road S. The commercial properties at the southeast corner of Victoria Road S. and York Road have been designated as Commercial Mixed-use Centre through the City's Commercial Policy Review (OPA 69). The service commercial property at the southwest corner of Watson Parkway S. and York Road has also been designated Commercial Mixed-use Centre. The lands north of the railway line east of Victoria Road N. are predominantly significant natural areas and natural areas, and open space and park with residential lands immediately abutting them. The southeast corner of Victoria Road N. and Grange Road support a Neighbourhood Commercial Centre with a high density residential development and a medium density development located east of the commercial centre accessed off of Grange Road.

Figure 4: Adjacent land uses



Socio-Economics

The data for the study area was pulled from a variety of sources including Statistics Canada, Municipal Property Assessment Corporation (MPAC) and the City's employment survey. In January 2020, City planning staff (in collaboration with Business Development and Enterprise staff), conducted surveys with 87 businesses in the York Road/Elizabeth Street area to get a better understanding of employment uses in the area.

The majority of employers were contacted in person at each workplace between the dates of January 27 to February 4, 2020. Follow up was done by e-mail and phone for businesses that were unavailable. If businesses were unreachable, estimates were made on their employment numbers based on similar uses in the area and discussions with Staff in Business Development and Enterprise. The survey posed a variety of questions and took approximately 5-10 minutes to complete. The questions related to the following topics:

- Number of full-time, part-time and seasonal employees working on-site and off-site;
- Type of business;
- Square footage of space used; and,
- Other workplace attributes such as: date established; how long they have been in their current location; monthly lease rates; and whether the business

exports goods or services.

The survey was voluntary so businesses were able to decline any questions. The City used this study area to pilot the employment survey and streamline the process for a future citywide rollout of the survey at a later date. The information from the employment survey will be used to plan for growth, stimulate job creation and support the City's economic development. It is also important background information for forecasting and planning the City's infrastructure and services for citizens and businesses in Guelph.

Population and Age Profile

The total population for the study area is 550 people. 285 of residents are male and 265 are female. The majority of residents fall between 15-59 years old, with smaller percentages of very young or very old residents, indicating the majority of this population is within working age (Figure 5). When comparing the population distribution to the rest of the City it's clear the City as a whole has more consistency of number of young people into middle age before the population begins to taper off in older age (Figure 6).

Figure 5: Population Distribution by Age for the Study Area (Stats Canada, Custom Data, 2016 Census)

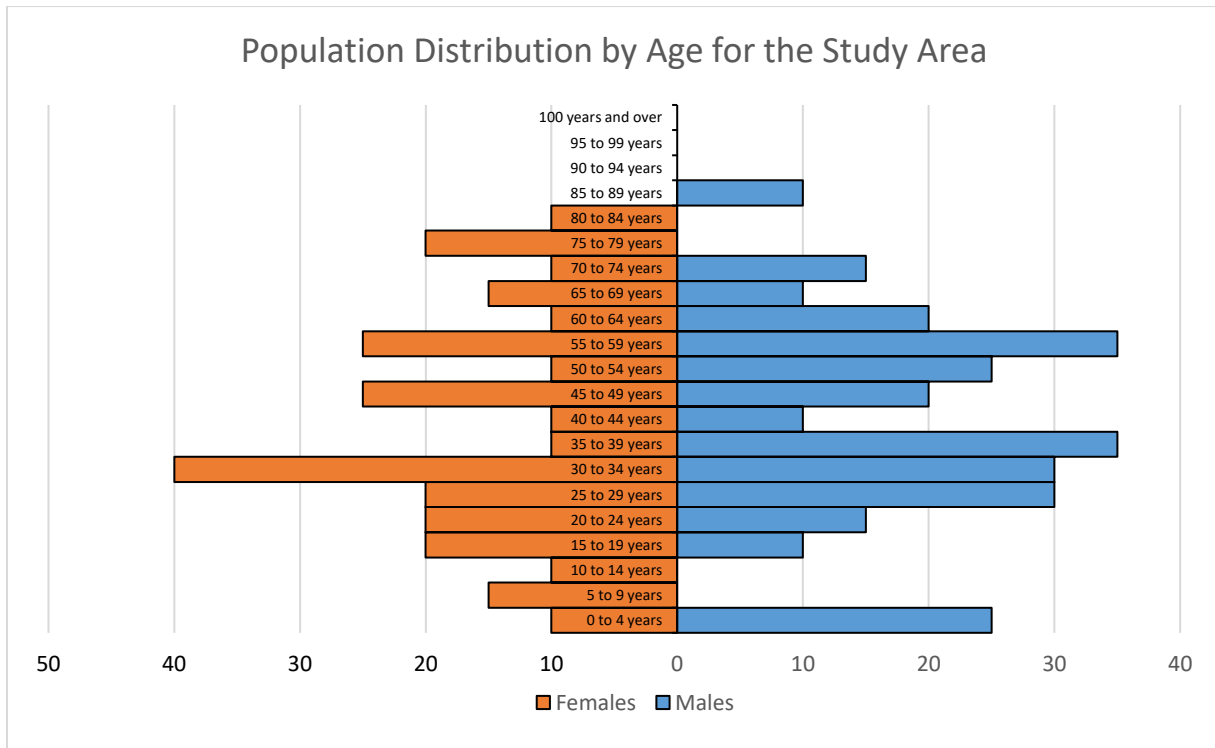
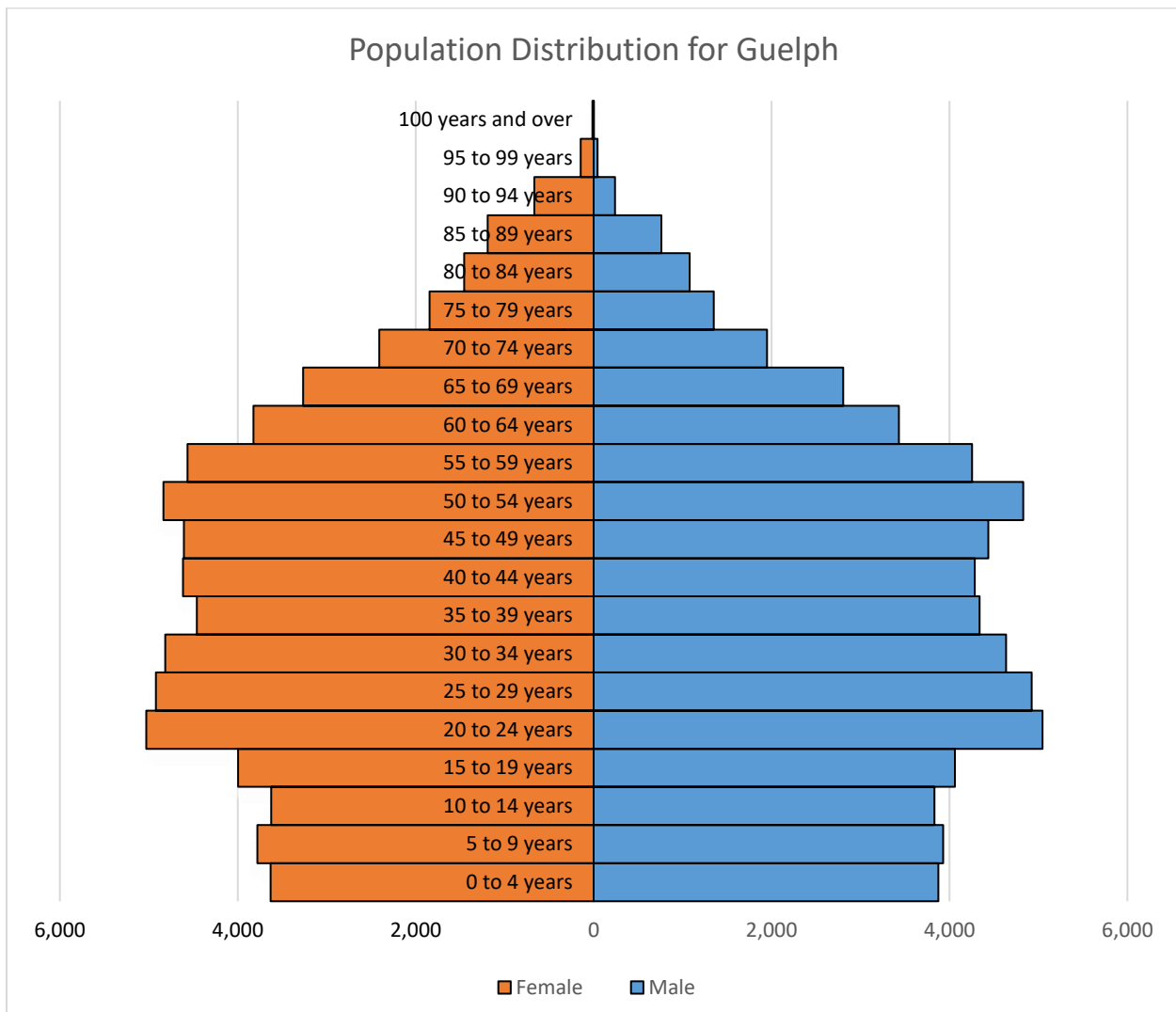


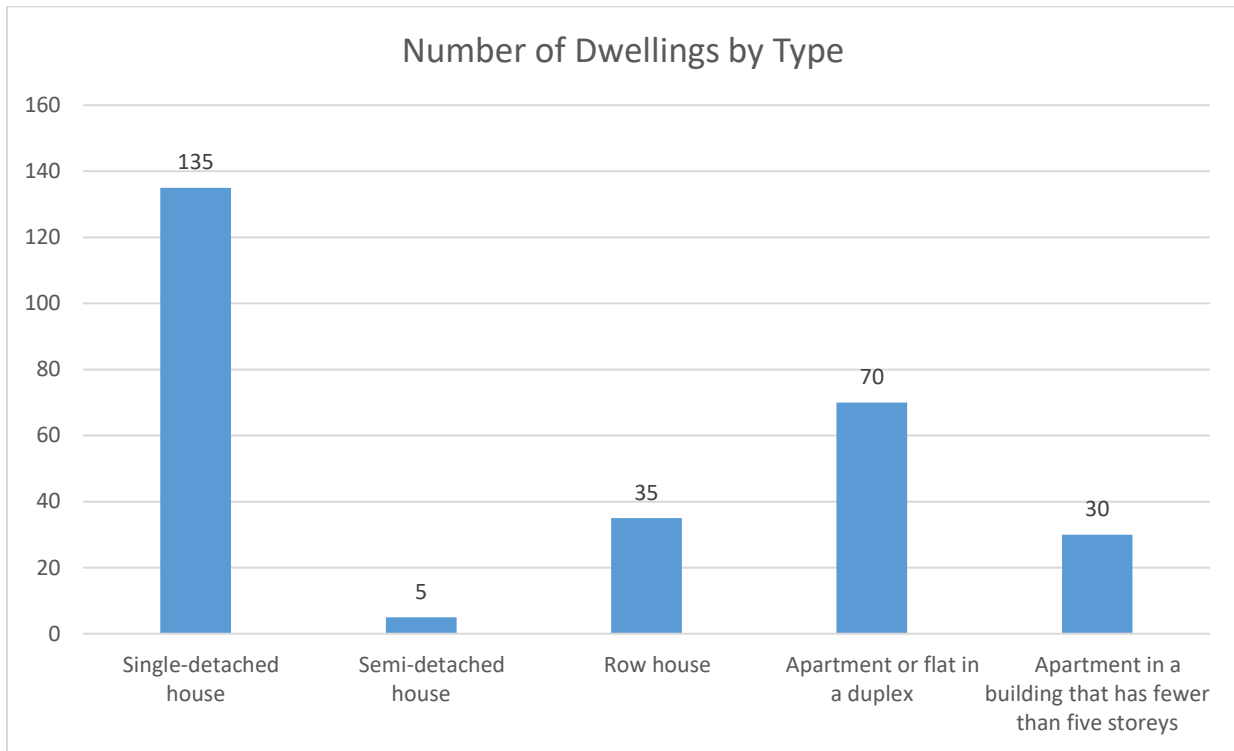
Figure 6: Population Distribution by Age for Guelph (Stats Canada, 2016 Census)



Housing Type

According to Statistic Canada, there are 275 residential dwellings in the York Road/Elizabeth study area (Figure 7). 49% of the houses are single detached. Guelph as a whole has roughly the same percentage of single detached housing. There are some accessory apartments in the study area with 20 registered accessory apartments, which is 0.6% of the total accessory apartments in the City of Guelph.

Figure 7: Number of Dwellings by Type (Stats Canada, Custom Data, 2016 Census)

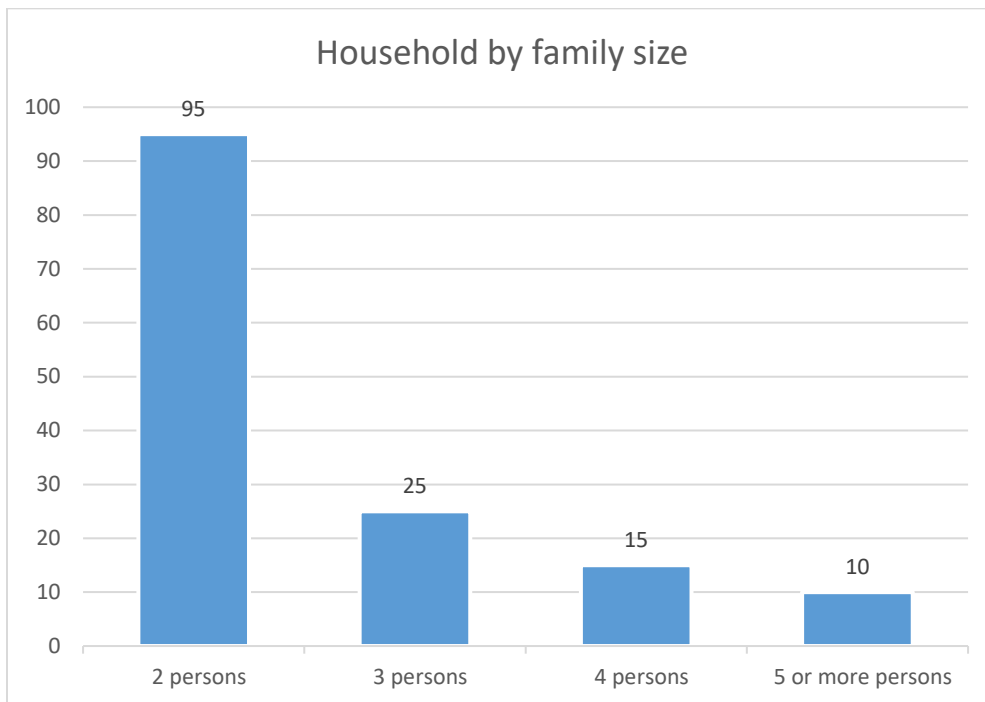


Household Income & Size

The average total household income in the York Road/Elizabeth Street area in 2015 was \$64,471, which was lower than the rest of the City of Guelph’s average total household income at \$94,416. When looking at the median total income of households in 2015, York Road/Elizabeth Street sat at \$62,020 compared to \$77,800 for the rest of Guelph.

The majority of households in the York Road/Elizabeth Street study area are small with over 75% of households containing two or three family members (Figure 8). Household size refers to the number of persons in a private household.

Figure 8: Household by family size (Stats Canada, Custom Data, 2016 Census)



Immigration and Emigration

The majority of residents have lived in York Road/Elizabeth Street area for five years or more without moving (Figure 9). Of those who have moved into the study area in the last 5 years, 100 of them are non-migrants (movers who moved within the same census subdivision i.e., moved to the study area from elsewhere in Guelph). Additionally, 90 residents were intra-provincial migrants in the last five years (persons who moved between cities/towns etc. but stayed within the same province or territory) and only 10 residents have been interprovincial migrants in the last five years (persons who moved to Guelph from another province or territory) (Figure 10). This shows that the turnover of the area is approximately 38% in the last 5 years. This is slightly lower than the City's mobility status 5 years ago of approximately 42%.

Figure 9: Total Mobility Status (Stats Canada, Custom Data, 2016 Census)

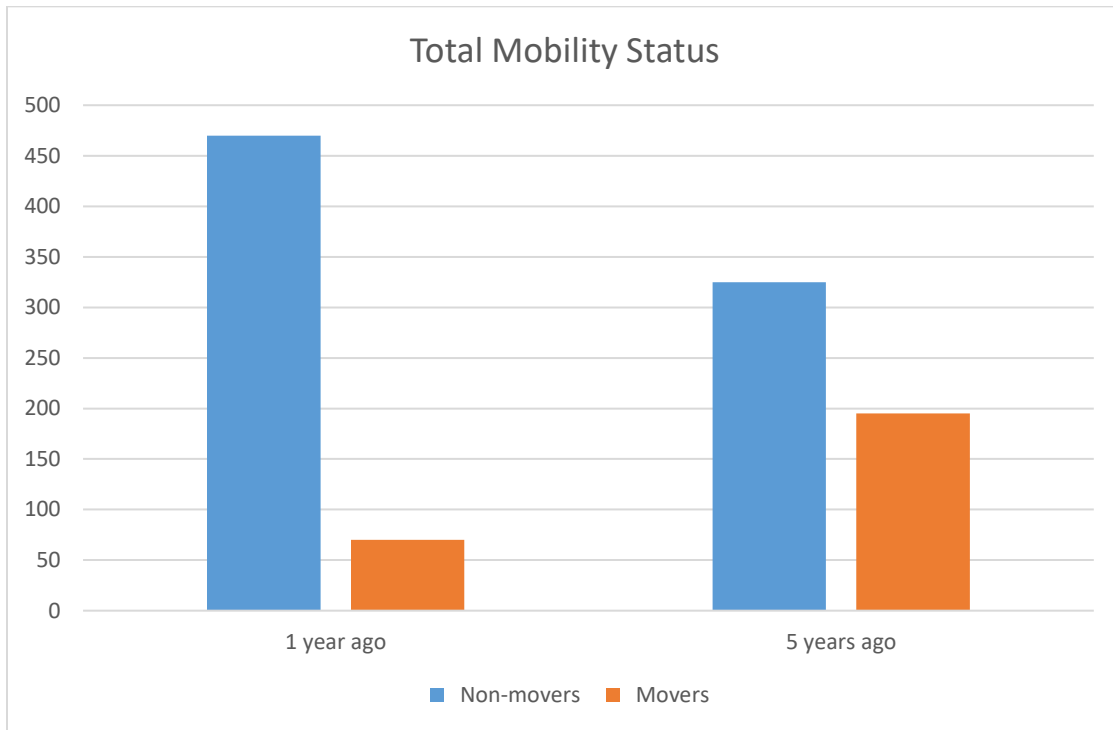
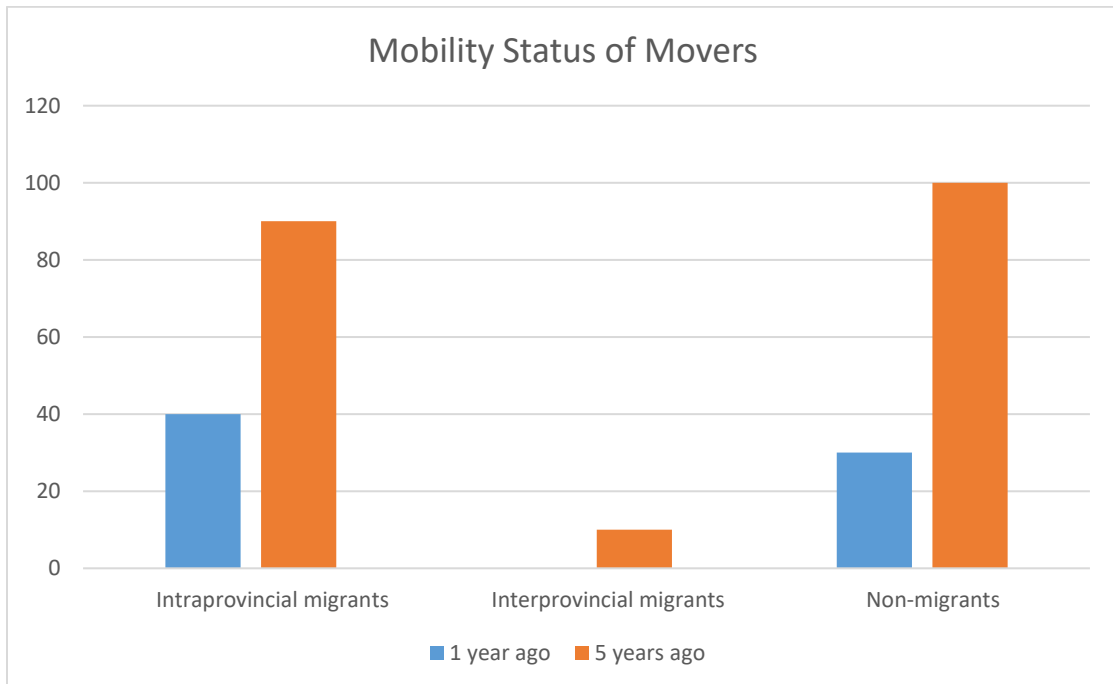


Figure 10: Mobility Status of Movers (Stats Canada, Custom Data, 2016 Census)



Employment

The employment survey indicated that there are approximately 153 businesses in the study area with approximately 1,300 employees. Almost two thirds of these

employees work full time (Figure 11). The range of businesses are incredibly diverse with the majority of businesses falling into the category "other services" which makes up about 20% of the businesses followed by "retail trade" and "construction" (Figure 12). The majority of the employees work in the manufacturing sector (307 employees or 24%) with large numbers of employees working in transportation and warehousing, retail trade and construction (Figure 13).

When comparing the percentage of employees to the percentage of businesses it is not surprising to see that although there are not a large number of manufacturing businesses, the percentage of workers they employ are higher, which is characteristic of large factories. However, the opposite trend can be observed in Figure 14 in categories such as "other services" and "professional, scientific, and technical services" in which there is a large number of businesses in these sectors but fewer employees. These tend to be smaller businesses that may employ only a few people or just one person per business.

Many businesses in this area are likely to engage in small batch production and may have high-value-added and design intensive products (as seen in a variety of woodworking and carpentry businesses) or local consumption (such as craft beer or wine making observed in this area). The flexible work spaces in this area provide more opportunities for creative activities, allow for maintenance and repair work and provide smaller start-up businesses with small and more affordable spaces. Although they may not provide an abundance of jobs, this vast range of uses (which are not easily categorized) demonstrate the way these varied uses can co-exist together without conflict and create a hub for innovative opportunities.

Figure 11: Employee Status (City of Guelph, Employment Survey, 2020)

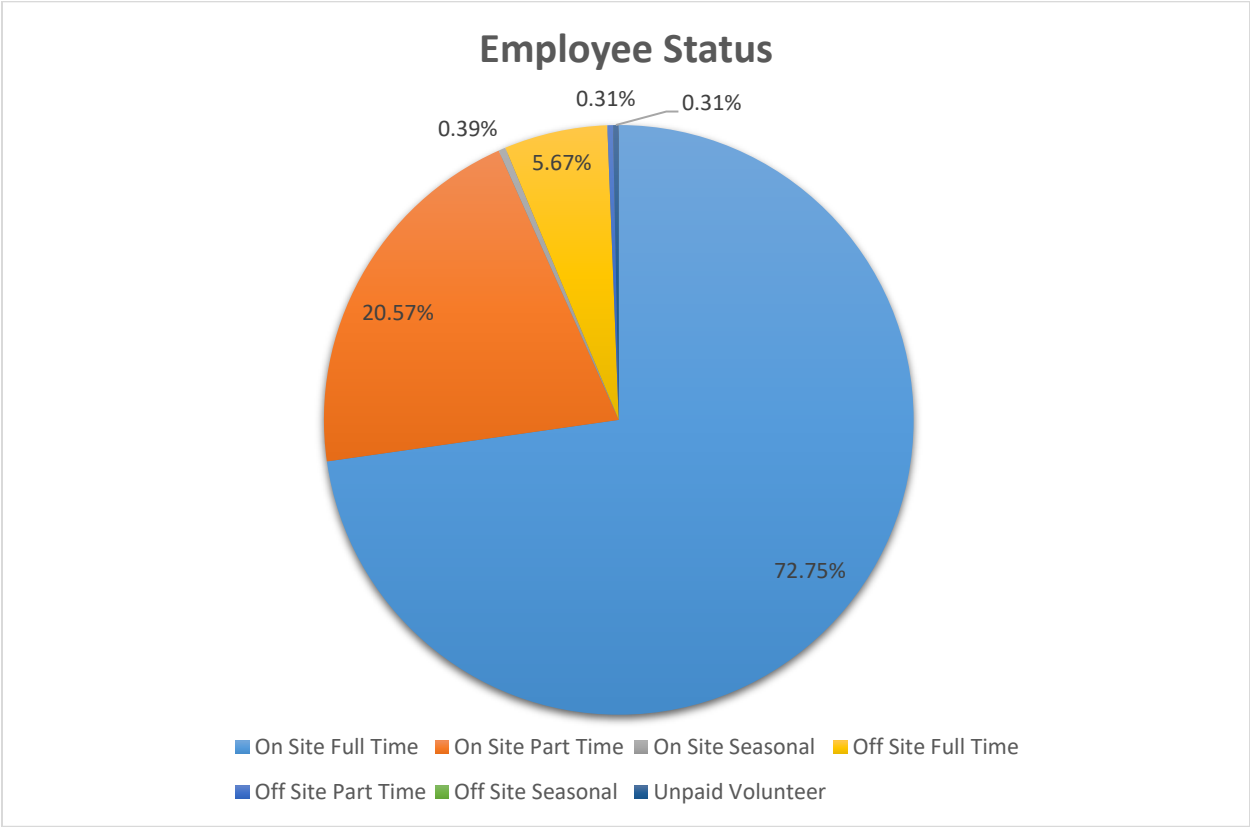


Figure 12: Number of Businesses per Sector (City of Guelph, Employment Survey, 2020)

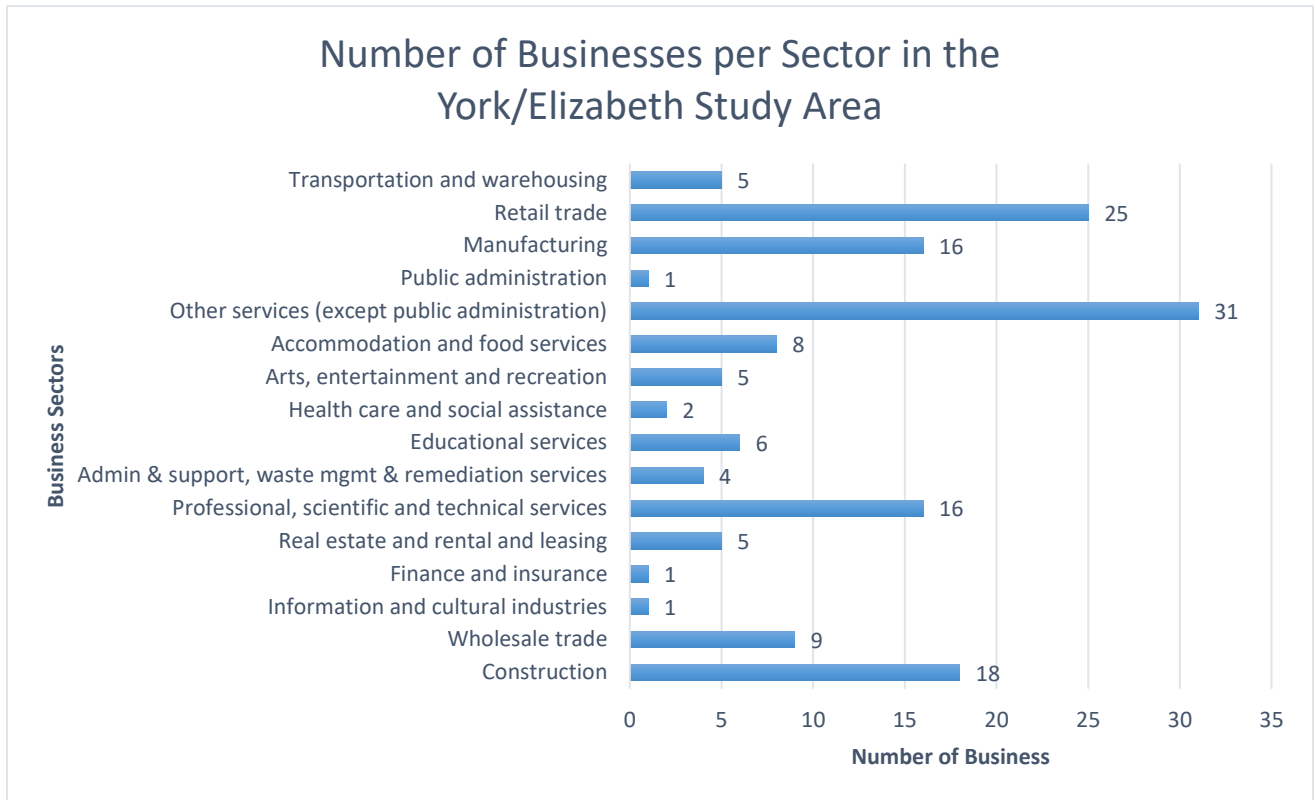


Figure 13: Number of Employees per Sector (City of Guelph, Employment Survey, 2020)

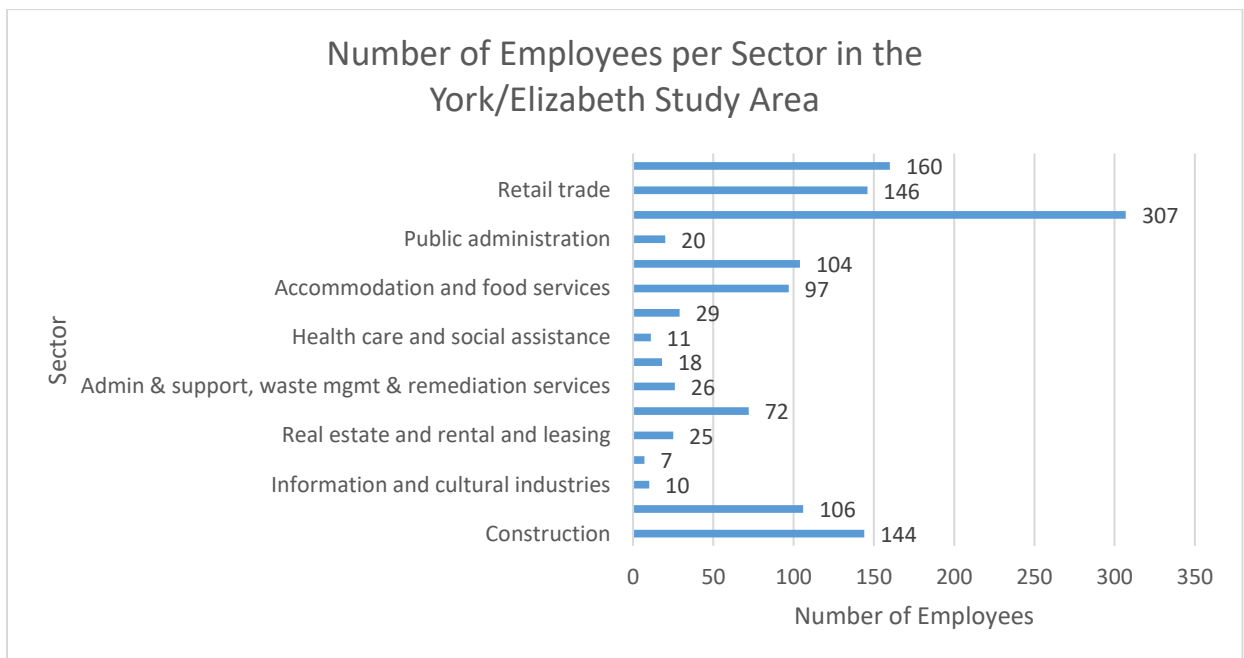
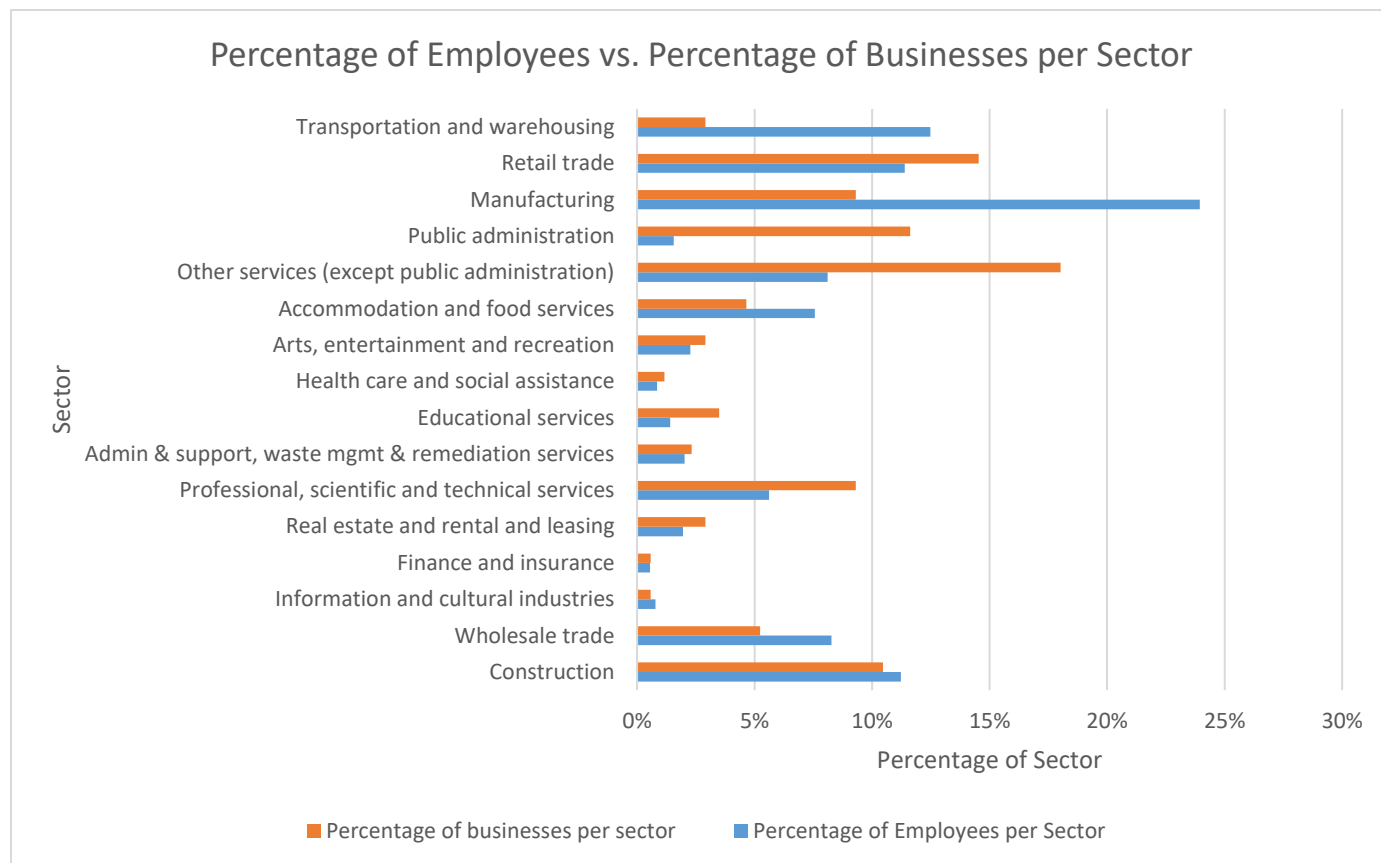


Figure 14: Percentage of Employees vs. Percentage of Businesses per Sector (City of Guelph, Employment Survey, 2020)



Tax Density

Comparing the tax revenue generated per hectare can also demonstrate where the greatest amount of revenue is being generated for the City compared to areas that provide lower tax returns and may be one consideration when evaluating where there is additional potential for greater density. In general, low-density development does not provide high property tax return and is also more expensive for the City to maintain. Higher tax-density land represents a more efficient use to provide higher tax revenues to the City. By intensifying the existing built up area the City can also leverage the existing infrastructure rather than expand it. However, industrial areas provide other benefits to a community although their tax revenues may be lower. Local manufacturing can provide jobs to residents as well as contribute to the City’s gross domestic product to ensure a healthy economy. The York Road/Elizabeth Street study area contributes 14.16 jobs per hectare for the entire study area.

When examining the York Road/ Elizabeth Street study area it is clear that the majority of the area does not generate high tax-density for the City, with large areas generating less than \$2,000,000 per hectare largely from vacant parcels and low density industrial uses. The areas that show the highest tax revenues (shown in

red on the following figures) are located along York Road and represent clusters of commercial uses including small shops and strip malls. Although the value of this area may not translate to significant tax revenue, as the employment survey demonstrated, it does provide many manufacturing jobs within the City limits as well as create opportunities for small incubator space and start up businesses which are important contributors to the City's overall economy.

Figure 15: Tax density (City of Guelph)

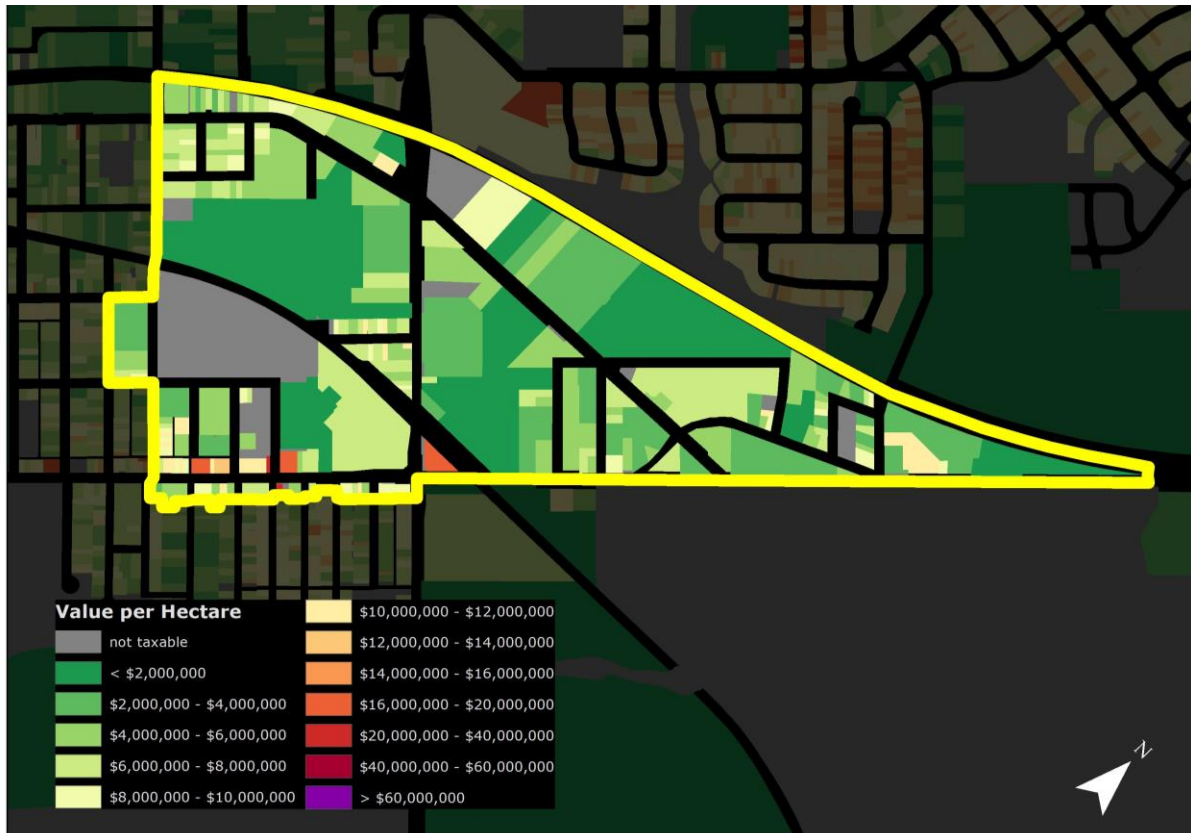
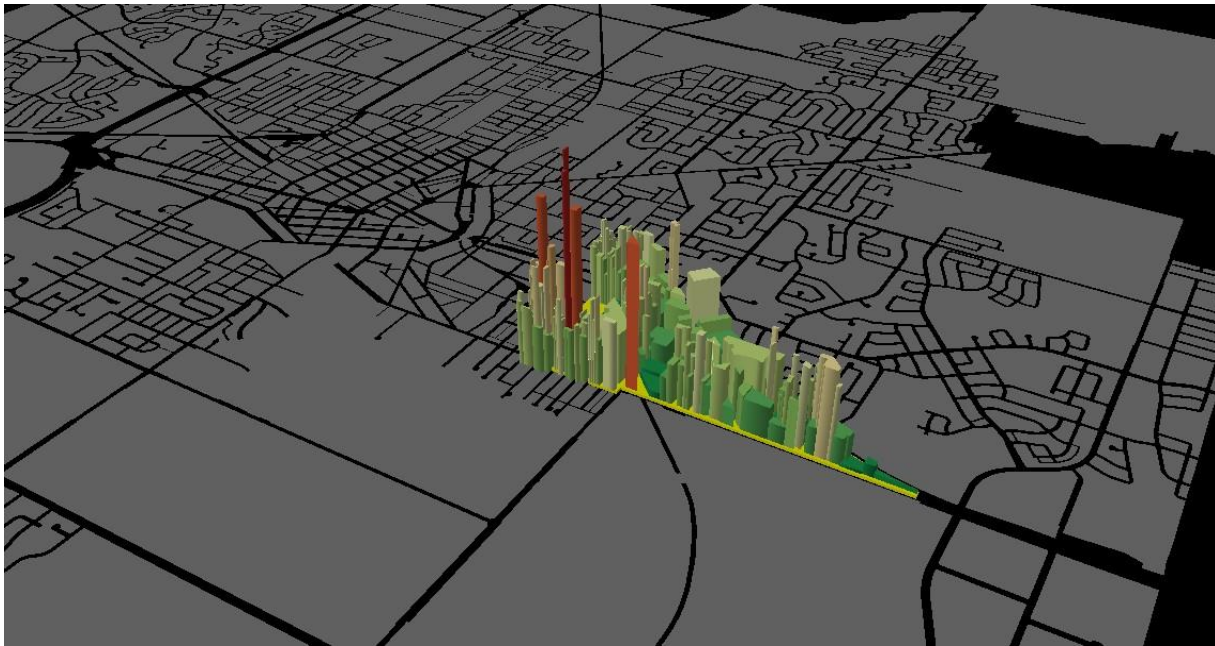


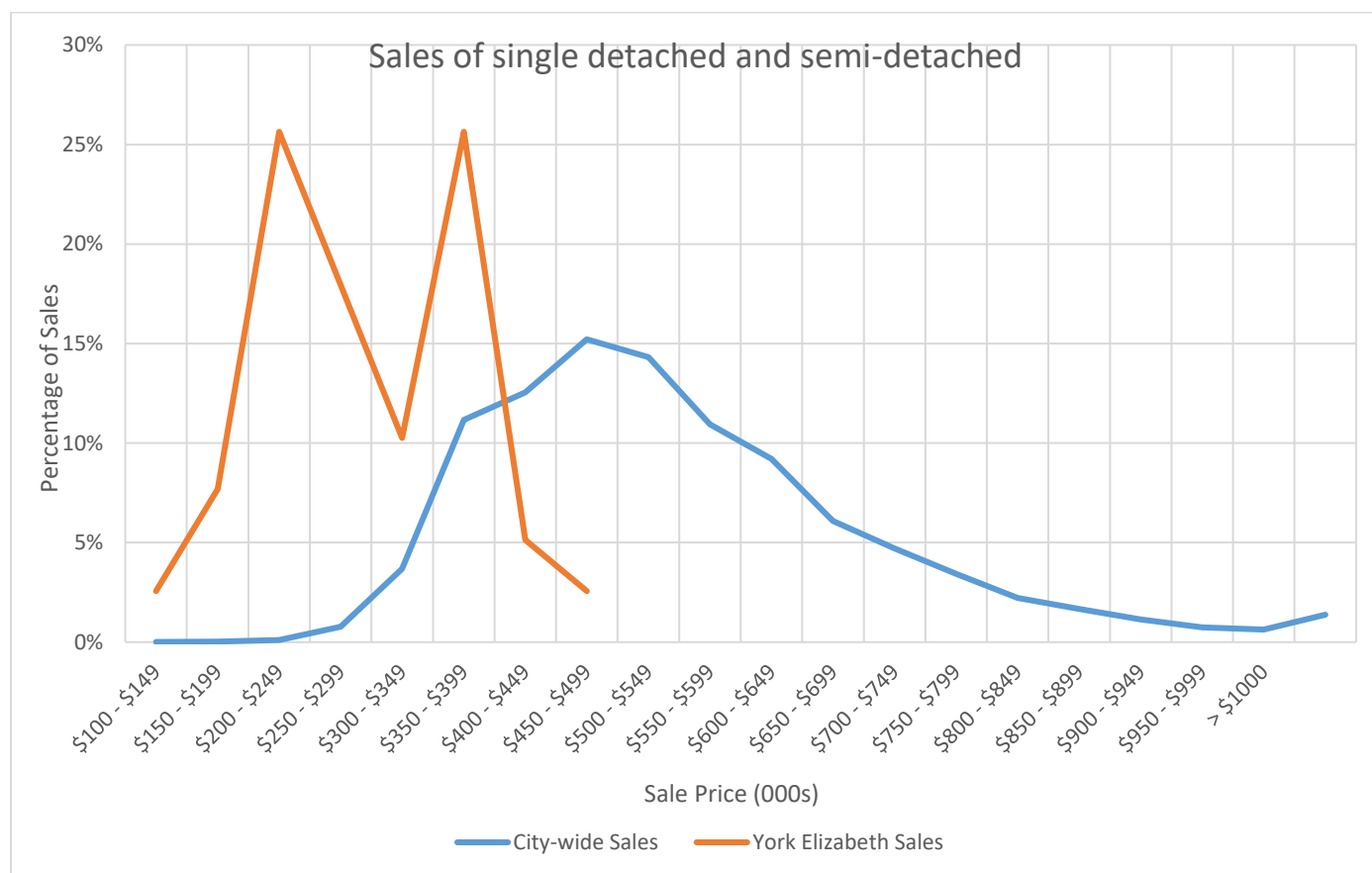
Figure 16 Tax Density oblique view (City of Guelph)



Sales Data

The average sale price of semi-detached and single detached dwellings in the City of Guelph from 2014 to 2019 was approximately \$503,000. In contrast, the average sale price of a single detached or semi-detached home in the York Road/Elizabeth Street study area was approximately \$338,000. This is a difference of approximately \$165,000 and highlights that the York Road/Elizabeth Street study area is less expensive than the rest of Guelph. This difference demonstrates that this area provides opportunities for residents seeking more affordable places to live. Housing types other than single detached and semi-detached housing were not evaluated as they were not present in any of the sales data for the York Road/Elizabeth Street study area since 2014. It should also be noted that because this report examines a small area, the housing sales have been examined over a five year period to provide a broader range of data to interpret, however, it does not acknowledge the fluctuations that can occur in the market over time and that a house sold in 2014 would likely be valued higher in 2019.

Figure 17: Sales of single detached and semi-detached dwelling units (MPAC)



Structure Condition and Quality

The Municipal Property Assessment Corporation (MPAC) rates the physical condition of structures in relation to their age with a rating system that includes excellent, good, average, fair or poor (Figure 18). When examining the structure conditions of the York Road/ Elizabeth Street area compared to the rest of the City of Guelph (related to single, semi-detached and townhome condominium housing), York Road/Elizabeth Street had a slightly lower proportion of the structures rated as average at 95.4% when compared to the City of Guelph as a whole at 98.6%. Therefore, a higher proportion of structures in York Road/Elizabeth Street were considered to be on the lower end of the spectrum being rated as fair, good or poor (4.6%) compared to the City of Guelph (1.4%).

The quality of structures in the York Road/ Elizabeth Street area (including single, semi-detached, and townhouse condominiums) compared with the rest of the City demonstrates that York Road/Elizabeth Street’s structure quality is lower (Figure 19). The grading system runs from Class 1, which is a very inexpensive structure to a Class 10, which is a structure built with the highest degree of quality. This measure takes into account the condition of the house in relation to its age and Class 6 represents the common standard of construction for the time that it was built and is considered the benchmark class. As Figure 19 illustrates the majority of

the structures in the York Road/Elizabeth Street area have been graded as inexpensive structures as either Class 6 or below. Alternatively, the percentage of residential structures in the City of Guelph as a whole trend towards Class 6 or higher.

The age of dwellings in the study area are higher than the rest of the City. The average age of a dwelling in the study area is 81.5 years and the average age of a dwelling in Guelph is 40.75 years. In addition, when comparing the minor and major repairs for the study area and the rest of Guelph a larger percentage of dwellings in the study area require major repairs over minor repairs or regular maintenance (Figure 20). The City’s overall major repairs make up about 5% of the total repairs needed, but in the study area the major repairs make up about 15% of the repairs needed.

Figure 18: Residential Structure Condition (MPAC)

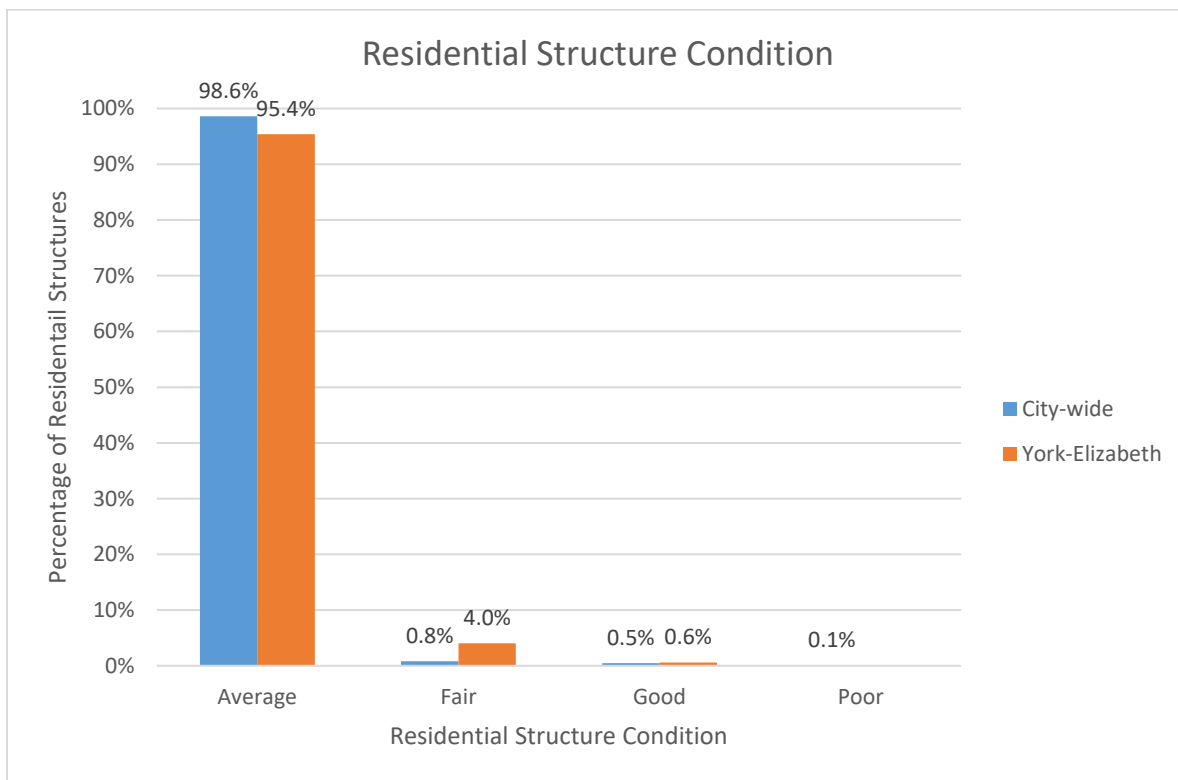


Figure 19: Residential Quality Rating (MPAC)

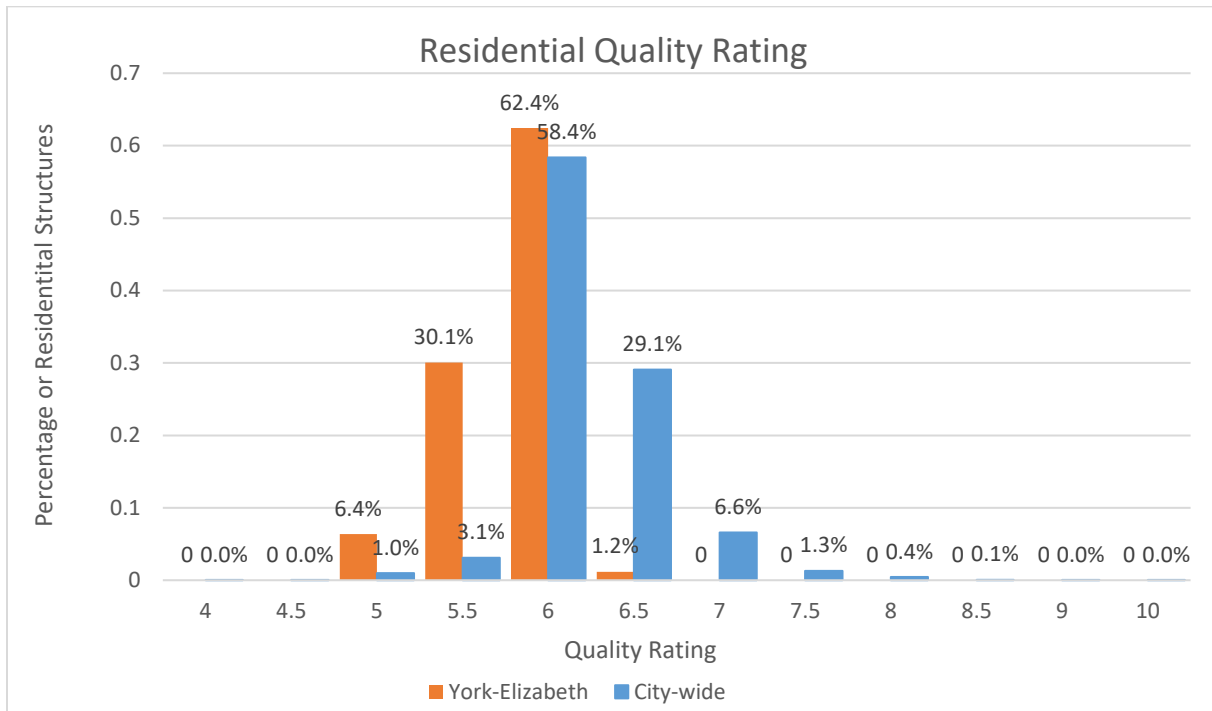


Figure 20: Study Area Major and Minor Repairs (Stats Canada, 2016)

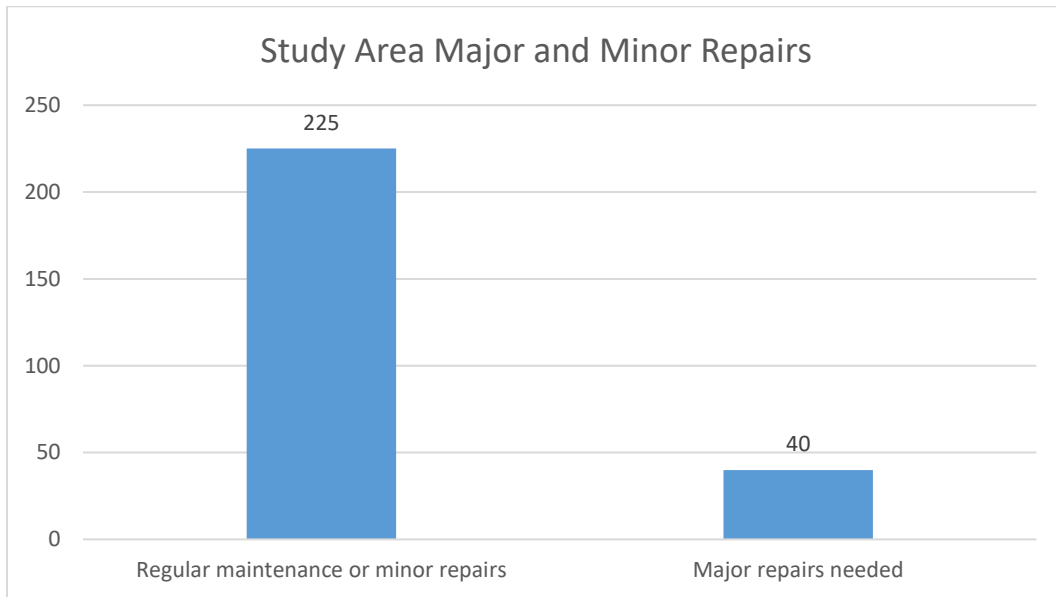
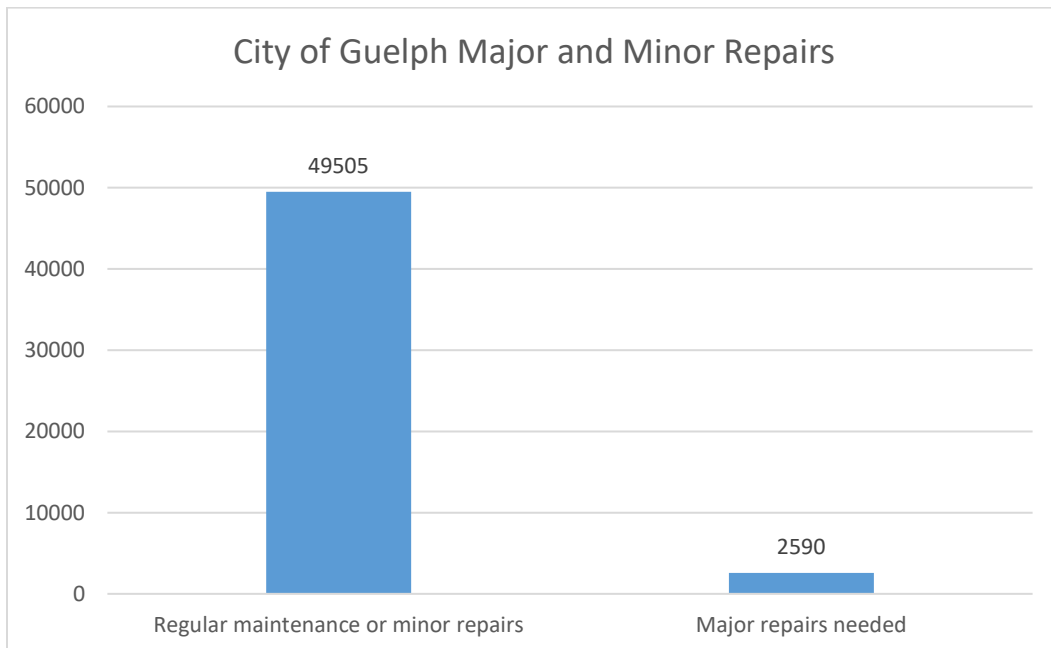


Figure 21: City of Guelph Major and Minor Repairs (Stats Canada, 2016)



Policy Context

This section provides an overview of the provincial and municipal policies and plans that provide context to the York Road/Elizabeth Street Land Use Study and Urban Design Concept Plan.

Provincial Policy Statement (2020)

The Planning Act requires that all planning decisions be consistent with the Provincial Policy Statement (PPS). The PPS sets the policy foundation for regulating the development and use of land. It provides for appropriate development while protecting matters of provincial interest including employment, housing, transportation and resource protection.

The PPS directs municipalities to plan for, protect and preserve employment areas for current and projected needs. An appropriate mix and range of employment, institutional and broader mixed uses is required to support liveable and resilient communities.

The province establishes under Part V Section 1.2.6 of the PPS:

1.2.6.1 Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and economic viability of major facilities in accordance with provincial guidelines, standards and procedures.

If avoidance of sensitive land uses are not possible it must be demonstrated that there are no other reasonable alternatives, adverse effects to the proposed sensitive land use are minimized and mitigated; and potential impacts to industrial, manufacturing or other uses are minimized and mitigated. The Environmental Protection Act and subsequent regulations provide a framework to assess the encroachment of potentially incompatible land uses.

Employment areas are defined in the PPS as “those areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.” They are intended to prohibit or limit residential and other sensitive land uses to maintain the long-term operational and economic viability of the planned uses and function of these areas. Employment areas planned for industrial or manufacturing uses should include an appropriate transition to adjacent non-employment areas.

Employment areas in proximity to major goods movement facilities and corridors for employment are to be protected. The conversion of employment areas to non-employment uses requires a comprehensive review that demonstrates the employment land is not required over the long term and that there is a need for the conversion. Notwithstanding the above, lands within an existing employment area may be converted, outside of a comprehensive review, provided:

- the area has not been identified as provincially significant;
- there is an identified need for the conversion;
- the land is not required for employment in the long term;
- the proposed uses would not adversely affect the overall viability of the employment area; and

- existing or planned infrastructure and public service facilities are available to accommodate the proposed uses.

The study area does not currently have any designated employment areas, but does contain a variety of land uses that provide employment opportunities in the area. The nature of these uses have an impact on the development of the areas and require an understanding of appropriate transitions to surrounding sensitive uses, such as the low-density residential and/or significant natural areas in the study area.

Municipalities must also provide an appropriate affordable and market-based range and mix of housing types and densities, including single detached, additional residential units (accessory dwellings), multi-unit housing, affordable housing and housing for older persons. Residential intensification and densities that facilitate compact development, minimize the cost of housing and support the use of active transportation and transit, where appropriate, is required.

The PPS promotes a land use pattern, density and mix of uses that minimizes the frequency and duration of vehicle trips and supports the use of transit and active transportation. Major goods movement facilities and corridors are to be protected for the long term which would include rail facilities and haul/truck routes.

Municipalities are directed to protect natural heritage systems, significant built heritage resources and significant cultural heritage landscapes. The diversity and connectivity between natural heritage system features is promoted. Development and site alterations on lands adjacent to identified natural heritage features requires an evaluation of the adjacent land's ecological function(s) that demonstrates no negative impacts on features or their ecological function(s). The study area contains significant natural areas around the creeks that run through the area and a Regionally Significant Earth Science Area of Natural and Scientific Interest (ANSI) in the northwest of the study area . It is also has significant natural areas adjacent to the study area and a portion of the study area is a candidate cultural landscape that is being considered. As a result, the planning and design of any future uses on these lands will need to take the important ecological functions these areas demonstrate into consideration.

Provincial Growth Plan (2019)

Under the Planning Act all planning decisions shall conform with provincial plans that are in effect at the time or shall not conflict with them, as the case may be. A Place to Grow is the province's plan for growth management and environmental protection within the Greater Golden Horseshoe area. The Plan supports economic prosperity, protects the environment and supports a high quality of life. The Growth Plan includes population and employment forecasts and shifts development to more compact mixed-use development that provides a greater variety of housing options and greater integration between land use planning and transit.

The Growth Plan promotes:

- the efficient use of existing employment lands;
- a sufficient supply of land in appropriate locations for a variety of employment uses;
- connecting high employment densities to transit; and,
- integrating land use planning with economic development goals and strategies.

The Growth Plan outlines how employment areas are to be supported and protected to meet employment targets. The development of sensitive land uses, major retail uses or major office uses will avoid, or minimize and mitigate adverse impacts on industrial, manufacturing or other uses vulnerable to encroachment. Minimum employment density targets are to be set by municipalities for all employment areas within settlement areas. Outside of employment areas, development criteria should be established to ensure that the redevelopment of any employment lands retain space for a similar number of jobs on site. The summed densities of all of the City's individual employment areas is to equal or exceed the Growth Plan employment targets set for the City.

Under the Growth Plan, municipalities are to support housing choice through the achievement of minimum intensification and density targets by identifying a diverse range and mix of housing options and densities, including second units and affordable housing; and establishing targets for affordable ownership and rental housing. The City must plan to accommodate a population of 191,000 and 101,000 jobs by 2041 (Note: In June 2020, the province released Growth Plan Amendment 1 for consultation that considers extending the forecasts and planning horizon to 2051). The minimum intensification target is 50 per cent of all residential growth occurring annually within the built-up area of the City of Guelph. The City may request an alternative to this target through the province. The York Road/Elizabeth Study area will be examined to identify how it may contribute to achieving the targets of the Growth Plan. Currently, the area has a density of 20.24 persons and jobs per hectare.

The Growth Plan provides standards to plan for the movement of goods and people with a priority on public transit, active transportation and goods movement over single-occupancy vehicle use. The long-term viability of major goods movement facilities and corridors is supported as well as the integration of multimodal goods movement, freight-supportive land use and transportation system planning. Balancing the movement of goods while encouraging transit and active transportation in the York Road/Elizabeth study area will be an important consideration in meeting the goals of the Growth Plan as more people require transit and active transit infrastructure, while the various industrial uses also rely on goods movement.

City's Strategic Plan

The City's Strategic Plan sets a vision for an inclusive, connected, prosperous city where we look after each other and our environment. The Plan establishes priorities

for the City to focus on and directions that reflect community ambitions that will move the city closer to achieving the shared vision. The York Road/Elizabeth Street Land Use Study and Urban Design Concept Plan will align with the following three priorities within Guelph's Strategic Plan:

- Powering our future: an economy that empowers us, by supporting a healthy community.
- Navigating our future: a transportation network that connects us, by considering transportation connectivity, safety and improving connections to workplaces in Guelph.
- Building our future: a community that supports us, by prioritizing policy work that supports the development of new assets and responding to Guelph's growing and changing social, economic and environmental needs.
- Sustaining our future: an environment that sustains us by protecting the local environment

Guelph Official Plan

The City's Official Plan is a statement of goals, objectives and policies that guide Guelph's growth and development to 2031. The plan establishes policies that are intended to have a positive effect on Guelph's social, economic, cultural and natural environment. The Official Plan strives to maintain a high quality of life for the residents of Guelph, reduce uncertainty concerning future development, and provides a basis for the Zoning Bylaw and other land use controls.

Growth

The City's growth policies recognize the study area as part of the City's built-up area. In addition, lands along York Road, east of Victoria Road S. are identified as an intensification corridor. Within the City's built-up area the Official Plan promotes:

- infill and redevelopment of under utilized lots;
- a diverse and compatible mix of uses;
- a range and mix of housing including affordable options; and,
- active transportation and transit options for everyday activities.

The intensification of areas to generally higher densities is promoted within the built-up area, especially within the Downtown, community mixed-use nodes and intensification corridors.

Intensification corridors may contain employment uses, however they are not employment areas as defined by provincial policies and plans due to the sensitive land uses permitted in the identified corridors. Where appropriate intensification corridors are to have:

- increased residential and employment densities at transit supportive levels;
- a mix of residential, office, institutional and commercial development, where appropriate; and,

- a range of local services, including recreational, cultural and entertainment uses, where appropriate.

Housing

The City's housing policies promote an adequate supply of residential land and an appropriate range of housing types and densities to meet growth needs. The City is planning for a population forecast of 175,000 people by 2031 with a steady population growth rate of 1.5% annually. The range of housing is to include housing that is affordable to low and moderate income households, and housing required to meet social, health and well-being requirements, including special needs requirements. The retention of existing housing is supported and controls are in place to retain existing rental housing.

Employment

The City's employment policies promote an adequate supply of employment land and an appropriate mix and range of employment uses to meet growth needs. The City is planning for a minimum of 92,000 jobs city wide by 2031. The retention of employment lands is protected by requiring any conversion of lands within employment areas to non-employment purposes to be supported by a municipal comprehensive review. The York Road/Elizabeth Street land use study will feed into the City's municipal comprehensive review, which is currently ongoing. The industrial land use designation objectives and policies direct us to ensure an adequate supply and variety of serviced industrial land, and to promote and provide for the needs of, and facilitate the establishment of small-scale industries, incubator-type establishments and the expansion of existing industries.

Transportation

The City's transportation policies set targets to increase non-auto mode shares for average daily trips and reduce the amount of energy used for transportation purposes by 25% from 2007 levels by 2031. In addition, York Road, Victoria Road and the westerly portion of Elizabeth Street are part of the City's permissive trucking route system. Highway 7 also enters Guelph from the east as York Road and proceeds into downtown. Proposed road widenings and proposed intersecting street improvements are also listed to guide development that include Victoria Road South, York Road and Elizabeth Street. Road widening and intersection improvements are in the design stage for Victoria Road S. and for York Road between Stevenson Street and Victoria Road South. Widening and intersection improvements for York Road between Victoria Road South and Watson Parkway are

at the pre-design stage. Work along Elizabeth Street between Suburban Avenue and York Road remains outstanding.

Figure 22: Road Improvements (City of Guelph)



Natural Heritage System

Development is generally not permitted within the City’s natural heritage system with the exception of selected uses such as: passive recreational activities; forest, fish and wildlife management; and legally existing uses, buildings or structures. Development proposed adjacent to natural heritage features is subject to the completion of an Environmental Impact Study or Environmental Assessment to demonstrate that the proposed development will not negatively impact the feature or area.

Cultural Heritage Resources

Cultural heritage resources, including built heritage resources and cultural heritage landscapes, are also protected by Official Plan policies. The City may choose to list a cultural heritage resource on the Municipal Register of Cultural Heritage Properties as non-designated property or designate the resource through a municipal bylaw. Designation provides the best protection while listing on the Heritage Register only provides interim protection should the owner seek a demolition permit. Development proposals involving a designated or listed heritage register property may require the completion of a Cultural Heritage Resource Impact Assessment or a Scoped Cultural Heritage Resource Impact Assessment. In addition, a Cultural Heritage Conservation Plan may be required as part of or separate from the Cultural Heritage Resource Impact Assessment. The City may require development proposals that include a cultural heritage resource or that are

adjacent to a protected heritage property to include a condition of approval, such as a maintenance agreement, to conserve the cultural heritage resource.

Urban Design

The City's urban design policies require any commercial or mixed-use development located at major intersections to incorporate neighbourhood-scale gateway features. Neighbourhood-scale gateway features are accomplished through high-quality built form and may include pedestrian linkages into the site from the intersection. In addition, features such as trees, landscaping, feature lighting, paving and public art are to be included.

Commercial Policy Review

The City has completed a review of the commercial policies in its Official Plan that guides the location, amount, and function of retail and service land throughout Guelph. The review identified the following challenges:

- fair geographic distribution of commercial space, especially opportunities in Guelph's east end which is underserved and lacks a grocery store;
- lack of land parcels to accommodate traditional neighbourhood commercial developments (over 2.8 hectares); and,
- potential loss of commercial space.

Updated Official Plan policies were approved by Council in January, 2020 to address the identified challenges and implement the commercial policy review. The updated policies protect existing commercial land supply, increasing the maximum commercial floor space for existing Commercial Mixed-use Centres, and designate additional lands for commercial uses to allow the City to meet its projected commercial space needs until 2031, and to plan for how needs will be met to 2041. Existing commercial land is protected by introducing requirements for minimum commercial floor space, commercial function studies, and residential density policies.

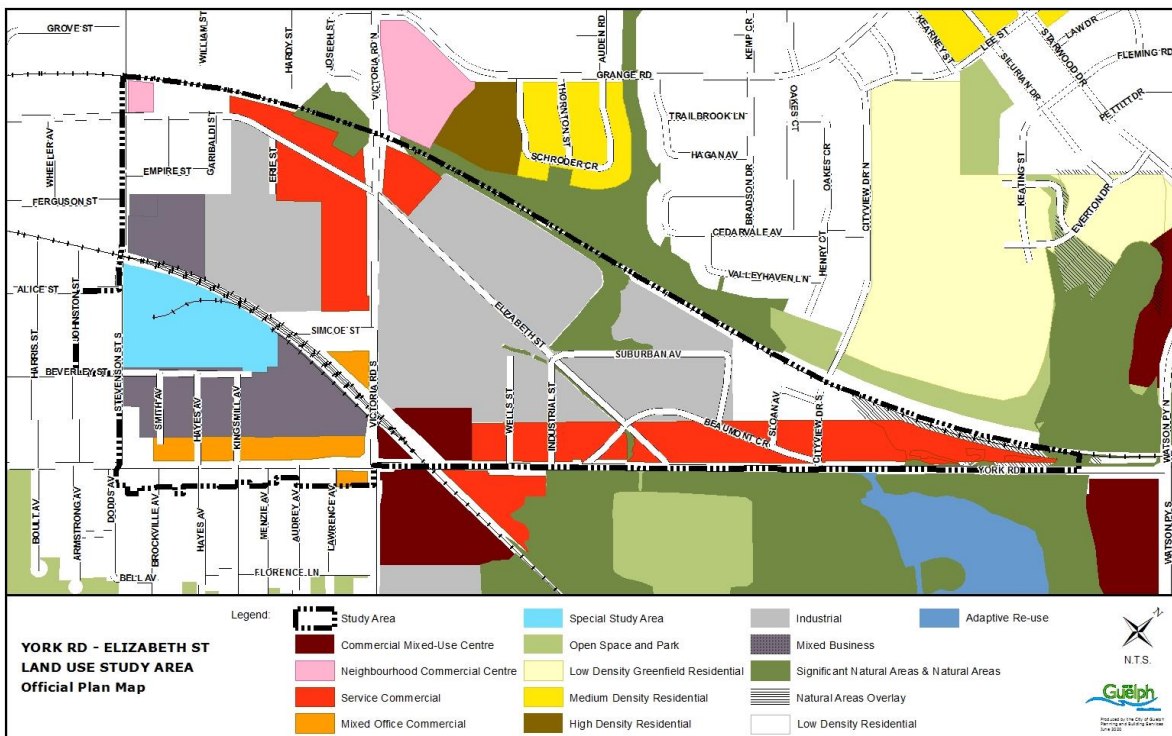
The policies allow commercial development to evolve into mixed-use areas while protecting commercial space for the long term. Within the study area, a new Commercial Mixed-use Centre is designated at the east intersection of York Road and Victoria Road S. with a maximum total gross floor area of 16,300 m². Commercial Mixed-use Centres support a mix of commercial, residential and complementary uses intended to serve both the needs of residents living and working in nearby neighbourhoods and employment districts, and the wider City as a whole.

Land Use Designations

The Official Plan includes land use designation policies and schedules that provide direction for development. The land use schedule (Schedule 2 of the Official Plan) establishes the pattern of land use in the City. The land use pattern and uses permitted within the study area reflect the historic mixed-use character of the area. The study area includes or is near the following land use designations:

- Low Density Residential
- Employment Designations
 - Industrial
 - Mixed Business
- Service Commercial
- Neighbourhood Commercial Centre
- Commercial Mixed-use Centre
- Mixed Office/Commercial
- Significant Natural Areas and Natural Areas

Figure 23: Official Plan Land Use Designation Map (City of Guelph)



As shown in Figure 22, the predominant land uses in the study area are employment in nature. The Industrial designation permits a broad range of uses including manufacturing, warehousing, research and development facilities, repair and servicing operations, and complementary uses that are compatible with the permitted industrial uses. The Mixed Business designation permits industrial uses as well as office, convenience commercial and institutional uses.

Lands located at the northeast and southeast corners of Victoria Road S. and York Road are designated Commercial Mixed-use Centre. The designation includes lands on both sides of York Road, i.e. within the study area and adjacent to the study area. Commercial Mixed-use Centres have a minimum commercial gross floor area of 6,500 square metres. The maximum total commercial gross floor area permitted

within the York/Victoria Commercial Mixed-use Centre is 16,300 square metres. Lands at the southwest corner of York Road and Watson Parkway S. are also designated Commercial Mixed-use Centre and permit a maximum total commercial gross floor area of 11,700 square metres. The Commercial Mixed-use Centre designation supports a mix of uses including concentrations of commercial, residential and complementary uses serving the immediate neighbourhood and the wider community.

Lands located on the north side of York Road, east of the lands designated Commercial Mixed-use Centre, are designated Service Commercial, which permits service commercial uses and complementary uses such as small-scale offices, convenience uses, institutional, and commercial recreation or entertainment uses. The complementary uses must not interfere with the service commercial form, function and development of the area.

The Mixed Office Commercial designation applies to lands along the north side of York Road west of Victoria Road. The Mixed Office Commercial designation permits convenience commercial, small-scale retail commercial, small-scale office, personal service and residential dwellings.

A small Neighbourhood Commercial Centre is designated at the northwest corner of study area. Small pockets of Low Density Residential lands are designated throughout the study area concentrating around Empire and Garibaldi Streets, Simcoe Street, Sloan Avenue and White Street, and the northeast corner of York Road and Stevenson Street.

The lands located on 200 Beverly Street, formally occupied by the International Malleable Iron Company (IMICO), are designated as Special Study Area. The Official Plan requires the City to prepare a planning study for these lands to consider future land use of property located at 200 Beverly Street. The study will address the brownfield status of the property and other relevant planning and technical considerations. More information about the city's ongoing work in regards to this site can be found online at the following [link](#).

Zoning

The City's Zoning By-law implements the City's Official Plan, including the land use designations. The bylaw includes a more detailed list of permitted uses as well as regulations regarding the location of structures on a property, building characteristics (e.g. size, height) and parking requirements. As shown by Figure 23, the zones within the study area are generally reflective of the Official Plan land use designations. The city's zoning bylaw has not been updated to reflect the current Official Plan, but is being updated as part of [the Comprehensive Zoning Bylaw update](#), which is currently in process.

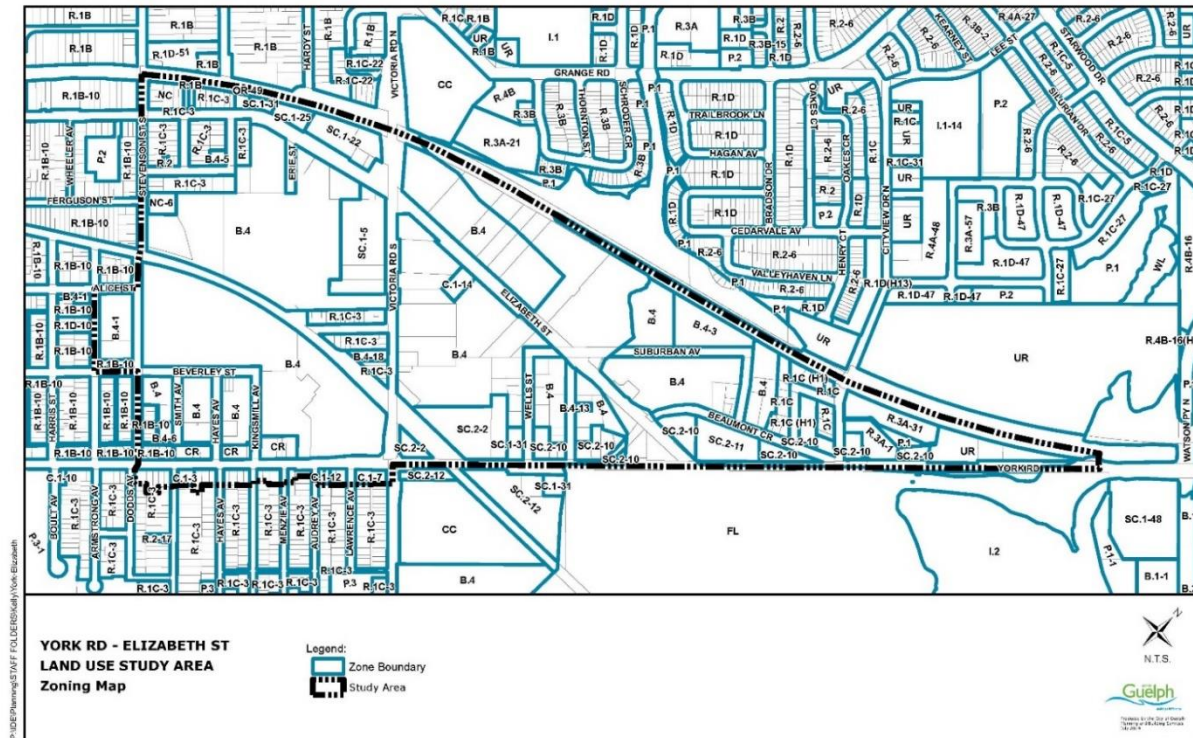
The majority of lands are zoned Industrial (B.4) which permits manufacturing, warehousing, repair service, contractor's yard and cleaning establishment. Additional uses are permitted within a mall such as office, personal service

establishment, research establishment and commercial entertainment/recreation centre. A Commercial Residential zone (CR) applies to some of the lands located along the north side of York Road west of Victoria Road. A range of commercial uses are permitted, such as florist, convenience store and personal service establishment, as well as dwelling units with a permitted commercial use in the same building. The properties along Sloan Avenue and White Street are zoned Residential Single Detached (R.1C) which permits single-detached dwellings on lots with a minimum area of 370 m².

The rest of the properties within the study area have site specific or specialized zoning, recognizing the uniqueness of the properties and overall character of the study area. Specialized industrial, commercial and service commercial zones tend to focus on changes to permitted uses. Two of the specialized industrial zones add one or two additional uses. The B.4-1 zone, between Stevenson Street S. and Johnston Street, lists specific permitted uses by address and prohibits outdoor storage. The C.1-3 zone, at York Road and Brockville Avenue, has reduced front yard setbacks, and specific parking and buffer strip rules. The SC.2-11 zone, between York Road and Beaumont Crescent, has specific parking rules. Specialized residential rules include reduced minimum front and/or exterior side yards, and specific private amenity area, buffer strip and slope preservation area rules. The R.3A-1 zone, at York Road and CityView Drive, establishes permitted uses and regulations for 14 two and three bedroom townhouse units, a maximum of 24 support care bachelor units and a common room.

The York Road/Elizabeth Street plan area is currently designated for mainly service commercial and industrial lands in the City's Official Plan. The existing zoning within the boundary is mainly Industrial and Commercial with small pockets of Residential on the peripheries.

Figure 24: Zoning map (City of Guelph)



Natural Heritage Considerations

Figures 25 to 27 demonstrate some of the natural heritage considerations in the study area. The Hadati Creek flows through the center of the study area and a portion of Clyde Creek is present at the eastern limit of the study area. Both of these creeks provide cool water fish habitats. The most eastern part of the study area contains a cultural woodland and significant valleylands surround the Hadati Creek and Clyde Creek. The northwestern portion of the study area, just west of Victoria Road, also contains a Regionally Significant Earth Science Area of Natural and Scientific Interest (ANSI).

Figure 25: ANSI, Wetlands and Fish habitat (City of Guelph)

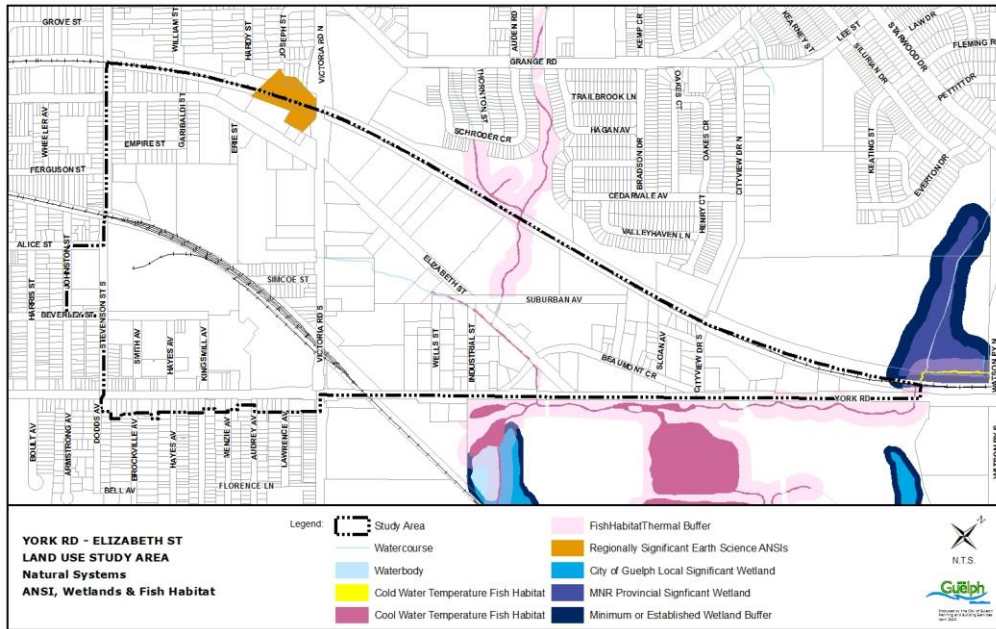


Figure 26: ANSI, Woodlands & Valleylands (City of Guelph)

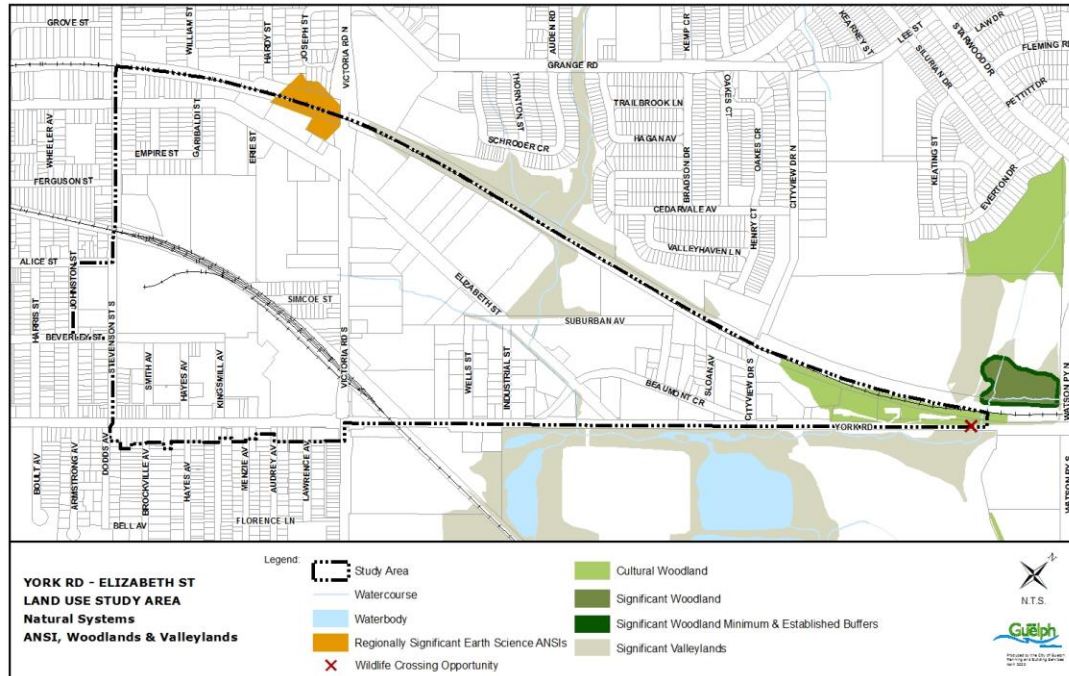
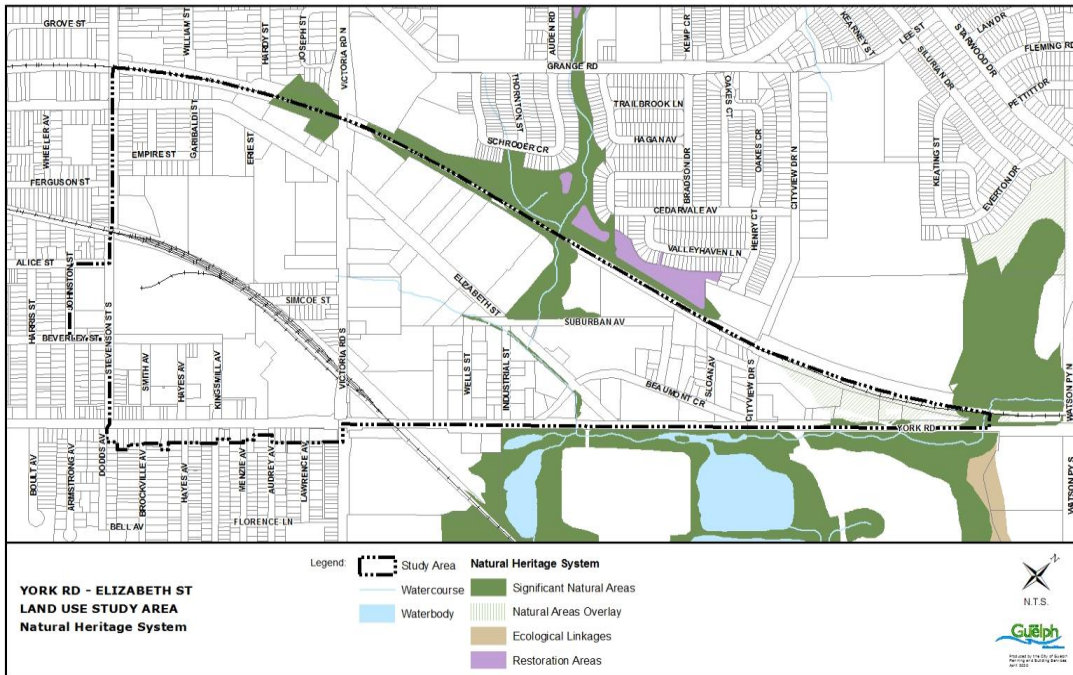


Figure 27: Natural Heritage System (City of Guelph)

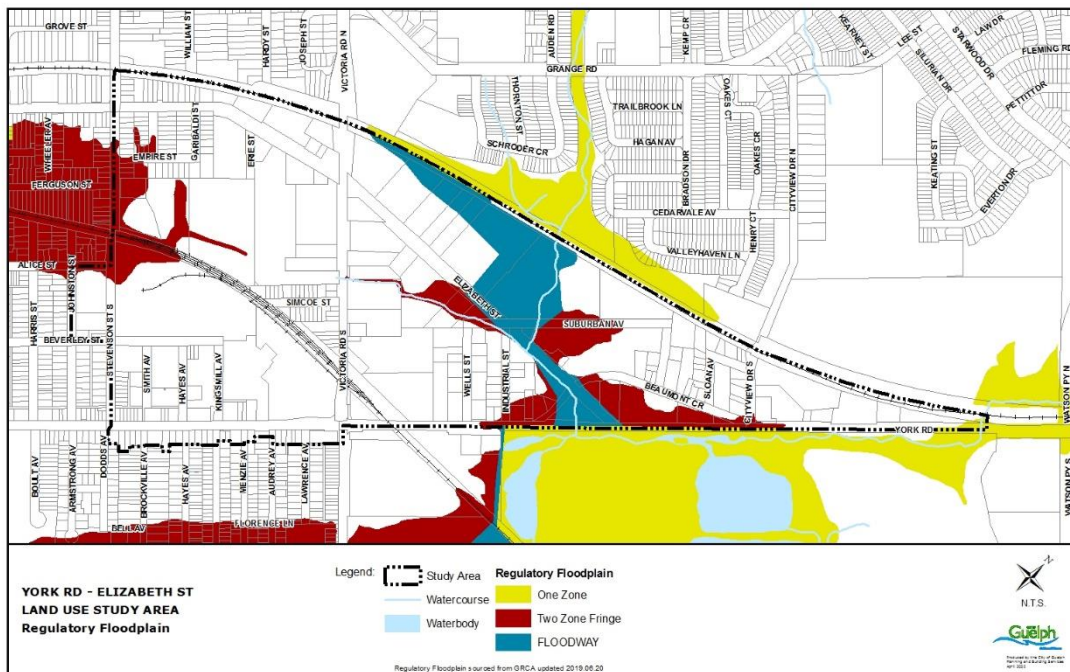


Floodplain Hazards

The York Road/Elizabeth Street area has floodplains associated with the creeks. Within the Official Plan, development is generally not permitted within a floodway except as provided for in the Two Zone and Special Policy Area policies. These policies are intended to prevent any danger including loss of life, property damage or social disruption and are important considerations for this area. The study area also contains Two Zone fringe. Two Zone fringe areas allow for development and redevelopment with specific flood proofing requirements.

The flood mapping has been updated with the most up to date maps from the Grand River Conservation Authority from 2019 and the woodlands mapping has been updated based on the most recent City mapping and a result of any approved subdivisions that have completed the necessary Environmental Impact Assessments to determine the limits of the features on each property.

Figure 28: Regulatory Floodplain (City of Guelph)



Cultural Heritage

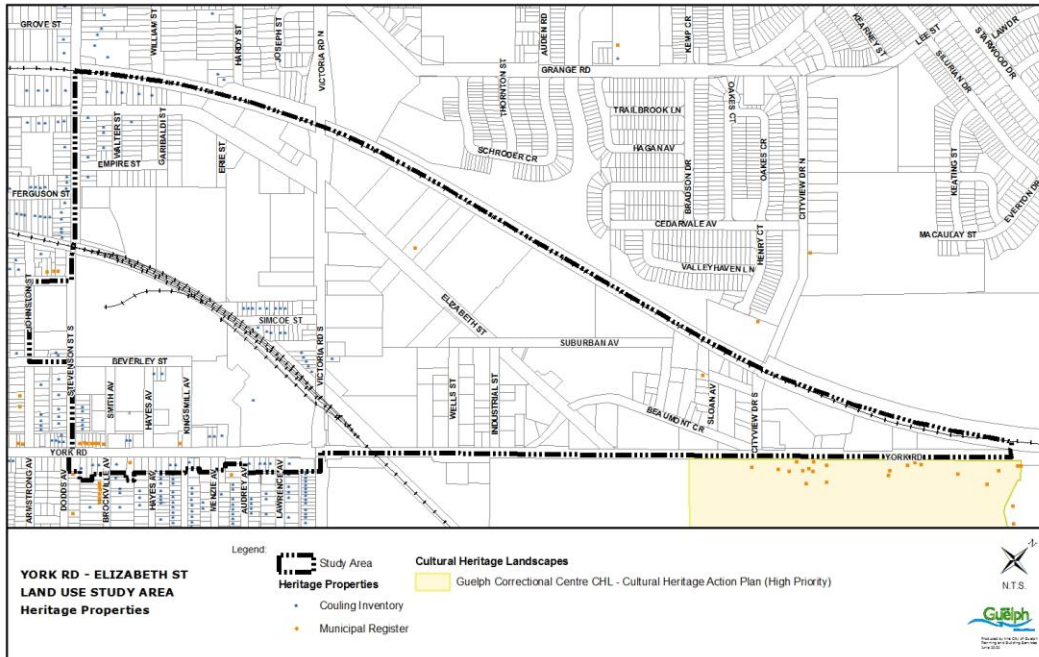
The City’s Cultural Heritage Action Plan, which is in process, has identified the residential neighbourhood “The Ward” (St. Patrick’s Ward), which is west of Victoria Road in the study area, as a candidate cultural heritage landscape. A Cultural Heritage Landscape is defined in the Provincial Policy Statement as “a defined geographical area that may have been modified by human activity and is identified as having cultural heritage value or interest by a community, including an Indigenous community.”

The study area also contains properties documented within the City’s Couling Inventory. These properties are identified as being of historical interest for the City but are not currently listed or designated. There are also some properties listed on the Municipal Register, which is Guelph’s official list of culturally or historically important properties to keep track of the cultural heritage resources and plan for their conservation.

The majority of the properties listed on the Couling Inventory and Municipal Register are concentrated on buildings west of Victoria Road along York Road. There are other pockets of buildings on the Couling inventory north of the Guelph Junction Rail along Victoria and Simcoe Street as well as in the northwest corner of the plan area along Elizabeth Street and Walter and Garibaldi Street. There is only

one property on the Couling Inventory east of Victoria Street and there are two properties on the Municipal Register east of Victoria.

Figure 27: Heritage Properties (City of Guelph)



Existing Transportation Network

There are several arterial roads in the area as shown on Figure 29 including York Road, Victoria Road, Stevenson Street and portions of Elizabeth Street. East of Victoria Road, Elizabeth Street transitions to a collector road. There is a strong emphasis on goods movement in the area with the existing rail corridors as well as York Road, Victoria Road and the arterial portion of Elizabeth Street making up part of the City’s permissive trucking routes. Highway 7 also enters Guelph from the east as York Road and proceeds into downtown. The study area includes the Metrolinx lines along its northern boundary and the Guelph Junction Railway cuts through the centre of the study area (Figure 30).

Sidewalks are largely absent from many roads stemming off York Road as demonstrated by Figure 31, however, there are some sidewalks throughout portions of the study area mainly in residential neighbourhoods. Three bus routes service the area and are provided along the northern and southern parts of the study area. Two routes run along York Road and one connects Elizabeth Street to the northern portion of Victoria Road.

Figure 28: Road Systems (City of Guelph)

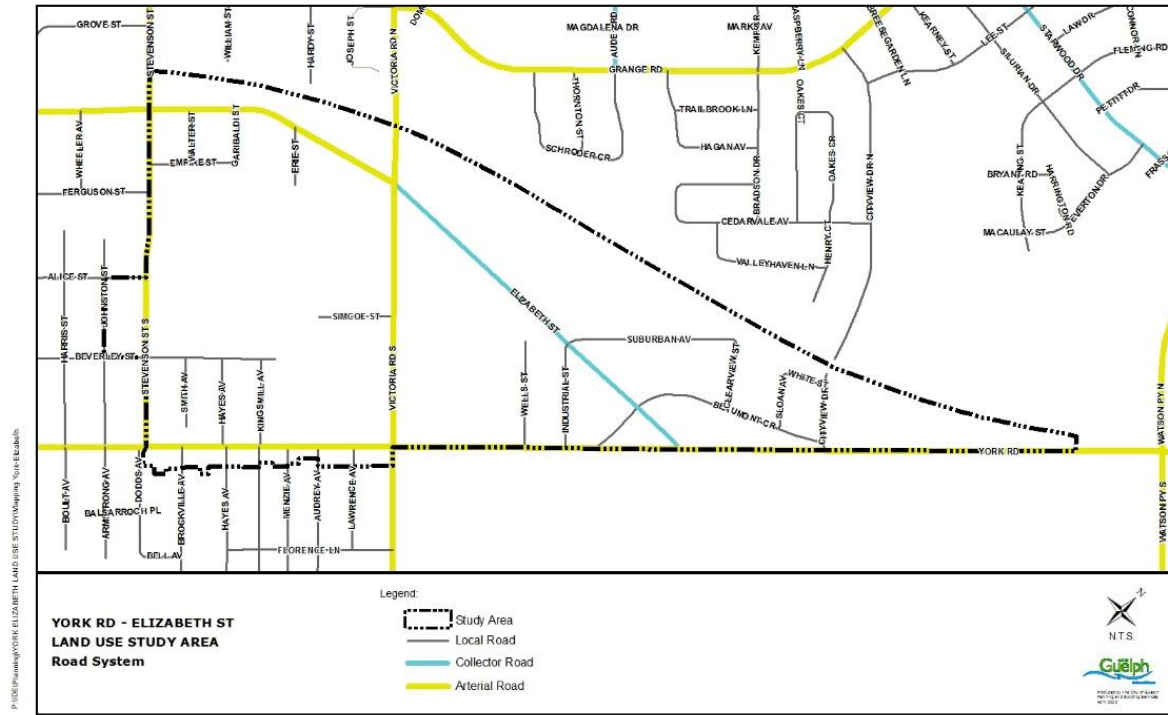


Figure 29: Rail Infrastructure (City of Guelph)

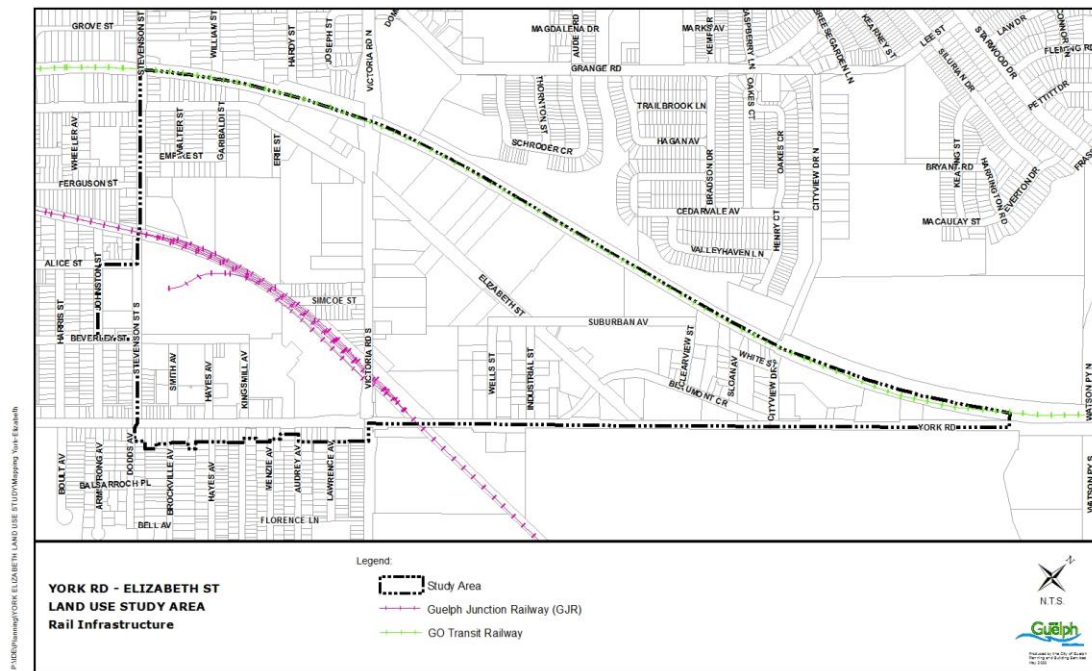
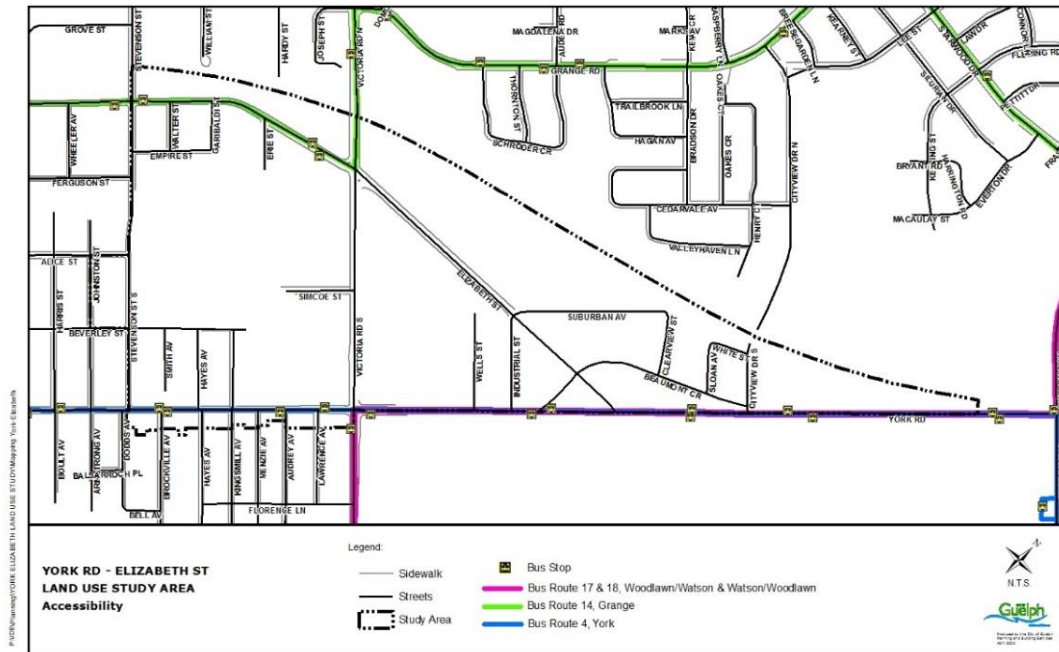


Figure 30: Accessibility (City of Guelph)



Land Use Compatibility

The City has hired Dillon Consulting to assist with a Land Use Compatibility Study for noise, dust, light, odour, air quality and vibration impacts on the York Road/Elizabeth Street area (Appendix A). This study will inform the City’s future land use study and urban design concept plan.

The outcome includes land use recommendations regarding potential impacts on employment and sensitive uses based on the *Environmental Protection Act* including the Provincial Guidelines related to Industrial Facilities. This includes identifying potential opportunities/constraints to introducing sensitive uses into the area given the existing industrial uses. This Land Use Compatibility study has been attached to this report as Appendix A.

Conclusions

Since the late 1800s into the early 1900s, the York Road/Elizabeth Street area began to take shape and has continued to develop into a unique area in the City of Guelph. As the entrance way to the east end its legacy from early metal works and textile industries with pockets of commercial and residential uses can still be seen today. Although this legacy provides a mix of employment and housing opportunities it is not without various challenges and competing needs.

The area is currently home to about 550 people. These residents tend to be predominately within the working ages and live in single detached housing. Their household income tends to be lower than the rest of Guelph, which is reflected in

the relatively more affordable housing prices in the area. The houses in this area tend to be less expensive than the rest of Guelph which are in high demand across the City of Guelph. However, the data highlights that these areas also tend to be of lower condition and quality when compared to the rest of the City. This may also contribute to a high percentage of turnaround that can be seen in this neighbourhood over the last 5 years. The affordability of housing should continue to be maintained, while also recognizing there may be a need for greater neighbourhood investment to improve the community cohesion and transitions to adjacent land uses and community amenities. Given the lack of units other than single-detached dwellings, there is a need for more housing choice, including second units and affordable housing; which is reinforced by the various plans and policies that will guide any future redevelopment of this area.

The employment data for this area also provides insight to the wide range of activities happening and the distinct role this area has in the City's economy. The area has traditional industrial uses that provide important employment opportunities in this area. Although manufacturing does employ the largest number of employees in the area, there are various other jobs provided in this area as well. This area appears to be operating as a type of incubator space for smaller businesses, as lots of small businesses with few employees have been identified. This also allows for creative and unique spaces for people to start to grow their businesses. Balancing the needs of these small businesses must be considered when looking at the various policies that encourage larger employment uses in achieving employment targets.

The balance of transportation systems is also an important consideration in this area. The City must grapple with meeting the needs for more multi-model transportation options for residents while as prioritizing freight/goods movement in the area, which are crucial to supporting employment uses. This area has access to the City's permissive trucking routes. In addition, Metrolinx and Guelph Junction Rail lines that have shaped the historic development of the area.

These transportation corridors combined with industrial and commercial uses also pose constraints in terms of the noise and air quality in the area. These uses limit any sensitive land uses may be developed and redeveloped. In some instances such uses may not be appropriate, or careful consideration to the best mitigation techniques must be adhered to in order to provide good land use compatibility. When dealing with brownfield redevelopment, the historical heavy manufacturing uses that occurred also require an examination of the past contamination of each site and appropriate studies to identify the best way to remediate each site at site specific development.

Currently, the area has a density of 20.24 persons and jobs per hectare. When understanding how a mix of land uses can co-exist in a compatible manner with natural environment continues to need to be prioritized it to ensure its important ecological functions can continue. This study area, like all neighbourhoods in

Guelph, interacts with the natural and cultural environment. The York Road/Elizabeth Street area contains cultural woodland, significant valley lands, fish habitat, and a Regionally Significant Earth Science Area of Natural and Scientific Interest (ANSI). There is also the presence of floodways surrounding the Hadati and Clythe creeks in the area. These features require consideration if development may be permitted in certain areas or requirements such as flood proofing requirements are feasible to allow appropriate development on a site specific basis. Development proposed adjacent to natural heritage features are subject to the completion of an Environmental Impact Study or Environmental Assessment to demonstrate that the proposed development will not negatively impact the feature or area.

The York Road/Elizabeth Street land use study highlights the range of land uses that exist in the area and the importance of recognizing how these uses impact one another. The existing conditions of the York Road/Elizabeth Street area provide opportunities for additional investment in strengthening the function of this area with balancing the diverse, residential, employment, historical, cultural, transportation, and natural needs. As land use changes for this area are explored the diverse considerations must be acknowledged so the redevelopment acknowledges the existing area's function and sense of place within Guelph's community.

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Appendix A – Land Use Compatibility Study



City of Guelph

York Road / Elizabeth Street Land Use Compatibility Study

FINAL August 2020

Executive Summary

Dillon Consulting Limited (Dillon) was retained by the City of Guelph (the City) to perform a land use compatibility study for York Road / Elizabeth Street study area (the Study Area), in Guelph, Ontario. This study includes consideration of nuisance air and noise contaminants, including odour, dust, noise, and vibration. This study will inform the City's Official Plan update and Growth Plan and provides a framework for evaluating opportunities for intensification in the study area, including infilling or the introduction of mixed-use lands.

This study was made in consideration of guidelines, policies, regulations, and acts made by the City of Guelph, the Ministry of the Environment, Conservation and Parks, the Ministry of Municipal Affairs and Housing, the Railway Association of Canada, and the Federation of Canadian Municipalities. The key findings of the Study are as follows:

- The Study Area has a high diversity of existing land uses, including industrial, commercial, institutional, and residential uses, as well as vacant properties.
- The Study Area has several arterial and collector roads, as well as two active rail corridors.
- The Study Area has 68 parcels currently occupied by industrial uses. Two of the existing industries (P.D.I. and Benmet Steel & Metal) meet the criteria of the most intensive class of industry based on existing activities under the Ministry of the Environment, Conservation and Parks' guidance for air and noise.
- Lands within the Study Area are suitable for intensification, provided that technical studies demonstrate compatibility.
- All parcels within the Study Area are in close proximity to at least one industrial use, railway, or roadway. The Ministry of the Environment, Conservation and Parks' guidance recommends that the introduction of any sensitive use (e.g. residential uses) through intensification requires technical studies to demonstrate compatibility before proceeding. This may include stationary noise studies, industrial vibration studies, air quality studies, transportation noise assessments, and transportation vibration assessments, as appropriate.
- The use of Class 4 land designation may help promote land use compatibility with respect to noise. Additionally, there are mitigation strategies such as at-source and / or at-receptor mitigation that can be utilized to promote compatibility.

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1.0 Introduction

Dillon Consulting Limited (Dillon) was retained by the City of Guelph (the City) to perform a land use compatibility study for York Road / Elizabeth Street study area (the Study Area), in Guelph, Ontario. This study will inform the City's Official Plan update and Growth Plan and provides a framework for evaluating opportunities for intensification in the study area, including infilling or the introduction of mixed-use lands.

This report provides the following:

- An overview of the Study Area and the applicable planning context;
- A summary of the applicable guidelines, regulations, and planning documents applicable to assessing land use compatibility within the Study Area for nuisance contaminants (i.e. odour, dust, noise, and vibration);
- An evaluation of the industrial uses within the Study Area and their impact on the potential introduction of sensitive land uses to the Study Area, and
- A framework for further technical studies to further evaluate compatibility between existing industrial uses and individual proposed sensitive land uses.

Sensitive land uses typically include: residential uses, schools, daycares, places of worship, and health care facilities. Other land uses, such as institutions including hotels or universities, may be considered on a case by case basis.

2.0 Description of the Study Area

This section provides an overview of the Study Area and the corresponding planning context for the subject lands.

2.1 Overview

The Study Area, shown in **Figure 1**, is a triangular-shaped area which is bounded by York Road to the southeast, Stevenson Street South to the southwest, and the Go/Metrolinx Guelph Subdivision (Metrolinx G.S.) to the north. The area includes a mixture of residential, commercial, and industrial uses as well as vacant lands.

In addition to the Metrolinx G.S., the Guelph Junction Railway Goderich Subdivision, operated by Ontario Southland Railway (O.S.R.G.S.), crosses the southern portion of the Study Area. The O.S.R.G.S. services multiple industrial properties and rail yards within the Study Area.



Figure 1: Study Area

2.2 Planning Context

The following documents were reviewed to provide planning context to the Land Use Compatibility Study:

- The City of Guelph Official Plan, 2018
- The City of Guelph Zoning By-law 14864, 1995

2.3 City of Guelph Official Plan, 2018

The Guelph Official Plan (March 2018 Consolidation) provides a policy framework to implement Provincial policy and chart a course for development in the city. The City is currently undertaking a Municipal Comprehensive Review process and Official Plan Update that is anticipated to be complete in 2022.

York Road is designated as an Intensification Corridor per Schedule 1 of the Official Plan. The Study area includes a range of land use designations in accordance with Schedule 2 of the Official Plan, with a significant proportion designated as Industrial or Mixed Business, both of which are Employment designations. Portions of the Study Area along York Road and Victoria Road South are designated as Service Commercial, with a smaller component of Mixed Office/Commercial lands west of Victoria Road South, along the north side of York Road and adjacent to the C.N.R. mainline. Pockets of low density residential lands are also located adjacent to the C.N.R. mainline and at the northwest corner of the Study Area, along Stevenson Street. The former IMICO site along Beverly Street is designated as a Special Study Area, with the following policy under Section 9.9.3 of the Official Plan:

“The City will prepare a planning study to consider the future land use of property located at 200 Beverley Street. The planning study will address the brownfield status of the property and other relevant planning and technical considerations.”

Bordering the Study Area to the south along York Road is the Guelph Innovation District Secondary Plan. Based on the variety of land use designations, currently, the main sensitive land uses from an air quality and noise context within the Study Area are Low Density Residential.

Within the Official Plan, the following policies are relevant to the current land use designations:

- Section 9.5.2 Industrial states:

“4. Where industrial and residential or other sensitive land uses are proposed in proximity to one another, the City shall use Ministry of the Environment guidelines to require appropriate planning/land use regulatory measures that will promote compatibility between these two land use types. Measures that can assist in creating compatible environmental conditions for these basic land uses may include, but not be limited to the requirement for minimum separation distances, sound proofing measures, and odour and particulate capture devices.”

- Section 5.10 Railways states:

“2. The City will facilitate the provision of rail freight service to employment areas, where feasible, including the continued support of the City-owned Guelph Junction Railway Company”

And:

“7. Where development cannot reasonably achieve standard safety measures, the City, in consultation with the affected railway, may consider a site specific risk management approach to meeting safety and security requirements”

Further, this section details policy for proponents of development in proximity to railways to meet safety requirements, requirements of Noise and Vibration policies of the Official Plan, and other necessary mitigation and buffering measures such as setbacks, intervening berms and security fencing as required.

Lands along the northern boundary of the Study Area (along the C.N.R. mainline) are designated as Natural Heritage on Schedule 6 of the Official Plan.

The Official Plan identifies Development Constraints on Schedule 3 lands. Within the Study area is a One Zone / Floodway and Two Zone Fringe, which are both within the Regulatory Floodplain.

2.4 City of Guelph Zoning By-law 14864, 1995

The existing zones within the Study area boundary include a range of Industrial and Commercial zones with areas along the periphery zoned as Residential. Additionally, a portion of the lands are zoned Floodplain Lands.

The Industrial zones permit uses including, but not limited to: catering service, cleaning establishment, commercial school, computer establishment, manufacturing, print shop, repair service, research establishments, towing establishment, tradesperson's shop, trucking operation and warehouse. In certain Industrial zones, such as B.4, if it is abutting a rail spur right-of-way, no side yard or rear yard is required.

Commercial zones permit a range of uses including, but not limited to: artisan studio, convenience store, day care centre, food vehicle, group home, personal service establishment, and restaurant (take-out). The commercial zones require buffers, in a similar manner to industrial zones, based on the abutting use.

Occasional uses are permitted in some commercial zones, and in accordance with the General Provisions:

“No Occasional Use shall be offensive to any area resident by way of the emission of light, heat, fumes, noise, vibration, gas, dust, odour or pollution of any kind.”

3.0 Summary of Relevant Land Use Policies, Regulations and Guidelines

The following documents were reviewed and summarized to guide the analysis of the Study Area:

- The Provincial Policy Statement (P.P.S), 2020
- A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019
- The City of Guelph Noise Control Guidelines, Version 1.0, 2018
- The Grand River Conservation Authority Policies for the Administration of Ontario Regulation 150/06 revisions, October, 2015
- The Ontario Environmental Protection Act (E.P.A.)
- The Ministry of the Environment, Conservation and Parks (M.E.C.P.) D-Series of Guidelines for land use compatibility between industrial and sensitive land uses
- The M.E.C.P.'s local air quality regulation, Ontario Regulation 419/05 and the Environmental Activity and Sector Registry (E.A.S.R.) regulation, Ontario Regulation 1/17
- The M.E.C.P.'s Environmental Noise Guideline, Noise Pollution Control, N.P.C.-300
- The M.E.C.P.'s Impulsive Vibration in Residential Buildings guideline, N.P.C.-207
- The Guidelines for New Development in Proximity to Railway Operations, the Railway Association of Canada (R.A.C.) and the Federation of Canadian Municipalities (F.C.M.).Guelph Noise Control Guidelines, Version 1.0

3.1 Provincial Policy Statement, 2020

The latest update to the Provincial Policy Statement (P.P.S.) was issued under Section 3 of the Planning Act and came into effect May 1, 2020. The P.P.S. provides policy direction on matters of provincial interest related to land use planning and development. The update to the P.P.S supports the government's goals related to increasing housing, supporting jobs, and reducing red tape.

The P.P.S. states under Part V Section 1.2.6:

“1.2.6.1 Major facilities and sensitive land uses shall be planned and developed to avoid, or if avoidance is not possible, minimize and mitigate any potential adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term operational and

economic viability of major facilities in accordance with provincial guidelines, standards and procedures.

1.2.6.2 Where avoidance is not possible in accordance with policy 1.2.6.1, planning authorities shall protect the long-term viability of existing or planned industrial, manufacturing or other uses that are vulnerable to encroachment by ensuring that the planning and development of proposed adjacent sensitive land uses are only permitted if the following are demonstrated in accordance with provincial guidelines, standards and procedures:

- a. there is an identified need for the proposed use**
- b. alternative locations for the proposed use have been evaluated and there are no reasonable alternative locations**
- c. adverse effects to the proposed sensitive land use are minimized and mitigated**
- d. potential impacts to industrial, manufacturing or other uses are minimized and mitigated.”**

For the existing or planned lands for uses including manufacturing or industrial, the P.P.S. provides direction to avoid conflicting development between more sensitive land uses, for example residential.¹ However, as noted in Section 1.2.6.2, where avoiding conflict between adjacent land uses is not possible, it is the planning authorities' responsibility to ensure that negative impacts are avoided, minimized, or mitigated. The Environmental Protection Act and subsequent regulations provide a framework to assess the encroachment of potentially incompatible land uses.

Employment Areas are defined under the P.P.S. as **“those areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.”**

¹ Provincial Policy Statement, Part V, Section 1.2.6 (Land Use Compatibility)

The P.P.S. states the following related to Employment Areas in Section 1.3.2:

“1.3.2.2 At the time of the official plan review or update, planning authorities should assess employment areas identified in local official plans to ensure that this designation is appropriate to the planned function of the employment area.

Employment areas planned for industrial and manufacturing uses shall provide for separation or mitigation from sensitive land uses to maintain the long-term operational and economic viability of the planned uses and function of these areas.

“1.3.2.3 Within employment areas planned for industrial or manufacturing uses, planning authorities shall prohibit residential uses and prohibit or limit other sensitive land uses that are not ancillary to the primary employment uses in order to maintain land use compatibility.

Employment areas planned for industrial or manufacturing uses should include an appropriate transition to adjacent non-employment areas.”

Within the Study area, there are lands designated by the City of Guelph Official Plan which are considered as employment areas with industrial, mixed business and service commercial uses. The planning and design of uses on these lands would need to integrate adequate separation or mitigation from sensitive land uses to maintain economic viability of the planned uses and function of the area, and include appropriate transitions to surrounding non-employment uses, such as low-density residential and/or significant natural areas.

With respect to the potential conversion of lands within employment areas to permit non-employment uses, the P.P.S. notes the following:

“1.3.2.4 Planning authorities may permit conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.

“1.3.2.5 Notwithstanding policy 1.3.2.4, and until the official plan review or update in policy 1.3.2.4 is undertaken and completed, lands within existing employment areas may be converted to a designation that permits non-employment uses provided the area has not been identified as provincially significant through a provincial plan exercise or as regionally significant by a regional economic

development corporation working together with affected upper and single-tier municipalities and subject to the following:

- a. there is an identified need for the conversion and the land is not required for employment purposes over the long term;
- b. the proposed uses would not adversely affect the overall viability of the employment area; and
- c. existing or planned infrastructure and public service facilities are available to accommodate the proposed uses.”

The employment areas within the Study area are not considered Provincially Significant. Employment Zones. The future conversion of these lands would need to be approached in accordance with the policies of the P.P.S. as noted above.

3.2 **A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019**

The Growth Plan provides guidance to municipalities within the Greater Golden Horseshoe on community design and development, including the development of infrastructure and the interface between various land uses.

Section 2.2.5, Employment, outlines policies related to the compatibility of employment uses with sensitive land uses, and states:

“7. Municipalities will plan for all employment areas within settlement areas by:

- a. prohibiting residential uses and prohibiting or limiting other sensitive land uses that are not ancillary to the primary employment use
- b. prohibiting major retail uses or establishing a size or scale threshold for any major retail uses that are permitted and prohibiting any major retail uses that would exceed that threshold
- c. providing an appropriate interface between employment areas and adjacent non-employment areas to maintain land use compatibility

8. The development of sensitive land uses, major retail uses or major office uses will, in accordance with provincial guidelines, avoid, or where avoidance is not possible, minimize and mitigate adverse impacts on industrial, manufacturing or other uses that are particularly vulnerable to encroachment.”

Section 3.2.5, Infrastructure Corridors, Section 1 states:

“In planning for the development, optimization, or expansion of existing and planned corridors and supporting facilities, the Province, other public agencies and upper- and single-tier municipalities will:

- a. encourage the co-location of linear infrastructure where appropriate**
- b. for existing or planned corridors for transportation:**
 - i. consider increased opportunities for moving people and goods by rail.”**

These policies underscore the importance of considering the land use compatibility of employment uses, while also highlighting the importance of rail corridors to transportation and development.

3.3 Grand River Conservation Authority

The Study area is within the Grand River Watershed Boundary, as defined by the Grand River Conservation Authority (G.R.C.A). The Hadati Creek runs through the Study Area and is identified as a Regulated Watercourse in the G.R.C.A’s online mapping portal. Portions of the Study Area adjacent to the Creek are classified as Floodplain lands, and development or site alteration in these areas would be subject to the Policies for One Zone Policy Areas as under the G.R.C.A. Policies for the Administration of Ontario Regulation 150/06 Revisions (October, 2015). G.R.C.A. policies will be considered where modifications to existing land uses are recommended or proposed.

3.4 Environmental Protection Act

The Ontario Environmental Protection Act (E.P.A.) provides a framework under which industrial compliance and land use compatibility are assessed. With respect to land use compatibility, the E.P.A. provides direction that:

1. Under Section 9 of the E.P.A., all industrial and commercial facilities must apply for and obtain approval for any activities that may cause or results in contaminants to be discharged to the natural environment, as described in regulations 419/05 and 1/17.
2. Under Section 14 of the E.P.A, a person shall not discharge a contaminant or cause or permit the discharge of a contaminant into the natural environment, if the discharge causes or may cause an adverse effect.

Adverse effects are defined within the E.P.A. as:

“one or more of

- a. impairment of the quality of the natural environment for any use that can be made of it**
- b. injury or damage to property or to plant or animal life**
- c. harm or material discomfort to any person**
- d. an adverse effect on the health of any person**
- e. impairment of the safety of any person**
- f. rendering any property or plant or animal life unfit for human use**
- g. loss of enjoyment of normal use of property**
- h. interference with the normal conduct of business”**

The E.P.A.’s definition of a contaminant includes but is not limited to: air contaminants, odours, noise, and vibration, and has been determined in past decisions to include light.

Obtaining approval for air and noise requires that a facility demonstrate through a technical assessment compliance with the applicable guidelines and regulations such as Ontario Regulation 419/05 and N.P.C.-300.

The adverse effect clause in the E.P.A. is often used in the assessment of nuisance complaints in a land use compatibility context. Nuisance contaminants, such as dust or noise, may result in complaints which may be determined to fall under the adverse effects clause. When considering land use changes which may introduce new sensitive receptors in an area, it is important to consider a facility’s current environmental approval as well as the potential for their operations to result in a nuisance impact.

3.5 Ontario Regulations 419/05 and 1/17 – Local Air Quality

The M.E.C.P.’s environmental permissions framework includes Environmental Compliance Approvals (E.C.A.) issued under Section 9 of the E.P.A. and following the requirements of Ontario Regulation 419/05 (O.Reg. 419/05), and Environmental Activity and Sector Registry (E.A.S.R) approvals issued under Section 9 of the E.P.A. and following the requirements of Ontario Regulation 1/17 (O.Reg. 1/17). Both approvals mechanisms require similar supporting technical studies and reporting and for the purpose of this memo will collectively be referred to as “environmental permissions”. The environmental permissions process provides a framework under which industries are required to assess the potential impact of their air quality, noise, and vibration emissions.

The M.E.C.P. requires any industry applying for environmental permissions to perform an assessment of air emissions as described in O.Reg. 419/05 and associated guidance documents². O.Reg. 419/05 outlines the requirements of the technical assessment and provides contaminant-specific air quality standards to be applied. All contaminants are required to be in compliance with provincial standards at all points off-site, while nuisance contaminants such as odours are regulated at sensitive receptors such as residences, schools, and places of worship. The implications of O.Reg. 419/05 from a land use compatibility perspective are:

- All industries which operate in compliance with an approval will meet the air quality standards for regulated contaminants at all points off-site which are allowed under current zoning, regardless of existing land use. Industries do not have to demonstrate compliance at elevated receptors where zoning does not allow for their construction. Note that these assessments would not consider ambient air quality (I.E., the ambient concentration of contaminants without the influence of the industry).
- Zoning changes to allow for elevated receptors in an area may impose new regulatory obligations for existing industries and can lead to compliance issues, as such locations would not have been assessed during the regulatory application process. As such, land use compatibility assessments should consider the potential impact on a facility's existing environmental permission.
- Existing industries are not required to meet nuisance impact limits for noise, dust, and odour, at lands which are not zoned for sensitive uses. Where zoning changes are proposed, a land use compatibility study (as described in the D-Series Guidelines section) should be performed to determine compatibility.

² E.G., The M.E.C.P.'s "Guideline A10 – Procedure for Preparing an Emission Summary and Dispersion Modelling Report" and Guideline A11 – Air Dispersion Modelling Guideline for Ontario"

3.6 N.P.C. - 300

The 2013 Environmental Noise Guideline: Stationary and Transportation Sources (N.P.C. - 300 Guideline) is the primary guideline used in Ontario to assess and control noise emissions.

N.P.C.-300 provides sound level limits for stationary sources, such as industries and businesses, affecting receptors in noise sensitive land uses. These limits apply to existing, future, and/or modified stationary sources and are required to be met for the issuance of E.C.A.s under Part II.1 of the E.P.A. The noise limits specific to a stationary source are defined using area classifications (not to be confused with the D-6 industrial classifications), which are based on the nearby receptor's existing acoustical environment. N.P.C.-300 area classifications are as follows:

- Class 1 – An area with an acoustical environment typical of a major population centre, where background sound level is dominated by the activities of people, usually road traffic, often referred to as “urban hum”
- Class 2 – An area with an acoustical environment that has qualities representative of a Class 1 area during daytime hours, and representative of a Class 3 area during evening and night-time hours
- Class 3 – A rural area with an acoustical environment that is dominated by natural sounds having little or no road traffic; and
- Class 4 – An area or specific site that would otherwise be defined as Class 1 or Class 2 and which:
 - is an area intended for development with new noise sensitive land use(s) that are not yet built
 - is in proximity to existing, lawfully established stationary source(s); and has formal confirmation from the land use planning authority with the Class 4 area classification which is determined during the land use planning process

N.P.C.-300 also outlines how to properly assess stationary and transportation noise impacts on proposed noise sensitive developments. Part C of the guideline is intended to provide a common framework for land use planning authorities, developers, and consultants to address noise impacts on proposed noise sensitive land uses.

The objectives of Part C of N.P.C.-300 (which also adheres to the D-Series Guidelines) are to:

1. create a suitable acoustical environment for the protection of users/occupants/residents of the proposed noise sensitive land uses
2. to protect the lawful operations of any stationary source(s) located close to a proposed noise sensitive land use (stationary sources need to be able to maintain compliance with the legal requirements of their M.E.C.P. approval, when the development of new noise sensitive land uses are introduced in their proximity)
3. to protect existing and/or formally approved transportation corridors and transportation sources of noise when the development of new noise sensitive land uses are introduced in their proximity
4. to create compatible land uses and avoid potential adverse effects due to noise

This section of the guidelines also outlines suitable noise control measures as they apply to stationary and transportation noise sources.

3.7 **N.P.C. – 207**

The M.E.C.P. publication N.P.C.-207 is titled: Impulse Vibration in Residential Buildings (November, 1983) and it is intended to provide an assessment method for determining vibration levels inside occupied residential building that are caused by operation of stationary sources of vibration at industrial facilities (e.g., stamping presses, forging hammers). The publication also provides vibration limits for frequent and infrequent impulses of vibration. The vibration limits are expressed in terms of peak vibration velocity in mm/s and duration of impulses.

3.8 **D-Series Guidelines**

The intent of the M.E.C.P.'s D-Series of Guidelines is to minimize or prevent, through the use of buffers and separation of uses, the encroachment of incompatible land uses. The guideline delegates responsibility to the planning authorities and requires that the guideline be followed where there is potentially encroachment of sensitive land uses to existing industrial lands and vice versa. While the Guidelines were designed to deal with new applications, they provide a useful benchmark for understanding land use conflicts and incompatibility.

The Guidelines prescribe Minimum Recommended Separation Distances and Potential Areas of Influence based on three industrial classifications (I.E. Class I, Class II, and Class III). The Area of Influence represents the area between industry and sensitive receptors within which detailed technical studies should be performed to demonstrate the uses are compatible prior to approval.

These studies would typically involve air dispersion modelling and / or noise modelling to determine the potential impacts at a proposed or existing land use. The Area of Influence and Minimum Recommended Separation Distance for each class of industry is as follows:

- Class 1; 70 m Area of Influence, 20 m Minimum Recommended Setback Distance
- Class 2; 300 m Area of Influence, 70 m Minimum Recommended Setback Distance
- Class 3; 1,000 m Area of Influence, 300 m Minimum Recommended Setback Distance

3.9 New Developments in Proximity to Railway Operations

Guidelines for New Development in Proximity to Railway Operations, the Railway Association of Canada and the Federation of Canadian Municipalities were prepared in May, 2013 through the collaboration of the Federation of Canadian Municipalities (F.C.M.) and the Railway Association of Canada (R.A.C.). These guidelines built off and replaced the F.C.M. /R.A.C. Proximity Guidelines and Best Practices Report, which were originally prepared and published in 2004 and reprinted in 2007. The intent of these guidelines is to provide guidance for municipalities and developers who seek to develop lands in proximity to any railway operation (I.E., C.N., C.P., Metrolinx, G.E.X.R., industrial spur lines, etc.).

The guidelines contain recommended procedures for performing noise and vibration assessments. These procedures include details on data collection, calculations, and report contents for noise and vibration assessments for developments near railway activity.

3.10 Guelph Noise Control Guidelines, Version 1.0, November, 2018

The City of Guelph Noise Control Guidelines, effective as of January 1, 2019, were prepared to provide guidance for development applications with regards to compatibility with stationary and transportation noise sources. These guidelines provide criteria for when noise studies are required for development applications, the type of noise study required, and the technical requirements of the specific noise study. These guidelines align with the principles of the M.E.C.P.'s N.P.C.-300. However, as there is some variation with respect to N.P.C.-300, notably Class 4 designation requirements, warning clause requirements, and requirements surrounding noise control specifications, the two documents should be used in conjunction with each other for the purpose of all noise studies that shall be performed in the Study Area. The City of Guelph Official Plan Section 4.4.5 "Noise and Vibration" and the City of Guelph Noise Control By-Law Number (2000)-16366 should also be consulted when utilizing the Guelph Noise Control Guidelines.

4.0 Land Use Classification within the Study Area

Dillon reviewed the Study Area in order to classify the existing lands using the M.E.C.P.'s D-Series framework, the City of Guelph Noise Control Guidelines, and the Guidelines for New Development in Proximity to Railway Operations. Land uses were classified based on site visits conducted in spring and summer 2020, as well as satellite imagery, review of publicly available M.E.C.P approvals documents obtained through the Access Environment portal³, and through other publicly available information.

4.1 Overview

The following summarizes the land uses within the Study Area:

- The Study Area includes 68 industrial uses;
- Following the classification system presented in Guideline D-6, the Study area includes 46 Class I industries, 20 Class II industries, and 2 Class III industries;
- A significant majority of the Study Area is within the Potential Area of Influence of at least one industrial use;
- A significant majority of the Study Area is within the Minimum Recommended Setback Distance of at least one industrial use;
- All parcels in the Study Area are located within close proximity to one, or more, collector or arterial roadways;
- All parcels in the Study Area are located within the noise influence area of one, or both, of the Metrolinx G.S. and the O.S.R.G.S; and
- A significant number of parcels are located within the vibration influence area of the Metrolinx G.S., the O.S.R.G.S., and/or existing rail yards.

4.2 Description of Class III Industries

A description of the two industries assessed as Class III is included in this report in consideration of the significant impact such industries can have from a land use compatibility perspective as well as the large portion of the Study Area which is within the Potential Area of Influence of the Class III industries.

³ M.E.C.P. Access Environment Online Interface

4.2.1 PDI

PDI operates a bulk chemical storage and transfer facility which includes: indoor operations, outdoor storage tanks, and rail loading operations. P.D.I.'s existing Certificate of Approval includes a requirement for noise barriers, indicating that activities at P.D.I. are likely to result in off-site noise in excess of the M.E.C.P.'s guidelines without mitigation. P.D.I. has been considered a Class III industry based on the expected high volume of rail traffic associated with the facility and the associated noise.

4.2.2 Benmet Steel & Metal

Benmet operates a metal scrap yard which - based on visual observations – receives and stores a large quantity of scrap metal. The scrap is received, processed, and stored outdoors which may result in frequent off-site emissions. During the site visits vehicle track-out was observed as well as noise emissions from the site. Additionally, significant metal-on-metal impulsive noise (typical of scrap yard operations), was observed during the site visits. Given the nature of operations, it is possible that under certain circumstances, off-site dust may occur. Benmet has been considered a Class III industry based on air and noise emissions associated with regular operations.

4.3 Transportation Sources

4.3.1 Railways

As per The Guidelines for New Development in Proximity to Railway Operations, R.A.C. and F.C.M., proposed residential, or other sensitive developments within 300m of a rail line right-of-way require a noise assessment. Additionally, proposed sensitive developments located with 75m of a rail line right-of-way require a vibration assessment.

Furthermore, proposed sensitive developments located with 30m of a rail line right-of-way require a Development Viability Assessment.

4.3.2 Roadways

Proposed noise-sensitive developments (as defined by the City of Guelph Official Plan and M.E.C.P. N.P.C.-300) that are located adjacent to collector or arterial roads require a transportation noise assessment.

Furthermore, specific to the Study Area, a transportation noise assessment should be completed if a noise-sensitive development is proposed to be located within the following proximities:

- Within 350m of York Road, between Stevenson Street and Victoria Road
- Within 450m of York Road, between Victoria Road and Watson Parkway
- Within 350m of Elizabeth Street, between Stevenson Street and Victoria Road
- Within 200m of Elizabeth Street, between Victoria Road and York Road
- Within 200m of Stevenson Street, between Elizabeth Street and York Road
- Within 500m of Victoria Road, between Elizabeth Street and York Road

The proximity distances provided above are based on the M.E.C.P N.P.C.-300 minimum transportation noise criteria at the threshold of requiring noise control measures. The screening level analysis was completed using the Ontario Road Noise Analysis Method for Environment and Transportation (ORNAMENT) algorithm, implemented using STAMSON Version 5.04, and developed by the MECP.

The screening level analysis took into account AADT traffic volumes and commercial vehicle percentages provided by The City of Guelph, as well as conservative modelling assumption (I.E. full exposure, no building screening, flat elevation, and reflective ground).

All parcels within the Study Area are located within close proximity to one, or more, of the above collector or arterial roadways. Therefore, any parcel within the Study Area in which there is a proposed sensitive development will require a transportation noise assessment.

As the roadway traffic patterns and building massing (acoustic screening) throughout the Study Area may change over time, consultation with the City of Guelph to determine which roadways are to be included in the transportation noise study should be completed at the time of assessment.

In contrast to air-borne noise, ground-borne vibration is not typically a concern from automobiles, buses, or trucks. Roadways throughout the Study Area are not anticipated to generate ground-borne vibration levels that would be perceptible beyond the road boundary.

4.4 Summary of Land Use Classifications

Figure 2 shows the parcels within the Study Area identified by class as per Guideline D-6. Note that the class assigned to a parcel may change; changes to property ownership, changes to zoning, or changes to a business's activities may result in a change in class. The classifications assigned in this study were based on the judgement of the assessment team and are valid as of the time this study was completed.

Vacant lands were classified based on the anticipated range of industries allowable under the City's current zoning.

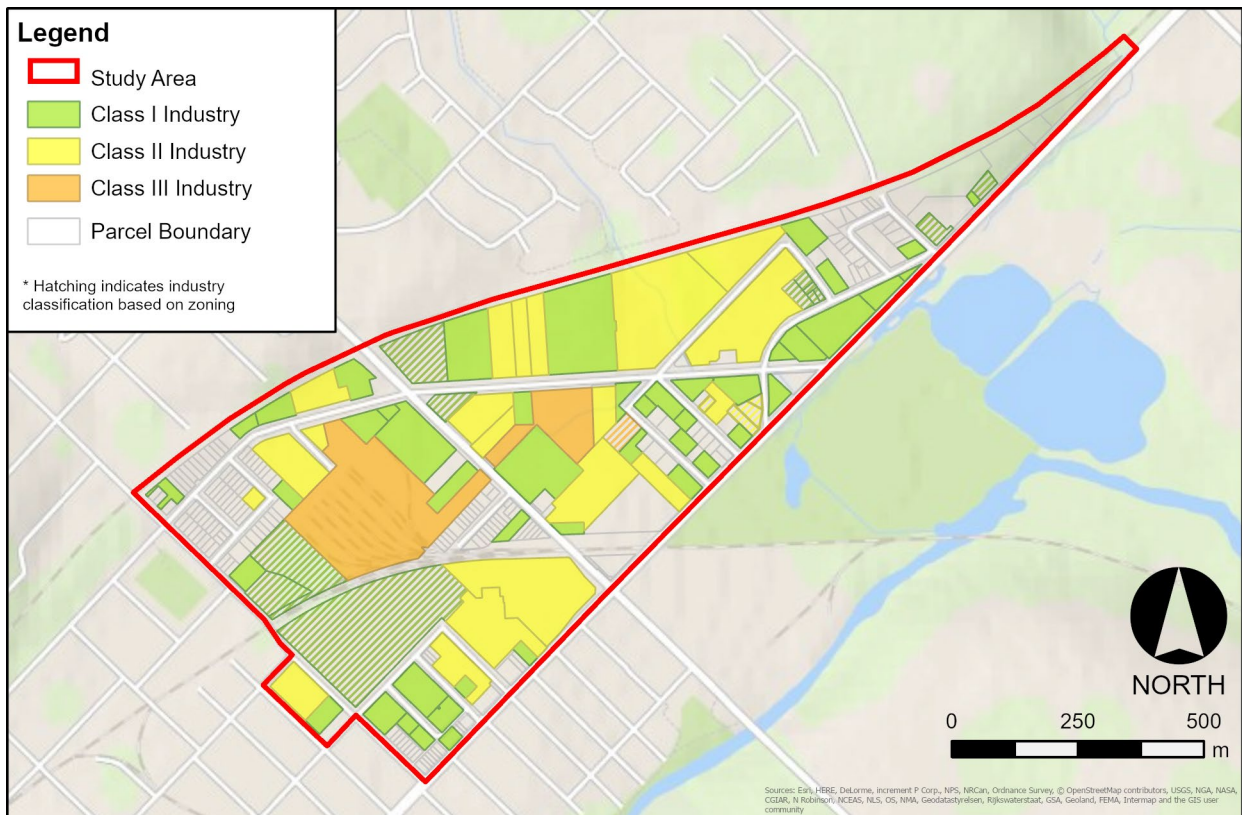


Figure 2: Industrial Use Classification within the Study Area

Figure 3 shows the locations within the Study Area which are within the Potential Area of Influence of at least one industry, based on the industrial classifications presented in **Figure 2**. The majority of the Study Area is within the Potential Area of Influence of at least one industrial use. When this is the case, further technical studies are required to establish the **actual influence area** which is defined by Guideline D-6 as the **overall range within which an adverse effect would be or is experienced**. Should the actual influence area intersect with the proposed use, detailed technical studies are required to assess compatibility.

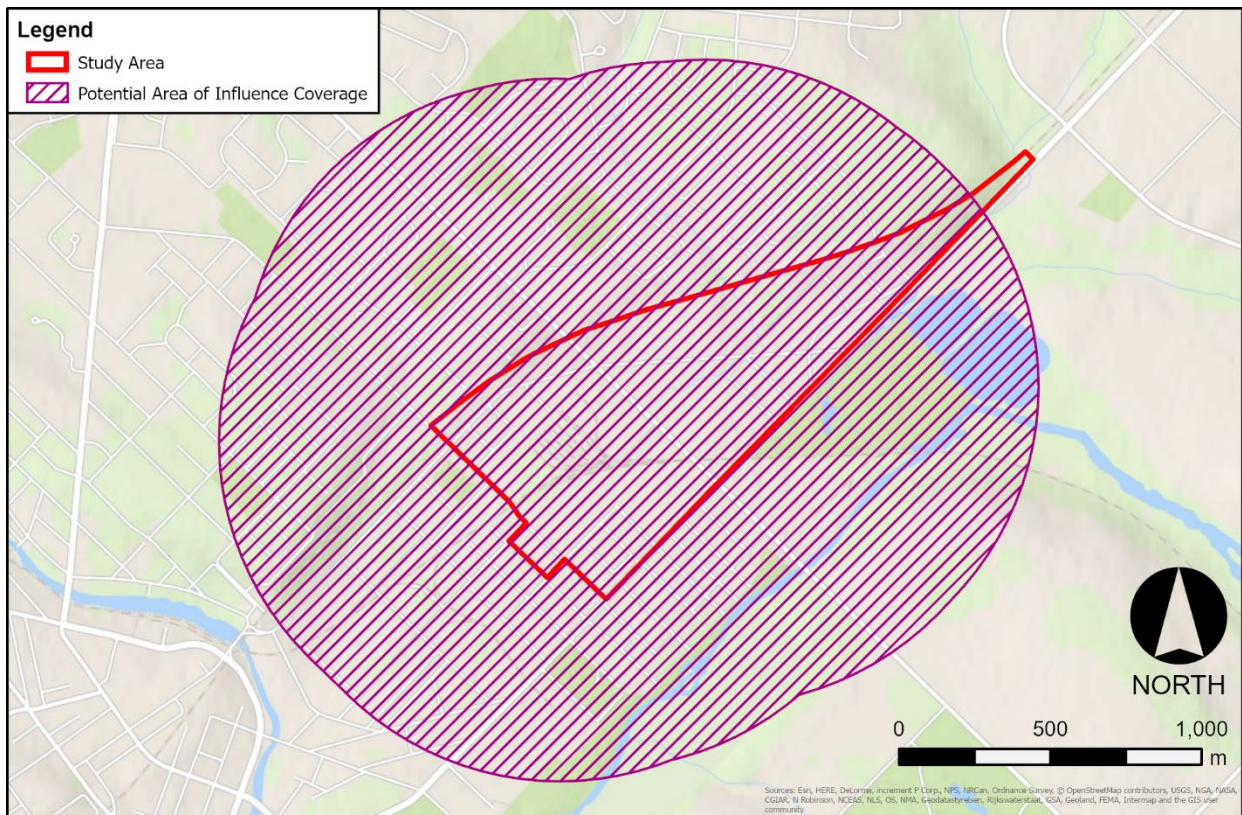


Figure 3: Potential Area of Influence Coverage within the Study Area

Figure 4 shows the locations within the Study Area which are within the Minimum Recommended Setback Distance of at least one industry, based on the industrial classifications presented in **Figure 2**. The majority of the Study Area is within the Minimum Recommended Setback Distance of at least one industrial use. When this is the case, detailed technical studies are required to assess compatibility.

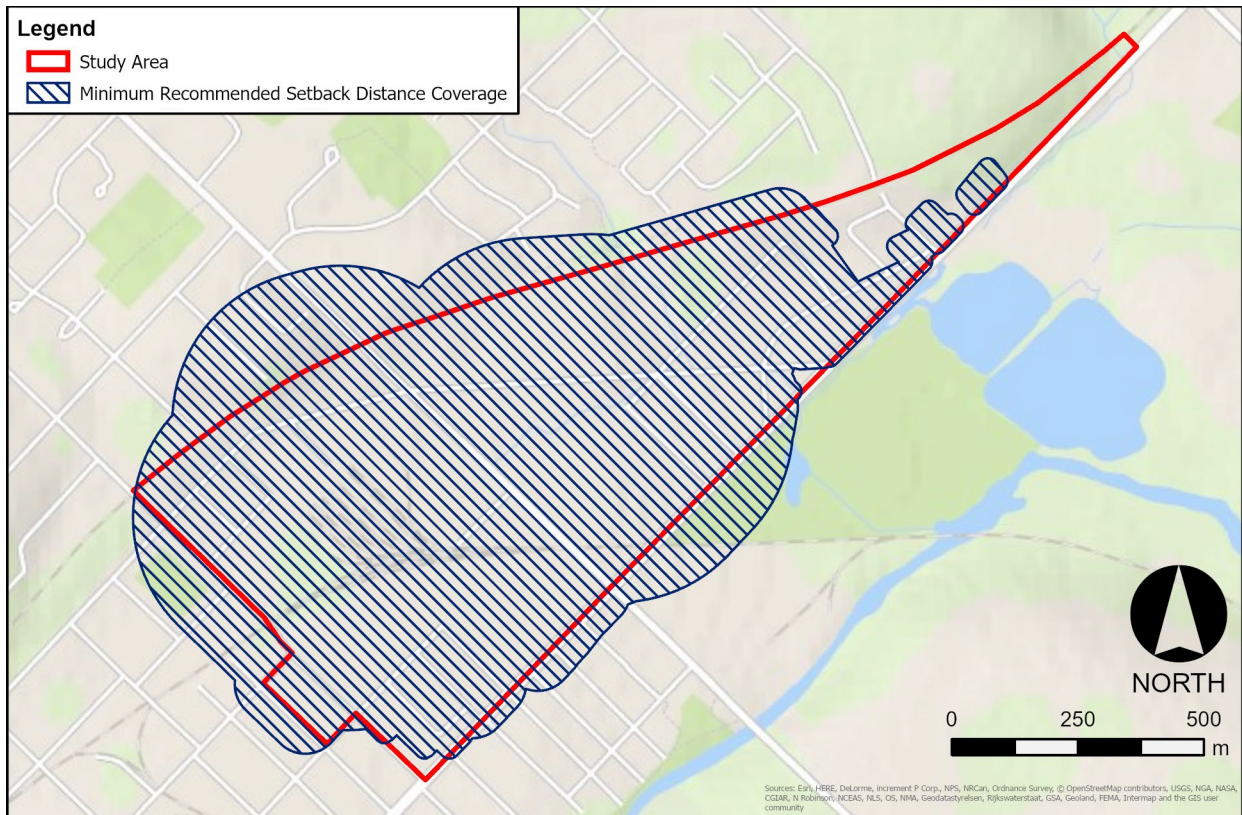


Figure 4: Minimum Recommended Setback Distance Coverage within the Study Area

For each parcel which is within the Potential Area of Influence or Minimum Recommended Setback Distance of an industrial use, site-specific technical studies are required to determine any compatibility issues which may be addressed through mitigation, or may prevent the encroachment of sensitive uses on established industrial uses. The requirements of these technical studies are discussed in **Section 6**.

In order to inform the City's planning decisions, Dillon has developed a ranking of the parcels within the Study Area based on the requirements for further study. **Figure 5** shows the relative level of anticipated effort required to assess a specific parcel.

The level of effort was determined using the following evaluation process:

1. A parcel was assigned +1 for each industrial use whose Potential Area of Influence intersected with the parcel.
2. A parcel was assigned +3 for each industrial use whose Minimum Recommended Setback Distance intersected with the parcel. This scoring recognizes the relative increase in complexity of the study requirements when a sensitive land use is proposed within the Minimum Recommended Setback Distance of an industrial use as opposed to the Potential Area of Influence.
3. A parcel was assigned +1 if the parcel is within 300 m of a rail line, +2 if the parcel is within 75 m of a rail line, and +3 if the parcel is within 30 m of the rail line. The scoring represents the number and complexity of studies required to determine and achieve compatibility with the railway. Studies would include a Noise Impact Assessment, Vibration Impact Assessment, and a Development Viability Assessment.
4. The cumulative scores for each parcel were tallied and a relative scoring was assigned. Note that a low score does not guarantee the land use is compatible, just as a high score does not guarantee that the proposed land use is not compatible. The scoring only reflects the anticipated level of effort required to assess the proposed land use.

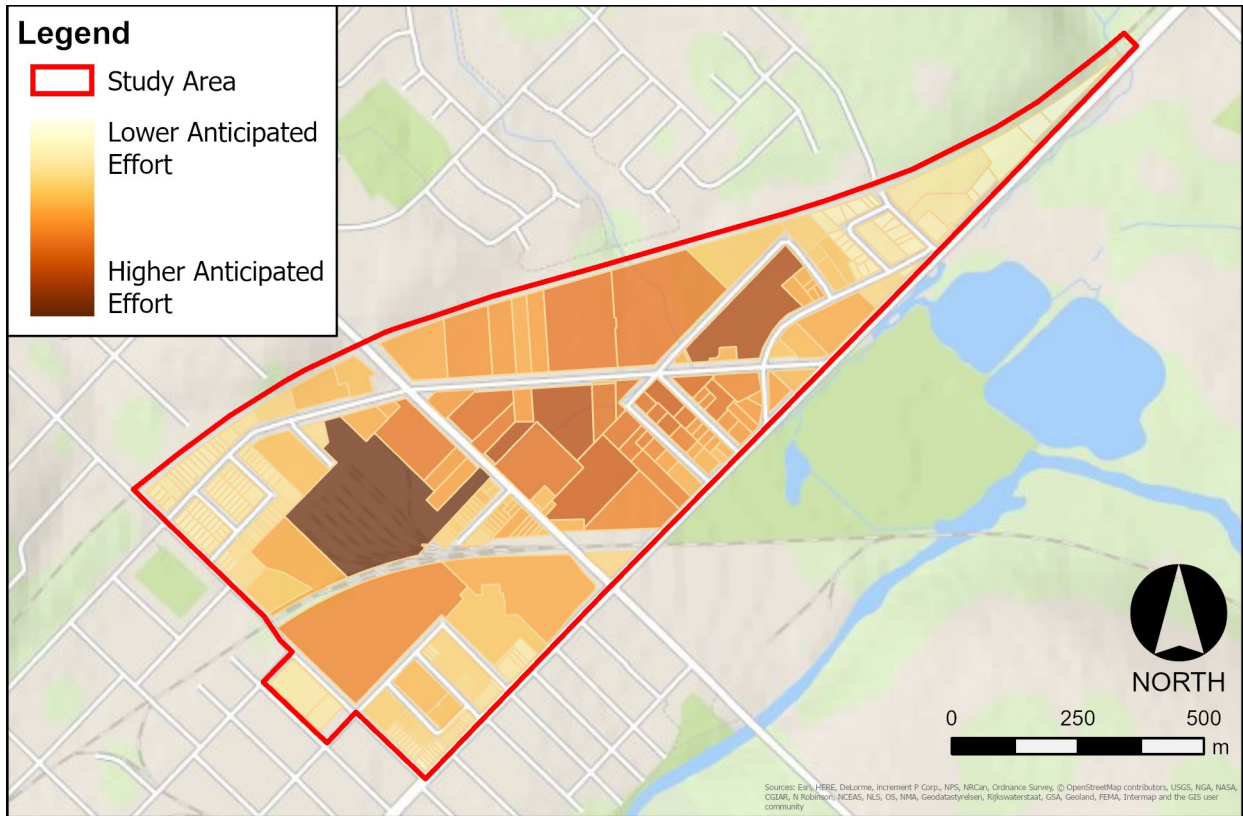


Figure 5: Relative Difficulty to Approve Sensitive Land Uses within the Study Area

5.0 M.E.C.P. N.P.C. – 300 Class 4 Area Considerations

M.E.C.P. Publication N.P.C.-300 outlines applicable noise criteria for any proposed sensitive use developments associated with surrounding industrial and commercial stationary noise sources. The noise criteria are defined using area classifications (not to be confused with the D-6 industrial classifications), which are based on the receptor's existing acoustical environment. Different noise guideline limits apply to each area classification, as outlined in N.P.C.- 300.

The acoustic environment throughout the Study Area is primarily dominated by the activities of people, including a mix of industrial and transportation sources of noise. Based on the nature of the area, the acoustic environment of the Study Area is consistent with Class 1 and Class 2 designations.

Additionally, as the uses throughout the Study Area are dynamic, the acoustic environment may transition over time. The classification of the acoustic environment should be reviewed by an Acoustical Consultant, and the City of Guelph, at the time of assessment.

As outlined in NPC-300 and the Guelph Noise Control Guidelines, a Class 4 area can be applied to a proposed site under the following conditions:

- The site would otherwise be defined as a Class 1 or Class 2 area;
- The proposed site is an area intended for development with new noise sensitive land uses that are not yet built;
- The site is in proximity to existing, lawfully established stationary sources; and
- The site has formal confirmation from the land use planning authority (City of Guelph) with the Class 4 area designation.

Further requirements for a Class 4 designation are outlined in N.P.C.-300 and the Guelph Noise Control Guidelines.

The majority of parcels throughout the Study Area are located within the Area of Influence and/or within Minimum Recommended Setback Distance of at least one industrial property. Accordingly, any parcel that is intended for the development of a new sensitive use, including redevelopment, may be appropriate for a Class 4 designation. Detailed technical studies, reviewing specifics of industrial operations, are required to justify the use of a Class 4 designation.

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It should be noted that some industrial properties may not have an existing completed noise study or provincial approval (EASR or ECA/CofA), due to lack of land use planning requirements at the time of permitting, no existing adjacent sensitive receptors, or exemptions from provincial approvals. Furthermore, the industry or industries may have little to no details regarding facility noise impacts, which may make the detailed technical studies more challenging to complete. As outlined in **Section 4.1**, effort required to assess a proposed sensitive land for a specific parcel was determined using a weighted scoring system. Lands which would likely benefit the most from a Class 4 designation would be those identified as having a higher anticipated relative difficulty to approve sensitive uses. The detailed technical noise study, required by the proponent, should include input from the surrounding industries to ensure accurate information is used in the assessment.

6.0 Discussion of Technical Study Requirements

Where sensitive land uses are proposed within the Potential Area of Influence or Minimum Recommended Setback Distance of an industrial use, technical studies are required by Guideline D-6 to demonstrate that compatibility between the land uses can be demonstrated. Guideline D-6 specifically addresses the requirements for studies for noise, vibration, dust, and odour.

Guideline D-6 acknowledges that industrial uses may operate in compliance with an M.E.C.P. approval while still being incompatible with nearby sensitive uses, due to the limitations of the supporting studies as well as the fact that M.E.C.P. approvals are evaluated against an acceptable risk threshold which does not apply to an individual's perception of a nuisance. As an example, the M.E.C.P. regulates odours based on an allowable frequency of exceedance of relevant criteria, I.E. for 0.5% of a year (44 hours) an industrial use may exceed the regulated criteria and odours may be perceptible offsite. 0.5% represents an acceptable risk level to the M.E.C.P. but may still result in odour complaints against that industry.

As noted in **Section 4.0**, a significant majority of the lands are within the Minimum Recommended Setback Distance of at least one industry. In these areas, if sensitive uses are proposed, some or all of the following detailed technical studies should be performed:

- Stationary Noise studies completed under Guideline D-6 should follow the methodologies and sound level limits presented in N.P.C.-300 and the Guelph Noise Control Guidelines.
- Industrial Vibration studies completed in support of Guideline D-6 should follow the methodologies and sound level limits presented in N.P.C.-207 and the City of Guelph Official Plan Section 4.4.5.
- Air quality studies for odour and dust should, as applicable, follow the methodologies described in the M.E.C.P. publications Guideline A-10: Procedure for Preparing an Emission Summary and Dispersion Modelling (E.S.D.M.) Report and Guideline A-11: Atmospheric Dispersion Modelling Guideline for Ontario.
- Transportation impacts should also be assessed for compatibility. Transportation Noise Assessments in support of any proposed sensitive use shall adhere to the Guelph Noise Control Guidelines and the Ontario Ministry of Environment, Conservation and Parks (M.E.C.P.) noise guideline publication, N.P.C.-300.

N.P.C.-300 outlines noise level criteria for sensitive land uses, which assist in determining requirements for façade construction, ventilation requirements, warning clauses, and potential noise barriers for the proposed development.

- As there are no M.E.C.P. guidelines with respect to railway vibration, Transportation Vibration Assessments in support of any proposed sensitive use shall adhere to the Guidelines for New Development in Proximity to Railway Operations (FCM/RAC).
- As per the City of Guelph Lighting Guidelines for Lighting Plans each new applicable development should meet the City's requirements for lighting to avoid potential compatibility issues. Where sensitive uses are proposed in proximity to existing industrial uses, the potential for light impacts from the existing use may be included in the compatibility study.

For studies made under Guideline D-6, a qualified practitioner should perform such studies using the following approach as appropriate:

1. The Potential Area of Influence and Minimum Recommended Setback Distance for each industrial use in the area should be established (completed within this report based on current industrial uses).
2. For each industrial use where the Potential Area of Influence intersects the proposed land use, an evaluation is performed to determine the actual influence area (defined in Guideline D-6 as the overall range within which an adverse effect would be or is experienced). This evaluation may include technical studies such as air dispersion modelling, but such studies are not required in every case. Should these studies determine that the actual influence area influence intersects the proposed land use, detailed technical studies should be performed.
3. For each industrial use the Minimum Recommended Setback Distance or actual area of influence intersects with the proposed land use, detailed technical studies for each noise, vibration, dust, and odour are performed, as applicable, to identify compatibility issues. These studies include consideration of the industry's operations and emissions, background conditions (such as the existing acoustical environment or ambient air quality), local meteorology, the presence or absence of complaints related to that industry, and the nature of existing sensitive receptors in the Study Area.

4. Where incompatible land uses are identified, compatibility may be improved through the use of approved mitigation measures, where additional technical studies may be required by the City as identified through ongoing consultation in the development application process.

The City is developing a land use study to feed into the Official Plan Update. Prior to a more sensitive land use being established, these study requirements would need to be satisfied through a site specific zoning amendment application, as a condition for the lifting of a holding provision, or an application for site plan approval.

Any studies which are required during the development application process may be subject to independent peer review at the discretion of the City.

7.0 Conclusion

Dillon prepared this report for the City to assess land use compatibility risks within the Study Area. The existing industrial uses within the Study Area were classified in accordance with the M.E.C.P.'s Guideline D-6 to identify the Potential Area of Influence and Minimum Recommended Setback Distances from each existing use.

This study has found that due to the wide variety of uses within the Study Area (residential, commercial, industrial, and vacant lands), a determination regarding the potential for infilling or introducing mixed-use developments cannot be made at a Study Area level of analysis. Moving forward, as parcels are redeveloped, individual compatibility studies should be performed as per the M.E.C.P.'s guidelines and regulations, and as outlined in this report.

Dillon recommends that the City consider the relative difficulty in approving sensitive land uses along with other considerations (E.G. technical, administrative, and economic feasibility) when identifying areas to promote for infilling or the introduction of mixed-use developments.