

# COMMITTEE AGENDA



TO **Planning & Building, Engineering and Environment  
Committee**

DATE August 5, 2014

LOCATION Council Chambers, Guelph City Hall, 1 Carden Street

TIME 2:00 p.m.

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## **DISCLOSURE OF PECUNIARY INTEREST AND GENERAL NATURE THEREOF**

**CONFIRMATION OF MINUTES** – July 7, 2014 open meeting minutes

## **PRESENTATIONS** (Items with no accompanying report)

a) None

## **CONSENT AGENDA**

*The following resolutions have been prepared to facilitate the Committee's consideration of the various matters and are suggested for consideration. If the Committee wishes to address a specific report in isolation of the Consent Agenda, please identify the item. The item will be extracted and dealt with separately. The balance of the Planning & Building, Engineering and Environment Committee Consent Agenda will be approved in one resolution.*

<b>ITEM</b>	<b>CITY PRESENTATION</b>	<b>DELEGATIONS</b>	<b>TO BE EXTRACTED</b>
PBEE-2014.25 Enbridge Line 9B Application (PBEE Committee referral July 7, 2014)	Councillor Laidlaw to speak to item		√
PBEE-2014.26 Rental Housing Licensing Recommended Approach	Rob Reynen, Manager of Inspection Services		√
PBEE-2014.27 Downtown Streetscape Manual, Built Form Standards and St. George's Square Concept	David DeGroot, Urban Designer		√

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PBEE-2014.28 Integrated Operational Review (IOR) – First Annual Report (2013 – 2014)	Stephen Bedford, Program Manager Integrated Operational Review		√
PBEE-2014.29 Sign By-law Variances – 679 Southgate Drive			
PBEE-2014.30 2013 Solid Waste Resources Annual Report			
PBEE-2014.31 2013 Wastewater Services Annual Report			

Resolution to adopt the balance of the Planning & Building, Engineering & Environment Committee Consent Agenda.

### **ITEMS EXTRACTED FROM CONSENT AGENDA**

Once extracted items are identified, they will be dealt with in the following order:

- 1) delegations (may include presentations)
- 2) staff presentations only
- 3) all others.

### **STAFF UPDATES AND ANNOUNCEMENTS**

### **ADJOURNMENT**

### **NEXT MEETING – To Be Determined**

**Planning & Building, Engineering and Environment Committee  
Held in the Council Chambers, Guelph City Hall  
Monday, July 7, 2014 at 2:00 p.m.**

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**Attendance**

Members: Chair Bell Councillor Guthrie  
Mayor Farbridge Councillor Wettstein  
Councillor Piper (*arrived at 2:05 p.m.*)

Councillors: Councillors Furfaro, Hofland, Van Hellemond

Staff: Dr. J. Laird, Executive Director of Planning, Building, Engineering and Environment  
Mr. T. Salter, General Manager, Planning Services  
Ms. K. Dedman, General Manager of Engineering Services & City Engineer  
Mr. P. Busatto, General Manager, Guelph Water Services Department  
Mr. D. Belanger, Water Supply Program Manager  
Ms. A. Labbe, Environmental Planner - Development  
Mr. S. O'Brien, City Clerk  
Ms. G. van den Burg, Council Committee Coordinator

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**Call to Order (2:00 p.m.)**

Chair Bell called the meeting to order.

**Disclosure of Pecuniary Interest and General Nature Thereof**

There were no disclosures.

**Confirmation of Minutes**

1. Moved by Mayor Farbridge  
Seconded by Councillor Wettstein

That the open meeting minutes of the Planning & Building, Engineering and Environment Committee held on June 10, 2014 be confirmed as recorded.

*VOTING IN FAVOUR: Mayor Farbridge, Councillors Bell, Guthrie, Wettstein (4)*

*VOTING AGAINST: (0)*

CARRIED

**Consent Agenda**

The following items were extracted from the July 7, 2014 Consent Agenda to be voted on separately:

- |                     |   |
|---------------------|---|
| <b>PBEE-2014.19</b> | <b>Water Supply Master Plan Update</b>                                      |
| <b>PBEE-2014.20</b> | <b>Great Lakes Nuclear Dump</b>   |
| <b>PBEE-2014.24</b> | <b>Draft Guidelines for the Preparation of Environmental Impact Studies</b> |
| <b>PBEE-2014.25</b> | <b>Enbridge Line 9B application</b>   |

2. Moved by Mayor Farbridge  
Seconded by Councillor Guthrie

That the balance of the Consent Agenda of the Planning & Building, Engineering and Environment Committee July 7, 2014 as identified below, be adopted:

**PBEE-2014.21 Sign By-law Variance for 40 Wellington Street West**

1. That the report from Planning, Building, Engineering and Environment dated July 7, 2014, regarding sign by-law variances for 40 Wellington Street West, be received.
2. That the request for variances from the Sign By-law for 40 Wellington Street West to permit a sign perpendicular to the building face to project 1.02 metres from the building face and contain internal lighting, be approved.

**PBEE-2014.22 Sign By-law Variance for 765 Woodlawn Road West**

1. That the report from Planning, Building, Engineering and Environment dated July 7, 2014, regarding two (2) Sign By-law variances for 765 Woodlawn Road West, be received.
2. That the requested variances from the Sign By-law for 765 Woodlawn Road West for a freestanding sign to be a height of 8.05 metres and within 27 metres of a freestanding sign on an adjacent property, be approved.

**PBEE-2014.23 Outstanding Motions of the Planning & Building, Engineering and Environment Committee**

That the report dated July 7, 2014 regarding outstanding motions of the Planning & Building, Engineering and Environment Committee, be received.

*VOTING IN FAVOUR: Mayor Farbridge, Councillors Bell, Guthrie, Wettstein (4)*

*VOTING AGAINST: (0)*

CARRIED

Councillor Piper arrived at 2:05 p.m.

**Extracted Consent Items**

**PBEE-2014.19 Water Supply Master Plan Update**

Mr. David Belanger, Water Supply Program Manager, provided updates on the Water Supply Master Plan.

3. Moved by Mayor Farbridge  
Seconded by Councillor Piper
1. That Council receive the Water Supply Master Plan Update Report (final draft).
  2. That the Water Supply Master Plan Update be approved in principle.
  3. That staff be directed to implement the recommendations, subject to budget approval.



*VOTING IN FAVOUR: Mayor Farbridge, Councillors Bell, Guthrie, Piper, Wettstein (5)*  
*VOTING AGAINST: (0)*

CARRIED

**PBEE-2014.20 Great Lakes Nuclear Dump**

4. Moved by Councillor Piper  
Seconded by Mayor Farbridge

1. That the City of Guelph, in order to protect the Great Lakes and its tributaries, urges that neither this proposed nuclear waste repository at the Bruce Nuclear Generating Station nor any other underground nuclear waste repository be constructed in the Great Lakes Basin, in Canada, the United States, or any First Nation property.
2. That the City of Guelph urges the Government of Canada and the Government of Ontario to reject (and seek alternatives to) Ontario Power Generation's proposal to bury radioactive nuclear waste in the Great Lakes Basin.
3. That copies of this resolution be provided to Ontario Premier Kathleen Wynne, Canada's Prime Minister Stephen Harper, and Canada's Federal Minister of the Environment Leona Aglukkaq.

*VOTING IN FAVOUR: Mayor Farbridge, Councillor Piper (2)*  
*VOTING AGAINST: Councillor Bell, Guthrie, Wettstein (3)*

DEFEATED

5. Moved by Councillor Piper  
Seconded by Mayor Farbridge

That the City of Guelph urge the Ontario Government and Ontario Power Generation to expand consultation to communities within the Great Lakes Basin.

*VOTING IN FAVOUR: Mayor Farbridge, Councillor Piper (2)*  
*VOTING AGAINST: Councillor Bell, Guthrie, Wettstein (3)*

DEFEATED

**PBEE-2014.24 Draft Guidelines for the Preparation of Environmental Impact Studies**

6. Moved by Councillor Farbridge  
Seconded by Councillor Piper

**That the Planning & Building, Engineering & Environment report PBEE 14-42 - Draft Guidelines for the Preparation of Environmental Impact Studies, be received for information.**

*VOTING IN FAVOUR: Mayor Farbridge, Councillors Bell, Guthrie, Piper, Wettstein (5)*  
*VOTING AGAINST: (0)*

CARRIED

## **PBEE-2014.25 Enbridge Line 9B Application**

7. Moved by Councillor Farbridge  
Seconded by Councillor Wettstein
1. **That item PBEE 2014.25 "Enbridge Line 9B Application" be referred to the August 5, 2014 Planning, Building, Engineering and Environment Committee meeting.**
  2. **That the Chair request Councillor Laidlaw to speak to the Enbridge Line 9B Application matter.**
  3. **That the position of the Federation of Canadian Municipalities (FCM) and Grand River Conservation Authority (GRCA) be sought for the August 5<sup>th</sup> meeting.**

*VOTING IN FAVOUR: Mayor Farbridge, Councillors Bell, Guthrie, Piper, Wettstein (5)*

*VOTING AGAINST: (0)*

CARRIED

## **Staff Updates and Announcements**

Kealy Dedman, General Manager of Engineering Services & City Engineer, announced that the Engineering department has launched a new webpage on [Guelph.ca/construction](http://Guelph.ca/construction) to enhance communication with the public regarding all information related to annual construction projects.

## **Adjournment (3:50 p.m.)**

8. Moved by Councillor Guthrie  
Seconded by Mayor Farbridge
- That the meeting be adjourned.

CARRIED

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Stephen O'Brien - City Clerk

**PLANNING & BUILDING, ENGINEERING and ENVIRONMENT COMMITTEE  
CONSENT AGENDA**

**August 5, 2014**

Members of the Planning & Building, Engineering and Environment Committee.

**SUMMARY OF REPORTS:**

The following resolutions have been prepared to facilitate the Committee's consideration of the various matters and are suggested for consideration. If the Committee wishes to address a specific report in isolation of the Consent Agenda, please identify the item. The item will be extracted and dealt with immediately. The balance of the Planning & Building, Engineering & Environment Committee Consent Agenda will be approved in one resolution.

**Reports**

<b>REPORT</b>	<b>DIRECTION</b>
<b>PBEE-2014.25 ENBRIDGE LINE 9B APPLICATION</b>  1. That the City Solicitor be directed to write to the Federal Minister of Natural Resources requesting immediate implementation of proposed regulations announced by the Government of Canada that will require companies operating major crude oil pipelines to have a minimum of \$1 billion in financial capacity.  2. That City Council request the Premier, the Minister of Energy and the Minister of the Environment to follow-up on any outstanding concerns not addressed in the National Energy Board decision on Line 9B and further, to advise that the City supports any actions undertaken by the Province to ensure the outstanding concerns are addressed by Enbridge.  3. That City Council requests the Ontario Minister of Environment to conduct a comprehensive environmental assessment for the Enbridge Line 9B Application.  4. That the City Clerk be directed to forward a copy of the request in Clause 3 to the Federal Minister of Environment.  5. That staff be directed to seek the position of the Federation of Canadian Municipalities and the Grand River Conservation Authority.	Approve
<b>PBEE-2014.26 RENTAL HOUSING LICENSING RECOMMENDED APPROACH</b>  1. That Report 14-29 from Planning, Building, Engineering and Environment regarding the Rental Housing Licensing Recommended Approach dated August 5, 2014 be received.	Approve

2. That Council approve, in principle, the recommended alternative approach to a rental housing licensing program described in Report 14-29 from Planning, Building, Engineering and Environment dated August 5, 2014.
3. That the proposed expansion package for one full-time proactive inspector and a comprehensive communications and education plan be referred to the 2015 budget process.

**PBEE-2014.27      DOWNTOWN STREETSCAPE MANUAL, BUILT FORM STANDARDS AND ST. GEORGE'S SQUARE CONCEPT**

Approve

1. That the Planning, Building, Engineering and Environment Report 14-47, regarding the Downtown Guelph Downtown Streetscape Manual, Built Form Standards and St. George's Square Concept, dated August 5, 2014, be received.
2. That the Streetscape Manual (contained in Chapter 2 of Attachment 1) be adopted and that staff be directed to use the Streetscape Manual to guide the design of the City's public realm capital projects and private investments that impact the public realm in the Downtown.
3. That the Downtown Built Form Standards (contained in Chapter 3 of Attachment 1) be adopted and that staff be directed to use the document to guide the review of development applications within Downtown.
4. That Council endorse the vision, principles and general design elements illustrated by the Conceptual Design for St. George's Square (contained in Chapter 4 of Attachment 1)
5. That, as individual public realm capital projects begin advancing through the detailed design phase prior to construction, such as St. George's Square and other streetscape reconstruction projects, staff continue to engage the public and businesses in the design and construction planning process phase; and that staff keep council informed regarding refinements and improvements to the design made through the detailed design process.
6. That the cost estimates for the Streetscape Manual and the Conceptual Design for St. George's Square be referred to the 2015 operating and capital budget and 10 year capital budgeting process.

<b>PBEE-2014.28    INTEGRATED OPERATIONAL REVIEW (IOR) – FIRST ANNUAL REPORT (2013 – 2014)</b>	Receive
<p>That report number 14-45,from Planning, Building, Engineering and Environment Services, and Finance and Enterprise Services, regarding the Integrated Operational Review – First Annual Report for the period 2013-2014 be received.</p>	
<b>PBEE-2014.29    SIGN BY-LAW VARIANCES - 679 SOUTHGATE DRIVE</b>	Approve
<ol style="list-style-type: none"> <li>1. That the report from Planning, Building, Engineering and Environment dated August 5, 2014, regarding sign by-law variances for 679 Southgate Drive, be received.</li> <li>2. That the request for variances from the Sign By-law for 679 Southgate Drive to permit four (4) signs to be located on the second storey of the building (one on each building face), be approved.</li> </ol>	
<b>PBEE-2014.30    2013 SOLID WASTE RESOURCES ANNUAL REPORT</b>	Receive
<p>That the report from Planning, Building, Engineering and Environment dated August 5, 2014 entitled "2013 Solid Waste Resources Annual Report" be received.</p>	
<b>PBEE-2014.31    2013 WASTEWATER SERVICES ANNUAL REPORT</b>	Receive
<p>That the report from Planning, Building, Engineering and Environment dated August 5, 2014 entitled "2013 Wastewater Services Annual Report" be received.</p>	
<p>attach.</p>	

# STAFF REPORT



TO Planning & Building, Engineering and Environment Committee

SERVICE AREA Planning, Building, Engineering and Environment

DATE August 5, 2014

**SUBJECT Rental Housing Licensing Recommended Approach**

REPORT NUMBER 14-29

## EXECUTIVE SUMMARY

### PURPOSE OF REPORT

The purpose of this report is to provide:

- Staff's recommended approach to dealing with the issues associated with rental housing which is an alternative to the licensing options presented to Council in July 2013;
- The details of, and rationale for, the proposed approach that builds on existing City programs and introduces new elements to directly address the issues; and
- A summary of, and response to, the comments received from the public during the consultation on the cost benefit analysis for rental licensing.

### KEY FINDINGS

Staff has analyzed rental housing licensing options and alternatives taking into consideration: a review of the existing tools available to the City; an assessment of the results of previous investments in proactive enforcement and other initiatives; municipal practices and achievements in addressing the issue of rental housing; the results of the community engagement completed since July 2013; and an analysis of the costs and benefits of an alternative approach compared with licensing options. The analysis indicates that a combination of strategies and tools will produce positive results and will be more cost-effective and efficient in addressing the majority of issues associated with rental housing than introducing a rental housing licensing program at this time.

The recommended approach, outlined in Attachment 1, is an alternative to licensing that involves a refocusing and enhancement of current initiatives, including proactive enforcement, as well as increased collaboration with stakeholders and community partners, to improve issues associated with rental housing.

The recommended approach includes the following:

1. Enhance the Building Services proactive enforcement program to further build upon current successes by addressing issues related to rental

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- housing and overcoming existing challenges.
2. Work with partners and stakeholders to research, develop and implement a comprehensive education/communications plan designed to discourage disruptive behavior and further address rental housing issues.

The benefits of the recommended approach are outlined in Attachment 3, and can be summarized as follows:

- Improved neighbourhood conditions with a primary focus on non-compliant properties;
- Tenants will be better informed of basic safety hazards and may choose not to live in unsafe units or may initiate inspection requests to ensure their units are safe and legal;
- Improved education initiatives may assist in the identification and prevention of zoning, parking and property standards issues;
- Community driven campaigns designed to increase neighbourhood cohesion and foster a change in behavior; and
- Strengthened partnerships and empowerment of stakeholders to improve the safety and wellbeing of residents and to create and maintain vibrant neighbourhoods for all to enjoy.

In the July 2013 report entitled "Rental Housing Licensing Cost-Benefit Analysis", staff stated that the cost-benefit analysis demonstrated that a licensing program would not only help address rental housing issues, but would also address the limitations of current tools. The report also stated that a licensing program provides an opportunity to utilize a number of unique benefits that are not available through other tools available to the City. Council directed staff to proceed with public consultation on the proposed licensing directions and cost-benefit analysis to guide the development of a rental housing licensing program.

Since July 2013, staff has undertaken community consultation and continued to evaluate and analyze not only licensing options but also an alternative to licensing and their professional opinion has evolved on the basis of the following considerations:

- The success of current City initiatives and the ability to build upon those successes to further resolve rental housing issues without significant impact to people living in or providing safe legal rental accommodations as demonstrated through data analysis;
- The potential for improvements in resolving rental housing issues through further education, engagement and partnership with stakeholders;
- Ontario Human Rights Commission input;
- The potential impact and delay that could result from legal challenges to a rental licensing by-law;
- Recent market shifts and changes in the rental housing market;
- The costs and benefits of a licensing program as compared to the costs

- and benefits of the recommended alternative; and
- Input received from stakeholders during public consultation.

Based on this further evaluation, and analysis of five potential licensing programs, staff concludes that the recommended approach to not license rental housing presents a viable, practical and affordable method to address the issues associated with rental housing without significant impact to those stakeholders living in or providing safe legal rental accommodations and with positive benefits to neighbouring residents.

While a licensing program may increase the City's ability to address certain issues associated with rental housing; licensing is not able to address behavioural issues or whether a dwelling is owner or tenant occupied which some stakeholders have linked to concerns around the destabilization of neighbourhoods. Licensing also has the potential to impact all tenants and landlords of qualifying rental properties rather than focus resources on illegal/non-compliant problem properties.

Key performance indicators would be used to measure and monitor the outcomes of the recommended approach. If the recommended approach does not produce the results anticipated, staff will review further options, including but not limited to licensing.

## **FINANCIAL IMPLICATIONS**

There are no new 2014 financial implications to supporting the recommended approach. An existing budget of \$25,000 is available to fund the development of a Communications Plan and the initial phase of the development of educational materials for tenants and neighbours of rental accommodations. Existing resources can also be used in 2014 to begin the process to improve the Building Services proactive enforcement program and continued support of community partnerships.

There are specific elements in the recommended approach that will be subject to future budget approvals. The largest investment would be an initial year one operating cost of \$135,000 for an additional full-time proactive inspector in Building Services which would decrease to an annualized base cost of approximately \$100,000 in subsequent years. There may also be additional future costs associated with the Communications Plan developed in 2014. The research performed this year would establish a recommended budget for future years, with costs dependent on the degree of community partnership opportunities and the amount and type of media used etc. For the purposes of this report, staff estimates a campaign could cost \$20,000-\$30,000 per year, which may be shared among participating organizations. This amount may change based on further research and costs would be submitted as part of future operating budgets.



Should Council approve in principle, the recommended approach outlined in this report, a budget package would be prepared for consideration during the 2015 budget process. The addition of a full time cross-trained Inspector will result in the ability to maintain the current number of proactive zoning investigations, while enhancing the quality and benefits of the outcomes by identifying and resolving not only zoning, but property standards and building code issues as well. This position will also create additional capacity to focus on search warrants, pursuing repeat offenders (e.g. "zero-tolerance" approach), communications and outreach, while maintaining current levels of proactive zoning inspections. Therefore, additional workload relating to the Committee of Adjustment and/or the Ontario Municipal Board is not anticipated.

All other recommended improvements to the proactive enforcement program, including the streamlining of existing enforcement methods, could be accomplished using existing resources and approved budget.

### **ACTION REQUIRED**

To receive the Rental Housing Licensing Recommended Approach report and approve in principle, the recommended alternative approach as set out in Attachment 1, subject to future budget considerations.

### **RECOMMENDATION**

1. That Report 14-29 from Planning, Building, Engineering and Environment regarding the Rental Housing Licensing Recommended Approach dated August 5, 2014 be received.
2. That Council approve, in principle, the recommended alternative approach to a rental housing licensing program described in Report 14-29 from Planning, Building, Engineering and Environment dated August 5, 2014.
3. That the proposed expansion package for one full-time proactive inspector and a comprehensive communications and education plan be referred to the 2015 budget process.

### **BACKGROUND**

#### **Rental Housing Licensing Directions**

On February 25, 2013, PBEE Report 13-04 Rental Housing Licensing Directions was presented to PBEE Committee in response to a number of Council resolutions directing staff to proceed with the development of a rental housing licensing program for Council's consideration. The key issues identified with rental housing in PBEE Report 13-04 included:

- Health, safety and well-being of tenants;
- Neighbourhood destabilization and deterioration;
- Disruptive behavior;

- Lack of information about rental housing stock and inequality among rental housing providers since compliant business owners are currently competing with noncompliant business owners;
- Enforcement challenges; and
- Funding implications (to various stakeholders, including the City tax base, landlords of rental properties and tenants).

The directions presented were looked at comprehensively so that the appropriate tool(s) could be identified and used in an integrated manner. It was identified that the licensing of rental housing is an approach permitted under the Municipal Act to regulate the business of rental housing. The proposed licensing directions were city wide, inclusive and dealt with key items tied to the purpose of licensing, to support the health, safety and well-being of persons and protection of persons and property. The report recommended licensing all businesses that rent living accommodations except for apartment buildings, group homes, emergency shelters, student residences operated by universities or colleges, and social housing with an administrative and/or funding relationship with the County of Wellington, which have been approved for exemption. In total it was estimated that 8,700 rental dwellings units could have been subject to licensing.

## **Rental Housing Licensing Cost-Benefit Analysis**

Following receipt of the licensing directions report, Council requested staff to complete a cost-benefit analysis on the proposed direction prior to proceeding with public consultation on the proposed licensing program. On July 15, 2013, staff presented PBEE Report 13-32 Rental Housing Licensing Cost-Benefit Analysis. The report provided a cost-benefit analysis of the proposed licensing directions and included an analysis of three licensing options which varied in program timing, cost and risk.

The PBEE report concluded that the benefits of a licensing program outweighed costs given that a licensing program could, among other things:

- Increase the safety and well-being for tenants of low rise residential units with minimal financial impact;
- Assist in managing neighbourhood destabilization and deterioration (note: does not include the related matter of whether a property is owner or renter occupied);
- Assist in creating equality amongst rental housing providers; and
- Be based on a cost recovery model avoiding any financial burden on the general tax base.

## **Community Engagement**

In July 2013, Council authorized staff to proceed with public consultation on the proposed licensing directions and cost-benefit analysis to guide the development of a rental housing licensing program. Council also requested that additional licensing options be considered during the public consultation process using a risk-based

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approach and that staff consider the establishment of a citizen's advisory committee.

Throughout this process, comment letters and emails have been received from stakeholders expressing concerns and support for licensing. Generally, the input gathered through letters and emails echoed the comments received through the formal community engagement.

A Community Engagement Plan was developed to solicit community feedback on licensing options via an online feedback form on the website during the month of November, as well as two community engagement meetings on November 19 and 21, 2013. The community engagement meetings included an overview of the housing directions report, cost-benefit analysis and five rental housing licensing options (three options presented to Council in July 2013, plus two additional options developed by staff as directed by Council). At the first meeting on November 19, facilitated breakout groups were used to guide participants through general questions regarding rental housing licensing costs and benefits. The second meeting on November 21 focused on potential elements of a licensing program (e.g. length of program, level of risk, potential penalties, etc.). The information provided during the community engagement meetings was made available on the City website, along with the online feedback form, which included many of the same questions from the facilitated meetings. This allowed stakeholders, who were unable to attend the community engagement meetings, to have the same information as those who attended the meetings so that informed feedback could be provided.

Attachment 2 - Summary of Community Engagement Results provides a compilation of the results collected via the online feedback form and during the two community engagement meetings. These questions were not developed as a survey, with a statistically representative sample population. Instead the community engagement work provided an open and inclusive invitation, venue and common format for all stakeholders to participate and share their views with City staff and others. The public meetings also provided stakeholders an opportunity to learn about the City's work on rental housing licensing and to ask clarifying questions about the feedback questions. As a result, the information gathered from the community engagement work provides a summary of opinions expressed by those who chose to participate. This feedback was analyzed by staff and was one input into the development of the recommended approach.

The community engagement meetings and online feedback form had an excellent level of participation with 319 responses received. Of those 319 responses, 50% self-identified as landlords, 34% self-identified as residents and 10% self-identified as tenants. The community engagement meetings and online survey were advertised through newspaper, internet, direct mailings to the stakeholder contact list, and through partner organizations including the University of Guelph.

The majority of respondents (58%) did not feel that a rental housing licensing program would assist in addressing the identified issues with rental housing. Looking at responses by stakeholder group, both the majority of tenants and the majority of landlords (two groups that would be directly affected by licensing) believed that licensing would not assist in addressing the identified issues with rental housing. Some respondents suggested that if a licensing option was to proceed, it would have to function with minimal resources in order to keep costs low and palatable to stakeholders.

The following summary captures the main concerns and points raised through the process from those participants who were not in support of licensing and those who were in support of licensing.

### **Not Supportive of Licensing**

- Costs would be passed onto tenants and potentially create an affordability issue;
- Licensing would require “good landlords” to have to pay for the shortcomings of “bad landlords”;
- Landlords would be faced with an onerous process with no real benefit;
- There would be an increase in non-compliance due to more rentals going underground;
- Licensing would not directly address behaviour issues;
- City could achieve desired results by continued/better enforcement of existing by-laws.

### **Supportive of Licensing**

- Concerns with the safety of some rental units;
- Help address concerns with inequality amongst housing providers;
- Initial costs of a licensing program could result in long term benefits (e.g. access, penalties, coordinated enforcement);
- Recognize rental properties as the business that they are;
- Help address problem areas (e.g. ongoing property standards and parking issues).

In addition, a Rental Housing Licensing Community Working Group was established in December 2013. The Community Working Group included representatives from landlords, tenants, community residents, the University of Guelph and the Wellington and Guelph Housing Committee. Three working group meetings were held in January and February 2014. The working group reviewed the results of the community feedback obtained in November 2013, provided feedback to staff on elements of a potential rental housing licensing program and explored an alternative approach to licensing to respond to ongoing concerns with rental housing.

## REPORT

### Staff Analysis

In PBEE Report 13-32 (July 15, 2013), staff concluded that the benefits of licensing outweighed the costs based on an evaluation of the licensing options prepared by staff in accordance with the proposed licensing direction presented in PBEE Report 13-04 (February 19, 2013). While this conclusion is still valid in and of itself, as a result of staff's continued objective to identify the option that most effectively balances costs and benefits; staff evaluated the costs and benefits of licensing against the costs and benefits of an alternative approach. It is this comparative evaluation, along with the results of the community engagement that occurred between July 2013 and March 2014, that has resulted in staff bringing forward the alternative approach recommended in this report.

### Key Considerations & Analysis:

A number of key considerations were taken into account during staff's analysis, including:

- **Current City Initiatives and Programs:** The success of current initiatives and programs and the ability to build upon those successes to further improve rental housing issues without significant impact to stakeholders living in or providing safe legal rental accommodations;
- **Education, Engagement and Partnerships with Stakeholders:** The potential for improvements in resolving rental housing issues through further education, engagement and partnership with stakeholders;
- **Ontario Human Rights Commission:** Ontario Human Rights Commission input;
- **Potential Challenges:** The potential impact and delay that could result from legal challenges to a rental licensing by-law;
- **Rental Housing Supply:** recent market shifts and changes in the rental housing market; and
- **Public and Stakeholder Input:** The comments and concerns provided by stakeholders during public consultation were analyzed in relation to the costs and benefits of licensing.

Each of these considerations is addressed below.

### Current City Initiatives and Programs

As part of staff's analysis, the progress of the proactive enforcement program was reviewed. Staff found that there has been considerable success in improving both living accommodations and neighbourhood conditions with these current initiatives. The City's previous and ongoing investments in the proactive enforcement program and the resulting benefits of the investment are outlined below.

# STAFF REPORT



During the 2010 budget process, Council approved the hiring of a Proactive Zoning Inspector, a Fire Prevention Officer and an expansion package for 1.75 FTE's to the By-law Compliance and Security Division's Enhanced Enforcement program. In 2013, Council also approved a seasonal (0.5 FTE) Proactive Property Standards Inspector.

Prior to the commencement of the proactive program, shared rental housing investigations relating to lodging houses, driveways, accessory apartments, two-unit house registration and identification of Ontario Building Code violations were limited to reactive enforcement (complaint based enforcement). Complaints related to shared rental housing averaged approximately 115 per year, with the majority of zoning staff time spent on other issues.

A Proactive Zoning Inspector was hired in late 2011 with full implementation of the proactive program commencing in 2012. Since this time, there have been more than 950 proactive investigations conducted in addition to the over 200 complaint based investigations over the same time period. Since 2012, Building Services has identified 548 unregistered accessory apartments, 354 of which have now been upgraded and registered with the city, 35 removed, and 159 in the process of being brought into compliance. Additionally since this time, Building Services has identified 149 lodging houses, 18 of which have been certified, 115 removed and 16 in the process of becoming compliant. Much of this success can be attributed to the proactive enforcement program. While the goal of Building Services is to gain voluntary compliance, the proactive enforcement program has resulted in more than 290 charges being laid for non-compliance with the Zoning By-Law, Two-Unit House Registration and/or the Ontario Building Code since 2012. Prior to this time period only a handful of charges were laid per year. While calls for service did not significantly decrease, staff attributes this to increased education and awareness due in part to the proactive program and the Interim Control By-Law.

Prior to 2013, identification and resolution of proactive property standards issues relating to long grass, debris and derelict vehicles etc. averaged approximately 130 per year. Council's approval to hire a seasonal (0.5 FTE) Proactive Property Standards Inspector in 2013 helped contribute to the proactive investigation and resolution of 470 proactive property standards infractions that year.

These successes have not gone without challenges. Since 2012, over \$12,500 in fines have been levied relating to proactive enforcement; however, most of these are from relatively low fine amounts which may be considered the cost of doing business by some. Additionally, under the proactive enforcement program, staff has been unable to gain access to 104 (approximately 13%) of the 792 dwellings where access was required to determine safety or compliance with municipal regulations.

The By-law Compliance and Security Division's Enhanced Enforcement Program has also been successful in addressing neighbourhood issues. Staff has seen the number of calls for service relating to noise reduced. In 2012 By-law staff attended 2,733 noise calls. In 2013, this number was reduced to 2,170. This program, along with the Nuisance Party By-law, updating of the Noise By-law, an increase in set fines for noise violations, and continued collaboration with other partners (such as the University of Guelph's Restorative Alternatives Pilot Program), have likely contributed to the reduction of noise calls attended by By-law staff.

Fire Prevention has also played a key role in assisting with the ongoing efforts to improve rental housing conditions. Since 2011, Fire Prevention has inspected over 260 properties, which includes involvement with 195 two-unit house registrations and the identification and resolution of 573 fire code violations.

While staff believes a licensing program could further assist in improving some issues related to rental housing, it cannot directly address behavioural issues which is a key concern for many stakeholders. Staff is of the opinion that although the proactive and enhanced enforcement programs are in their early stages, they have had demonstrated results in improving issues related to rental housing. Staff has identified alternative enforcement options that will assist in overcoming existing challenges relating to fines and access, without significantly affecting those living in or providing safe legal rental accommodations. It is anticipated that with the enforcement options described in the alternative approach, neighbours of rental accommodations will continue to see improvements relating to the conditions of their neighbourhoods.

### **Education, Engagement and Partnerships with Stakeholders**

The City has established working partnerships with local education institutions and neighbourhood associations. The City participates in Guelph's Town and Gown Committee, and supports initiatives administered by the University of Guelph's Off-campus Living Office such as Right Foot Forward, Move-In-Out Madness, and the Restorative Alternatives Pilot Program. As part of staff's analysis, it was identified that education, engagement, and partnership opportunities with stakeholders could be strengthened and improved to assist in overcoming issues relating to rental housing, including but not limited to safety and behavioural issues.

### **Ontario Human Rights Commission and Potential Challenges**

Staff was kept apprised of Ontario Human Rights Commission (OHRC) concerns and other potential challenges related to rental housing licensing.

The Ontario Human Rights Commission has suggested that increases in rents resulting from a licensing program could be found to be discriminatory and contrary to the Human Rights Code if such rent increases impact the affordability of rental housing on a code protected group. All licensing options presented to the public would have an impact on rents if licensing costs were to be passed on to tenants. Therefore those options could be interpreted by the Ontario Human Rights

Commission as discriminatory and could result in legal challenges under the Human Rights Code.

While staff believes that none of the licensing options would be discriminatory in nature, there would be potential for challenges under the Human Rights Code or appeals to the By-Law itself. The cost, resulting delay and impact of potential appeals and challenges to a licensing by-law are unknown. The recommended approach presents a viable, practical and affordable method to address challenges associated with rental housing and should be implemented and measured prior to further consideration of a licensing program. This approach presents a further opportunity to build on the successes of current initiatives and focus on the core issues, rather than the potential distraction, cost, and delay of a possible challenge.

The OHRC submitted a letter dated May 2, 2014 (Attachment 6) expressing support for the alternative approach recommended in this report.

## **Rental Housing Supply**

There have been recent market shifts in the rental market. Approximately 900 units within multi-residential projects have recently been constructed or are coming on stream that appear to target the rental market thereby providing new rental opportunities. The addition of these units may lessen the pressure on the housing supply in existing low density neighbourhoods and may increase competition amongst rental housing providers (potentially resulting in better overall conditions). Staff cannot make a direct correlation at this time, however over the next few years the impact of this influx of multi-residential units on rental conditions will become more apparent and will be further studied through the ongoing Affordable Housing Strategy.

## **Public and Stakeholder Input**

As outlined in the Rental Housing Licensing Cost-Benefit Analysis report (13-32) and under the “Key Considerations & Analysis” of this report, staff believed the benefits of a proposed licensing program outweighed the costs, taking into consideration potential impacts on taxpayers, neighbours to qualifying properties, landlords and tenants. However, the public consultation process identified specific concerns which staff took into consideration in further assessing licensing options and alternatives to licensing. These concerns included:

- The main concern of many stakeholders is behavioural issues, which a licensing program cannot directly address;
- A concern of many stakeholders is the fact that there are rental houses in proximity to them. There are no by-laws, including licensing that can regulate whether a dwelling is rental or owner-occupied;
- Landlords would pass the costs of a license onto tenants;
- Tenants indicated that licensing would lead to increased rents and potential affordability issues; and



- Licensing would impact all tenants and landlords of qualifying rental accommodations, rather than concentrating on illegal/non-compliant properties directly.

Recognizing behavioural issues as the primary concern of stakeholders, a benefit that licensing cannot address, along with the other considerations listed above, staff explored alternatives to licensing. Notwithstanding behavioural issues, staff continues to view licensing as an effective tool in addressing issues related to rental housing. However, further analysis resulted in the identification of an alternative approach that presents a viable, practical and affordable method to address current challenges and issues associated with rental housing.

## ALTERNATIVE APPROACH

Given the reasons outlined in “Key Considerations & Staff Analysis”, staff has developed and evaluated an alternative approach to respond to ongoing concerns and issues with rental housing, as summarized in Attachment 1. This approach would refocus and enhance current initiatives and programs, as well as increase collaboration with stakeholders and community partners to further respond to identified issues associated with rental housing. This recommended approach includes the following:

1. Enhance the Building Services **proactive enforcement** program to further build upon current successes by addressing issues related to rental housing and overcome existing challenges.
2. Work with partners and stakeholders to research, develop and implement a comprehensive **education/communications** plan designed to discourage disruptive behavior and further address rental housing issues.

This approach would continue to build upon the success of current City initiatives to improve tenant safety and behavioural issues. The two components of the recommended approach are further detailed as follows:

### 1. **PROACTIVE ENFORCEMENT**

**Objective:** to improve the Building Services proactive enforcement program and streamline existing enforcement methods.

The existing proactive enforcement program has produced positive results (as discussed in the previous section of this report). To continue to build upon the success of this program and attempt to overcome existing challenges, staff is proposing the following:

- a) **Search Warrants:** As identified in the July 15, 2013 Rental Housing Licensing Cost Benefit Analysis report (13-32) staff have encountered challenges in gaining access to buildings suspected of non-compliance. The City of Hamilton has had recent success with search warrants as part of their proactive enforcement program. With the assistance of our Legal Department, staff would actively pursue search warrants as a tool to

overcome access issues and to improve tenant safety. To obtain a search warrant, an inspector must have reasonable grounds to believe that an offence has been committed and that obtaining a search warrant would afford evidence relevant to the commission of the offence. An application must then be brought forward to a Justice of the Peace or Judge for consideration. While the time that it takes to prepare an application for a search warrant will vary based on the particulars of each circumstance, it is estimated that the average application will add approximately 14-21 additional hours of staff time to a file.

- b) **Streamline Enforcement Methods:** Efficiencies in enforcement methods could be realized by cross-training Zoning and Property Standards Inspectors and by having them qualified to enforce the Ontario Building Code. This efficiency would prevent the need to send multiple inspectors to a single property to deal with issues most commonly found in rental accommodations.
- c) **New Staff Resource:** Improvements to tenant safety and the enhanced proactive enforcement program will be furthered by the addition of a new full-time inspector, cross-trained in zoning, property standards and the Ontario Building Code. The addition of a cross-trained inspector would play a key role in:
- improving the identification and resolution of unsafe/illegal conditions and current proactive inspection levels;
  - obtaining and preparing search warrants; and
  - preparing orders and charge documents.

The addition of this full-time inspector is not intended to focus on increasing the overall number of proactive zoning inspections conducted annually, but rather on creating additional capacity to focus on other aspects of the enhanced enforcement program, such as search warrants, pursuing repeat offenders (e.g. the “zero-tolerance” approach), communications and outreach. The net effect would not be an increase in the quantity of proactive inspections, but rather enhancing the quality and benefits of the outcomes by identifying and resolving not only zoning, but property standards and building code issues as well. Therefore, additional workload relating to the Committee of Adjustment and/or the Ontario Municipal Board are not anticipated, but will be monitored.

While the number of zoning investigations is anticipated to remain at current levels, the number of proactive property standards and Ontario Building Code inspections will increase, thus resulting in further improvements to neighborhood conditions and safety of rental units.

- d) **Zero Tolerance for Repeat Offenders:** Staff often proceed with full enforcement to the extent that statutory requirements allow for repeat offenders, however a formalized process has not been established. This approach would formalize a zero-tolerance approach for enforcement activity on properties where a person has previously been in violation of City by-laws and/or the Ontario Building Code. This could apply to any properties in the City that a person is associated with through ownership or property management functions. Where resources allow, the zero tolerance approach would involve immediate commencement of full enforcement to the extent that statutory requirements allow. The following table outlines the potential action that could result upon confirmation of a violation by a repeat offender:

By-Law or Code	Action
Ontario Building Code	Issue an Order – resulting in increased fees and/or Charge (dependant on evidence)
Yard Maintenance By-Law	Issue 5 day notice
Property Standards By-Law	Issue an Order
Zoning By-Law	Charge
Two-Unit House Registration By-Law	Charge

The ability to implement and proceed with an immediate Order or immediate legal action would be dependent on resource availability at the time of the violation. An additional inspector cross-trained in zoning, property standards and the Ontario Building Code would play a key role in the implementation of a formalized zero-tolerance approach for repeat offenders.

- e) **Increased Fines for Zoning, Two Unit Registration, Property Standards, Yard Maintenance and Ontario Building Code Violations:** With the pursuit of search warrants, efficiencies in enforcement methods and the addition of a staff resource, staff would be in a better position to pursue legal action against those unwilling to voluntarily comply and provide safe legal rental accommodations. Increasing fines would provide a further deterrent to circumventing applicable legislation. This approach would include making an application to the Regional Senior Justice to increase “Set Fines” for various offences. The process, from internal preparation time, to the return of the application from the Regional Senior Justice, is estimated to take between

# STAFF REPORT

6-12 months. Existing resources would be used to complete this process. While the appropriate fine amount depends on the nature of the offence, staff believes a fine of at least \$500 for a first time offence is warranted. For a second offence, staff would proceed by way of a Part III and would generally recommend progressively higher fines to the prosecutor for subsequent offences based on the severity of the violation. Maximum prescribed fines are as follows:

By-Law or Building Code	Maximum Fine
<b>Zoning By-Law</b>	<b>Person</b> \$25,000 and \$10,000 for each day <b>Corporation</b> \$50,000 and \$25,000 for each day
<b>Two-Unit House Registration By-Law</b>	\$5,000
<b>Yard Maintenance By-Law</b>	\$100,000
<b>Ontario Building Code (Including Property Standards)</b>	<b>Person</b> \$50,000 for a first offence, \$100,000 for a subsequent offence <b>Corporation</b> \$100,000 for a first offence, \$200,000 for a subsequent offence.

- f) **Monitoring:** Staff are committed to the ongoing monitoring of the Building Services enhanced enforcement program to gauge effectiveness and continuously make improvements. Key performance indicators would be used to measure and monitor the progress of the proactive enforcement program and to report annually to the Planning, Building, Engineering and Environment Committee. Key performance indicators, such as the ratio of dwelling units attended to the ratio of dwelling units accessed, could assist in measuring the success of improved communication/education and search warrants as they relate to access.

## 2. **COMMUNICATIONS, EDUCATION AND COMMUNITY PARTNERSHIPS**

**Objective:** to collaborate with community partners and stakeholders to research and develop communications and education programs designed to promote safe legal living accommodations and discourage disruptive or disrespectful behaviour, particularly in neighbourhoods with high concentrations of rental housing.

- a) **Community Partnerships:** Concerns about disruptive behaviour, excessive noise, parties, litter, vandalism etc. cannot be addressed by the City alone. This approach proposes to build upon existing community partnerships and initiate new partnerships with education institutions, community organizations, groups and individuals to work together to build

a sense of community and neighbourhood harmony.

- b) **Communication and Education:** To bolster existing efforts, this approach would include further collaboration with a range of organizations and individuals (landlords, tenants, neighbours, student associations, clubs, University of Guelph, neighbourhood groups, etc.) to encourage their participation in the development and implementation of a community-driven campaign to reduce disruptive and disrespectful behaviour. Further collaboration with these and other organizations and individuals would also be used to improve communication and education initiatives with key stakeholders to address safety concerns (including access issues) and other challenges associated with rental housing to improve conditions in neighbourhoods.
- c) **Promoting Neighbourhood Cohesion:** Typically, the role of government has been to develop and enforce by-laws, and take action upon a violation. While rules and laws may act as a deterrent, they do not foster a genuine desire to behave differently.

Much like it has done with water conservation, under this approach the City would sponsor and collaborate with other organizations to develop and implement a campaign that promotes an increased sense of neighbourhood cohesion; the City would play a smaller role in a community-led efforts to encourage landlords and tenants to be better neighbours.

Campaigns like this are called “community-based social marketing”, and they typically promote health, safety, and environmental citizenship (e.g. don’t drink and drive, energy conservation etc.)

Before taking this approach it is important for City Council and community stakeholders to understand that community-based social marketing campaigns require sustained effort and resources over a period of years, and, when they are successful, they can result in real, permanent behavioural and/or cultural change.

## STAFF’S RECOMMENDED APPROACH

### Comparative Analysis of the Costs and Benefits of the Alternative Approach vs Licensing

Based on staff analysis of rental housing licensing options and alternatives and taking into consideration the results of the extensive community engagement work, staff is of the opinion that the alternative approach described in this report and in Attachment 1:

- Is a more cost effective and efficient response than licensing;
- Can directly target suspected unsafe non-compliant properties; and

# STAFF REPORT

- Addresses the majority of issues.

Staff further recommend that the alternative approach be approved by Council and that licensing not be pursued at this time.

Attachment 3 (Comparative Analysis: Benefits of Recommended Approach vs. Benefits of a Licensing Program) outlines the identified issues with rental housing and compares the limitations of the existing City program to the increased benefits that could be provided through the recommended approach or through licensing. The recommended approach will continue to improve conditions in neighbourhoods with high concentrations of rental housing and address the key issues. This approach involves refocusing and enhancing current initiatives with known costs, while promoting the further engagement and empowerment of stakeholders to improve the safety, well-being and overall enjoyment of our neighbourhoods.

It is important to note that a licensing program cannot directly address behavioural issues which is a key issue raised by neighbourhood residents. The recommended approach can address behavioural issues through enhanced communications, education and community partnerships, and continued enforcement of existing by-laws. The City, in cooperation with the University of Guelph, has demonstrated success in recent years with respect to responding to and resolving behavioural issues (e.g., noise, garbage, property standards, and nuisance parties).

The benefits of the Recommended Approach include the following:

- Improved neighbourhood conditions with a primary focus on non-compliant properties;
- Tenants will be better informed of basic safety hazards and may choose not to live in unsafe units or may initiate inspection or reconsider inspection requests to ensure their units are safe and legal;
- Improved education initiatives may assist in the identification and prevention of zoning, parking and property standards issues;
- Community driven campaigns designed to increase neighborhood cohesion and foster a genuine change in behavior; and
- Strengthened partnerships and empowerment of stakeholders to improve the safety and wellbeing of residents and to create and maintain vibrant neighbourhoods for all to enjoy.

While the recommended approach does not contain all the benefits that can be attributed to licensing; it builds on the demonstrated success of current City initiatives without significantly affecting those living in or providing safe legal rental accommodations. When compared to the recommended approach, staff is of the opinion that targeting all rental housing through licensing is not the most efficient approach at this time.

# STAFF REPORT

The benefits of licensing that cannot be achieved with the recommended approach include:

- Recurring inspections of licensed rental dwellings;
- Additional property and landlord information that could be required with a license (e.g. contact information, insurance information, parking plan);
- Creation of a registry of licensed rental dwellings;
- Ability to revoke a license where issues are not resolved; and
- Efficiencies of enforcement processes that are only available when a licensing by-law is in effect (e.g., administrative monetary penalties).

The recommended approach is estimated to cost an average of up to \$150,000 per year with the costs borne by the taxbase (based on the five year average of an additional FTE and the upper estimate of a communication/education campaign - See Attachment 4 for Costs of Recommended Approach and Licensing Options). If the recommended approach is approved, staff would bring an expansion package forward during the 2015 budget process for consideration at that time. All other improvements to the proactive enforcement program, including the streamlining of existing enforcement methods, could be accomplished using existing resources and approved budget. However, should approval of an additional inspector during the 2015 budget process not be granted, a reduction in the number of proactive investigations and prosecutions will occur. This would be caused by an increased focus on search warrants and implementing a formalized zero-tolerance approach for repeat offenders.

Comparatively, the estimated cost of a licensing program would range from an annual average of \$264,000 to \$1,572,000 with the costs borne by either the tax base or the licensee or combination of the two (see Attachment 4). The low end of the range relies upon self-certification and the willingness of landlords to comply with the regulations of a licensing program.

Staff is committed to improving issues related to rental housing. Should the alternative recommended approach not produce the results anticipated over the next few years, staff will review further options, including but not limited to licensing.

## **Next Steps**

Should Council endorse, in principle, staff's recommended approach outlined in Attachment 1, staff would, in addition to continuing with a number of existing program areas such as enhanced fire prevention, enforcement of the noise and nuisance party by-laws and participation on the Town and Gown Committee, initiate a number of elements of the recommended approach in 2014 including:

- Creating a search warrant team;
- Streamlining of enforcement methods;
- Requesting increased set fines;

# STAFF REPORT



- Completing initial improvements to educational materials for stakeholders; and
- Researching and developing a comprehensive education/communications plan for stakeholders.

A budget package would be prepared for aspects of the recommended approach that require additional resources to be initiated in 2015, including increased staff resources for Building Services proactive enforcement and to implement communications materials for stakeholders.

## **CORPORATE STRATEGIC PLAN**

**1.2 Organizational Excellence** - Develop collaborative work teams and apply whole systems thinking to deliver creative solutions.

**2.1 Innovation in Local Government** - Build an adaptive environment for government innovation to ensure fiscal and service sustainability.

**2.2 Innovation in Local Government** - Deliver public services better.

**2.3 Innovation in Local Government** - Ensure accountability, transparency and engagement.

**3.1 City Building** - Ensure a well-designed, safe, inclusive, appealing and sustainable City.

**3.2 City Building** - Be economically viable, resilient, diverse and attractive for business.

## **FINANCIAL IMPLICATIONS:**

There are no new 2014 financial implications to supporting the recommended alternative approach. An existing budget of \$25,000 is available to fund the development of a Communications Plan and the implementation of some components in 2014 to address education materials for tenants and neighbours of rental accommodations. Existing resources could also be used for additional elements recommended to start in 2014. These new elements include some improvements to the Building Services enforcement program, streamlining of existing enforcement methods, research and development of a comprehensive education/communications plan, and continued support of community partnerships.

While many of the elements of this recommended approach can be completed through creating efficiencies and utilizing current resources, there are financial implications for the following components:

1. The addition of a full time inspector in Building Services cross-trained in zoning, property standards and the Ontario Building Code would cost approximately \$135,000 initially and approximately \$100,000 for subsequent years.



2. There is currently an approved budget of \$25,000 to research, develop and begin implementing a comprehensive education/communications campaign this fall. If Council endorses, in principle, the recommended approach, staff will bring forward a corresponding budget package for consideration during the 2015 budget process. The research performed this year would establish a recommended budget for future years; costs are dependent on community partnership opportunities and the amount and type of media used etc. Staff estimates a campaign could cost \$20,000-\$30,000 per year, to be shared among participating organizations and agencies depending on available resources. This amount may change based on further research with costs submitted for approval as part of future operating budgets.

Should the budget package not be approved, all other recommended improvements to the proactive enforcement program, including the streamlining of existing enforcement methods, could be accomplished using existing resources and approved budget; however, a reduction in the number of proactive investigations and prosecutions will occur. This would be caused by an increased focus on search warrants and implementing a formalized zero-tolerance approach for repeat offenders.

## **DEPARTMENTAL CONSULTATION:**

Planning, Building, Zoning, By-law Compliance Security and Licensing Department, Fire, Corporate Communications, Community Engagement and Legal Services staff have been part of the staff working group that have contributed to the contents of this report.

## **COMMUNICATIONS:**

A Community Engagement Plan was developed and maintained in coordination with Community Engagement and Corporate Communications staff. Public notice of the November 2013 community engagement sessions was advertised through the newspaper, City website, direct mailings to our stakeholder contact list, and through other groups, e.g. University of Guelph, Town and Gown Committee and Wellington and Guelph Housing Committee. Community Engagement results were posted on the City's website in March 2014. Notice of this report was provided to our stakeholder contact list.

The City's website includes relevant information regarding current City requirements and activities regarding rental housing.

# STAFF REPORT



## ATTACHMENTS

Attachment 1	Recommended Approach
Attachment 2	Summary of Community Engagement Results
Attachment 3	Comparative Analysis: Benefits of Recommended Approach vs. Benefits of a Licensing Program
Attachment 4	Cost Analysis
Attachment 5	Shared Rental Housing Statistics
Attachment 6	Letter from Ontario Human Rights Commission

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**Report to Planning, Building, Engineering & Environment Committee**  
**Rental Housing Licensing Recommended Approach**  
**August 5, 2014**

**Attachment 1**  
**Recommended Approach**

<b>Task</b>	<b>Existing</b>	<b>2014</b>	<b>2015</b>
<b>Proactive Enforcement</b>			
Continue enhanced fire prevention			
Continue enhanced noise and nuisance party by-laws			
Continue existing proactive enforcement			
Continue enhanced enforcement reporting			
Create search warrant team			
Seek to establish increased fines			
Cross train inspectors			
*Increase staff resources for proactive zoning enforcement and further legal initiatives			
**Zero tolerance approach for repeat offenders			
<b>Communications, Education and Community Partnerships</b>			
Continue to participate on Town and Gown committee			
Continue to support U of G programs			
**Collaborate with community groups and stakeholders to research and develop communications and education programs designed to improve behavioural and other rental housing issues.			

\*Task subject to budget approval.

\*\*Task effectiveness dependent on budget approval

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

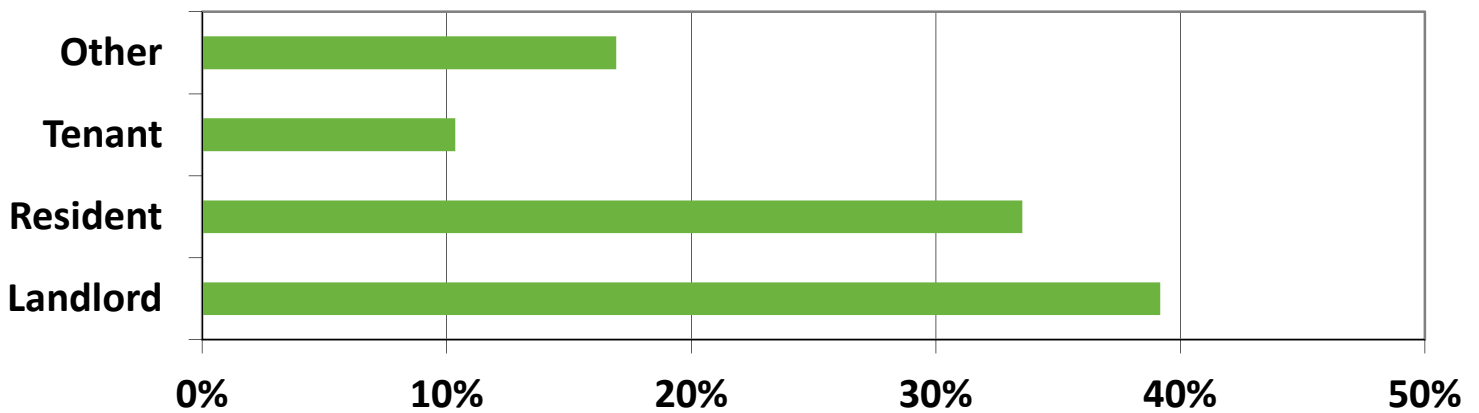
Community Engagement Results are based on the following sources:

Community Engagement Session November 19, 2013; Questions 1 – 6 (87 Respondents)

Community Engagement Session November 21, 2013; Questions 1, 7-19 (43 Respondents)

Online Questionnaire November 20 – 30, 2013; Questions 1 – 19 (199 Respondents)

1. I am a:



	Landlord	Resident	Tenant	Other	Total
Count	125	107	33	54	319
Percentage	39%	34%	10%	17%	100%

Other responses include:

- Multiple selection, e.g. Landlord/Community
- University of Guelph
- Neighbourhood Group
- Realtor
- Potential Landlord

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

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2. Please identify any other issues with rental housing that are not listed below.

- Tenant health, safety and well-being
- Neighborhood destabilization and deterioration
- Disruptive behavior
- Lack of information about housing stock
- Inequality among rental housing providers
- Enforcement challenges
- Funding implications

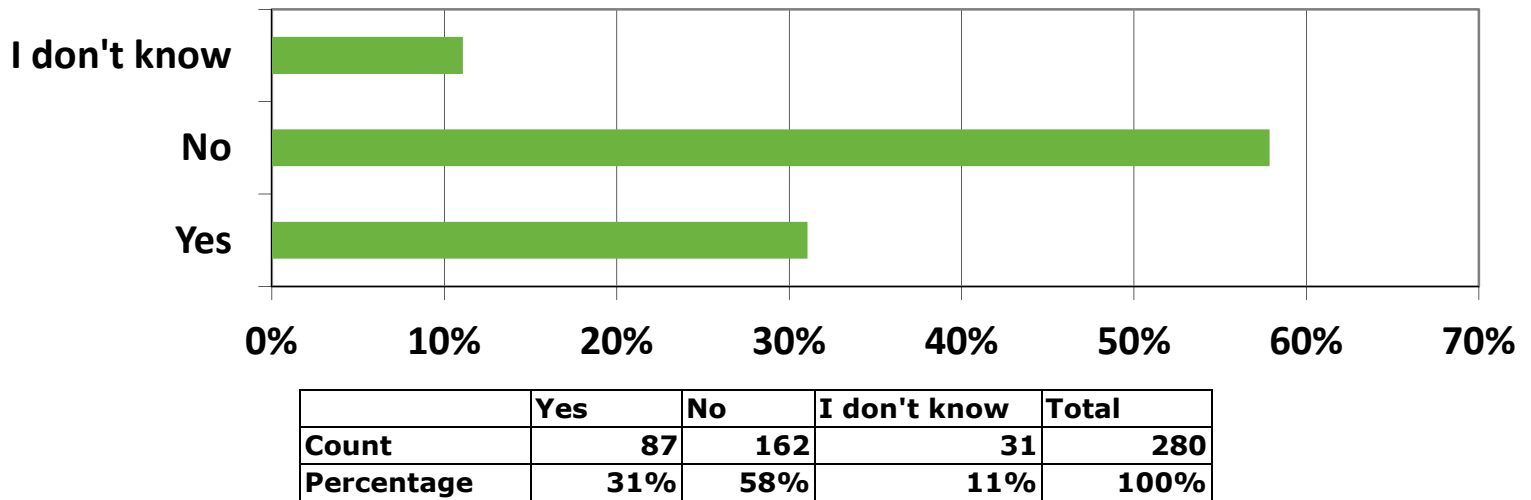
Other Issues:

- Tenant Registration
- Underground housing
- Realtors selling illegal rental properties and stating they are legal
- Affordability
- Parking issues
- Privacy
- Cash grab for the City
- Rent increase

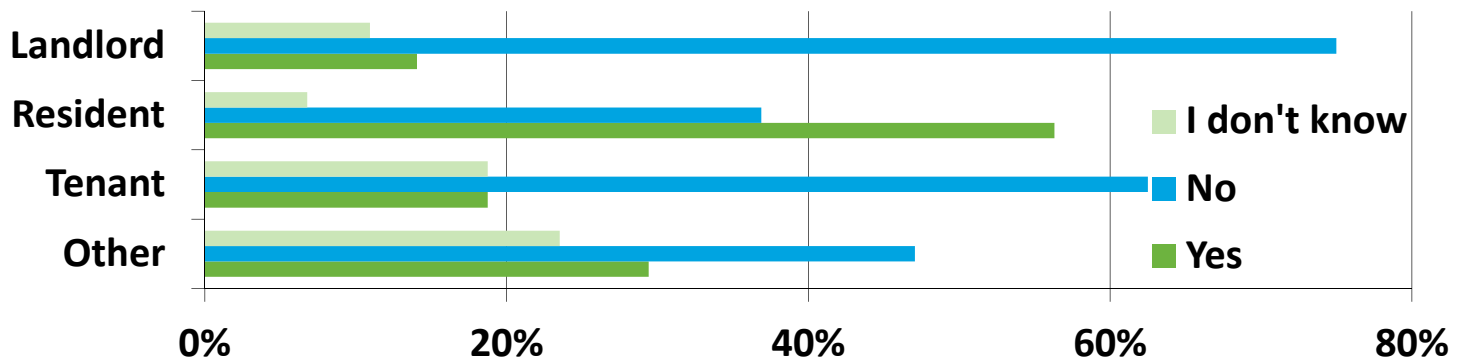
# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

3. In your opinion, could rental housing licensing assist in addressing the identified issues with rental housing?



### Question 3 - Breakdown of Response by Stakeholder



	Yes	No	I don't know	Total
Landlord	18	96	14	128
Resident	58	38	7	103
Tenant	6	20	6	32
Other	5	8	4	17

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

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4. Please identify any other benefits/advantages of licensing that are not listed below.

- Apply specifically to rental housing
- Apply equally to new and existing rental housing
- Require regular inspections to ensure safety is maintained
- Require proof of appropriate insurance
- Paid for by the housing provider
- Enhance safety of tenants
- Reduced competition from non-compliant properties

Other advantages/benefits:

- No advantages/benefits

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results



5. Please identify any other costs/disadvantages of licensing that are not listed below.

- Financial costs associated with license
- Financial costs associated with insurance
- Financial costs associated with bringing property into compliance
- Potential loss of rental income due to enforcement
- Potential loss of affordable housing stock

Other costs/disadvantages:

- Doesn't address behavior issues
- Condos and apartments aren't being addressed
- Large admin unit required
- Rich get Richer – small renters get left behind and large renters increase due to properties for sale
- Punishment
- Increase in rent on tenants
- Inequality
- Fixed income
- Prejudice to tenants
- Tax increase
- No enforcement on the "slum landlords"
- Discrimination
- Time consuming
- Increase in rental properties - properties will reduce to 4 bedrooms rented and then more properties purchased to fill the gaps
- Privacy
- Stress – tenant and landlord

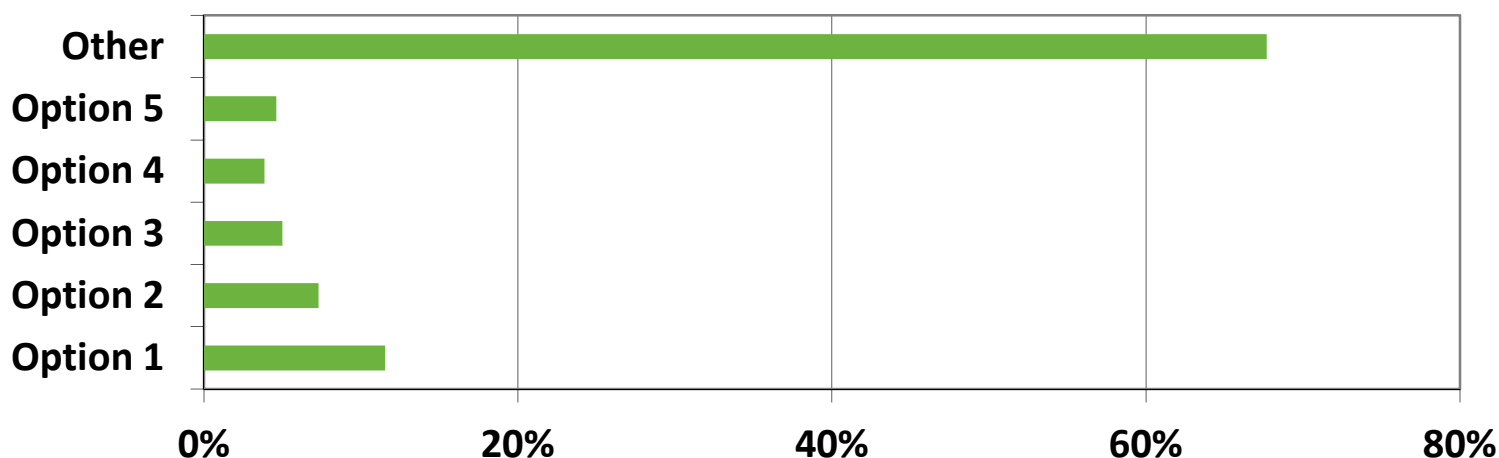


# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

6. Please identify your preferred rental housing licensing option.

- Option 1: Annual renewal, Annual inspection (\$132/bedroom/year est.)
- Option 2: Two year renewal, Inspect every two years (\$90/bedroom/year est.)
- Option 3: Annual renewal, Self certification, Risk-based inspection (e.g. properties with complaints and/or history of non-compliance) (\$62/bedroom/year est.)
- Option 4: Two year renewal, Self certification, Risk-based inspection (\$53/bedroom/year est.)
- Option 5: Two year renewal, Self certification, Risk-based approach (fewer inspections than option 4) (\$45/bedroom/year est.)
- Other: Self Regulate, Varying Time, No Licence, Misc.

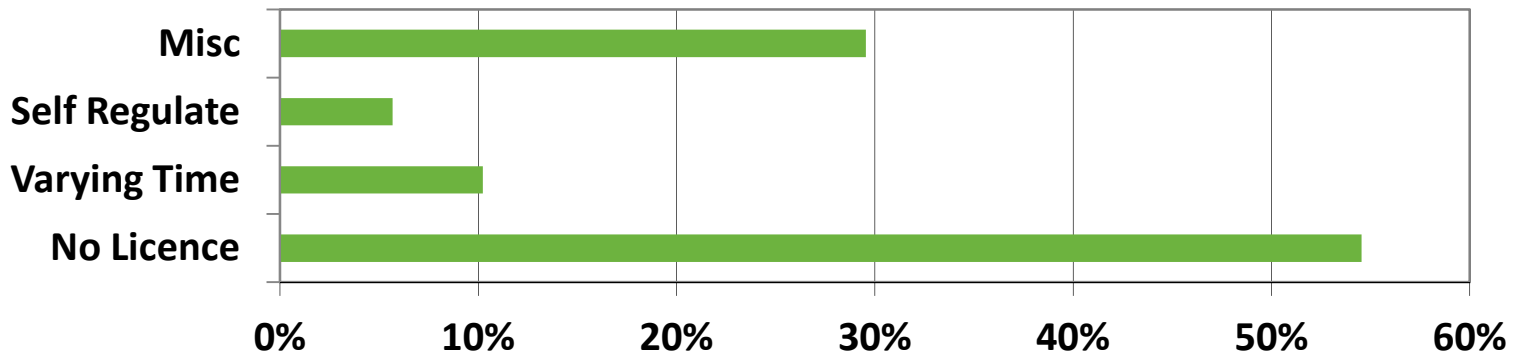


	Option 1	Option 2	Option 3	Option 4	Option 5	Other	Total
Count	30	19	13	10	12	176	260
Percentage	12%	7%	5%	4%	5%	68%	100%

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

### Question 6 - Breakdown of Other Response



	No Licence	Varying Time	Self Regulate	Misc.	Total
Count	96	18	10	52	176
Percentage	55%	10%	6%	30%	100%

Misc. responses include:

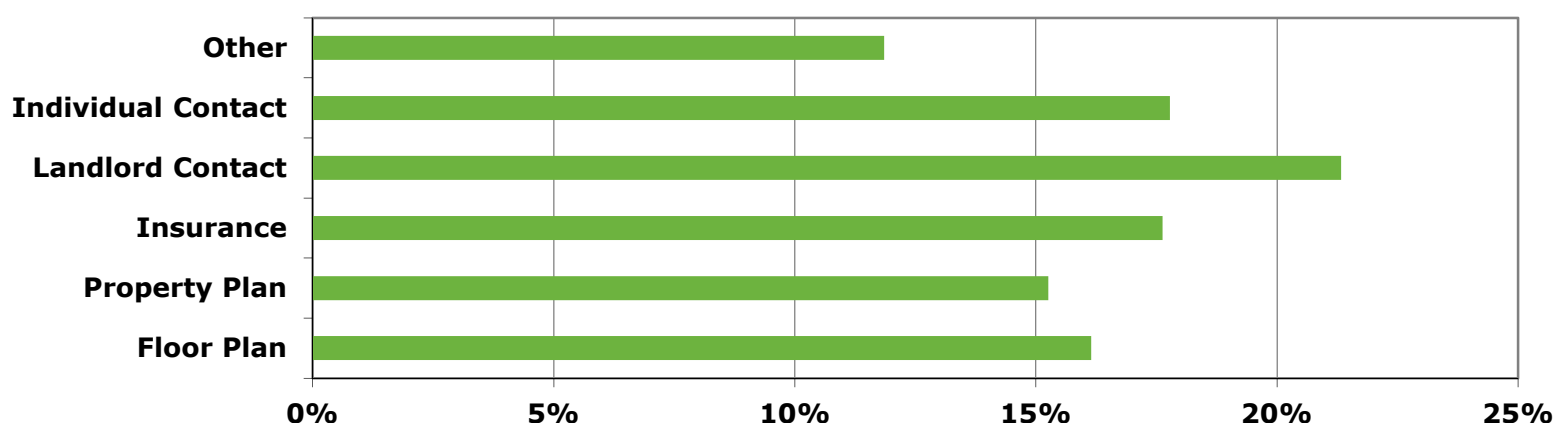
- One time licence, no renewal
- No cost if no complaints
- Comments made on licensing program elements, e.g. exclude owner occupied properties, revoke licence if requirements not met, large fines

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

7. Please select all items that should be required as part of a rental housing licence.

- Floor plan (number and location of all bedrooms to be rented, other rooms identified and location of fire exits)
- Property plan (parking spaces, solid waste containers)
- Insurance (Proof of insurance)
- Landlord Contact (Name and contact information of a landlord)
- Individual Contact (Name and contact information of an individual residing within the City authorized to respond to management issues regarding the rental living accommodation (if different from above))
- Other



	Floor Plan	Property Plan	Insurance	Landlord Contact	Individual Contact	Other	Total
<b>Count</b>	<b>109</b>	<b>103</b>	<b>119</b>	<b>144</b>	<b>120</b>	<b>80</b>	<b>675</b>
<b>Percentage</b>	<b>16%</b>	<b>15%</b>	<b>18%</b>	<b>21%</b>	<b>18%</b>	<b>12%</b>	<b>100%</b>

Other Items that should be required as part of a rental housing licence:

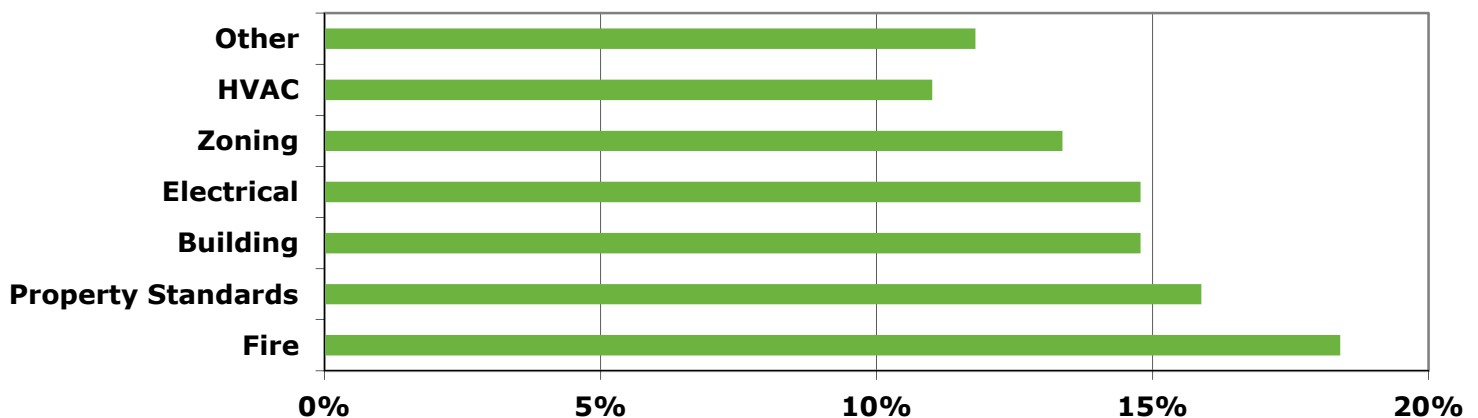
- A required manual for each house – providing various bylaws and contact info for departments in the City and will contain owner info
- Owner contact info up to date each year
- Code of behaviour for tenants
- Annual meetings with residents and stakeholders
- Should not be required for owner occupied dwellings
- No subletting
- Garbage storage/removal plan
- Damage deposit
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

8. Please select all inspections that should be required as part of a rental housing licensing program.

- Electrical - Electrical Safety Authority or Qualified Electrician
- Zoning
- Property Standards
- Building
- Fire
- HVAC (Heating and Ventilation - Qualified Contractor)
- Other



	Fire	Property Standards	Building	Electrical	Zoning	HVAC	Other	Total
Count	117	101	94	94	85	70	75	636
Percentage	18%	16%	15%	15%	13%	11%	12%	100%

Other Inspections that should be required as part of a rental housing licence program:

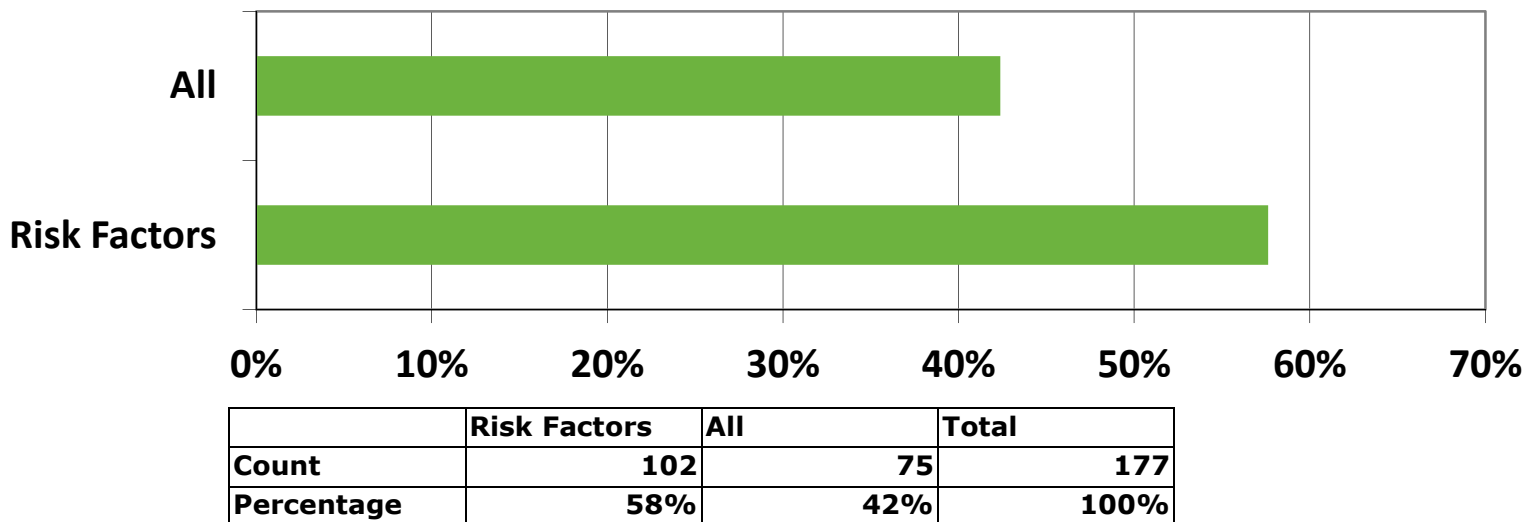
- Parking Inspection
- Health Inspection (mold)
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

9. Please identify which applications should be inspected.

- Risk Factors - Applications with risk factors (e.g. properties with complaints and/or history of non-compliance)
- All



Comments on which applications should be inspected:

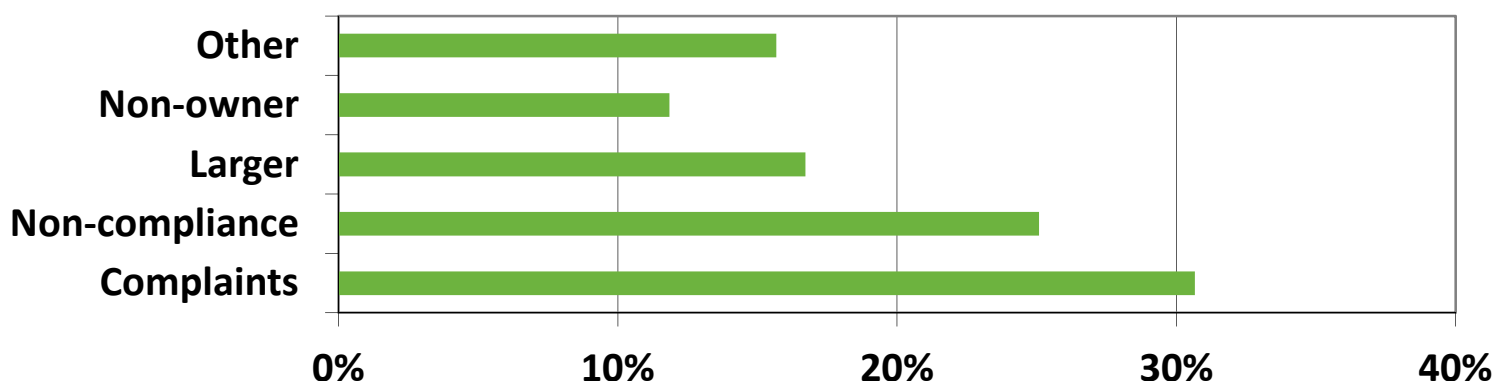
- Only initial inspections
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

10. Please select all risk factors that should apply to determine which units should be inspected.

- Complaints – Applications with a history of complaints
- Non-compliance – Applications with a history of non-compliance
- Larger – Applications with a larger number of bedrooms rented and/or with larger occupant loads
- Non-owner – Non-owner occupied dwellings
- Other Option



	Complaints	Non-compliance	Larger	Non-owner	Other	Total
Count	88	72	48	34	45	287
Percentage	31%	25%	17%	12%	16%	100%

Other risk factors that should be applied to when determining which units should be inspected:

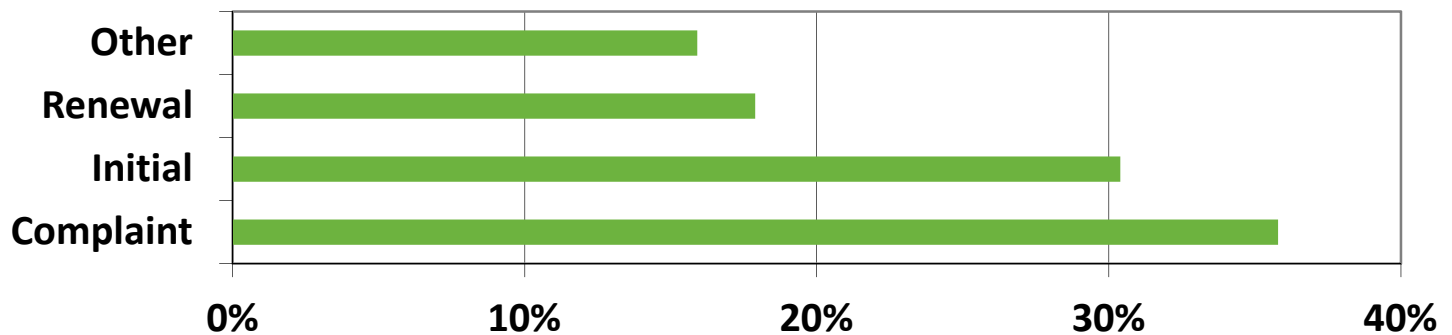
- Properties with a history of safety concerns
- Properties where the owner lives away from Guelph – distance may be used
- Properties with 4 or more rooms
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

11. Please identify when inspections should be required.

- Complaint (When a complaint is received)
- Initial (At the time of the initial licence)
- Renewal (Upon renewal of the licence)
- Other



	Complaint	Initial	Renewal	Other	Total
Count	126	107	63	56	352
Percentage	36%	30%	18%	16%	100%

Other responses concerning when inspections should be done:

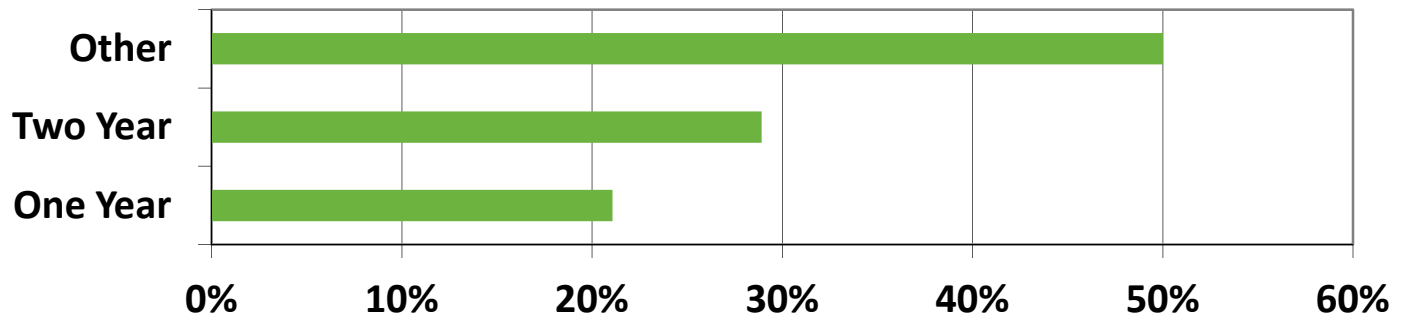
- Depends on type and duration of complaint, not just noise, perhaps property damage
- Initial inspections all-encompassing but reduced (based on risks) for renewals
- When ownership changes
- When inspection requested
- All initial licences inspected
- Random sample
- Never or only on complaint
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

12. Please identify how long the initial licence should apply.

- One year
- Two year
- Other Option



	One Year	Two Year	Other	Total
Count	43	59	102	204
Percentage	22%	29%	50%	100%

Other responses concerning how long the initial licence should apply:

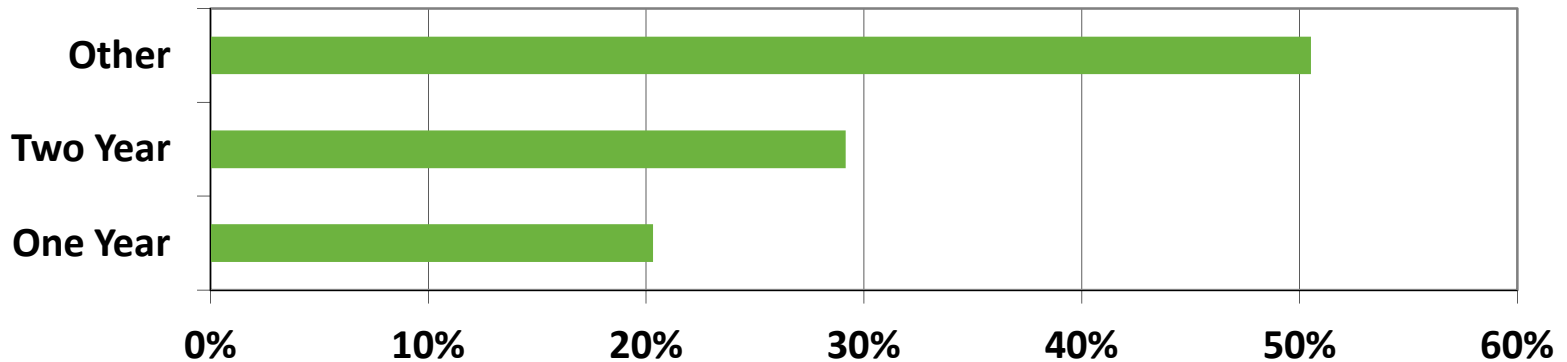
- History of complaints
- Every 2 years
- Lodging houses only
- Change of tenants
- Every 4 months
- Random
- Every 4 - 5 years
- Forever
- Change of ownership
- Every 1 – 2 years depending on history of all complaints
- Every 3 years – unless there is a complaint then annually
- No licensing



# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

13. Please identify how long the renewal licence should apply.



	One Year	Two Year	Other	Total
Count	39	56	97	192
Percentage	20%	29%	50%	100%

Other responses concerning how long the renewal licence should apply:

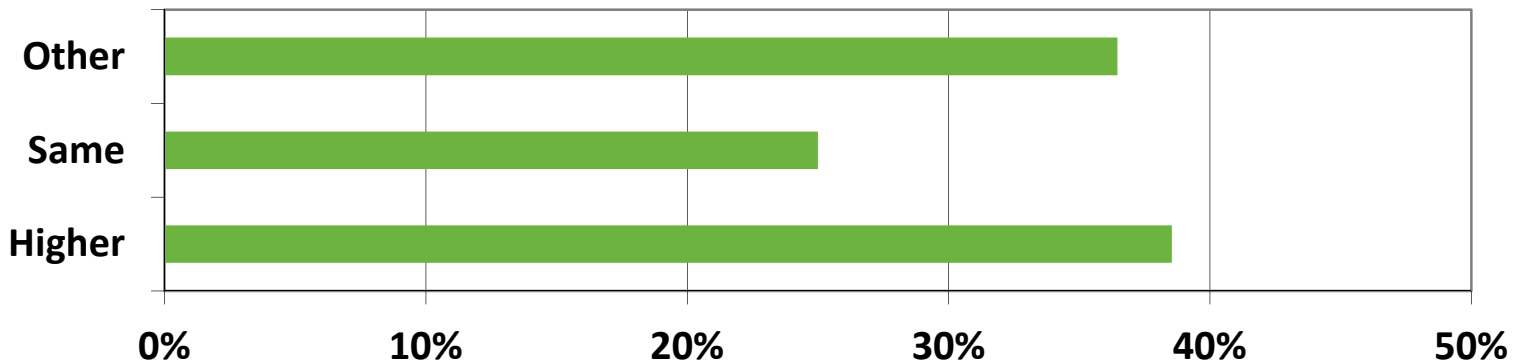
- Defer licence renewal until complaint resolved if serious complaints made
- Tier out in longer intervals as landlord proves compliance
- Three years
- Apply indefinitely if no new landlord or tenant or both
- Five years or until ownership changes
- Every 3 – 5 years
- Four years
- Lodging houses only
- Initially 2 years then 5 years based on no complaints
- For the length of the tenants' lease
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

14. Please identify how rental housing licence fees should be distributed.

- Higher – Higher for initial licence and lower for renewal
- Same – Same for initial licence and renewal
- Other



	Higher	Same	Other	Total
Count	74	48	70	192
Percentage	39%	25%	36%	100%

Other responses concerning how rental housing licence fees should be distributed:

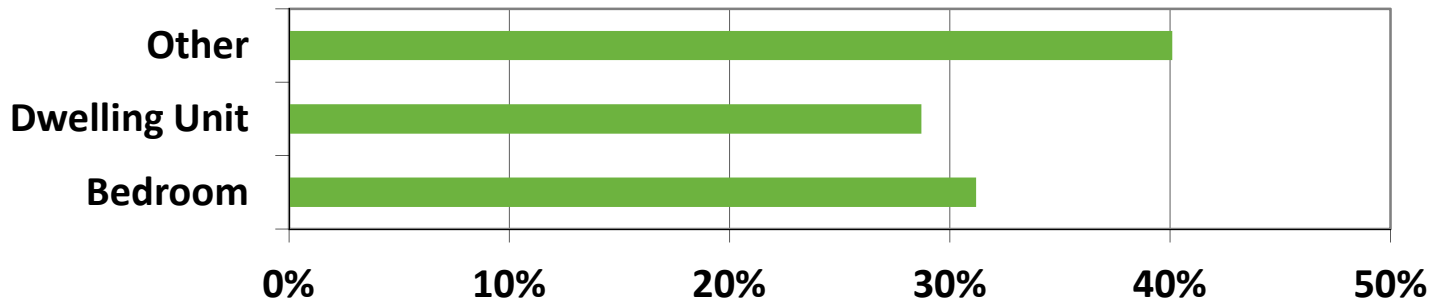
- Objective is a self financing scheme
- Low cost as possible
- Lower after initial
- One time fee, only renew upon ownership change
- Paid by tax base
- Higher fees for properties with complaints
- Fees for lodging house only
- Higher fee for initial licence and lower fee for renewal
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

15. Please identify what rental housing licence fees should be based on.

- Bedroom – Fee per bedroom
- Dwelling Unit – Fee per dwelling unit (self contained unit, e.g. house with an accessory apartment would be two dwelling units)
- Other



	Bedroom	Dwelling Unit	Other	Total
Count	63	58	81	202
Percentage	31%	29%	40%	100%

Other responses concerning what rental licensing fees should be based on:

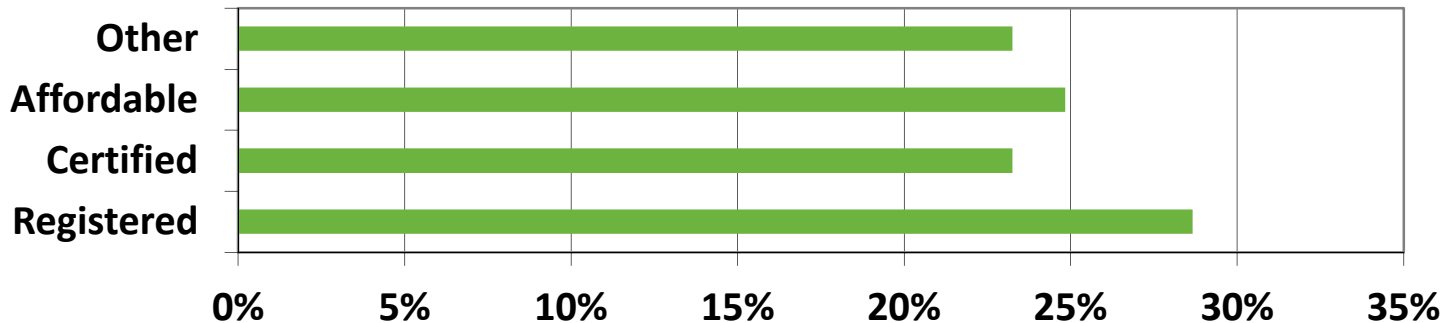
- Demographics
- Cost per unit
- Complaints
- Lodging house
- Number of non-related people in household
- Fee per occupant
- Square footage
- Landlord type – exempt small scale landlord if helping to pay off mortgage
- Fee per kitchen
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

16. Please select all reasons for reducing the initial rental housing licence fee.

- Registered – Accessory apartments previously registered with the City
- Certified – Lodging houses previously certified with the City of Guelph
- Affordable – Affordable housing (social housing, subsidized/rent-geared-to-income housing is excluded from by-law)
- Other



	Registered	Certified	Affordable	Other	Total
Count	90	73	78	73	314
Percentage	29%	23%	25%	23%	100%

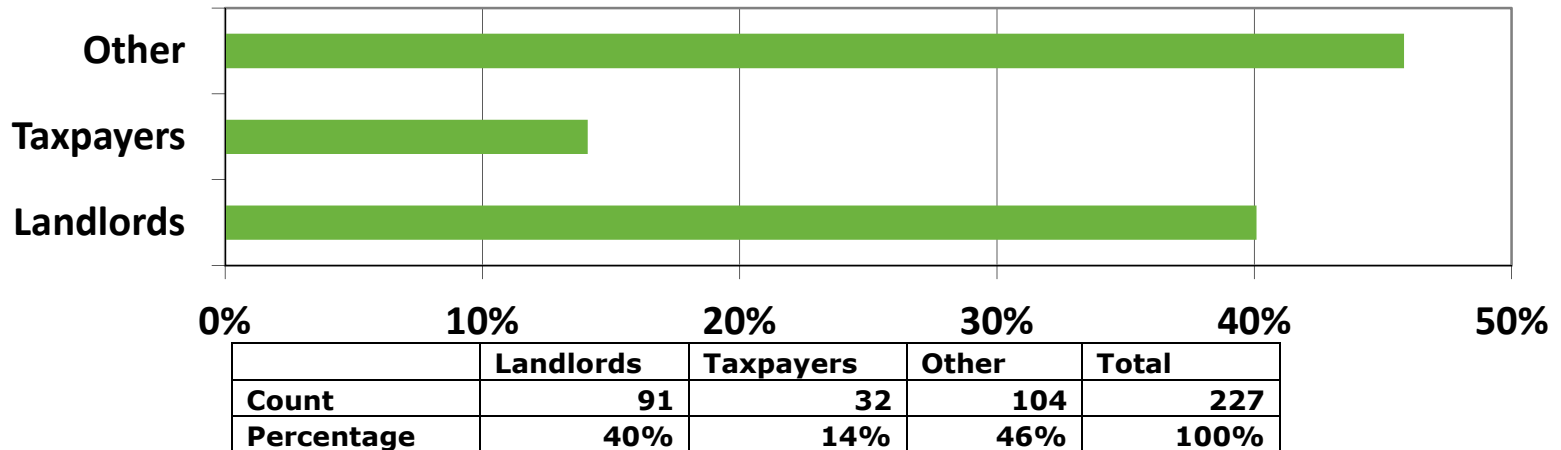
Other reasons for reducing the initial rental housing licence fee:

- No fee for already registered properties
- No fee for already certified properties
- Reduction due to history of no complaints
- No fee for legal non-conforming properties
- Should be no reduction in fees
- Disagree with exclusion of social housing
- Owner lives at the property
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

17. Please identify how a rental housing licence should be funded.



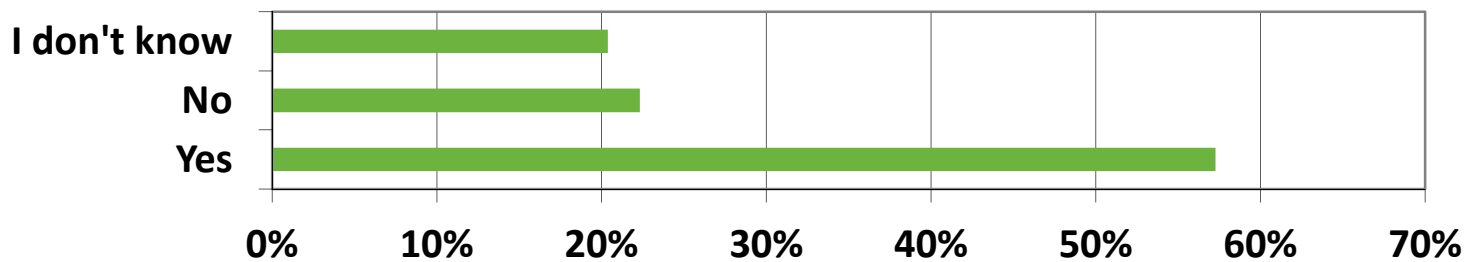
Other ways a rental housing licence should be funded:

- It is a business, landlords bear the costs
- Society bears responsibility for safe housing
- One third each – tenants, landlords, taxpayers
- City of Guelph
- Nominal fee for landlords
- Already paying taxes
- Mayor and council
- Penalties from properties which are in violation
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

18. Should penalties apply for breaking the rental housing licensing by-law?



	Yes	No	I don't know	Total
Count	118	46	42	206
Percentage	57%	22%	20%	100%

Comments on whether penalties should apply for breaking the rental housing licensing by-law:

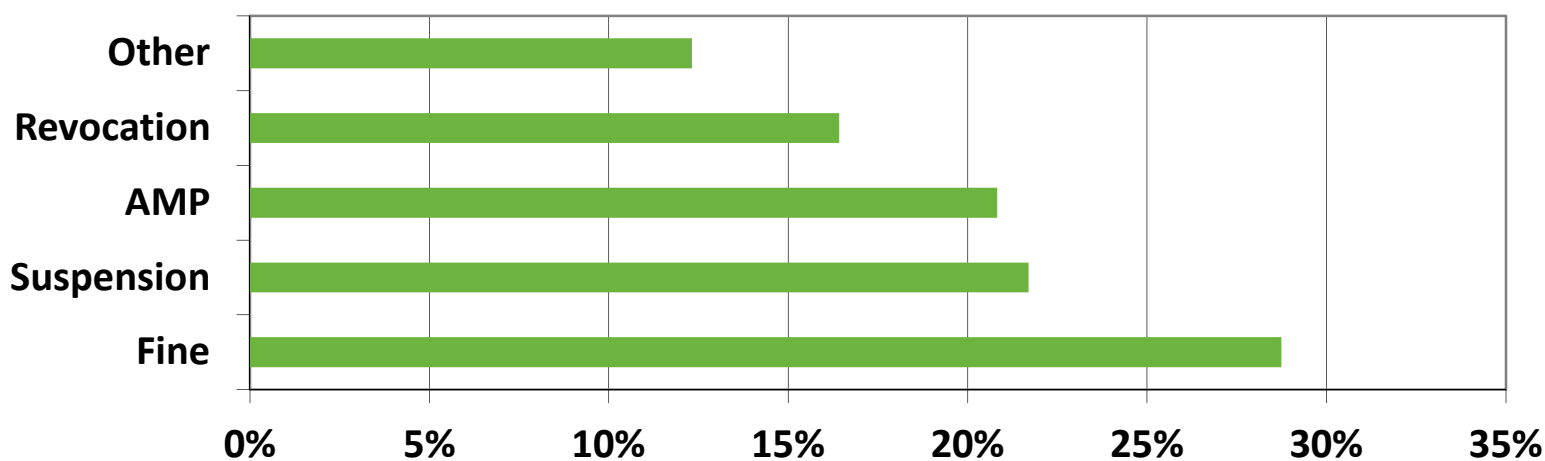
- Need monetary penalties
- Make an illegal snitch line
- Not enough information
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

19. Please select all of the penalties that should apply for breaking the rental housing licensing by-law.

- Fine – Fine as provided in the Municipal Act
- Suspension – Suspension of licence
- AMP – Administrative Monetary Penalties
- Revocation – Revocation of licence
- Other



	Fine	Suspension	AMP	Revocation	Other	Total
Count	98	74	71	56	42	341
Percentage	29%	22%	21%	16%	12%	100%

Other penalties for breaking the rental housing licensing by-law:

- Three tiered punishment system, i.e. suspension, revocation, fine
- Penalty based on severity of the violation
- Demerit point system
- Applied to taxes of property
- Revocation of licence after compliance notice
- Fine for both tenant and owner
- No licensing

# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results

### 20. Other Comments

- Downsize City Employees
- Provide citizens the peace of mind that properties are being monitored and kept up to par
- Licencing doesn't deal with illegal properties. Will drive them further underground.
- Survey steered to get certain responses
- More fees for students
- Licencing shows rental properties are a business. All businesses need to be licenced.
- University of Guelph needs to pay a part in the fees
- Will address problem areas where noise violations are constantly taking place
- Help protect vulnerable students from renting properties with deficiencies
- Survey is biased and misrepresented
- Enforce current by-laws
- Disaster waiting to happen
- Help maintain unsafe properties
- Rich get Richer
- Increase fines instead of licencing
- No Licensing



# Proposed Licensing of Rental Housing

## Summary of Community Engagement Results



Both the sessions and online feedback form had an excellent level of participation with over 300 responses received. Of those 300 responses, over 50% were landlords (39% identified themselves as landlords, and another 11% identified themselves as landlords and also from another stakeholder group), and 34% identified themselves as residents. Tenants represented 10% of respondents. The sessions and online survey were advertised through newspaper, internet, direct mailings to our stakeholder contact list, and through other groups, e.g. University of Guelph.

Attachment 4 - Summary of Community Engagement Results provides a compilation of the results collected that have been used by staff and the Rental Housing Licensing Community Working Group in analyzing the issues and assisting in the development of a rental housing licensing recommended approach. The majority of respondents (58%) did not feel that a rental housing licensing program would assist in addressing the identified issues with rental housing. When asked about the five rental housing licensing options presented, over 68% choose "Other" as an option. In looking at the "Other" option comments, 55% of respondents stated that they preferred no licensing of rental housing.

The following summary captures the main concerns and points raised through the process from those supportive of licensing and those who are not supportive.

### **Supportive of Licensing**

- Concerns with the safety of some rental units
- Help address concerns with inequality amongst housing providers
- Initial costs of a licensing program could result in long term benefits (e.g. access, penalties, coordinated enforcement)
- Recognise rental properties as the business that they are
- Help address problem areas (e.g. ongoing property standards and parking issues)

### **Not Supportive of Licensing**

- Costs would be passed onto tenants and potentially create an affordability issue
- Licensing would require "good landlords" to have to pay for the shortcomings of "bad landlords"
- Landlords would be faced with an onerous process with no real benefit
- There would be an increase in non-compliance due to more rentals going underground
- Licensing would not directly address behaviour issues
- City could achieve desired results by continued/better enforcement of existing by-laws

Some respondents suggested that if a licensing option was to proceed, it would have to function with minimal resources in order to keep costs low and palatable to stakeholders.

### Attachment 3

#### Comparative Analysis: Benefits of Recommended Approach vs. Benefits of a Licensing Program

Rental Housing Issue	Limitations of Existing Program	Benefits of Recommended Approach (Approximate Cost \$154,000*)	Benefits of a Licensing Program over the Recommended Approach (Approximate Cost \$264,000 - \$1,572,000**)
<p><b>1. Tenant Health, Safety and Well-being</b></p> <ul style="list-style-type: none"> <li>Rental units may pose a health and safety hazard to the occupants</li> <li>Safety issues commonly found to include, but are not limited to, construction without permit; basements containing bedrooms that have either no windows or windows not large enough to provide a means of escape; smoke alarms not provided or not working; required fire separations missing, etc.</li> </ul>	<ul style="list-style-type: none"> <li>Tenants often not aware of potential safety issues</li> <li>Access to inspect dwelling units for safety and compliance sometimes refused (access was refused to approximately 13% of units attended where access was requested)</li> <li>Current methods are resource intensive, with penalties for providing unsafe living accommodations often viewed by some business owners as merely the cost of doing business</li> </ul>	<ul style="list-style-type: none"> <li>Through increased communication and education, tenants can be better informed of basic safety hazards and may choose not to live in unsafe units or may initiate inspections or reconsider inspection requests to verify their units are safe and legal</li> <li>Search warrants may assist in overcoming current access challenges for properties suspected of non-compliance</li> <li>An additional staff resource will be able to respond to additional tenant requests in a timely manner and further identify and resolve safety issues</li> <li>Streamlined enforcement methods and increased fines may further deter the circumvention of safety regulations</li> <li>Communication improvements will make it easier for stakeholders to advise city staff of potential safety issues</li> <li>A more comprehensive and efficient inspection process which will result in improving the safety of dwelling units that are inspected</li> <li>Focus specifically on suspected illegal/non-complaint properties to improve tenant health, safety and well-being (Licensing would include properties already in compliance with other By-Laws and Codes)</li> </ul>	<ul style="list-style-type: none"> <li>A license could require reoccurring inspections of building safety systems, fire safety systems, and mechanical systems (frequency dependant on licensing option)</li> <li>Floor plans could be required in order to obtain a license, which could assist in identifying safety concerns (e.g. identification of bedrooms located in basements or attics without proper exits)</li> <li>In order to obtain a license, Electrical Safety Authority inspections could be required to ensure safety of existing electrical systems</li> <li>Property owners who fail to meet safety standards could face administrative monetary penalties which may be a further deterrent to circumventing bylaws and/or codes</li> </ul>

Rental Housing Issue	Limitations of Existing Program	Benefits of Recommended Approach (Approximate Cost \$154,000*)	Benefits of a Licensing Program over the Recommended Approach (Approximate Cost \$264,000 - \$1,572,000**)
<p><b>2. Neighbourhood Destabilization and Deterioration</b></p> <ul style="list-style-type: none"> <li>Concentration and intensity of non-owner occupied rental housing</li> <li>Concern that residential neighbourhoods are in some instances becoming exclusive investment areas, which may create affordability issues for people trying to purchase a home as a principal residence</li> <li>Short-term tenants or absentee landlords without vested interest in the neighbourhood or community (which may have a correlation with parking and property standards issues)</li> </ul>	<ul style="list-style-type: none"> <li>Resource intensive- ongoing property maintenance and parking issues (ie. Widening driveways, parking on the front yard)</li> <li>Often difficult to contact or locate absentee landlords/business owners to bring properties into compliance</li> </ul>	<ul style="list-style-type: none"> <li>Improved communication/education initiatives may assist in the prevention of zoning, parking and property standards issues</li> <li>An additional staff resource will be able to further proactively identify and resolve zoning, parking and property standards issues</li> <li>Streamlined enforcement methods and increased fines may further deter the circumvention of zoning, property standards and parking issues</li> <li>Focus specifically on suspected illegal/non-complaint properties to improve tenant health, safety and well-being (Licensing would include properties already in compliance with other By-Laws and Codes)</li> <li>Opportunity to build rapport amongst stakeholders through increased contact, collaboration and partnership</li> </ul>	<ul style="list-style-type: none"> <li>A license could require contact information of property managers or rental business owners to proactively and/or reactively inform him/her of issues and request assistance</li> <li>Zoning of every rental property could be reviewed and confirmed during the licensing application process (recommended approach would focus only on known/suspected illegal properties)</li> <li>A parking plan could be required to obtain a license which could assist in preventing potential parking issues</li> <li>A property maintenance plan could be required to obtain a license which could proactively encourage proper care of the property</li> <li>Licensed owners could be held responsible for the operation of their business, like other business owners including bed and breakfast establishments, and hotels</li> </ul>
<p><b>3. Disruptive Behaviour</b></p> <ul style="list-style-type: none"> <li>Repeat or ongoing behavioural issues such as furniture on roofs, noise, parties, litter, etc.</li> </ul>	<ul style="list-style-type: none"> <li>Often difficult to contact business owners or property managers to assist with addressing issue(s) when tenants are not responsive</li> </ul>	<ul style="list-style-type: none"> <li>Increased community partnerships may assist in deterring disruptive behaviour</li> <li>Improved communication and social media campaigns may assist in reducing disruptive behaviour</li> <li>Opportunity to build rapport amongst tenants, owners and property managers through increased communication/education</li> <li>Communication improvements will make it easier for stakeholders to advise city staff of disruptive behavior</li> </ul>	<ul style="list-style-type: none"> <li>A license could require contact information of property managers or rental business owners to proactively and/or reactively inform him/her of issues and request assistance</li> </ul>

Rental Housing Issue	Limitations of Existing Program	Benefits of Recommended Approach (Approximate Cost \$154,000*)	Benefits of a Licensing Program over the Recommended Approach (Approximate Cost \$264,000 - \$1,572,000**)
<b>4. Lack of Information about Rental Housing Stock/Inequality among Rental Housing Providers</b>	<ul style="list-style-type: none"> <li>• Renters may not be able to verify that a unit meets codes, by-laws and other legislation designed to ensure the unit is safe</li> <li>• Compliant business owners competing with non-compliant business owners</li> </ul>	<ul style="list-style-type: none"> <li>• Through increased communication and education, tenants can be better informed of basic safety standards and may choose not to live in unsafe units or may initiate inspections or reconsider inspection requests to verify their units are safe and legal</li> <li>• Streamlined enforcement methods, search warrants and increased fines may further reduce the inequality amongst rental housing providers</li> </ul>	<ul style="list-style-type: none"> <li>• Could create a registry of licensed rental properties that could allow tenants to easily find and verify legal and safe living accommodations</li> </ul>
<b>5. Enforcement Challenges</b>	<ul style="list-style-type: none"> <li>• Staff have experienced difficulty locating landlords to serve them a summons to attend court – if the owner is not served, a trial cannot proceed</li> <li>• Many tenants are unwilling to commit to attending a trial in the future</li> <li>• Current methods are resource intensive, with results that often appear to be viewed by some landlords as merely the cost of doing business</li> <li>• Access to inspect dwelling units for safety and compliance sometimes refused (access was refused to approximately 13% of units attended where access was requested)</li> </ul>	<ul style="list-style-type: none"> <li>• Streamlined enforcement methods, search warrants and increased fines may further deter the circumvention of regulations</li> <li>• Tenants and landlords will be better informed and may be more cooperative (ie. Provide access, tenants may provide information to the whereabouts of the landlord and may attend court)</li> <li>• Search warrants may assist in overcoming current access challenges of properties suspected of non-compliance</li> <li>• Additional staff resource will be able to further assist with the identification and enforcement of non-compliant properties</li> <li>• Focus specifically on suspected illegal/non-complaint properties to improve tenant health, safety and well-being (Licensing would include properties already in compliance with other By-Laws and Codes)</li> </ul>	<ul style="list-style-type: none"> <li>• More proactive and preventative approach-licensees would need to conform with existing requirements to obtain licence and would be made aware of requirements before infraction occurs</li> <li>• Licensing could be an incentive for landlords/property owners to grant access (or get tenants to grant access), however licensing in general does not provide any additional authority for initial access to a dwelling unit</li> <li>• Could require complete contact information for the owner</li> <li>• Could simplify service requirements and eliminate the cost of out of town service</li> <li>• In most cases, testimony from tenants would not be required</li> <li>• Additional streamlined enforcement methods would be available</li> <li>• Business Owner/Licensee would have more at stake than just an individual prosecution – e.g. possible loss of licence</li> </ul>

\*Due to the licensing options being based on a cost recovery model over a five year period, all costs are the estimated costs averaged over a five year period. Recommended Approach includes an additional inspector and the highest estimated cost of a communications/education plan. \*\* Costs are new costs only and do not include the cost of 2 existing FTE positions (1 Fire Prevention Officer, 1 Proactive Zoning Inspector) that would be reallocated into a licensing program.

## ATTACHMENT 4 - Cost Analysis

**Table 1: Current Annual Operating Costs of the Proactive Enforcement Program\***

Programs	Cost	Service Level	Who Pays
Proactive Enforcement*	\$344,000	<ul style="list-style-type: none"> <li>Proactive inspections to suspected illegal and/or unsafe conditions and property standards issues</li> </ul>	General Tax Base

\*"Proactive Enforcement" includes a Proactive Zoning Inspector, a Fire Prevention Officer and a seasonal Proactive Property Standards Inspector. The 1.75 FTE approved for enhanced noise and nuisance parties bylaw enforcement is not included as this staff would not be involved in a licensing program. All costs are the estimated annual costs averaged over a five year period.

**Table 2: Cost Analysis of Recommended Approach and Licensing Options**

Programs	Cost	Service Level	Who Pays
Recommended Approach**	\$154,000	<ul style="list-style-type: none"> <li>Proactive inspections to suspected illegal and/or unsafe conditions and property standards issues</li> <li>Proactive inspections, streamlined enforcement, cross-trained inspectors, search warrants, increased fines, repeat offender zero tolerance approach</li> <li>Comprehensive education/communications plan</li> </ul>	General Tax Base

Programs	Cost***	Service Level	Who Pays
Licensing Option 1	\$1,572,000	<ul style="list-style-type: none"> <li>One(1) year program, annual renewal</li> <li>Inspect every unit</li> </ul>	Licensee (potentially passed onto tenants) <b>OR</b> General Tax Base
Licensing Option 2	\$855,000	<ul style="list-style-type: none"> <li>Two(2) year program, two (2) year renewal</li> <li>Inspection of every unit every two (2) years</li> </ul>	
Licensing Option 3	\$543,000	<ul style="list-style-type: none"> <li>One(1) year program, annual renewal</li> <li>Self-certification, risk-based inspections</li> </ul>	
Licensing Option 4	\$371,000	<ul style="list-style-type: none"> <li>Two(2) year program, two (2) year renewal</li> <li>Self-certification, risk-based inspections</li> </ul>	
Licensing Option 5	\$264,000	<ul style="list-style-type: none"> <li>Two(2) year program, two (2) year renewal</li> <li>Self-certification, risk-based inspections (Less inspections than option 4)</li> </ul>	

Due to the licensing options being based on a cost recovery model over a five year period, all costs are the estimated annual costs averaged over a five year period. \*\*"Recommended Approach includes an additional inspector and the highest estimated cost of a communications/education plan. \*\*\* Costs are new costs only and do not include the cost of 2 existing FTE positions (1 Fire Prevention Officer, 1 Proactive Zoning Inspector) that would be reallocated into a licensing program.

## ATTACHMENT 5 - Shared Rental Housing Statistics

### Proactive Inspections

Item	2012	2013
Number of investigations opened	499	451
Number of investigations closed	424	305
Number of investigations open	75	146
Number of dwellings attended*	413	379
Number of dwellings accessed*	372	316

### Accessory Apartments

Item	2012	2013
Number of accessory apartments that have been registered	200	154
Number of accessory apartments that have been removed	21	14
Number of accessory apartments-process of becoming compliant	44	115

### Lodging Houses

Item	2012	2013
Number of lodging houses that have been certified	18	0
Number of lodging houses that have been removed	74	41
Number of lodging houses that are in the process of becoming compliant	10	6

### Parking Related Proactive Zoning Issues (Off-Street Obstructions, Driveways etc.)

Item	2012	2013
Number of parking related zoning issues identified**	85	74
Number of parking related zoning issues resolved**	80	53

### Legal Action as a result of Proactive Enforcement (Building Services)

Item	2012	2013
Number of charges laid	139	151
Number of convictions	66	104
Number of charges withdrawn	57	55
Number of charges resolved (Suspended)	14	10
Number of charges still in the court process	2	32
Number of Re-offenders after initial charge	0	0
Fine Amounts	\$6,890	\$5,815

\*Investigations that required access to a dwelling to confirm whether it complies with municipal regulations. \*\*Does not include front lawn parking violations resolved by the By-Law, Compliance and Licensing Division.



**Ontario Human  
Rights Commission**

Office of the Chief Commissioner

180 Dundas Street West, 9<sup>th</sup> Floor  
Toronto ON M7A 2R9  
Tel.: (416) 314-4537  
Fax.: (416) 314-7752

**Commission ontarienne  
des droits de la personne**

Cabinet de la commissaire en chef

180, rue Dundas ouest, 9<sup>e</sup> étage  
Toronto ON M7A 2R9  
Tél. : (416) 314-4537  
Télél. : (416) 314-7752

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VIA Email

May 2, 2014

Mayor Karen Farbridge  
Members of Council  
City of Guelph  
Planning and Building, Engineering  
and Environment Committee  
Guelph City Hall, 1 Carden Street  
Guelph, Ontario N1H 3A1

Your Worship and Members of Council,

**Re: Report no. 14-29, Rental Housing Licensing Recommended Approach**

I am writing in support of the steps that are recommended in Report no. 14-29 – that instead of putting a licensing system in place for rental housing, the City of Guelph use existing bylaws to deal with property concerns.

Licensing can be a good tool if its focus is on Building Code, Fire Code and health and safety standards, but it is not an appropriate option for dealing with the actions of the people who may live in the housing. This is why we concur with the report's recommendation to expand existing programs to target the actual problem areas, without adding an extra cost to tenants across the City.

We are pleased to hear that the City's recent bylaw enforcement enhancements are having a positive effect in addressing some of the central community concerns relating to rental housing. And we support extending these efforts to better target areas and behaviours of concern, instead of imposing additional requirements that will affect all tenants.

The potential costs of licensing could reduce or limit the availability of affordable rental housing, which is a critical need for many people who identify with grounds of Ontario's *Human Rights Code* (for example, age, receipt of public assistance, disability, or country of origin). Provincial guidelines also call on municipalities to maintain the stock of affordable housing.

In our guide, *Room for Everyone: human rights and rental housing licensing*, we included a series of promising practices we saw in our work with municipalities across Ontario. We are pleased to see that the proposed approach in Guelph follows some of these practices.

For example, staff looked closely at human rights considerations before arriving at the recommendations. Also, we were pleased to see staff efforts to reach out to a wide variety of groups that would be affected by any proposed licensing.

Continuing to review bylaw options through a human rights lens can help you make sure your communities are inclusive and meet the needs of all residents.

I hope this information is helpful to you. If you would like more information on human rights and rental housing licensing, please contact Jacquelin Pegg at 416-326-9863, or via email at [Jacquelin.Pegg@ohrc.on.ca](mailto:Jacquelin.Pegg@ohrc.on.ca).

Yours truly,

A handwritten signature in black ink, appearing to read 'Barbara Hall', with a stylized, cursive script.

Barbara Hall, B.A., LL.B., Ph.D. (hon.)  
Chief Commissioner



# STAFF REPORT



TO Planning & Building, Engineering and Environment Committee

SERVICE AREA Planning, Building, Engineering and Environment

DATE August 5, 2014

**SUBJECT Downtown Streetscape Manual, Built Form Standards and St. George's Square Concept**

REPORT NUMBER 14-47

## EXECUTIVE SUMMARY

### SUMMARY OF REPORT

As a key element of implementing Guelph's new Downtown Secondary Plan, the City has undertaken a highly collaborative, community-based process to update the Downtown Streetscape Manual and Built Form Standards (formerly the 2001 Downtown Public and Private Realm Manuals) and to develop a concept plan for the renewal of St. George's Square. These design documents have now been completed and have been incorporated into a consolidated document (Attachment 1, Chapters 2, 3 and 4 respectively).

This report:

- Summarizes the process to date;
- Explains how the recommended design elements contribute to achieving the City's transformative vision for Downtown and indeed contribute to enhancing the social, economic, environmental and cultural vitality of the City as a whole; and,
- Brings forward these documents for Council consideration and endorsement.

### KEY FINDINGS

The City has established a transformational vision for the Downtown through the Downtown Secondary Plan, the emerging Downtown Strategic Assessment and other key implementing documents. This transformation of Downtown is a fundamental component of Guelph's overall long term sustainable City-building vision.

In broad terms, the Downtown Secondary Plan establishes the foundation for significant residential and employment growth downtown and corresponding public and private investments. The Secondary Plan also envisages a significant renewal of the downtown public realm: its streets, urban squares, parks and other publicly accessible spaces, to create more socially and economically vibrant places, and to establish downtown as a major destination and support on-going private investments.

Over the next 10-20 years, the City will be making significant infrastructure investments in the Downtown, both to support anticipated new growth and to replace existing, aging infrastructure. This infrastructure program provides the opportunity for, and in fact necessitates a discussion and decisions regarding how the public realm is to be rebuilt. As noted above, the Downtown Secondary Plan establishes a broad vision for renewing the public realm, and also identifies the need to develop more detailed design direction through updates to the Downtown Streetscape Manual and Built Form Standards (formerly the 2001 Downtown Public and Private Realm Manuals) and by developing a concept plan for the renewal of St. George's Square.

Over the past 16 months, the City has undertaken a collaborative, community-based process to update these design documents and this report presents the results of this process and presents the recommended final design documents for Council consideration and adoption. Key elements of this updated design work are summarized as follows:

#### Downtown Streetscape Manual:

- Implements a flexible street approach on key streets Downtown which creates streets that provide an attractive, accessible and safe environment for all modes of transportation (walking, cycling, vehicular);
- Provides greater opportunities for vibrant commercial and people places.

#### Built Form Standards:

- Provides design direction for private and public investment and development in the Downtown including character area analysis, design standards for heritage resources as well as for all other buildings;
- Illustrates the built form and site design directions of the Downtown Secondary Plan and provides a developer's checklist that is a user-friendly summary of the design expectations in the Downtown.

#### St. George's Square Concept Plan:

- Establishes key principles for any redesign to create the Square as a signature place including principles around daily activation (i.e. creating reasons for people to visit and stay in the square), unification, beauty, and making it comfortable;
- Illustrates a recommended concept plan based on the key principles that supports daily activation and unifies the space within the Square, which provides flexibility for a wide range of activation opportunities;
- Acknowledges that the proposed concept would be further developed through the detailed design stage as part of a future capital reconstruction project and will include additional stakeholder and public engagement;
- This report also recommends that an activation management program for St. George's Square be completed in order to create a more welcoming image of the space prior to and after reconstruction as well as to refine its design through further testing prior to construction. This will include

additional stakeholder and public engagement.

## **FINANCIAL IMPLICATIONS**

The City's current 10 year capital forecast includes approximately \$18.5 million for Downtown infrastructure renewal (i.e. roads, underground services (water, wastewater, and stormwater) and streetscaping).

It is anticipated that the estimated capital costs of the new streetscape standards and recommended St. George's Square concept can be achieved within the existing \$18.5 million 10 year capital "envelope" for Downtown infrastructure and streetscaping. However, staff will have to further assess this through the Capital Budget process and advise Council of any specific implications or impacts, for example on the timing and phasing of other downtown infrastructure projects. In addition, the overall 10-year "envelope" will be reviewed on an annual basis as a normal part of the 10-year capital forecasting and prioritization process.

The potential costs of maintaining the new flexible street standard and St. George's Square concept have been estimated. This includes a one-time capital cost of approximately \$180,000 for new equipment and an increase in annual operating costs of approximately \$167,000 per year once all the flexible streets are implemented. In addition, the report demonstrates potential operating cost impacts of short and long-term activation opportunities. More detail on the capital and operating cost implications is contained in the Financial Implications section of this report.

## **ACTION**

That the report be received by PBEE Committee and make recommendation to Council regarding adoption of the documents.

## **RECOMMENDATIONS**

1. That the Planning, Building, Engineering and Environment Report 14-47, regarding the Downtown Guelph Downtown Streetscape Manual, Built Form Standards and St. George's Square Concept, dated August 5, 2014, be received.
2. That the Streetscape Manual (contained in Chapter 2 of Attachment 1) be adopted and that staff be directed to use the Streetscape Manual to guide the design of the City's public realm capital projects and private investments that impact the public realm in the Downtown.
3. That the Downtown Built Form Standards (contained in Chapter 3 of Attachment 1) be adopted and that staff be directed to use the document to guide the review of development applications within Downtown.

4. That Council endorse the vision, principles and general design elements illustrated by the Conceptual Design for St. George's Square (contained in Chapter 4 of Attachment 1).
5. That, as individual public realm capital projects begin advancing through the detailed design phase prior to construction, such as St. George's Square and other streetscape reconstruction projects, staff continue to engage the public and businesses in the design and construction planning process phase; and that staff keep council informed regarding refinements and improvements to the design made through the detailed design process.
6. That the cost estimates for the Streetscape Manual and the Conceptual Design for St. George's Square be referred to the 2015 operating and capital budget and 10 year capital budgeting process.

## BACKGROUND

Council adopted the Downtown Secondary Plan (DSP) in 2012 and it is in full force and effect with the exception of site-specific appeals. It projects that more people and jobs are coming Downtown. The City's Downtown growth targets project approximately 8,500 residents by 2031. There are currently approximately 3,200 people living downtown. In close proximity to St. George's Square, the Baker Street development envisions more students, employees and residents in the heart of the City. This is reflective of the directions of the City's Growth Management Plan. Rather than growing the City's boundaries the City is transforming the value of existing land by increasing densities and redeveloping underused sites.

Staff is moving forward with updating the City's implementation tools in order to reflect the directions of the DSP. Planning Services is managing the update to the Downtown Streetscape Manual (previously called the Downtown Public Realm Manual, 2001) and the Downtown Built Form Standards (previously called the Downtown Private Realm Manual, 2001). As part of this work, a draft concept plan for the redevelopment of St. George's Square has also been developed.

Before undertaking the update of these technical documents, staff retained Project for Public Spaces (PPS) to consult with the community about "place-making" in the downtown: what does any design or investment in downtown need to deliver to recognize the role of public space within the downtown as the City's civic heart and economic engine. BrookMcIlroy was retained to complete the draft Downtown Streetscape Manual and Built Form Standards which provides the detailed standards and responds to technical and public input received.

A comprehensive public and stakeholder consultation exercise was conducted by City Staff and consultants. A considerable effort was made to reach out to external stakeholders including the Downtown Guelph Business Association (DGBA). A full outline of public and stakeholder engagement undertaken is outlined in Attachment 5.

## ***Urban Forest Management Plan (UFMP)***

The City's UFMP has also informed the development of these design documents. The UFMP, which was approved in principle in October 2012 by Council, recognized the urban forest as essential 'green infrastructure' and outlined investments and recommendations for implementation. In particular the document recommended new rooting technologies be used for trees Downtown (Recommendation #15). The UFMP also recommended that \$100,000 be set aside annually for implementation however, this has not been included in the subsequent budgets.

Based on this Council-approved UFMP, staff has carried forward this recommendation into the Streetscape Manual and St. George's Square Concept Plan, and have assumed that new rooting technology will be used in order to help ensure the trees planted in the downtown survive over the long term. This has impacted the financial implications as the 2001 Public Realm manual did not include this enhanced street tree detail. From a financial impact point of view the result is an increase in budget for street trees from approximately \$1000 per tree to \$10,000 per tree. This has been further itemized in the Financial Implications section.

## **REPORT**

Planning Services, in collaboration with an interdepartmental project team and with input from key Downtown stakeholders, has prepared an update to the Downtown Streetscape Manual (previously called the Downtown Public Realm Manual, 2001) and the Downtown Built Form Standards (previously called the Downtown Private Realm Manual, 2001) and has developed a design vision, principles and recommended concept plan for St. George's Square.

The purpose of this project is to:

- Revise and expand the documents to ensure alignment with directions and concepts in the DSP;
- Provide direction regarding the operation and active use of the public space Downtown and alignment with economic development opportunities;
- Provide direction for future capital projects including road reconstruction Downtown (e.g. Wyndham Street) as well as the long term revitalization of St. George's Square (i.e. the improvement of the public realm downtown). This also includes potential impacts on the Capital budget for upcoming Downtown road reconstruction. For example, recognizing that portions of Wyndham Street and St. George's Square require reconstruction in the medium term in order to improve servicing to the Baker Street redevelopment and to replace aging infrastructure, a concept for Wyndham Street and St. George's Square is included to provide direction for the design of these future projects. The Baker Street Development cannot occur until the reconstruction of Wyndham Street, St. George's Square, Quebec Street and Baker Street has been completed;

- Provide design direction for private development and investment in the Downtown, including a heritage analysis. The Downtown Built Form Standards will also provide direction for the future update of the City's Zoning By-law.

Draft versions of these documents were released for public comment with the PBEE Council agenda for the April 7, 2014 meeting.

## **Overview of Documents**

### **Draft Downtown Streetscape Manual (Chapter 2, Attachment 1)**

The Downtown Streetscape Manual will guide the design of streets in Downtown and ensure that they are responsive to both the existing and planned context of the Downtown Secondary Plan and the strategic objectives of the Downtown Assessment.

Downtown streets need to accommodate all modes of transportation, and have character and personality. Streets can contribute to creating Downtown as a destination and contribute to place-making. The purpose of the Streetscape Manual is to set a vision for the streets in the Downtown and in particular those that need to be reconstructed over the next number of years. In other words, how should these streets be designed?

Getting our public spaces right, including our streets, will give Downtown Guelph a strong identity, support the collective productivity of the area and will reduce the risk of creating isolated initiatives. The Manual emphasizes designing for flexibility and creating streets that support local businesses.

To this end, one of the key recommendations of the Downtown Streetscape Manual is to incorporate a flexible street model on key streets (e.g. Wyndham Street north of Carden Street, Macdonell Street, Quebec Street and Douglas Street). Flexible streets intentionally blur the boundary between pedestrian and vehicle space, allowing the boulevard and roadway to read as one space and adapt to a variety of conditions. In contrast to traditional streets - which use a conventional raised curb and gutter - flexible streets place all users and elements of the street at the same level, allowing for unrestricted movement between roadway and boulevard zones. The implication is that design speed equals operating speed (30 km/h recommended), promoting traffic flow, pedestrian safety and more flexible space in front of businesses for retail display areas or patios. Carden Street in front of City Hall is an example of a flexible street. King Street in Kitchener is another example of this approach.

For the balance of the Downtown Secondary Plan area a moderately enhanced traditional street model is proposed which is essentially an update to the standard already in place.

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## Comments Raised on the Downtown Streetscape Manual

Key themes of the comments raised through the public and stakeholder consultation and how they have been addressed are outlined below. A copy of comments received is included as Attachment 4.

### *Parking Gain on Wyndham Street:*

Rethinking Wyndham Street allows for diagonal parking to be re-introduced on one side of the street increasing the number of on-street parking spaces from 50 to 76 spaces. In addition this will allow for expanded patio spaces and display areas for businesses on both sides of the street.

### *Traffic Volume Impacts:*

The proposed flex-street standard on Wyndham Street will reduce the number of through lanes of traffic from four lanes to two lanes. This recommendation is a carry-forward from the City's existing Public Realm document (2001).

Recent vehicle counts indicate average daily traffic volumes on Wyndham Street between Macdonell and Eramosa of approximately 7,000 vehicles per day (vpd), with future volumes projected to increase to 11,700 vpd by 2031 (based on the 2031 growth forecast). Typically a two-lane road in a downtown area can handle in excess of 15,000 vpd without beginning to experience significant traffic impacts. Therefore, the existing and future traffic volume can be adequately accommodated based on a two-lane cross-section to well beyond the 2031 planning horizon of the Downtown Secondary Plan.

### *Transit Service and Flow:*

The manual includes transit service standards and direction around transit facilities in the downtown. For the key downtown flexible streets, the manual promotes modal equality. Guelph Transit was also involved in the development of the manual. For example, based on input from Guelph Transit and others, lane widths were slightly increased to recognize the bus traffic on the roadway. In addition the document promotes traffic flow (e.g. less dependence on traffic lights), which can have benefits for transit vehicles which are already traveling at slow speeds through the downtown. In the concept plans for Wyndham Street and St. George's Square, bus stops have also been strategically located. As a result, the recommended design has continued to plan for the operation of transit on Downtown streets.

### *Commercial Deliveries:*

Commercial deliveries are to be accommodated through the strategic location of commercial loading zones. The recommended cross-section with parallel parking on one side and diagonal on the other, allows for loading zones to be identified within the parallel parking lanes. Preliminary locations have been identified in the Manual, however, detailed design and monitoring afterwards will ensure these have been appropriately located. This change in operation will require clear

communication through the transitional period (e.g. through the detailed design stage and post construction).

### *Bicycling Facilities and Bicycle Parking:*

Cycling-related concerns have been identified in regard to planning for adequate bicycle parking and the lack of dedicated bike lanes on Macdonell Street and Wyndham Street (north of Macdonell), as proposed in the Cycling Master Plan.

The Streetscape Manual establishes standards for bicycle parking. Some direction regarding typical minimum distance between bicycle parking spacing of 20m has now been added to the Manual to ensure adequate bicycle parking is provided.

In regard to separated cycling facilities, many streets in the downtown already have on-street and off-street dedicated cycling facilities. In addition the manual provides guidance for their implementation on the non-flexible streets where appropriate. In the heart of the downtown, key streets are recommended to employ the flexible street approach, which is premised on a posted and design speed of 30km/h. This flexible street approach is a different approach to street design being introduced through this document and was not anticipated through the cycling strategy. However, as per the cycling strategy, the need for separated facilities is a function of design speed and traffic volume. The flexible street approach creates a space where all modes of transportation have equality and move slowly, recognizing the function of these streets as destination streets and main streets (e.g. Wyndham, Macdonell, and Quebec). Providing sharrows and reduced design speeds on the flexible street approach will improve safety for cyclists. This is similar to the approach taken for King Street in Kitchener. In addition, based on further review the parking bays (both angled and parallel) have been increased in length and width respectively to create further space for motorists and cyclists to navigate the shared space. Also, in areas where there are grade changes (e.g. Wyndham near Eramosa, Macdonell west of Wilson Street and east of Carden), bike lanes are proposed. This will reduce the potential conflict between cyclists' moving more slowly up hill and other road users (e.g. cars and transit vehicles).

### *Construction Impacts:*

One of the key concerns from local businesses has been that no matter what the final design is, there is a likely impact of construction on their business. The document recognizes that mitigating construction impacts to the extent possible will be explored through the detailed design process (see section 2.4). Further, prior to moving forward with individual projects, staff will review best management practices for downtown main street construction projects and provide recommendations around the tendering process, construction staging and communication strategies. Staff will share this information and further discuss this concern and potential mitigation strategies with stakeholders through the detailed design process. In addition, as part of businesses survey conducted there was interest in establishing a business focus group to address detailed design,



construction impacts and timing. Staff intend on following up on establishing this group prior to construction.

### *Accessibility:*

Staff also received comments from the Accessibility Advisory Committee throughout the development of the documents (see Attachment 4). One of the key comments was to recommend that the Facilities Accessible Design Manual (FADM) be reflected in the standards. This has resulted in changes including the use of trench drains rather than the rolled curb profile used in Market Square on flexible streets in order to be more accessible for people with a disability (eye conditions, use of mobility devices, etc.).

### **Draft Downtown Built Form Standards (Chapter 3, Attachment 1)**

The draft Built Form Standards have been developed as an update to the City of Guelph's Public Realm Manual (2001), to reflect changes in the municipal planning framework, namely the adoption of the Downtown Secondary Plan (2012), and the advancement of leading urban design practices over the last decade. The purpose of the document is to guide private and public sector investment in the Downtown.

The draft Built Form Standards identifies six distinct Character Areas, each with unique locationary conditions, site and building design characteristics, land use and built form policy considerations, and economic potential. The Built Form Standards identify a series of Design Principles for each Character Area (Section 3.1), to ensure that future development responds to context-sensitive conditions.

The document includes performance standards, which address site and Building Design Standards both for Cultural Heritage Resources and other developments.

Through the implementation process, the Built Form Standards provide direction for development applications, other policy and process amendments, and parameters for the evaluation of Downtown Community Improvement Plan applications. The document also contains a developer's checklist that is meant to be a user-friendly summary of the design expectations in the Downtown.

### **Recommended Conceptual Design for St. George's Square (Chapter 4, Attachment 1)**

Recognizing that Wyndham Street and Quebec Street require reconstruction in the medium term in order to provide necessary servicing to the Baker Street redevelopment and to replace aging infrastructure, there is a logical and strategic opportunity to renew St. George's Square. Although it may be possible to leave portions of the existing square outside the right-of-ways untouched, staff recommend addressing the square holistically. In conjunction with the right-of-way reconstruction, this provides a logical time to reimagine this important public space in the context of an intensifying downtown. The renewal of this important public

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open space provides a critical City-building opportunity. In particular, a renewed square in the heart of the City can become a stronger anchor downtown, provide better connectivity and orient visitors.

This section provides visions and principles to be achieved through a rejuvenated square and identities a recommended concept plan that illustrates how this vision and the principles can be achieved. The recommended concept plan for the redesign of St. George's Square illustrates how a redesigned St. George's Square can help facilitate business activation and establish the downtown's premier role as the City's heart and economic engine.

St. George's Square took its current form after 1981, dominated by a T-intersection with smaller public spaces in the remaining area. Based on public consultation the current configuration is perceived not to be working well for many users:

- Some members of the public do not feel comfortable using or staying in portions of the square;
- The square is fragmented and is not creating a space that is fully activated in all quadrants on a day-to-day basis (i.e. there is not the right amount of space in the right locations to maximize activation opportunities) and;
- The square is difficult to program for special events.

For further analysis please see the previous staff report which examines this in greater detail (Attachment 2: April 7, 2014 PBEE report).

The purpose of the principles and the recommended concept plan is to provide direction to a detailed design project similar to the process that was used for Market Square. Through the Market Square process the concept plan was improved and refined between the conceptual stage and the final design, and was further refined before construction.

The plan sets key principles which underpin the redesign process to ensure the creation of a great place:

- Support Local Business and Daily Activities
- Unify the Square
- Less is More
- Make it Beautiful
- Make it Comfortable
- Improve Connections to other Downtown Anchors

The recommended concept plan illustrates how these principles can be achieved by:

- gathering together the residual space currently separated into fragments around the intersection and creating a new consolidated central, programmable space
- creating enough space in front of the businesses for patios and opportunities for daily activation; and,
- ensuring accessibility for all users.

## Comments Raised on the Recommended St. George's Square Conceptual Design

Key themes of the comments raised through the public and stakeholder consultation and how they've been addressed are outlined below. A copy of comments received is included as Attachment 4.

### *Activation of the Central Space:*

Reclaiming space for the public in the centre creates a concern regarding the potential creation of a centralized unactivated new space. Furthermore, some people do not feel comfortable spending time in certain quadrants of the existing square. This raises concerns as to how a design with a centralized space could be welcoming for all rather than intimidating many. However, as demonstrated by the current design, no matter what the configuration of the square, activation is an important requirement and will be closely related to users' perception of safety.

To this end, the document recognizes that the on-going self-activation of the space on a daily basis is the first priority to be addressed through the detailed design of St. George's Square. In addition, staff will work with partners to identify opportunities and address potential needs for:

- A 'concierge function' for St. George's Square that recognizes the square's role as a wayfinding hub;
- Daily 'eyes on the square' to ensure it is a welcoming and well maintained space;
- Resources to help curate its daily activation.

It should be emphasized that one of the key benefits of the recommended concept plan is that it provides flexibility regarding potential activation opportunities that can be further explored through the detailed design stage and stakeholder consultations. A series of activation vignettes have been developed (Attachment 3) to illustrate some of these potential opportunities that could be further examined and tested.

These vignettes demonstrate the flexibility of the design concept, and give direction to the types of activation that could occur. Based on this direction, staff is proposing to examine this further by implementing short-term activation/programming opportunities prior to construction in order to help build the profile of St. George's Square and to influence the detailed design process. This activation management program would be based around the principles of public space management identified by Project for Public Spaces: security and hospitality, activation, governance, marketing and promotion, fundraising and commercial tenant management. This work would include further community engagement with the public and key stakeholders and will have to be appropriately aligned with and integrated into broader ongoing discussions regarding Downtown programming, public art and tourism. Staff estimates that a two-year budget over 2015-2016 of approximately \$60,000 may be appropriate to create a St. George's Square

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Activation Plan that will also inform the detailed design process. Staff will bring forward a proposal for Council's consideration during the budgeting process.

## *Creating a One-Way Square--Pedestrian Safety/Accessibility:*

There were concerns regarding creating a "traffic circle" or "roundabout" which is primarily about traffic movement rather than pedestrian movement in this location. Related concerns were expressed around pedestrian safety and the accessible movements into a central space.

The creation of a roundabout is not what the design concept illustrates. Rather, the goal is to ensure the creation of a strongly unified square where vehicles move at slow speeds similar to Carden Street through Market Square. Furthermore the concept envisions the opportunity for some on-street parking and transit stops within the square which will contribute to the flexible nature of the space. What results is the creation of central space ringed by a one-way road.

Reducing the width of the roadway in combination with the low operational speed will result in more people feeling comfortable crossing the street—similar to Carden Street through Market Square. For those that feel more comfortable using a crossing and to ensure full accessibility, an additional 2-3 signalized pedestrian crossings will provide accessible routes in other central spaces. These signalized crossings will give transit vehicles priority and will also actively manage signal timing to optimize traffic flow.

## *Family Fountain Location:*

Concerns have been raised around maintaining the Family Fountain in St. George's Square. The concept plan clearly indicates that the Family Fountain will remain in the square. It is anticipated that as part of any reconstruction the fountain will need to be renovated, especially the underground services. The final location of the Family Fountain in the square will be addressed through detailed design. For example, there may be an opportunity through detailed design to shift the location of the fountain to create axial views to it or another new vertical feature in the square.

## *Other Issues:*

- Concerns were identified regarding the patio space on the eastern quadrant of the current square. To address this concern, the design of the patio space in front of the Gummer building has been revised to create an expanded patio space for ground floor users;
- Better resolution of the entrance to Old Quebec Street has been achieved in order to not change the grading beyond the City's property line and show conformance to the FADM in regards to grading;
- A number of comments were requesting that more trees be added in the centre. The final placement, location and number of trees can be addressed through detailed design;
- Comments were received regarding whether parking should be permitted in

St. George's Square. The final number of spaces can be finalized through detailed design however, surface parking is seen as an important advantage for businesses in the immediate area.

### *Summary of Recommendations for St. George's Square:*

It is important to emphasize that the document illustrates a conceptual design and like Market Square will be improved and refined through detailed design with further consultation of stakeholders, businesses and the public.

The recommended central square with a one-way road around the outside is recommended as outlined in the document for the following reasons:

- Promotes daily business activation at the edges;
- Reclaims the space for the public in the centre;
- Strongest image to orient visitors and users alike;
- Creates a comfortable and unified square and creates flexible space; and,
- Creates an iconic destination in the heart of Downtown

In addition it:

- Allows Douglas Street to be reversed - making it easier to get to the heart of the Downtown;
- Allows on-street parking to be maintained;
- Eliminates the traffic lights to help maintain traffic flow.

These directions when combined with the detailed design process and the creation of an activation management program, will result in a finalized design that will create a great place, and a welcoming destination. It is recognized that this will require further community and stakeholder engagement.

### **Alignment with other Downtown Initiatives**

Staff and other partners including the Downtown Advisory Committee are also undertaking other initiatives this year to address additional aspects of implementing the Downtown Secondary Plan, for example:

- Downtown Guelph Strategic Assessment
- Baker Street Redevelopment – Project Implementation
- Parking Master Plan
- The Enterprise City-building Framework
- Public Art Policy

The collaborative process used to develop the design documents discussed in this report has ensured appropriate alignment with these and other initiatives.

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## STAFF'S RECOMMENDATIONS

The transformation of Downtown is a fundamental component of Guelph's overall long term sustainable City-building vision. Over the next 10-20 years, the City will be making significant infrastructure investments in the Downtown, both to support anticipated new growth and to replace existing, aging infrastructure. Over the past 16 months, the City has undertaken a collaborative, community-based process to update these design documents. Based on this, staff recommend that Council adopt the a Downtown Streetscape Manual, which implements a flexible street approach on key streets Downtown, and which creates streets that provide an attractive, accessible and safe environment for all modes of transportation (walking, cycling, vehicular). Staff is recommending a Built Form Standards that provides clear design direction for private and public investment and development in the Downtown. Staff is also recommending that Council endorse the vision, principles and general design elements illustrated by the Conceptual Design for St. George's Square. These directions when combined with the detailed design process and the creation of an activation management program, will result in a finalized design that will create a great place, and a welcoming destination for all Guelph citizens and visitors.

## CORPORATE STRATEGIC PLAN

**Strategic Direction 1.2:** Develop collaborative work teams and apply whole systems thinking to deliver creative solutions.

**Strategic Direction 3.1:** ensure a well-designed, safe, inclusive, appealing and sustainable City.

**Strategic Direction 3.2:** Be economically viable, resilient, diverse and attractive for business.

**Strategic Direction 3.3:** Strengthen citizen and stakeholder engagement and communications.

## FINANCIAL IMPLICATIONS

This project has been funded through Planning Services Capital Budget. Staff has completed further review of the financial implications of these updated design standards. The estimated capital and operational costs of the Streetscape Manual and recommended St. George's Square design concept are outlined below.

The City's current 10 year capital forecast includes approximately \$18.5 million for Downtown infrastructure renewal (i.e. roads, underground services (water, wastewater, and stormwater) and streetscaping). This does not include the Arthur Street Trunk Sewer work which is a separate item in the budget.

For over ten years, the City has been implementing a Downtown-specific road and streetscape standard based on the 2001 Public Realm Manual. Where the new flexible streetscape standard is recommended on key streets, this new streetscape standard represents an additional investment of approximately \$1800 per linear

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metre or 18% for improved street tree planning (as per the Council-approved Urban Forest Management Plan) plus approximately \$2900 per linear metre or 30% over the current downtown standard for the flexible street elements (i.e. pavers and trench drains). Based on taking Wyndham Street (north of Carden Street to Eramosa Road and not including St. George's Square) as an example this would result in an increase in cost from \$4.9 million to \$7.3 million. This includes all other non-streetscape costs increases (i.e. larger storm sewer, utility relocates, construction staging etc). The benefit of this investment would create a more flexible streetscape on Wyndham Street including more parking, more space for retail spill-out areas (e.g. for patios), longer-lived and healthier street trees (and the associated human health and environmental benefits), and a more universally accessible space (based on the provision of trench drains).

The redevelopment of St. George's Square would most appropriately occur concurrently with the reconstruction of Wyndham Street and Quebec Street. Although it may be possible to leave portions of the existing square outside the right-of-ways untouched, staff recommend addressing the square holistically at the time of road infrastructure reconstruction. As outlined in the table below, the cost estimates for St. George's Square start from a "base" estimate of approximately \$4,800,000, which would include approximately \$3,040,000 based on extending the flexible streetscape through the square, plus \$1,760,000 for appropriate street trees, street furniture, and brushed concrete finish in the balance of the square. Further estimates illustrate the additional costs (over the "base") of redeveloping the square to a "T-Intersection with Market Square equivalent finishes" and the "Recommended Configuration with Market Square equivalent finishes" (with optional kiosk and integrated canopy).

Scenario	Approximate Cost*	Difference from Baseline Cost
Baseline Cost based on existing configuration	\$5,000,000	n/a
T-Intersection with Market Square equivalent finishes	\$5,850,000	\$850,000
<b>Recommended Configuration with Market Square equivalent finishes</b>	<b>\$6,700,000</b>	<b>\$1,700,000</b>
Recommended Configuration with an Optional Kiosk and integrated canopy	\$7,950,000	\$2,950,000

\*all approximate costs include \$200,000 for the Family Fountain refurbishment

It is anticipated that the estimated capital costs of the new streetscape standards and recommended St. George's Square concept can be achieved within the existing \$18.5 million 10 year capital "envelope" for Downtown infrastructure and streetscaping. However, staff will have to further assess this through future Capital Budget process and advise Council of any specific implications or impacts, for example on the timing and phase of other downtown infrastructure projects. In

# STAFF REPORT



addition, the overall 10-year “envelope” will be reviewed on an annual basis as a normal part of the 10-year capital forecasting and prioritization process.

The estimated costs of maintaining the new flexible streetscape standard on key streets and recommended St. George’s Square concept has also been provided. This include a one-time capital cost of approximately \$180,000 for new equipment and an increase in annual operating costs of approximately \$167,000 per year once all the flexible streets are implemented.

Through the community engagement process, many stakeholders have asked questions about the level of City-led activation (through programming investment) that might be needed to support the recommended St. George’s Square concept. The recommended concept provides a flexible platform for varying levels of programming for activation, including daily activation by residents, business and visitors. Staff has estimated the potential activation operational costs to be between \$20,000 and \$55,000 annually depending on the number of events (including, for example, temporary public art) and partnerships achieved. To staff and operate the optional kiosk full time is estimated to be an additional \$140,000 per year. Discussion and decisions regarding appropriate levels of programing, and associated operating budget and potential other funding sources and partners, can occur during the detailed design stage and prior to construction.

Staff is also recommending supporting and implementing a short-term St. George’s Square Activation Program and that this inform the long term activation, detailed design, and programming requirements of a reconstructed St. George’s Square. To this end staff will bring forward opportunities through the 2015 and 2016 operating budget process for Council’s consideration to allocate an estimated \$60,000 to develop this Activation Program.

## **DEPARTMENTAL CONSULTATION**

Throughout the preparation of this report a number of departments were consulted:

- Planning, Building, Engineering and Environment (Engineering)
- Finance and Enterprise (Downtown Renewal)
- Community and Social Services (Culture)
- Operations, Transit & Emergency Services (Traffic and Parking, Public Works, Transit Services)

In addition, a staff Technical Committee and General Manager Committee from all relevant departments and service areas has guided the development of these documents.



## COMMUNICATIONS

The preparation of documents included public and stakeholder engagement. Additional public and stakeholder engagement was undertaken in the finalization of the Downtown Streetscape Manual and Downtown Built Form Standards as outlined in the report. Further public and stakeholder engagement will occur during detailed design and construction phases of individual infrastructure projects as they proceed in the future.

## ATTACHMENTS

Attachments 1 and 2 are available on the City's website at [Guelph.ca/placemaking](http://Guelph.ca/placemaking).

- Attachment 1: Downtown Streetscape Manual, St. George's Square Concept Plan and Downtown Built Form Standards, available by link:  
<http://guelph.ca/city-hall/planning-building-zoning/community-design/urban-design/placemaking/>
- Attachment 2: April 7, 2014 PBEE report, available by link:  
<http://guelph.ca/2014/03/april-7-2014-pbee-report-downtown-streetscape-manual-built-form-standards/>
- Attachment 3: St. George's Square Activation Vignettes
- Attachment 4: Public Comments Received After April, 2014
- Attachment 5: Public and Stakeholder Engagement Undertaken

### Report Author:

David de Groot  
Senior Urban Designer

### Approved By:

Melissa Aldunate  
Manager of Policy Planning and Urban Design

---

### Recommended By:

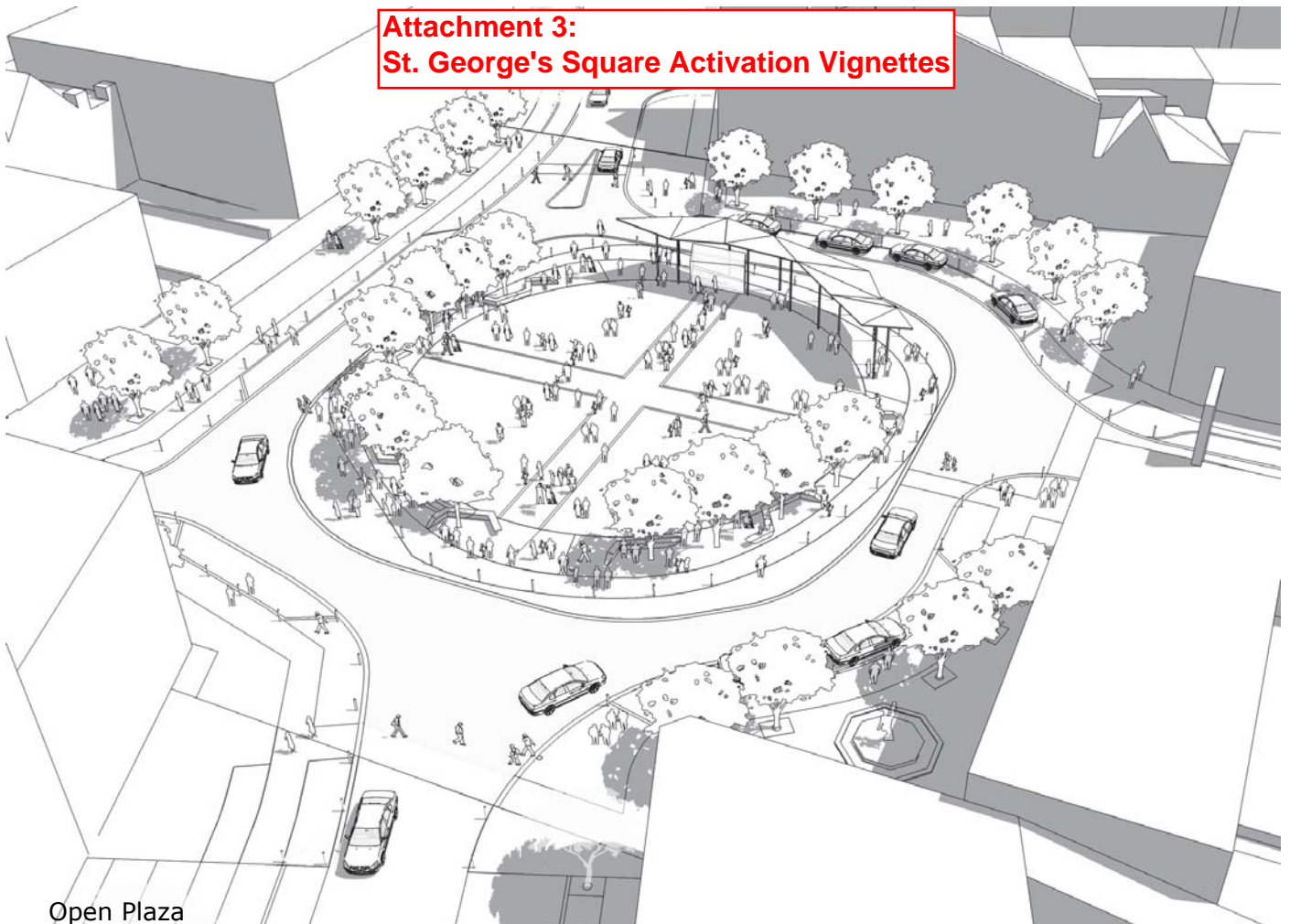
Todd Salter  
General Manager  
Planning Services  
519-822-1260 ext. 2395  
[todd.salter@guelph.ca](mailto:todd.salter@guelph.ca)

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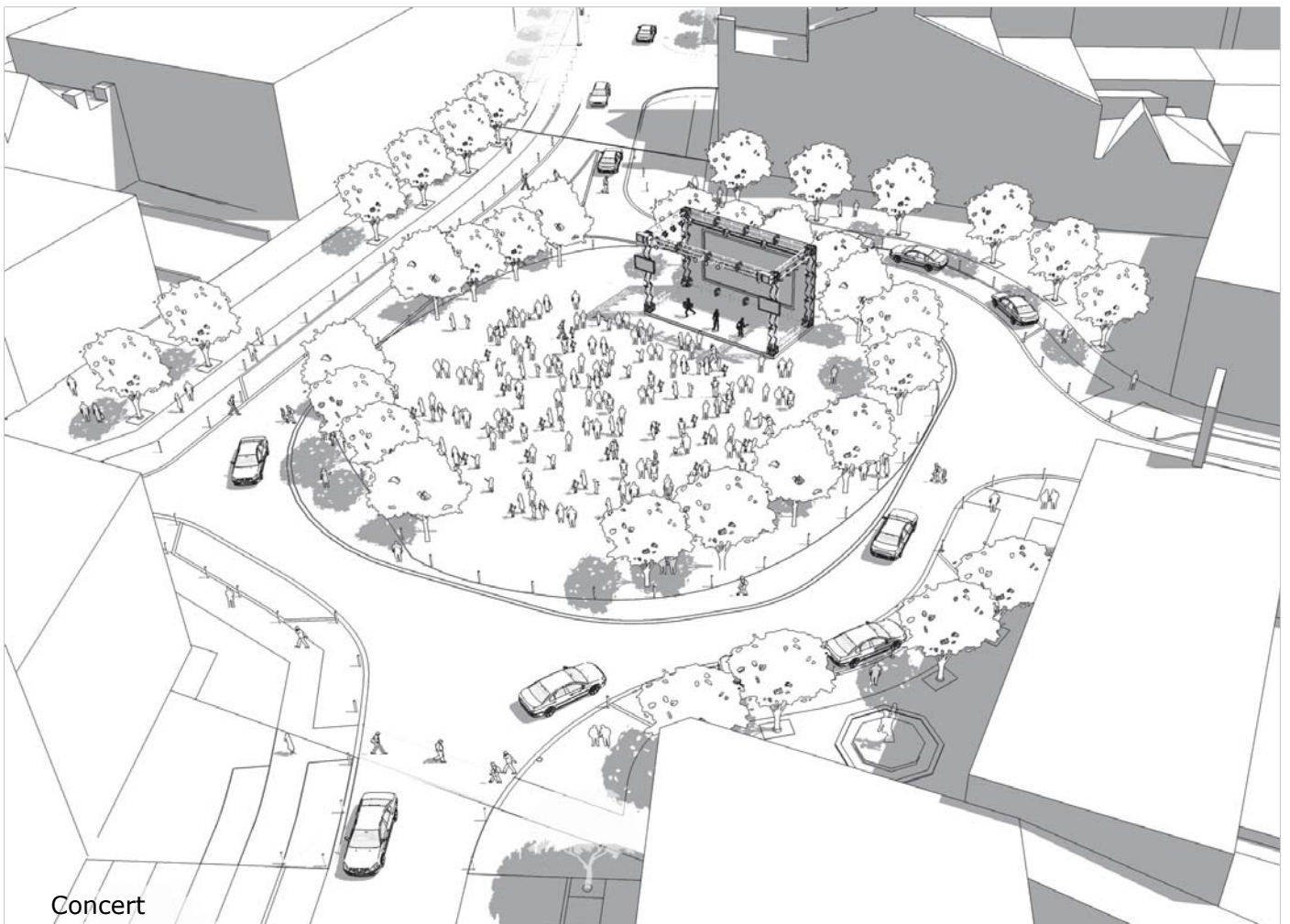
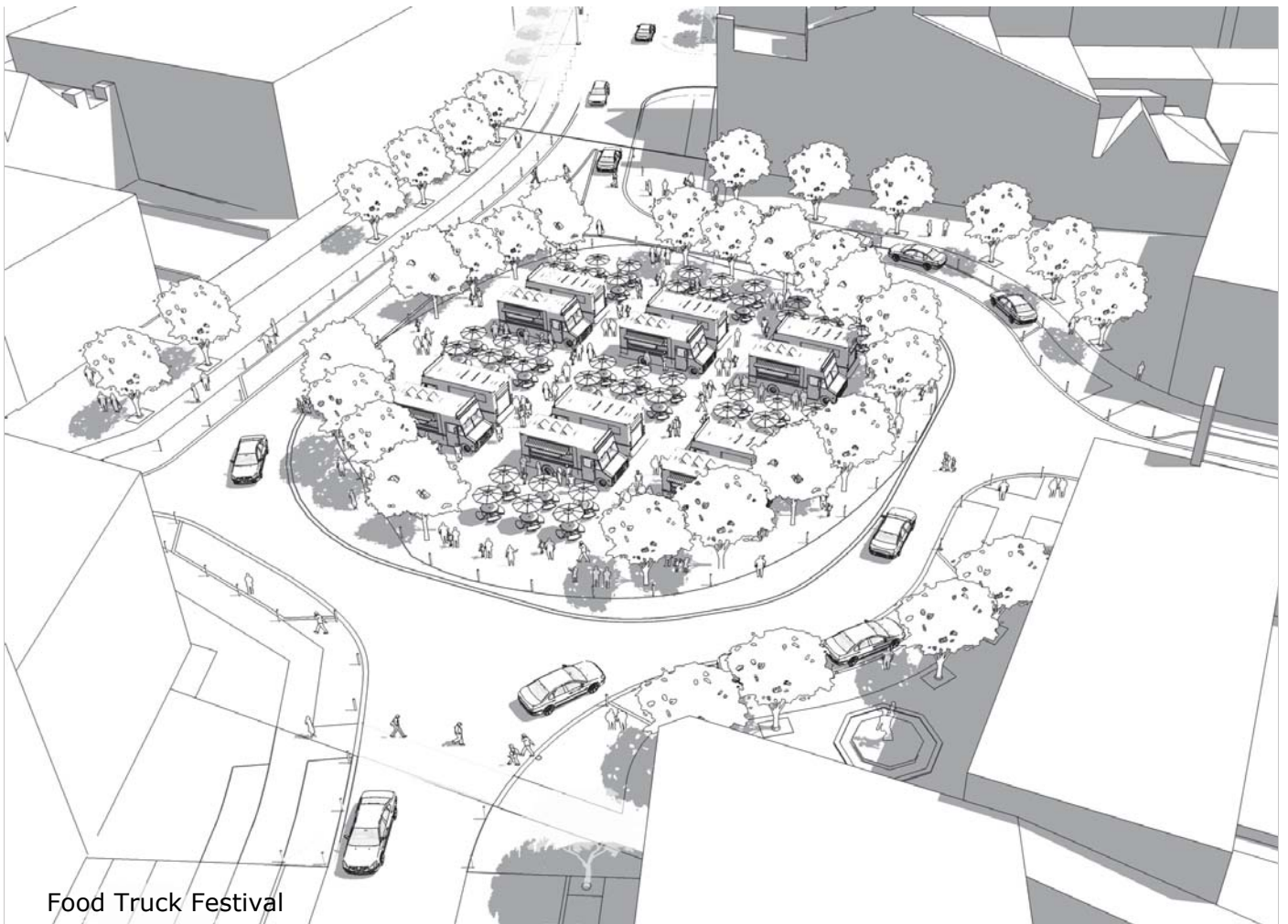
### Recommended By:

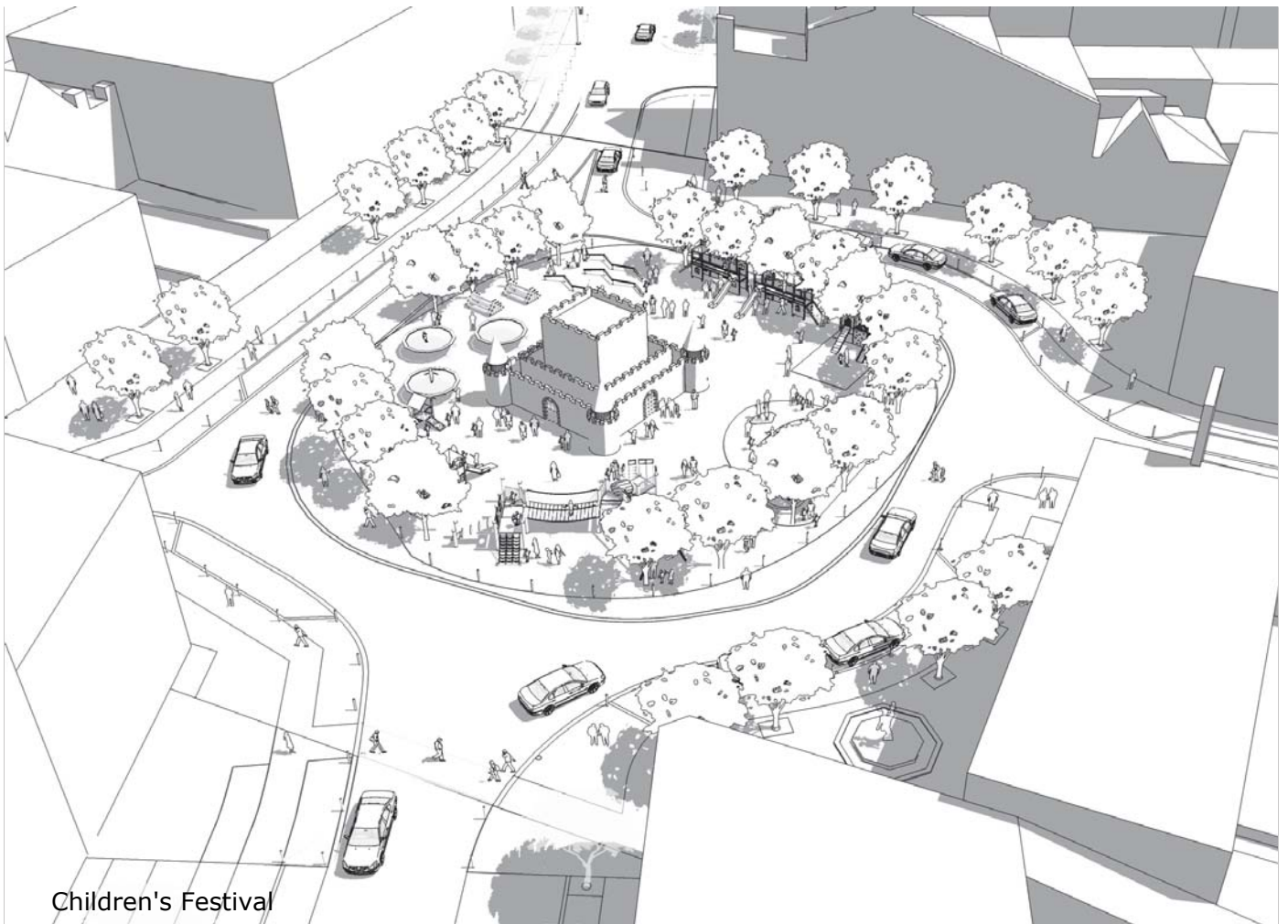
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[janet.laird@guelph.ca](mailto:janet.laird@guelph.ca)

**Attachment 3:  
St. George's Square Activation Vignettes**



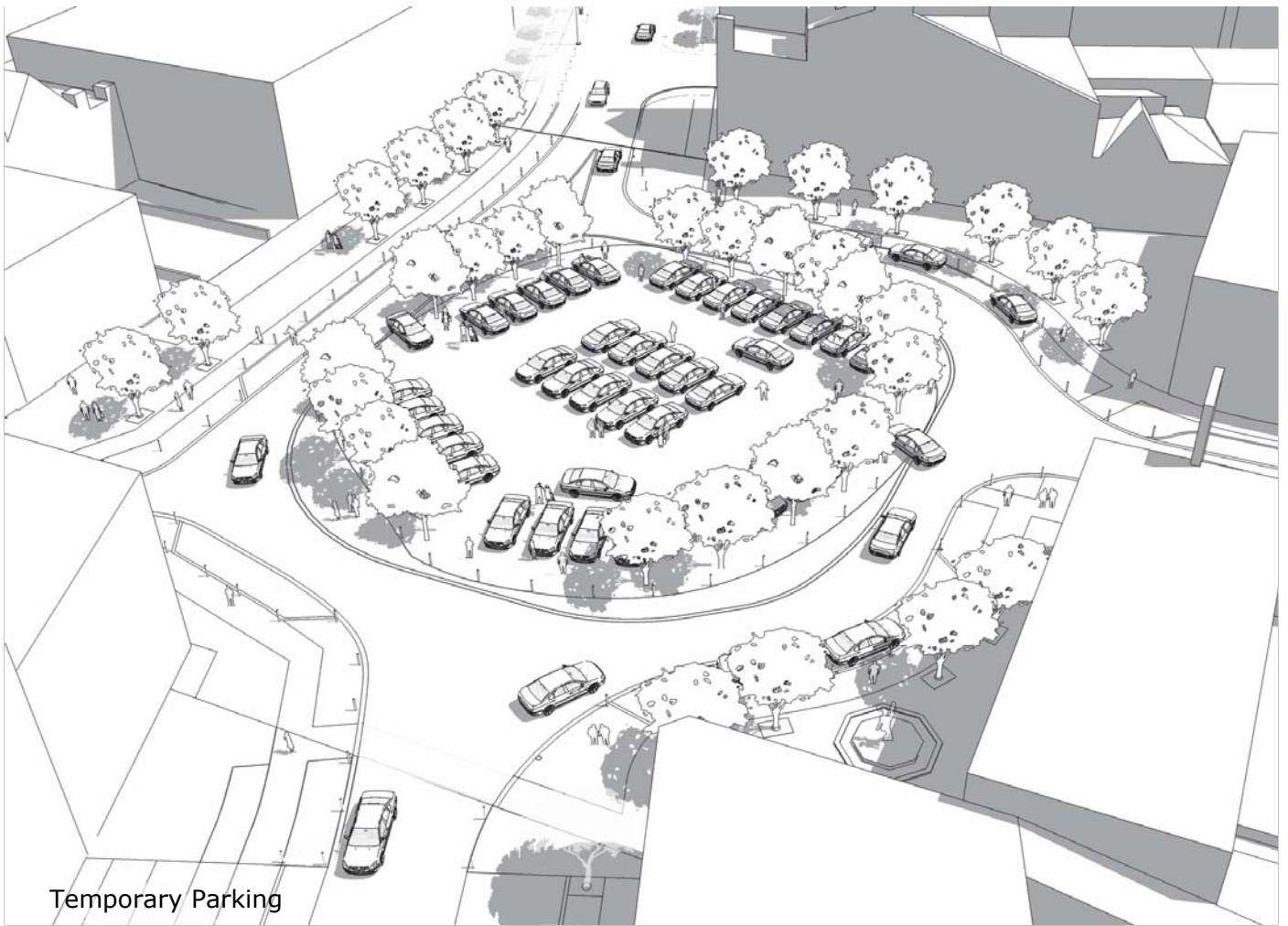












Temporary Parking

Attachment #4:  
Public Comments Received After April, 2014

Michelle Mercier

**Subject:** FW: St. Georges Square.

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**From:** Jim Furfaro  
**Sent:** June 30, 2014 9:25 AM  
**To:** 'Michael'; Bob Bell; Mayors Office  
**Cc:** David deGroot  
**Subject:** RE: St. Georges Square.

Good morning Michael  
I appreciate receiving your email. It has been forwarded to David deGroot, a city planner for comment.  
Take Care

Jim Furfaro

---

**From:** Michael [REDACTED]  
**Sent:** Saturday, June 28, 2014 9:26 AM  
**To:** Jim Furfaro; Bob Bell; Mayors Office  
**Subject:** St. Georges Square.

Hello,

I am writing related to the proposed plan for St. Georges Square.

Several comments.

1. Why is this being presented to council in September - before the election ?

2A. There were several comparisons made to other cities regarding this idea.

Several of them are not relevant. Examples:

\* Montreal. I am a born and raised Montrealer. To compare this project to Place D'Arm in Montreal is not relevant. Place D'Arm is not located in the heart of the City. It is not a major hub for business, people and other activities. At best the place is busy during business hours when office folks come out for lunch and breaks. After hours it is pretty quiet. Rarely is there "major" activities conducted after hours and weekends.

This is not a fair comparison with our St. Georges Square.

2B. The comparison to Kingston Farmers Market is way off the mark. With three sisters living in Kingston I have been to the Market on weekends. During the week there is little, if any, activity in the area. On weekends (Saturday) there is a busy crowd. The roadway in front of the Market is a regular roadway. No traffic circles. no roadway adjustments.

Again, not a comparison to what is planned for our City.

3. I am not in favor of this project. I believe it is a waste of money, a detriment to our city core and a distraction to the quality of life and vibrance of our city center.

Why: The traffic flow will not encourage people to go downtown. The lack of parking is an issue as well as the plan to make the roadway narrow with low speeds with missed car, truck and bus traffic. Douglas street

being reversed to bring vehicles into the city center will not help traffic  
egress from the core.

4. The Family Statue is planned to be moved to a corner, out of  
the way as was stated at the information meeting. Why?

I do not believe this project - at 85.5 Million is a proper use of our money.

The infrastructure needs to be updated. No argument on this.

I am sure you will get ideas from other folks. So, here is one from me.

1. After the infrastructure is done, re-do the street scape based on original Guelph  
city center design. (Street lights cobble stone road way side walks). Bring back the  
history and uniqueness of the core area.

. In summer, close off the main roadway through the core area (Quebec St. ect)  
As Montreal was used as a comparator let us use their example. Close off  
the streets (as Montreal does on East end Saint Catherine. Turn it over to groups  
to have celebrations, side walk cafes, art exhibits, music festivals and  
other activities. In winter open the roads to traffic. Incorporate a more  
efficient traffic light system to ensure smooth traffic flow through the core area.

On another note: We are willing to spend 85.5 Million to change our core. Yet a derelict  
building (my words) exists right in the center of the core. I believe it is called the  
Douglas Building. A beautiful face which is looking like it is ready to collapse. The city  
ensures I cut my grass, do not park vehicles on the lawn or on the drive way for an extended  
period of time, yet, this disgrace is allowed to continue. (See Attached picture)

Thanks for your ear.

Mike Dougherty

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## Michelle Mercier

---

**From:** b mcmulle <  
**Sent:** June 17, 2014 1:04 PM  
**To:** Downtown Plan  
**Cc:** David deGroot; marty@downtownguelph.com; pandrews@guelphmercury.com; cclark@guelphtribune.ca  
**Subject:** terrible downtown plan coming

When the city held its recent preview of the new plan for the square the public once again rose up with complaints and business owners with concerns about further loss of business.

Marty, you raised concerns about this maybe not being in the best interest of downtown business

Given 2 recent articles in the mercury

1:the actual demand for city transit serving GO transit is almost non-existent,it worked out to about 15 people using both

2:Guelph transit is now losing over 600k annually

These 2 concerns along with the fact that a lot of people are staying away from the square and downtown business owners are losing business(30 percent according to Wyndham Varieties owner,whom I spoke too) are a direct result of next to no transit serving downtown.

If we use the money to factor transit back in to the square then we can start putting the lost foot traffic back downtown which would restore lost customers to business owners.

Transit serves a lot of seniors and people with mobility issues who struggled on a decent service but now have to get on and off twice as many buses just to go downtown and back by being dragged through GCS first,this is a lot of wear and tear on these people and they rely on this service to get to essential services like the banks,clinics and post office.

I know the mayor wants a playground atmosphere at the square but the city used to show movies at Exhibition park and we have lots of venues designed for concerts,we can't displace 1000's of transit riders and cost so much business just to have a few concerts/movies.

With new condos being proposed for the Baker St. area there will be even more demand for transit serving the square.

It is time to ask the public if we think transit would better serve the public/business owners being at the square vs. GCS.

GO riders have complained about lack of parking and vacating transit from there we could turn GCS into a lot of parking and as I have stated help the public/business owners get back to where we were pre 2012,that was when the public liked coming downtown.

Phil and Chris,I asked both of you repeatedly to do a story on the loss of transit/business downtown from the public's perspective and I was completely ignored by both of you,we are 2 years removed from the square and the loss of business and people staying away from the square in large numbers are very newsworthy and we the public should be able to count on you doing this story from both sides,not just arbitrary statements from the Farbridge group.

Thanks for your time and lets get serious about fixing the downtown properly.

Brian McMullen

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## Michelle Mercier

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**From:** Downtown Plan  
**Sent:** June 16, 2014 8:29 AM  
**To:** David deGroot  
**Subject:** FW: St.George's Square design/McDonnell street

FYI

-----Original Message-----

**From:** Louie Visentin  
**Sent:** June 13, 2014 9:24 PM  
**To:** Downtown Plan  
**Subject:** St.George's Square design/McDonnell street

Hi,

Regarding activating the centre part of the square, I think putting a fountain on the eastern edge of the inner circle would attract people to the space. The eastern edge is where the sight lines converge from the 4 approaches to the square (Quebec St, Douglas, Wyndham north and south).

Don't put the statue in the middle of the fountain. Just make it a water feature. A large Christmas tree could be put in the fountain from mid Nov to mid Feb which would add interest/beauty during the winter months and it could be seen from all approaches. Would like to see the fountain have a way for people to throw money into it to donate to some children's charitable organization (toys For Tots? Christmas hampers?). Would need a design that would prevent people from getting into the fountain to 'steal' the donations:!) Another nice feature about putting a fountain there without a statue in the centre is that the water could be turned off if needed during large events if it would block sight lines. The Family statue could be put elsewhere in the inner circle or somewhere else in the square.

I like seeing the added trees in the inner circle. It will be a huge improvement from the current concrete acre in the middle of the square. Need to make sure that they are well lit/decorated during the 6 months of the year that they won't have leaves.

Regarding the McDonnell Street design...I like the narrower right of way for vehicles and wider boulevards. Just wondering if another fountain could be put in the middle of the road where the photo op space is planned (by Wilson Street) facing Church of Our Lady (put the fountain in the space planned for the flower bed). Doesn't need to be a large fountain. I think it will block the less attractive view of the rising street heading up to Norfolk, the fountain could be used to attract donations to support the Church of Our Lady...maybe to pay for lighting this national historic site at night. The fountain would add interest when looking up the street to the church...multiplying the 'depth' of interesting features (the new streetscape, fountain and church in the background).

Thanks for the opportunity to provide input.

Louie Visentin

Sent from my iPad

## Michelle Mercier

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**From:** Planning Division  
**Sent:** June 4, 2014 2:23 PM  
**To:** David deGroot  
**Cc:** Melissa Aldunate  
**Subject:** FW: Round about

FYI

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**From:** Hans Schepers  
**Sent:** June 4, 2014 1:46 PM  
**To:** Planning Division  
**Subject:** Round about

St George Square make over!

The plan to build a roundabout is defeating its purpose.

How do we reach the center of the roundabout without being run over? What will be the feature at the center? How long will it take and how many businesses will be affected? Like the time it took to build the city hall and the make over of Garden Street?

Now look what attracts people to the Square? Basically there are different groups of people meeting at different corners, some around the fountain, others at the eating area of Gusto, and don't forget the sunken area at the SW with the great variety of attractions in the summer. The SE corner attracts its own group of people that like to talk with each other and it could use more benches ash bins and shade trees. In the summer we started a program with a few pianos scattered downtown and future virtuosos practicing their skill.

If we want to make changes I would suggest to start at the NW corner. Move the fountain closer to the post office and the bank. Surround it with raised flowerbeds and benches. Move the bus shelter closer to the bank so the music is not drowned out by traffic. Don't disturb the trees in that area!

Leave the paved streets alone but use the money to remove all the bumps from the side walks including all the silly brick strips from a 100 years ago.

I hope the dreamers at city hall will change their minds and start a more practical line of thought.

Hans Schepers

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**From:** Mike Hryn  
**Sent:** June 3, 2014 9:56 AM  
**To:** Mayors Office  
**Subject:** St. George's Square Presentation

Hi Karen,

After speaking with you after the Oak Tree Photo about my recent visit to Pittsburgh's market square I thought I'd share a few things from last night.

The information I think that were missed in the presentation:

- The reiteration to the public that the infrastructure has to be replaced and this is an opportunity to enhance the square further (this was only brought up after Marty Williams took it upon himself to say so)
- The projected costs including maintenance (again only brought up after a few heated questions)
- The increased parking for downtown business
- The return on investment for the city – Perhaps referring to that 3D chart showing tax receipts for downtown you spoke of or something from the city of Pittsburgh? Why did they do it?

As I said to you that afternoon. I think the opportunity is great for the city and I am all for it. I also take to heart your comment of not speaking up and that's why I am writing you now. The visual/design pieces are very important but also having a fact sheet of the benefits in a succinct format will only strengthen the argument to do this.

Best Regards,

Mike

## Michelle Mercier

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**From:** Chris and Krista -  
**Sent:** May 18, 2014 6:57 PM  
**To:** David deGroot  
**Subject:** downtown, St. George Square redesign

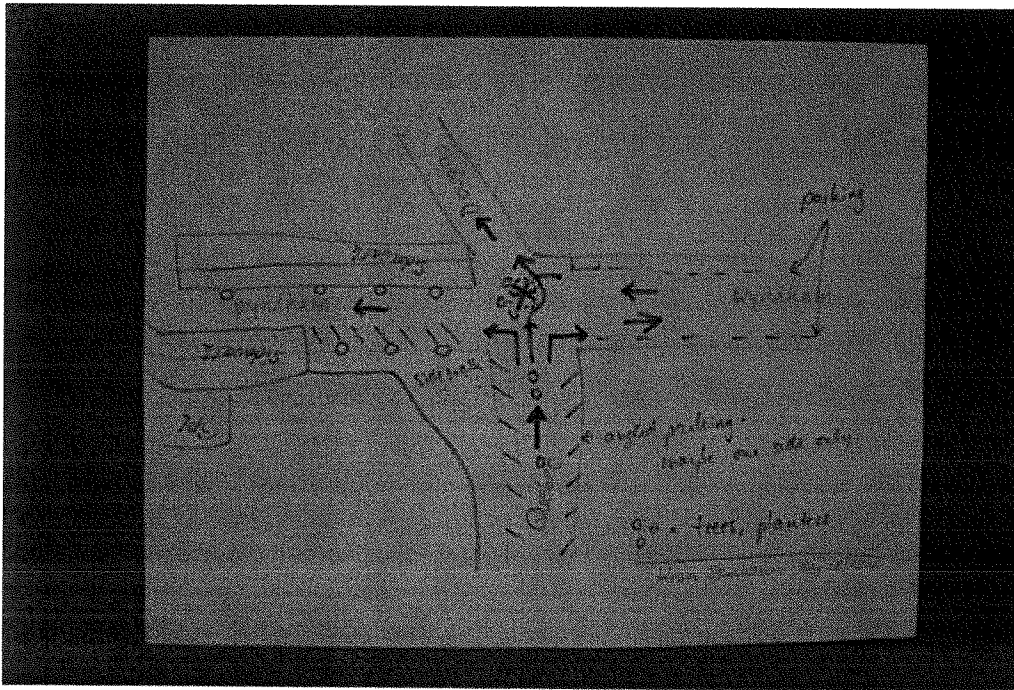
hi there,

Having lived in Guelph for 17 years and raising two children, I find myself disappointed with the downtown of Guelph. It is shabby, unloved and simply sad.

With the new Main Branch Public Library heading to Wyndham Street, it occurred to me that a 'facelift' of Wyndham, Quebec and Douglas Streets might be in order. At the same time, there have been discussions about the St. George Square re-development.

Even though I like roundabouts, I think it would be overkill. We don't need to feed high numbers of cars through the core, no thanks. We need to find a way to let them into the downtown, but calm down the area. This will make it both accessible and comfortable for pedestrians and drivers, buses and bikers alike.

Here is my idea:



Make Wyndham Street a ONE WAY street from St. George's square to Woolwich/Eramosa. Parking (angled) on one side only, the other a WIDE sidewalk with trees, benches etc (preferably the sunny side). Outdoor Cafés, etc. would be here. The END of this one way street could be closed on Sunday nights in the summer for some outdoor open air movie screenings, as well as downtown parties (art fest, jazz fest etc.)

To get to upper Wyndham, Cars would come up McDonnell and turn right onto Wyndham, Douglas on the right, straight ahead possible but traffic calming devices and a 30km/h zone would restrict driving through. Quebec/Douglas would be a

one way only street. The lower Wyndham Street would be two way only from Quebec (turn right) and Wyndham to Douglas (turn right).

There would have to be a traffic calming measure in the center of this, but a circle would be too much. Raised crosswalks maybe, planters etc. Lots of Trees to liven up the 'dead' space around the St. Georges square area. I'd love to bring cobble stones into this but I'm not sure how they do in severe winter.

The one way along Wyndham would be great to calm things along the road where the new library will be. People will be encouraged to walk along store fronts, sit, chat and meet. Cars on one side only would greatly improve the visual appeal . Renovating building frontage and unifying signage would also improve the visual appeal along that part of Wyndham Street.

I'm not sure if this is the right place to send suggestions... pass it on and let me know where it went.

Hope you had a lovely long weekend,

kind regards,  
Krista Steinhauser

**From:**  
**Sent:** April 7, 2014 2:59 PM  
**To:** David deGroot  
**Cc:** Downtown Plan  
**Subject:** 2014-04-07 Downtown Streetscape Manual  
**Attachments:** Wellington Macdonnell Intersection.pdf

Hi David,

I have a couple of preliminary comments regarding the draft **Downtown Streetscape Manual** as follows:

**1. Wellington/Macdonnell intersection**

The pedestrian realm on the north east corner needs improvement. The existing and proposed right turn lane from Wellington onto Macdonnell is problematic from a pedestrian perspective. The movement of vehicular traffic within this highway style 'off ramp' diminishes pedestrian safety and comfort in this area. The crossing of this right turn lane is awkward for pedestrians. A greater focus on pedestrian comfort and safety is required. I have attached a suggested plan which would shift the right turn lane, making it more of a typical urban intersection, and creating a very functional pedestrian plaza where the right turn lane currently exists. It seems appropriate to compromise the speed and ease of movement of vehicles in favor of much greater pedestrian safety and comfort.

**2. Street Trees**

Street trees should only be considered where it is possible to provide adequate soil volumes which would permit them to grow to maturity. The environmental benefits of trees are only realized once they reach a considerable size and maturity. A minimum of 48 cubic meters of soil (tree root habitat) is required to grow a tree of 600mm diameter. This is the typical size of a middle aged large stature tree. This soil volume may be reduced to 30 cubic meters where it is shared by two or more trees.

Continuous soil trenches with pedestrian pavements supported with 'Sylva Cells' or other technologies can provide the tree root habitat required to ensure that the vision of tree lined streets may be realized. This infrastructure must be considered an integral part of the streetscape cross sections provided in the manual.

In regards to the **St. George's Square Concept Plan**, I offer the following:

**1. Public Washrooms/Storage Area**

The concept plan includes a proposal for public washrooms and storage building within the central area of the plaza. The placement of a structure such as this within the square will diminish the flexible use of the square, one of the main design objectives. It would be more appropriate to accommodate these functions within the existing buildings adjacent to the square, such as the Quebec Street Mall. I think if you reviewed the typical requirements for the staging of events where a large public gathering occupies the square, with the roadways closed, you may find that the placement of a building structure within the centre area of the square compromises the opportunities.

I may have some more comments later, but thought I would forward my initial thoughts now.

Thanks,  
William

<http://guelph.ca/2014/03/april-7-2014-pbee-report-downtown-streetscape-manual-built-form-standards/>

**William Sleeth**



## Michelle Mercier

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**From:** Ian Panabaker  
**Sent:** April 25, 2014 10:55 AM  
**To:** 'R.Catteau'  
**Cc:** David deGroot  
**Subject:** RE: St. George circle

Hello Mr. Catteau

I'm copying David deGroot here as he is project lead for the study and has the documents you've requested.

The plan speaks to the strategies for creating a safe pedestrian environment. The main being reduced speeds and narrow crossings throughout, and in the specific case of St. George's, additional pedestrian activated crossing locations to address barrier-free standards.

This is the specific link for St. George's Sq concept:  
[http://guelph.ca/wp-content/uploads/ATT\\_3\\_Draft\\_Conceptual\\_Design\\_SGS.pdf](http://guelph.ca/wp-content/uploads/ATT_3_Draft_Conceptual_Design_SGS.pdf)

David -- could you follow-up on the other information?

Thanks  
IP

Ian Panabaker | Corporate Manager, Downtown Renewal T 519-822-1260 x 2475 E [ian.panabaker@guelph.ca](mailto:ian.panabaker@guelph.ca)

Are you interested in Urban Design?  
Attend the Guelph Urban Design Summit: Delivering Change on the Ground May 5th & 6th – [guelph.ca/urbandesignsummit](http://guelph.ca/urbandesignsummit)

-----Original Message-----

From: R.Catteau \_\_\_\_\_  
Sent: April 24, 2014 11:36 PM  
To: Ian Panabaker  
Subject: St. George circle

Hello:  
Is there a drawing of the traffic circle proposal with the outlines of what presently exists in St. George's square superimposed on it.

I'm told that, traffic circles are considered not pedestrian friendly, by some. How would this proposal accommodate the pedestrian traffic it encourages

Thank you for your time

Rob Catteau

Sent from my iPad

## Michelle Mercier

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**Subject:** FW: Monday meeting

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**From:** Hans Schepers  
**Sent:** June 10, 2014 3:57 PM  
**To:** David deGroot  
**Subject:** Re: Monday meeting

Thanks for answering my E-mail . I feel that tampering with the sunken area at the SW corner is counter to the idea. The tribune showed a picture of the finished conversion. What is missing is the location of the fountain. What is so wrong with the present situation? If Guelph likes to experiment with roundabouts it should start with five corners of Woolwich and Norfolk.

What I like to see is the fountain closer to the post office and the Bank of Montreal, surrounded by flower boxes and one old bus shelter for piano players in the summer month.

I have complained for years about the many bumps in the sidewalks mostly caused by the bricks sinking away. The bumps causing a pain in my shoulder when walking with my walker to Wyndham street. I heard stories of people falling because the sudden stop at a bump.

My wife so I find it trouble some to be away for longer periods at a time, but I would like to discuss this further here at home

----- Original Message -----

**From:** David.deGroot@guelp.ca

**To:**

**Sent:** Monday, June 09, 2014 4:37 PM

**Subject:** RE: Monday meeting

Thank you for your comments. I'm sorry that the article you read was unclear. I've attached the ad that was in the Guelph Tribune regarding meeting date and location.

The boards and presentation given on June 2 at City hall have now been posted to the City's website here for review:  
<http://guelph.ca/2014/05/downtown-guelph-open-house-streetscape-built-form-st-georges-square/>

The document that describes the rationale for the draft concept plan for St. George's Square can be found here:  
[http://guelph.ca/wp-content/uploads/ATT\\_3\\_Draft\\_Conceptual\\_Design\\_SGS.pdf](http://guelph.ca/wp-content/uploads/ATT_3_Draft_Conceptual_Design_SGS.pdf)

If you have any further questions, I'd be happy to have quick meeting.

I have forwarded your contact information to our administrative staff so that you can receive information directly from the City regarding this project.

**David de Groot, MCIP, RPP, MUDS** | Senior Urban Designer  
T 519-822 -1260 x 2358 |  
E [David.deGroot@guelph.ca](mailto:David.deGroot@guelph.ca)

---

**From:** Hans Schepe  
**Sent:** June 4, 2014 1:49 PM  
**To:** Planning Division  
**Subject:** Monday meeting

Last night was again an unfulfilled promise by the City Hall. I am talking about the scheduled meeting and talk at St. George Square about the round about. The Mercury announced this meeting in the Saturday edition. Nobody showed up except me.

What was there, a few lines on the sidewalk to indicate the future road.

At the N-W corner it just missed the fountain. However at the S-W it cuts right thru the sunken area. This is a small area in Down Town where the parents with little kids can let them go on scooters, trikes or skateboard. the only place where you can get a hot dog, get a coffee from Capistrano and sit outside in the sun or under the shade of an umbrella. Also in summer there are entertainment groups telling stories, playing music and songs

At the East side the future road is skirting closer to shops but also will make the ramp into The Old Quebec Mall steeper, not very pleasant for seniors with wheelchairs or walkers nor for the parents pushing a stroller. It reduces the meeting area for bachelors on one end and disrupt Gusto's outdoor patio on the other end.

Since the meeting was a dud, I can imagine the round about will also be. City Hall has a habit of making unkept promises like a new library 12 years ago and we are waiting still, so let the round about idea age for the same length of time.

Hans Schepers

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**Subject:** FW: St. George's Square

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**From:** Martin Bosch  
**Sent:** June 2, 2014 10:27 PM  
**To:** Todd Salter; Ian Panabaker  
**Subject:** St. George's Square

Hi Todd and Ian:

The presentation of the redesign of downtown Guelph with information and comments capability was well done.

I do think that Marty Williams made a statement near the end of Q&A that should be the introducing statement. That is, most Guelph people think that the remake is the result of remake only and once again spending Guelph taxpayers money. The introduction should state that the aging infrastructure of downtown Guelph needs to be replaced resulting in the present streetscape of downtown Guelph and St. George's Square by necessity will be torn up. Since the is the case this a perfect opportunity to rethink the streetscape that represents Guelph today can now become a reality. Thus you have retained outside assistance to plan for the new Guelph as evidence on Carden Street with the new City Hall.

I think you plan outlined for St. George's Square being the round-a-bout (should be called square-a-bout) is very good. That scheme versus others appears to be the final one selected. It probably is a two stage process for public input. That is, firstly the square-a-bout decision then secondly, followed up with how to include public art, seating style, canopy, trees, shrubs. Those aspects for the second part can be easily decided in the near future, given that the decision of the square-a-bout has set the stage for the infrastructure requirements and can proceed as scheduled.

You probably know where I am going with this. I was surprised that when we went to the square that it also included PARKING inside the square itself. That was never mentioned until I asked. When I asked others if they were aware of that, the response was the same as mine.

That is, today and all the years in the past no cars park in the square. Some close but on in front of e.g. Quebec Mall entrance. I am TOTALLY OPPOSED TO ANY CARS/BUSES PARKED IN THE SQUARE ITSELF. That would blight the whole view and vision of St. George's Square. There are plenty of parking possibilities just outside the square-a-about. That is for bus and cars. I realize that for handicapped persons needing the medical centre in the Quebec Mall can disembarked in a handicap reserved area next to the CIBC. I noticed that in the square you have four areas that cars/bus can park. PLEASE ELIMINATE THOSE AREA AS SUCH. Give St. George's Square the respect of no parking and a greater area of pleasure for the citizens of Guelph.

Martin Bosch

**Michelle Mercier**

---

**Subject:** FW: St. Georges Square.

---

**From:** Michael  
**Sent:** June 2, 2014 12:42 PM  
**To:** Michelle Mercier  
**Subject:** Re: St. Georges Square.

Thank you.

I like the design. My issue is the increasing costs to the taxpayer. Not this in particular, but Hydro, Water, many other increased costs with no increases in take home pay and pensions.

Mike

On Monday, June 2, 2014 8:46:04 AM, "[Michelle.Mercier@guelph.ca](mailto:Michelle.Mercier@guelph.ca)" <[Michelle.Mercier@guelph.ca](mailto:Michelle.Mercier@guelph.ca)> wrote:

Hi Michael

I am not sure why you are unable to download or print the map from the website however I have attached just that page to see if this works better for you.

---

**From:** Michael  
**Sent:** June 1, 2014 7:06 PM  
**To:** David deGroot  
**Subject:** St. Georges Square.

I, and several other folks have tried to download and/or print page 22 - the map of the proposed work. We wanted to do this in order to be prepared for tomorrow night's meeting on this.

We have not been able to do this.

I should let you know, I am not in favor of this idea/ It will no longer be a people place.

I look forward to the meeting tomorrow night.

Thanks

Mike Dougherty

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**Michelle Mercier**

---

**Subject:** FW: St George's Square

---

**From:** steve baldamus \_\_\_\_\_  
**Sent:** July 16, 2014 10:44 PM  
**To:** David deGroot  
**Subject:** St George's Square

Thanks again for taking the time to meet with me.

I've been putting some thought into what i would like to see for the square keeping in mind the options that you presented as well as what i feel what the square and downtown area looks and feels like.

I know you are looking to make the square a destination point but i think you should look at not just the square but Wyndham street from Carden all the way to Woolwich.

Right now the square is actually 3 seperate areas each with its on unique look and feel. This is what gives the area a special feel to begin with.

Combining into one large generic area would just make it look the same as any other town square.

Guelph's square is different and i feel the city would lose part of it's character if you took that away.

So i dont want option 2 of the proposed plan.

Continuing along that line, the flattening of the area and putting in those random bricks also takes away from the squares current character.

So what is proposed in option 1 again would give the square a post modern look that really doesnt fit with the architecture and look that makes guelph unique.

So i've come up with a third option which you might find interesting.

Keep the t-intersection and mutiple tier levels of the square as is.

But take the cobblestone design from Carden St. and bring it all the way up Wyndham right to Woolwich through the square which would make the entire downtown stretch have the same look as market square. Also at intersection of Wyndham and Macdonell have the city logo done in bricks in the middle of intersection. Add trees and the same lights as market square again all the way along wyndham. I have an idea for some small fountains to add to the square(s) which would add to the ambience.

I am working on some drawings in between everything else that keeps me busy , i will email once i have them drawn up.

Regards

Steve Baldamus

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**Michelle Mercier**

---

**Subject:** FW: Draft Streetscape Manual

---

**From:** Allan Dyer  
**Sent:** July 10, 2014 11:13 AM  
**To:** David deGroot  
**Cc:**  
**Subject:** Draft Streetscape Manual

David

I have been looking at the Draft Streetscape Manual.

Clearly, the proposal has a major impact on our lives and that of our tenants as our address is

I have just been reviewing the map on page 43 of the Streetscape Manual. Currently our lane way enters the intersection of Arthur St N and MacDonell St. With the new proposal, where would our laneway enter the street?

I respect the impact the proposal on the residents of Arthur St N and Grange St. However, we do not want to have a huge negative impact on our lives so their lives improve.

There is very little comment on the how the Wood's Development would impact traffic at this corner. This is a much larger volume in traffic than the Tricar Developments and it needs to be addressed.

I am hopeful that the discussion will be open and the proposed plans are still open to input and change.

Please keep us informed about all discussion regarding this proposal.

Regards  
Allan Dyer

---

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# City of Guelph Streetscape Manual & Built Form Standards

BrookMcIlroy/

Public Open House - June 2, 2014



## Comments

Please provide any comments that you have with regard to the City of Guelph Streetscape Manual & Built Form Standards, or tonight's Open House.

PLEASE RETURN THIS FORM TO:

Blair Scorgie  
Planner & Urban Designer  
BrookMcIlroy/

T: 416 504 5997 x.223  
F: 416 504 7712

51 Camden St. Suite 300  
Toronto, ON, M5V 1V2

- Fabulous!*
- I love that the design makes pedestrians "king" and cars the interlopers.*
  - small concern regarding bike racks. The ones used on Camden St need to allow bicycles to fall. There have to be better designs than this.*
  - It would be good to know how much land is available for pedestrians with this plan vs. existing layout.*
  - Please use road treatment that doesn't add to the heat island effect that happened on Camden with the black stone work.*

Thank you for your participation.



# City of Guelph Streetscape Manual & Built Form Standards

BrookMcIlroy/

Public Open House - June 2, 2014



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Toronto, ON, M5V 1V2

Why not ① Simply close down  
Guelph St. to Baker (allows  
Access to Parking).

② Close off Wyndham  
to create a "Pedestrian" Mall where  
festivals can be held in summer.  
In winter open the roadways  
up to traffic & occasionally close  
for seasonal festivities - i.e. Christmas

St. Patrick's Day - Valentine's Day & others

Thank you for your participation.

Merchants can then park  
at the parkades & other locations  
instead of in front of  
their stores

*Wyndham*

City of Guelph

BrookMcIlroy/

# Streetscape Manual & Built Form Standards

Public Open House - June 2, 2014



## Comments

Please provide any comments that you have with regard to the City of Guelph Streetscape Manual & Built Form Standards, or tonight's Open House.

- Like the trees, Need more trees.
- What about a tree in the middle of the square instead of just pavement?
- Like the narrower streets
- Like the cross in the square - A tree at the centre of the cross would be nice.  
It could be a tall columnar tree.

Kit Houghton

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Thank you for your participation.

# City of Guelph Streetscape Manual & Built Form Standards

BrookMcIlroy/

Public Open House - June 2, 2014



## Comments

Please provide any comments that you have with regard to the City of Guelph Streetscape Manual & Built Form Standards, or tonight's Open House.

For more than half of the year, our trees  
don't have leaves - what is planned to make  
the centre of the square still attractive  
during this time? Evergreen trees?  
Fountain + statue in the centre?  
Some heaters/outdoor fire pits/flames  
within the centre? Lights in the trees?

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Thank you for your participation.

# Streetscape Manual & Built Form Standards

Public Open House - June 2, 2014



## Comments

Please provide any comments that you have with regard to the City of Guelph Streetscape Manual & Built Form Standards, or tonight's Open House.

- love the traffic circle!

- only way to make it safe is to put "yield to pedestrians" signs at every entry and exit point

↳ if you think it doesn't work, check out the city of Savannah - they do it in each of the 21 squares!

- I'd love to see a fountain or statue in the center - I think it lacks focus

- more grass or plantings would be lovely

- will there be public bathrooms?

- where is the bike parking?

- definitely more trees on Quebec!

- I think the cross of pavers is cross ditch it!

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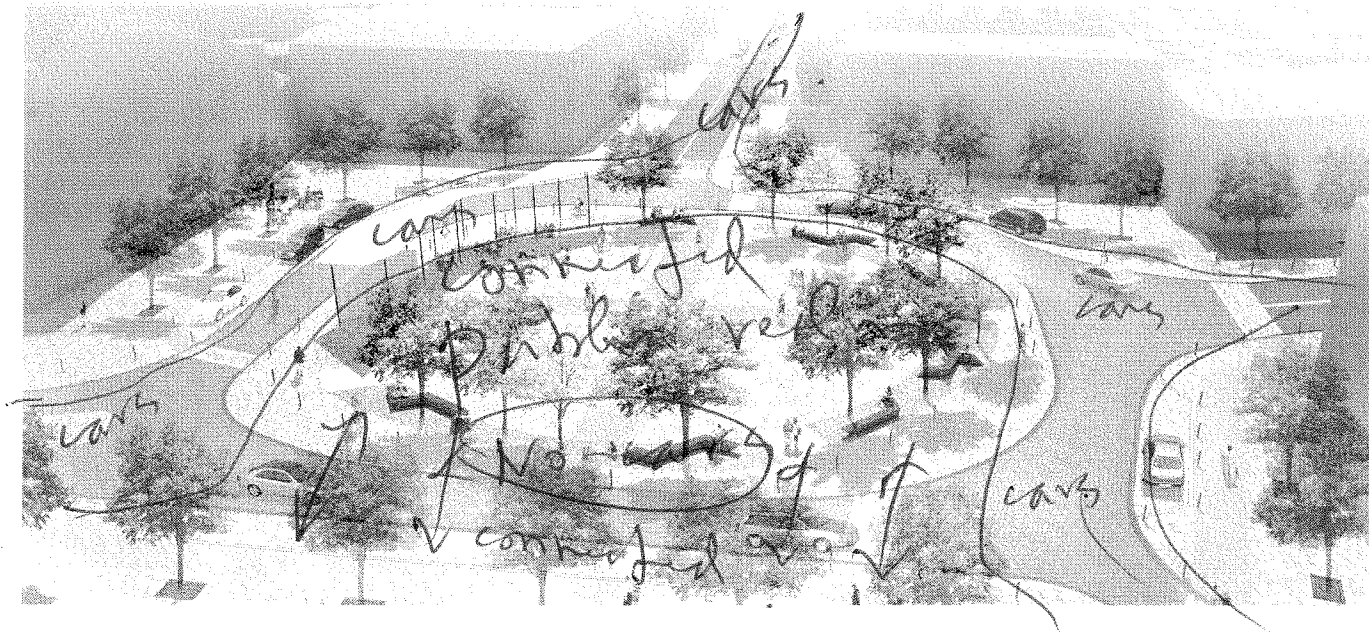
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Thank you for your participation.

# City of Guelph Streetscape Manual & Built Form Standards

BrookMcIlroy/

Public Open House - June 2, 2014



## Comments

Please provide any comments that you have with regard to the City of Guelph Streetscape Manual & Built Form Standards, or tonight's Open House.

At the previous forum last Oct 1/13, two separate groups came up with basically the same idea - a tongue shaped pedestrian space that came out from ~~Dundas St~~ <sup>Queen St. Mall</sup> west and cars went around the west side.

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What we are seeing here is a traffic circle. Traffic circles solve traffic problems. We are trying to solve a human, pedestrian problem. A traffic circle is not the device for this. It ~~is~~ isolate the pedestrian in the middle - an island - not connected to the rest of downtown!

Thank you for your participation.



# City of Guelph Streetscape Manual & Built Form Standards

BrookMcIlroy/

Public Open House - June 2, 2014



## Comments

Please provide any comments that you have with regard to the City of Guelph Streetscape Manual & Built Form Standards, or tonight's Open House.

Would like to see a more clearly defined parameter for maintaining existing street trees. Given the damage the expectancy of a newly planted tree is less than 8 years, any existing tree that is older should be given a far greater value than typical heritage tree evaluation.

I would like to see a performance measure for amount of canopy cover along a street as this would contribute greatly to the quality of the streetscape. Quebec Street - show a split section to show trees in the parking & bump out (page 27) on at least one side of street.

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Thank you for your participation.

City of Guelph

BrookMcIlroy

# Streetscape Manual & Built Form Standards

Public Open House - June 2, 2014



## Comments

Please provide any comments that you have with regard to the City of Guelph Streetscape Manual & Built Form Standards, or tonight's Open House.

I DON'T SEE ANY REFERENCE TO  
SOLAR PAVING. WITH SO MUCH PAVING  
IN THE PLAN IS THIS NOT THE TIME TO  
USE THIS METHOD? IT ELIMINATES SNOW  
REMOVAL & HAVING TO PAINT IN LINES  
ON THE ROAD AS THE LINES WOULD BE  
LIT.

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Thank you for your participation.

# City of Guelph Streetscape Manual & Built Form Standards

BrookMcIlroy/

Public Open House - June 2, 2014



## Comments

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What is - will be the cost of this. Mill  
Rates have increased 2-3% per year  
for several years. What guarantee is  
there of no increases in rates based on  
this project.

Thank you for your participation.



# City of Guelph Streetscape Manual & Built Form Standards

BrookMcIlroy/

Public Open House - June 2, 2014



## Comments

Please provide any comments that you have with regard to the City of Guelph Streetscape Manual & Built Form Standards, or tonight's Open House.

- 1) I am opposed to the use of parallel parking on Macdonell & Wyndham
- 2) I am opposed to the trafficked circle in St. Georges Square
- 3) The entire plan show too much hard surfaces, especially in the square
- 4) Separated bike lanes should be provided on Macdonell & Wyndham
- 5) I like to mountable curbs
- 6) Parking needs to be provided off street in parking structures
- 7) Benches need to be located properly and with some tables for eating lunch
- 8) Public Washrooms that are accessible
- 9) Public Notice board & wayfinding

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Thank you for your participation.

# Streetscape Manual & Built Form Standards

Public Open House - June 2, 2014



## Comments

Please provide any comments that you have with regard to the City of Guelph Streetscape Manual & Built Form Standards, or tonight's Open House.

Square about is best way to go

- NO Traffic lights

- Could block off 2 sides  
for event use

- need visible walkway into  
the island in a number of  
places

- ht. of trees & width of drip  
could be an issue

PLEASE RETURN THIS FORM TO:

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Planner & Urban Designer  
BrookMcIlroy/

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Toronto, ON, M5V 1V2

Thank you for your participation.



City of Guelph

BrookMcIlroy/

# Streetscape Manual & Built Form Standards

Public Open House - June 2, 2014



## Comments

Please provide any comments that you have with regard to the City of Guelph Streetscape Manual & Built Form Standards, or tonight's Open House.

Very concerned that the downtown  
business' will suffer  
- people will avoid them!  
- worried about safety of  
usually impaired!

PLEASE RETURN THIS FORM TO:

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Planner & Urban Designer  
BrookMcIlroy/

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Toronto, ON, M5V 1V2

Thank you for your participation.

# Streetscape Manual & Built Form Standards

Public Open House - June 2, 2014



## Comments

Please provide any comments that you have with regard to the City of Guelph Streetscape Manual & Built Form Standards, or tonight's Open House.

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BrookMcIlroy/

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Toronto, ON, M5V 1V2

① I would like to see more green space and less paving materials. Trees in concrete do not have a very good success rate in Guelph. Gooder St & Wyndham St being examples of dead trees.

traffic ② At the roundabout the centre of the circle seems inaccessible as you have to cross the street without the benefit of crossing lights. This is a safety issue.

③ Angled parking and cycling do not mix. It is very stressful to ride on ~~McDonnell~~ McDonnell and Camden St as you cannot see ~~the vehicle~~ if there is a person in the car getting ready to back out. I want angled parking, removed entirely from downtown.

④ A Bike Locker would be a good idea, near the Transit Hub.

Thank you for your participation.

We already have a considerable space in  
the downtown in front of City Hall  
It would be nice to have more green  
space in the downtown

Anna Shafie

**Michelle Mercier**

---

**Subject:** FW: Downtown Guelph Open House: Streetscape, Built Form and St. George's Square

**From:** Patrick Sheridan

**Sent:** June 27, 2014 10:04 AM

**To:** David deGroot

**Subject:** Re: Downtown Guelph Open House: Streetscape, Built Form and St. George's Square

Hi David,

Great to talk to you back on the 2nd. I've been connecting with other cycling advocates in KW and the feedback I get on sharrows is anywhere from lukewarm to 'deatharrows'. Here is Tritags vision for Uptown Waterloo <http://www.tritag.ca/bikeuptown/#pbl>. Tritag is a transportation advocacy group in Waterloo. <http://www.tritag.ca/about/> and promoting separated bike lanes in Uptown. I like the new alternative designs in this document from the City of Waterloo [http://www.waterloo.ca/en/contentresources/resources/living/PCC\\_4\\_Exhibits\\_2014-05-281.pdf](http://www.waterloo.ca/en/contentresources/resources/living/PCC_4_Exhibits_2014-05-281.pdf). This design could work in downtown Guelph and the raised separated bike lanes look so much better than paint and bollards.

This email is from me as a citizen and not from GCAT. Please keep me in the loop for any events around the downtown redevelopment.

Patrick

On Wed, Jun 11, 2014 at 4:03 PM, <[downtownplan@guelph.ca](mailto:downtownplan@guelph.ca)> wrote:

## **Downtown Guelph Open House: Streetscape, Built Form and St. George's Square**

Thank you to those participants who attended the Downtown Guelph Open House on June 2, 2014.

Information pertaining to the open house, including the presentation boards, is available on the City of Guelph website:

<http://guelph.ca/2014/05/downtown-guelph-open-house-streetscape-built-form-st-georges-square/>

This is a reminder to submit comments to [downtownplan@guelph.ca](mailto:downtownplan@guelph.ca) by June 28, 2014.

### **FOR MORE INFORMATION**

**David de Groot**

Senior Urban Designer



**Michelle Mercier**

---

**Subject:** FW: Photographs of Uxbridge

---

**From:** Renann Isaacs  
**Sent:** July 5, 2014 4:07 PM  
**To:** Karen Farbridge  
**Cc:** Ian Panabaker; David deGroot  
**Subject:** Re: Photographs of Uxbridge

Dear Karen,

Another terrific place to look at is Port Perry. It is very close to Uxbridge and is much better known and beautifully done with large vintage photographs throughout of what the town and population of the town used to look like back in the day. I happened to be there last weekend with the artist Don Russell checking out different areas that might be of interest to paint. I wasn't able to take photos but you should be able to see images on line. Check them out and let me know what you think!

Thanks for taking the time,  
Renann

Sent from my iPhone

On Jul 4, 2014, at 1:21 PM, <[Karen.Farbridge@guelph.ca](mailto:Karen.Farbridge@guelph.ca)> wrote:

Thanks Renann.

I am sharing your photos with David deGroot and Ian Panabaker.

They are bringing to Council a Streetscape Manual, Built Form Standards and Conceptual Design for St. Georges Square.

<http://guelph.ca/city-hall/planning-building-zoning/community-design/urban-design/placemaking/>

**Karen Farbridge | Mayor**  
City of Guelph - the city that makes a difference

519-837-5643  
[mayor@guelph.ca](mailto:mayor@guelph.ca)

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---

**From:** Renann Isaacs  
**Sent:** June 24, 2014 1:11 PM  
**To:** Karen Farbridge  
**Subject:** Photographs of Uxbridge

Dear Karen,

Thank you for allowing me the opportunity to send you photographs of Uxbridge. I visited our family property again this past weekend and am still astonished by the changes that have been made to the downtown.

I've left a message with the Uxbridge BIA (Business Improvement Area) Department and am waiting to hear back from them about how they inspired all of these small business owners to make the storefronts and signage so aesthetically consistent and pleasing.

Uxbridge was quite run down several years ago and is now looking pretty exceptional.

There is an incentive program in place that from what I gather is very generous but until I confirm it with them I am unable to give you full details.

Be back in touch shortly,

R

<image008.jpg>

<image009.jpg>

<image010.jpg>

<image011.jpg>

<image012.jpg>

Renann Isaacs

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**City of Guelph Accessibility Advisory Committee (AAC) Concerns and Recommendations for the  
St. George's Square Concept Plan, Downtown Built Form Standards and the Downtown Streetscape  
Manuals – June 27, 2014**

Area Affected	AAC Concern/Recommendation
General	The AAC recommend that the FADM be part of the list of documents to be used in the detailed design as the FADM is a Council approved document that is expected to be used in all City building.
	Ensure that “rolled curbs” are not used in areas that pedestrians are expected to travel, including during events. This style of curb exists on Carden Street and is not only inaccessible but a hazard for many people with a disability (eye conditions, use of mobility devices, etc.)
	Refrain from using large or small masses of black or dark colored pavers. The pavers on Carden Street create a dangerous scenario for people who use service animals in that the animal's feet become too hot and are therefore no longer to concentrate on their task of keeping their owner safe.
	The project will include at minimum 2 m wide brushed concrete accessible clear routes throughout the downtown on both sides of the street. That the manuals be update to reflect the location of the accessible route and the paver areas. A mix of pavers and grass will also be used.
	Ensure that AAC and support agency, such as CNIB, are consulted in the detailed design for several reasons, but to ensure that cues are available for service animals.
St. George's Square	Clearly mark all three APS locations
	Concerns about the design of the center of the square and safety of people with a disability including other users of the downtown, sight lines not being clear where pedestrians enter the roadway. Hoping that these will be top of mind.
	Are all of the pedestrian crossing shown required? At Wyndham St. there is a pedestrian crossing without an APS. Is the marked crossing without an APS needed?
	Request of changes/corrections have been acknowledged however the Committee are hoping to see them on the drawing such as: <ul style="list-style-type: none"> <li>• The incorrect labelling of APS locations</li> <li>• Show accessible parking</li> <li>• Show the three APS locations</li> <li>• Show accessible drop off area</li> <li>• Show bus stop at mall entrance</li> </ul>
	Show accessible parking locations in the square
	Show accessible drop off area in front of or near the mall entrance
	AAC supports a bus stop in front of IF Shoes
	AAC supports a bus stop at the front of the mall
Old Quebec Street Mall	Show the ramp at the mall entrance is constructed with a ramp that is maximum 1:20 (5%) and complies with the FADM. Ideal if stair were included as part of the ramp area
	Introduce idea of heating the ramp to ensure accessibility year-round
Douglas Street	Committee recommends at minimum one sidewalk, considered accessible pedestrian clearway with brushed concrete, on Douglas Street
Manual	Remove the backless bench as they don't meet the FADM

**Report to PBEE August 5, 2014  
Downtown Streetscape Manual, Built Form Standards  
and St. George's Square Concept**

**Attachment 5:  
Public and Stakeholder Engagement Undertaken**

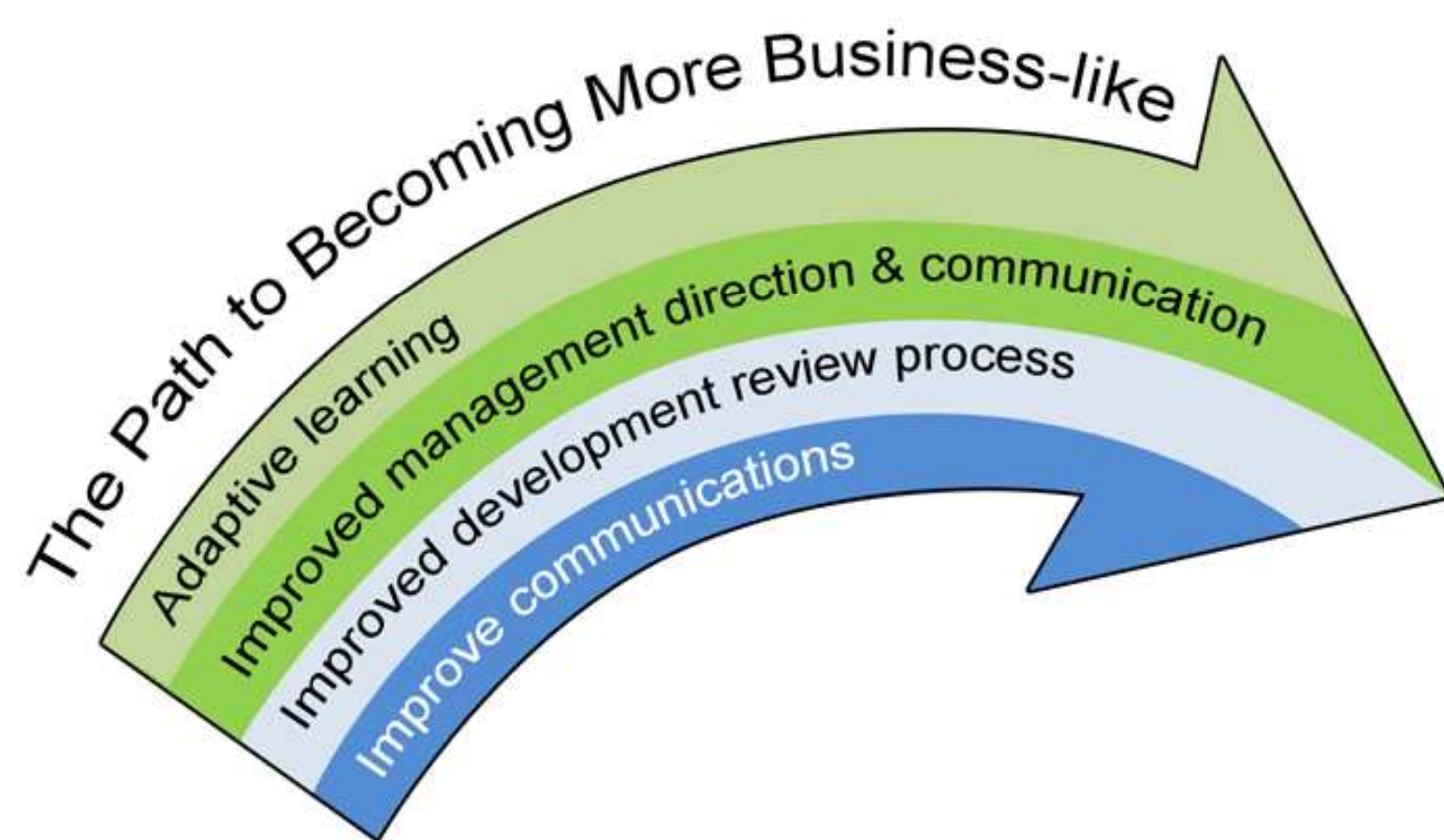
- On March 6, 2013 Project for Public Spaces (PPS) and City staff ran a well-attended (approximately 60 participants) interactive public workshop, involving the public, stakeholders and members of Council. PPS also completed focussed sessions with staff and other stakeholders before and after this event.
- An interactive public workshop was completed for this project on June 27, 2013, looking at potential ideas regarding how the streets should function and how the adjacent built form should respond and work together with the public realm.
- On October 23, 2013 a separate public session was held regarding St. George's Square. Two concepts were developed based on the input received through the spring and summer for discussion. Approximately 50 people attended this session.
- In December 2013 and January 2014 a questionnaire regarding the redesign of St. George's Square concept plans was given by the DGBA to its members along Wyndham Street, Quebec Street, Quebec Street Mall and Douglas Street. Follow-up sessions with interested business were also held in January and March.
- On April 7th, the draft documents were presented to PBEE Committee.
- On June 2, 2014 an Open House for members of the public and stakeholders was held. Approximately 50 persons attended this event. This event included a tour of St. George's Square where the concept was painted out on the ground.
- On June 9th the documents were presented to Heritage Guelph. The Committee passed a motion endorsing the documents.
- On June 17th, the documents were presented to the Accessible Advisory Committee. Comments were received and incorporated in the document as appropriate.
- On June 18th, the documents were presented to the River Systems Advisory Committee.
- Staff met with members of Downtown Advisory Committee on June 26th and July 16, 2014. The Committee passed the following motion: That the DAC support the vision and principals and preferred design concept for St George's Square which reflects a consistency with Market Square.
- Staff met with Downtown developers to review the Built Form Standards on June 26th.
- Staff has also met with a number of other members of the public and stakeholders who have requested meetings with City staff.

# Building a Solid Foundation for Success

## Integrated Operational Review First Annual Report

Planning & Building, Engineering and  
Environment Committee, August 5, 2014

2010	2011	2012	2013/14
<b>Prosperity 2020</b>	<b>IOR Phase 1 Issues Report</b>	<b>IOR Phase 2 Best Practice Review &amp; Recommendations</b>	<b>Implement Foundational Recommendations</b>
<b>Recommendations</b> <ol style="list-style-type: none"> <li>1. City needs to be investment ready</li> <li>2. City needs to be Business like</li> </ol>	<b>Issues</b> <ol style="list-style-type: none"> <li>1. Clarity &amp; Expectations</li> <li>2. Attitudes, Practices &amp; Behaviours</li> <li>3. City Processes &amp; Client Services</li> <li>4. Proponent Practices</li> </ol>	<b>23 Recommended Improvements</b> <ol style="list-style-type: none"> <li>1. Adaptive Learning</li> <li>2. Management Direction</li> <li>3. Development Review Process</li> <li>4. Communications</li> </ol> <p>Capacity Governance Process Mapping Communications</p>	



## Next Year

Complete Year 1

Map all Development Approval Processes

Communications

Mandatory Pre consultation & Development

Review Committee

Interim Rapid Response Protocol

# Questions

# STAFF REPORT



TO Planning & Building, Engineering and Environment Committee

SERVICE AREA Planning, Building, Engineering and Environment  
Finance and Enterprise Services

DATE August 5, 2014

**SUBJECT Integrated Operational Review (IOR) – First Annual Report (2013 – 2014)**

REPORT NUMBER 14-45

## EXECUTIVE SUMMARY

### PURPOSE OF REPORT

In July 2013 Council received PBEE Report 13-33, which summarized a multi-year plan to implement the IOR Recommendations. A copy of this report can be found at (<http://guelph.ca/business/economic-development-office/integrated-operational-review/>)

The purpose of PBEE Report 14-45 is to provide Council with the results that have been achieved over the course of the last 12 months as well as to present the priority objectives for the period 2014 – 2015.

### KEY FINDINGS

As outlined in PBEE Report 13-33 the focus over the last 12 months has been on implementing the core foundational elements of the IOR which set the stage for future actions and performance improvements.

The following provides an overview of the key achievements over the past year:

#### **Building a Solid Foundation for Success**

##### Build a More Adaptive Learning Organization

- 2014 budget and resources approved by Council
- IOR Program Manager engaged (February 2014)
- New Development Planner II position established and filled (June 2014)
- Staffing succession & work force planning in IOR departments is being implemented in the first phase of the Human Resources corporate wide initiative
- Continuous learning activities have been initiated



## Improve Management Direction & Communications

- Governance Structure established and operating with the General Manager, Manager Level and Development Review Committees as well as the Business Oversight Working Group

## Improve Development Review Process

- A Triage Working Group established and development of an Interim Rapid Response Protocol for high impact development and investment opportunities is underway with expected completion Q4 2014 and test implementation in 2015.
- Mandatory Pre-consultation meetings for all development applications is being piloted
- Development Review Committee established with the formal structure expected to be implemented in Q3 & Q4 2014
- Amanda and the GIS are critical tools for IOR departments. Performance improvements are expected through implementation of the Corporate Technology Strategic Plan
- Process Mapping of all Development Approval Processes is being piloted now with implementation targeted for Q3 & Q4 2014

## Improve Communications

- Through the Communications & Customer Service Committee, immediate actions are being taken to reconnect the IOR with all staff and the private sector and develop Terms of Reference for strategies in both of these areas
- The Business Retention and Expansion interviews have provided opportunities to receive feedback on specific development applications and have led to "quick fixes"
- Managers in the IOR departments are meeting with development proponents to receive feedback on ongoing applications
- Numerous outreach initiatives have been taken with the Guelph Wellington Developers Association, Guelph and District Association of Realtors, Guelph Homebuilders Association and Consulting Sectors

## **Immediate Priorities 2014 - 2015**

Based on the status of year 1 implementation activities and an assessment of current capacity the IOR Work Plan has been refined (Attachment 2) to focus on the following priorities for the coming year.

- Complete ongoing Year 1 activities
- Develop and Implement the Interim Rapid Response Protocol for high impact Industrial, Commercial and Institutional development & investment opportunities
- Develop Communications & Customer Service Strategies and initial Action Plans
- Map all Development Approval Processes, identify and begin implementing

# STAFF REPORT

- streamlining opportunities
- Implement Mandatory Pre consultation Process and Development Review Committees
- Planning Services to pilot the corporate capacity assessment and time tracking tool to establish baseline data and build a foundation for specific performance measurement systems and targets in the development approval process in 2015 -2016

The timelines for a number of the longer term initiatives, including the development of a Gold Star Program and the creation of a Business Facilitator function have been extended from Q4 2016 to Q2 2017 to reflect the need to fully implement and measure the impacts of core foundational improvements over 2015 and 2016.

## **FINANCIAL IMPLICATIONS**

As noted in PBEE Report 13-33, full implementation of the IOR Program will require significant and sustained multi-year commitment of existing staff and resources from all involved IOR departments as well as additional future resources.

IOR investments approved in the 2014 budget established an additional staff resource in Planning Services and have enabled the commencement of 2014 priorities, including the three focus areas of customer service and communication, the assessment of current development processes and developing a protocol to respond to high impact developments and investment opportunities.

Proposed 2015 investments will be brought forward through the 2015 budget process and will reflect the Year 2 priorities in the Revised Work Plan (Attachment 2).

## **ACTION REQUIRED**

This report is being presented for information, and is to be received by the Planning, Building, Engineering & Environment Committee.

## **RECOMMENDATION**

1. That Report 14-45 from Planning, Building, Engineering and Environment Services, and Finance and Enterprise Services, regarding the Integrated Operational Review Annual Report for the period 2013 to 2014 be received.

## **BACKGROUND**

As referenced earlier in this report, in July 2013 Council received PBEE Report 13-33, which summarized a multi-year plan to implement the IOR Recommendations including a governance structure and draft performance measurement framework. The plan was developed through an integrated and collaborative approach between

# STAFF REPORT



staff and the development community with the common goal to move Guelph towards being more “business like” in its approach to development and City Building.

The IOR Implementation Plan has 23 discrete but integrated components organized under four themes;

1. Build a More Adaptive Learning Organization
2. Improve Management Direction & Communications
3. Improve Development Review Process; and
4. Improve Communications Interdepartmental & with Stakeholders.

This first Annual Report updates Council on the early results that have been achieved over the last 12 months and outlines the plans for 2014 – 2015.

## REPORT

### YEAR 1 ACCOMPLISHMENTS (2013 – 2014)

Staff, over the last 12 months staff has focussed on putting in place the foundation on which to fully implement the IOR.

#### **1. Build a More Adaptive Learning Organization**

Since the July 2013 decisions by Council, operating budget and the resources were identified in the December approval of Council’s operating and capital budgets. The **IOR Program Manager** and the new **Development Planner II** (Intermediate) (IOR REC. 1.1) have subsequently been engaged.

**Succession & Work Force Planning** and the development of an **Attraction and Retention Program** for staff are corporate initiatives that have initially targeted the IOR Departments.

#### **2. Improve Management Direction & Communications**

The IOR **Governance Structure** (Attachment 3) is in place and operating. It has been refined to confirm roles and responsibilities. The General Manager Level and Manager Level Committees (IOR REC.2.2 and 2.3) are meeting monthly. The External Oversight Committee consisting of external stakeholders has been re-engaged since their initial role in participating in the development of the IOR. The Committee has been renamed the Business Stakeholder Working Group.

#### **3. Improve Development Review Processes**

**An interim rapid response protocol - Triage** (IOR REC. 3.3a) for high impact development & investment opportunities is an initiative flagged by the business community and Economic Development as an important initiative with long term benefits to Guelph. This is a “best practice” that would begin to position Guelph as being more “business like”, an important step identified in the initial IOR Research.

# STAFF REPORT



A Working Group of staff has been established and Terms of Reference completed. This program is to be fully functional by the end Q4 2014.

**Mandatory Pre-Consultation and the Development Review Committee** (IOR REC. 3.4 & 3.5) have been implemented as pilots. A draft process manual is being finalized and circulated to stakeholders for feedback. A Mandatory Pre-Consultation Bylaw will be presented to Council this year. **Pre-consultation** will lay the groundwork for development applications to be submitted in a more complete form. A complete application submitted with high quality technical supporting studies play an important role in creating more predictability in the development approval process.

The corporate wide **IT Strategy Implementation**, specifically, the work on GIS and Amanda apply directly to IOR initiatives. The **IOR Tech Steering Committee** (IOR REC. 3.8) will be engaged once these initiatives are being implemented in 2015.

Understanding the specifics of the existing development review processes through **Process Mapping** (IOR REC. 3.14) will document the base information for the City and the development industry to move many IOR Recommendations forward. This initiative will identify process streamlining opportunities. As well it will illustrate the resource capacity, benchmarks and key performance indicators that will be required to deliver and monitor performance improvements for each process.

## **4. Improve Communications**

**Communications and Customer Service Strategies** will assist in creating the environment for the IOR Implementation to achieve success. Staff from many service areas were directly involved in bringing the IOR Plan to this point. This group of key participants must be expanded to include all of us if we are going to achieve success. Collaborative and integrated processes are based on continuous open, timely and clear communications to achieve success. City staff all across the administration, consultants, and developers will be involved in developing and then navigating the development approval processes. A staff working group is in place developing some immediate actions and Terms of Reference for the two strategies. Reports with recommendations will be presented to Council in early 2015.

Ongoing communications with the development community has been a priority since Council's approval last July. Senior staff has reached out to the development community, the real estate industry, consultants and business. Presentations have included many participants.

Economic Development's Business Retention and Expansion program has been a wonderful window to the ongoing concerns of the private sector. Not only have we learned specific obstacles that we need to overcome, we have learned of businesses who are planning to expand who we can contact directly to assist them. As well, development staff has been meeting with individual private sector representatives to hear and understand their specific experiences. These meetings have led to

# STAFF REPORT



immediate actions such as changes to the site plan review committee meeting so that the meetings focus on problem solving which will reduce processing time.

## **ACHIEVING EARLY RESULTS**

Report 13-33 provided a development review process dashboard and proposed key performance indicators. As can hopefully be appreciated, the IOR is a multi-year program that is designed to achieve and maintain performance improvement, and therefore the development of meaningful performance measurement becomes challenging.

Performance Concepts Consulting, a firm specializing in municipal performance metrics, has assisted staff with the creation of key performance indicators. It has been this firm's advice that before developing key performance indicators, the City should take the time to first establish good baseline data, which will be greatly achieved through the process mapping that is referenced in elsewhere in this report. At the time of completion of this mapping, meaningful key performance indicators will be available.

In the interim and for the purpose of this year's annual report the following assessment of early achieved results is provided.

### **1. Internal Staff Impacts**

Employee engagement as indicated in the 2011 survey has in the past been very low which is illustrated in the 2013 data above. Results of the 2014 survey will be available this fall. Staff is beginning to see and feel the commitment of the organization to change through several corporate initiatives including the implementation of the IOR. Initial experience with staff in implementing the priority recommendations of the IOR has been positive. The implementation of the IOR has been imbedded in staff performance development plans.

Additional resources have been added to Development Planning which is providing additional capacity which will yield immediate benefits. The comprehensive approach included within IOR will provide the anticipated long term positive results for staff.

### **2. Development Industry Impacts**

The variety of outreach initiatives being carried out by management staff with the development community is resulting in a more positive response from the industry to the processing of applications within the city. The industry are now making positive suggestions for improvements and beginning to recognize and comment about positive changes to the development approval processes that they see.

Documenting the process maps for each development approval process will begin Q3 2014. It is this step that will provide the base information to enable staff to document the many process steps and then create the ability to streamline and

measure the processing days and track actual vs. targets which will yield the more consistent positive results anticipated from the IOR. Industry involvement in this process will build their commitment to its final solution.

### **3. Community Based Impacts**

Built form conformity with the Official Plan, financial and economic sustainability, along with stakeholder engagement and communications will be measured as we move forward.

Communications have been ongoing over the last 12 months with the development community. The development industry stakeholders are looking forward to providing input as implementation moves forward. As improvements to the City's development and planning processes are developed, they will be posted on-line to inform the public.

### **YEAR 2 TARGETED PRIORITIES (2014 – 2015)**

The **IOR Work Plan** has been reviewed in detail and revised (Attachment 2) based on staff capacity and the priority of each recommendation.

This foundational work has created the basis for the implementation of the balance of the IOR Recommendations which will follow later in 2014, 2015 and 2016. Over Q3 & 4 of 2014 and Q1 & 2 of 2015 the following initiatives are planned.

- Develop and Implement the Interim Rapid Response Protocol for high impact development & investment opportunities
- Develop Communications & Customer Service Strategies and initial Action Plans
- Map all Development Approval Processes, identify and begin to implement streamlining opportunities
- Implement Pre consultation Process and Development Review Committees
- Planning Services will pilot the corporate capacity assessment and time tracking tool to establish baseline data and build a foundation for specific performance systems and targets in the development approval process in 2015 -2016

### **CORPORATE STRATEGIC PLAN**

This initiative touches in whole, or in part on all of the CSP's objectives.

#### **1. Organizational Excellence**

- 1.1 Engage employees through excellence in leadership
- 1.2 Develop collaborative work team and apply whole systems thinking to deliver creative solutions
- 1.3 Build robust systems, structures and frameworks aligned to strategy

## 2. Innovation in Local Government

- 2.1 Build an adaptive environment for government innovation to ensure fiscal and service sustainability
- 2.2 Deliver Public Service better
- 2.3 Ensure accountability, transparency and engagement

## 3. City Building

- 3.1 Ensure a well-designed, safe, inclusive, appealing and sustainable City
- 3.2 Be economically viable, resilient, diverse and attractive for business
- 3.3 Strengthen citizen and stakeholder engagement and communications

## DEPARTMENTAL CONSULTATION

The following City departments have been involved in the 2013 – 2014 implementation activities:

- Planning Services
- Engineering Services
- Building Services
- Enterprise Services
- Office of the CAO
- Human Resources
- Information Technology
- Communications
- Clerks
- Finance Services
- Community and Social Services

## FINANCIAL IMPLICATIONS

As noted in PBEE Report 13-33, full implementation of the IOR Program will require significant and sustained multi-year commitment of existing staff and resources from all involved IOR departments as well as additional future resources.

IOR investments approved in the 2014 budget established an additional staff resource in Planning Services and have enabled the commencement of 2014 priorities, including the three focus areas of customer service and communication, the assessment of current development processes and developing a protocol to respond to high impact developments and investment opportunities.

Proposed 2015 investments will be brought forward through the 2015 budget process and will reflect the Year 2 priorities in the Revised Work Plan (Attachment 2).

Over the long term it is anticipated that full implementation of the IOR will have financial benefits to both the City and private sector developers/investors. A more “business like” corporate culture with more efficient, timely and predictable, Development Approval Processes will save both time and money for both the City and the private sector, as processes become more effective and the private sector finds the approval processes more predictable. A positive reputation, as a City that

# STAFF REPORT



is more “business like”, will over the long term serve to attract more private sector investment, provide public clarity and prove to be financially beneficial to the City as a whole and the City will have a more engaged and empowered staff.

## COMMUNICATIONS

The Communications and Customer Service Committee is presently working closely with Corporate Communications staff to develop both an immediate action plan and a long term Communications Strategy to ensure effective, ongoing two way communications with internal and external stakeholders.

## ATTACHMENTS

**Attachment 1** Staff Report 13-33 July 15, 2013 IOR of Planning, Building, Engineering and Enterprise Services – Phase 3 Implementation Plan & Performance Measurement Framework (*This Attachment is available on the City of Guelph website at:*  
<http://guelph.ca/business/economic-development-office/integrated-operational-review/>)

**Attachment 2** IOR Implementation Work Plan Revised June 2014 (*This Attachment is available on the City of Guelph website at:*  
<http://guelph.ca/business/economic-development-office/integrated-operational-review/>)

**Attachment 3** IOR Governance Model

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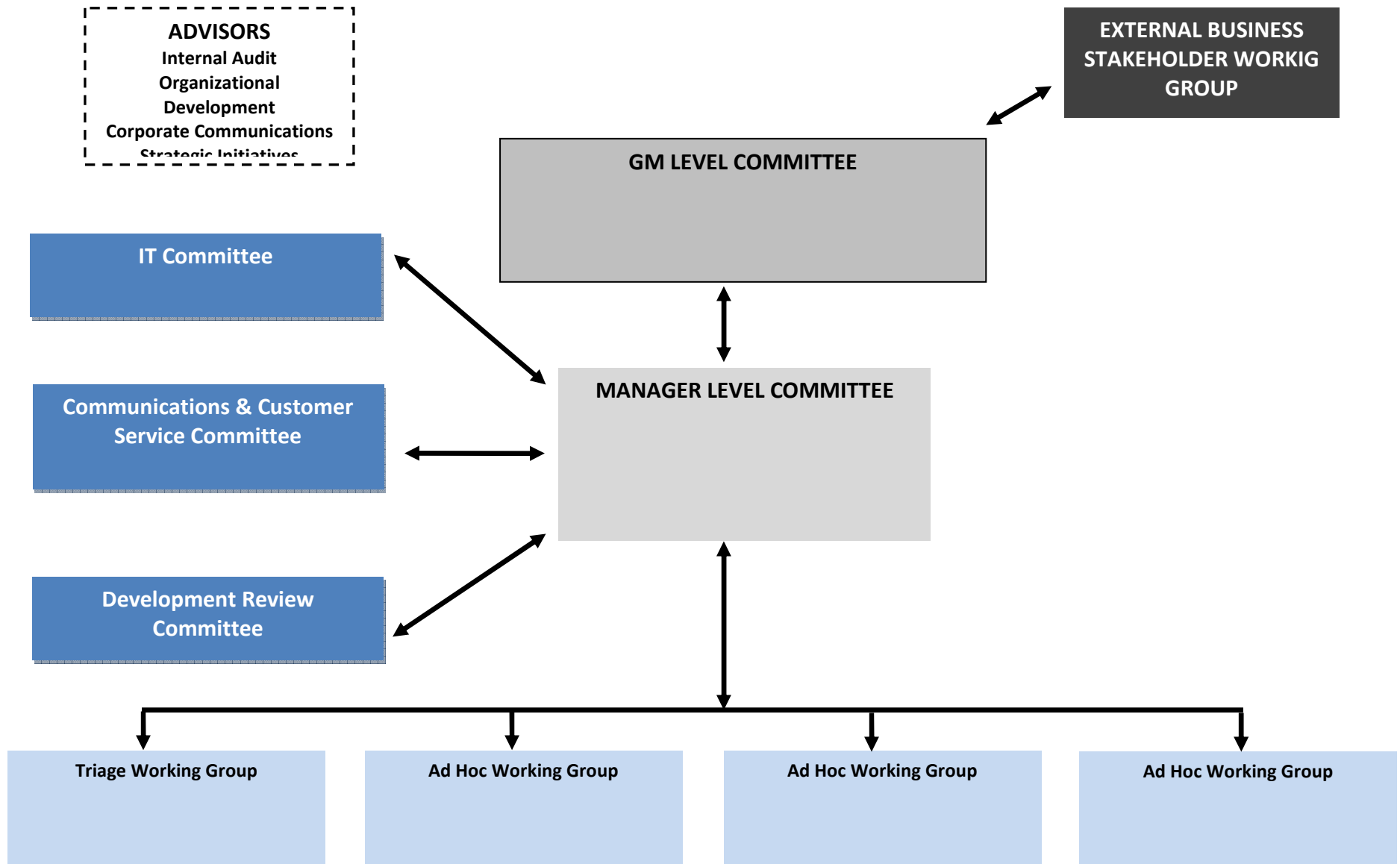
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**ATTACHMENT 3  
IOR GOVERNANCE MODEL**



# STAFF REPORT



TO Planning & Building, Engineering and Environment Committee

SERVICE AREA Planning, Building, Engineering and Environment

DATE August 5, 2014

**SUBJECT SIGN BY-LAW VARIANCES  
679 Southgate Drive**

REPORT NUMBER

## EXECUTIVE SUMMARY

### PURPOSE OF REPORT

To advise Council of four (4) Sign By-law variance requests for 679 Southgate Drive.

### KEY FINDINGS

Table 1, Row 1 and 6 of Sign By-law Number (1996)-15245, as amended, restricts signage to the first storey of a building in a commercial zone.

Lovett Signs & Neon Inc. have submitted a sign variance application on behalf of the Grain Farmers of Ontario and Bayer Crop Science to permit four (4) signs to be located on the second storey of the building (one on each building face) at 679 Southgate Drive.

The requested variances from the Sign By-law are recommended for approval for the following reasons:

- The first storey of the building is comprised of glass panels which were not designed for attachment of a sign;
- The previous tenant obtained sign variances to permit two (2) signs on the second storey of the building in July of 2005 which have now been removed;
- The location of the signs on the building does not detract from the appearance of the building;
- The proposed signs comply with all other regulations.

### FINANCIAL IMPLICATIONS

N/A

### ACTION REQUIRED

To approve the requested Sign By-law variances for 679 Southgate Drive.

## RECOMMENDATION

1. That the report from Planning, Building, Engineering and Environment dated August 5, 2014, regarding sign by-law variances for 679 Southgate Drive, be received.
2. That the request for variances from the Sign By-law for 679 Southgate Drive to permit four (4) signs to be located on the second storey of the building (one on each building face), be approved.

## BACKGROUND

Lovett Signs & Neon Inc. had submitted a sign permit applications on behalf of the Grain Farmers of Ontario and Bayer Crop Science. Upon review of the applications, it was observed that each of the signs was proposed to be placed on the second storey of the building which is located in a Specialized Service Commercial Zone (SC.1-35). Table 1, Row 1 and 6 of Sign By-law Number (1996)-15245, as amended, restricts signage to the first storey of a building in a commercial zone. The sign permit applications were refused.

## REPORT

Lovett Signs & Neon Inc. has submitted a sign variance application for four(4) sign variances to permit four signs to be located on the second storey of the building (one on each building face) located at 679 Southgate Drive. The following is a summary of the reasons that have been supplied by the applicant in support of the variance requests:

- Aside from the top of the building, the building is covered with glass windows which would make installation of signage very difficult and aesthetically unappealing; and
- The signs would be more visible and fit the surrounding area if allowed to be placed above the second floor.

The requested variances are as follows:

	<b>By-law Requirements</b>	<b>Request</b>
Permitted Location on a Building or Structure	1 <sup>st</sup> storey on a building face fronting a public road allowance	2 <sup>nd</sup> storey on a building face fronting a public road allowance
Permitted Location on a Building or Structure	1 <sup>st</sup> storey on a building face fronting an adjacent property	2 <sup>nd</sup> storey on a building face fronting an adjacent property

The requested variances from the Sign By-law are recommended for approval for the following reasons:

- The first storey of the building is comprised of glass panels which were not designed for attachment of a sign;

# STAFF REPORT



- The previous tenant obtained sign variances to permit two (2) signs on the second storey of the building in July of 2005 which have now been removed;
- The location of the signs on the building does not detract from the appearance of the building;
- The proposed signs comply with all other regulations.

## **CORPORATE STRATEGIC PLAN:**

3.1- Ensure a well-designed, safe, inclusive, appealing and sustainable City

## **FINANCIAL IMPLICATIONS:**

N/A

## **DEPARTMENTAL CONSULTATION:**

N/A

## **COMMUNICATIONS:**

N/A

## **ATTACHMENTS**

Schedule A	Location Map
Schedule B	Sign Variance Drawings

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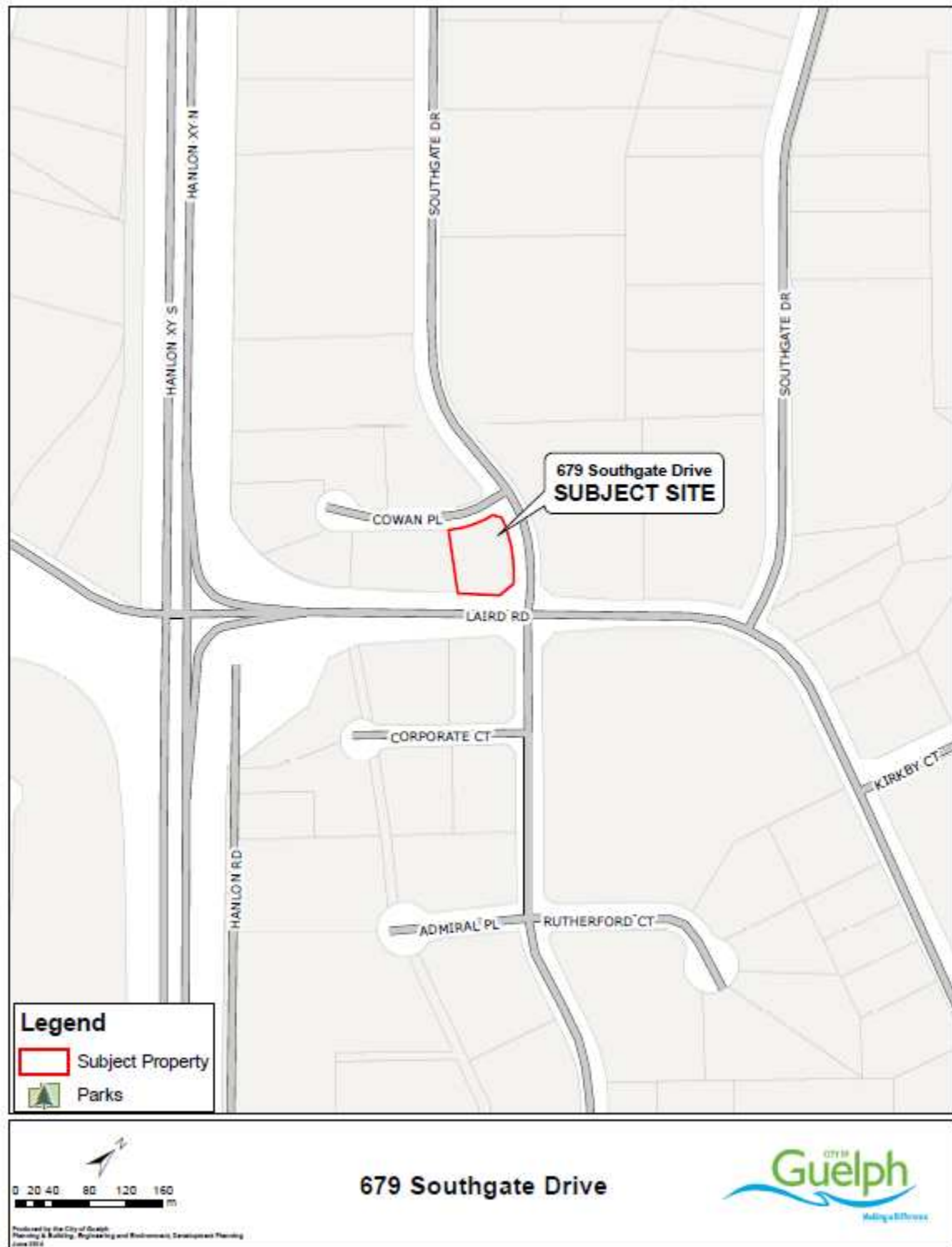
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# STAFF REPORT

## SCHEDULE A- Location Map

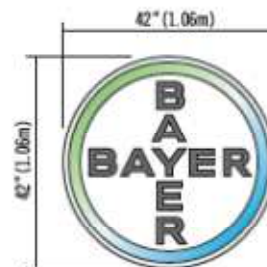


# STAFF REPORT

## SCHEDULE B- Sign Variance Drawings

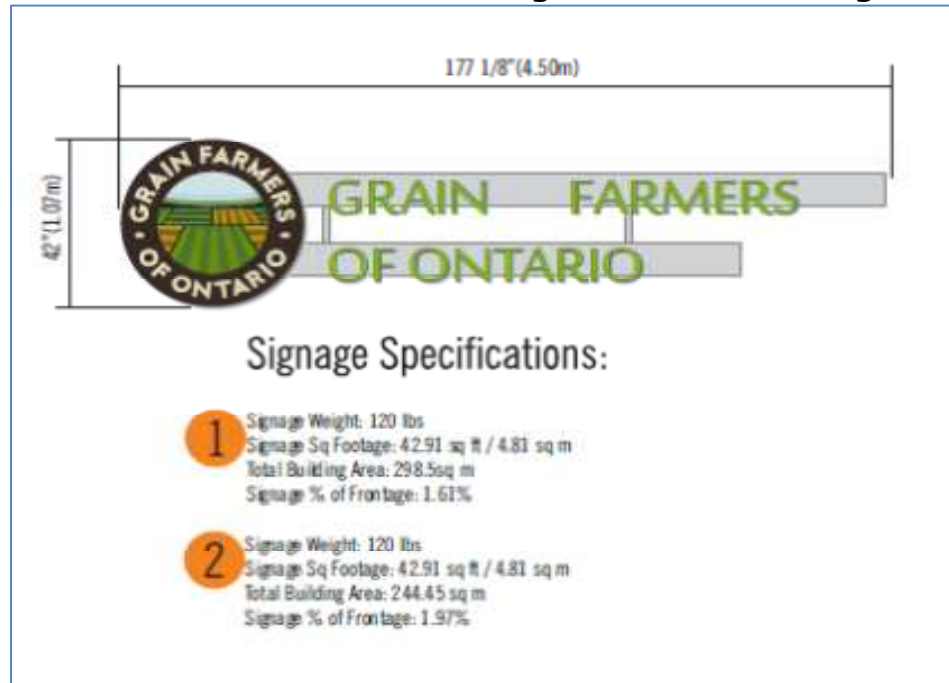


- 1 NORTH EAST ELEVATION**
- Signage Sq Footage: 12.25 sq ft / 1.13 sq m  
Building Elevation Sq Footage: 3250 sq ft / 301.93 sq m  
Signage % to Elevation: 0.37%  
Weight: 80 lbs.



- 2 NORTH WEST ELEVATION**
- Signage Sq Footage: 12.25 sq ft / 1.13 sq m  
Building Elevation Sq Footage: 3250 sq ft / 301.93 sq m  
Signage % to Elevation: 0.37%  
Weight: 80 lbs.

## SCHEDULE B Continued – Sign Variance Drawings



proposed signage



# STAFF REPORT



TO Planning & Building, Engineering and Environment Committee

SERVICE AREA Planning, Building, Engineering, and Environment

DATE August 5, 2014

**SUBJECT 2013 Solid Waste Resources Annual Report**

REPORT NUMBER

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## EXECUTIVE SUMMARY

### PURPOSE OF REPORT

To inform Council and Guelph residents of the operations and successes of the Solid Waste Resources Department during 2013.

### KEY FINDINGS

1. Operated all aspects of Solid Waste Resources in compliance with all applicable legislation;
2. Attained a residential diversion rate of 69% (unaudited);
3. Successfully implemented Phase 2 of the conversion to automated cart-based waste collection;
4. Initiated the five year review of the Solid Waste Management Master Plan to build on Guelph's leadership in waste minimization and diversion for a sustainable, service focussed and economically viable future.

### FINANCIAL IMPLICATIONS

N/A

### ACTION REQUIRED

That Council receive the 2013 Solid Waste Resources Annual Report for information.

## RECOMMENDATION

1. That report from Planning, Building, Engineering and Environment dated August 5, 2014 entitled "2013 Solid Waste Resources Annual Report" be received.

## REPORT

The Solid Waste Services Annual report provides an overview of operations and activities relating to the management of solid waste at the City of Guelph. The 2013 Annual Report has been modified to provide a high level summary of the successes and learnings of the Solid Waste Resources Department, opportunities for future improvement, and year-over-year comparisons, where applicable.

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# STAFF REPORT

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The new format divides the report into four sections highlighting:

- Introduction and Overview;
- The Solid Waste Services scorecard;
- 2013 Selected Highlights and Review; and
- Preparing for 2014.

The newly developed scorecard provides a snapshot of our strategic focus and provides clarity on our key business drivers.

## **CORPORATE STRATEGIC PLAN**

Strategic Direction # 2.3: To ensure accountability, transparency and engagement.

## **DEPARTMENTAL CONSULTATION**

N/A

## **COMMUNICATIONS**

N/A

## **ATTACHMENTS**

**Attachment 1** 2013 Solid Waste Resources Annual Report

### **Report Author**

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Solid Waste Resources

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# **SOLID WASTE RESOURCES**

## **Annual Report**

**2013**

## Table of Contents

Introduction & Overview .....	1
SWR Scorecard .....	3
2013 Selected Highlights & Review .....	5
Preparing for 2014 .....	10

## Introduction & Overview

The Solid Waste Resources (SWR) Annual report provides an overview of the operations and activities related to the management of waste at the City of Guelph. This report provides an operational summary related to the collection, processing and disposition of waste, providing year-over year comparisons where applicable. This year's report features a significant shift from past reports submitted to Council and attempts to combine elements to better educate our stakeholders regarding our business and metrics. The report contains four sections:

1. Introduction and Overview
2. Solid Waste Resources Scorecard
3. 2013 Key highlights and review
4. Preparing for 2014

Solid Waste Resources plays a vital role in facilitating the processing, diversion and disposal of waste generated within the City of Guelph and delivers public services better by finding innovative ways to manage Guelph's organic, recyclable, household hazardous and other solid waste. The department provides waste management services to residential and commercial customers in compliance with all provincial legislation and regulations that build on Guelph's leadership in waste management for a sustainable, service focused and economically viable future. Key activities at SWR include:

- Providing three-stream, yard waste and bulky item collection services to residential clients in Guelph
- Operating Guelph's Material Recovery Facility (MRF), Organic Waste Processing Facility (OWPF), Public Drop-Off facility (PDO), Household Hazardous Waste Recovery Facility, and Transfer Station
- Planning and implementing waste reduction and diversion programs
- Monitoring and maintenance of the former Eastview Landfill and operation of a Methane Gas Collection System

A high level summary of the SWR operations is shown in Figure 1.

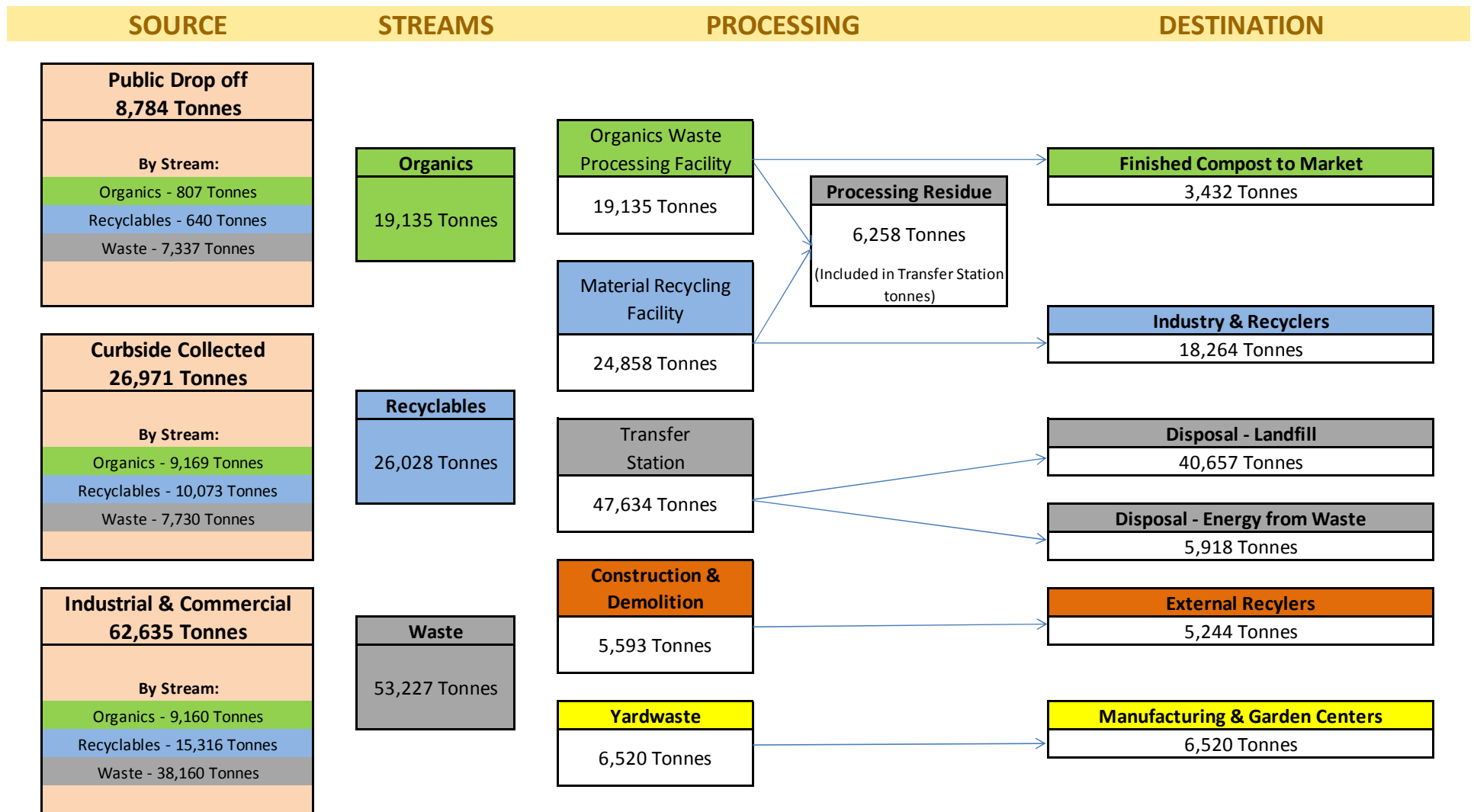


Figure 1: Summary of 2013 SWR Operations

## SWR Scorecard

In 2013, SWR began work on a balanced scorecard, which would provide guidance on how the business is performing against its strategy. The scorecard metrics followed from the understanding that the SWR strategy focused around three key themes:

1. Maintaining compliance with regulations
2. Maximizing diversion of incoming waste away from landfill while minimizing operating costs
3. Reviewing, monitoring and promoting programs to reduce waste generation to both residential and commercial customers

The metrics that are monitored in the scorecard are grouped into three key areas of performance:

- Regulatory compliance
- Operational Excellence
- Customer Service and Community Engagement

The scorecard, shown on the next page, provides information on:

- 2013 Actuals
- 2014 Targets
- Explanatory notes, where applicable
- Status with Trend using the following legend:

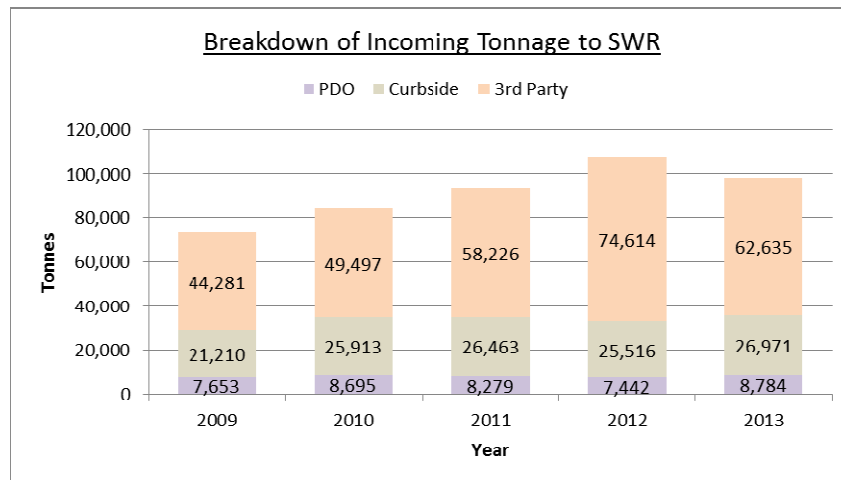
	Indicates that 2013 goal was met or exceeded.
	Indicates that the metric is new and a 2013 goal was not defined.
	Indicates that 2013 goal was not met.
+	Indicates a positive trend; the metric is moving in the right direction as planned.
-	Indicates a negative trend; the metric is moving in the wrong direction than planned.
=	Indicates a stable trend; the metric is being maintained.

**Table 1: 2013 Solid Waste Resources Performance Scorecard**

	Indicator	Measure	2012 Actuals	2013 Target	2013 Actuals	2014 Target	Trend	Notes
Operational Excellence	Financial Viability	To be within 5% of the approved operating budget ( - is favourable)	5.1%	+/- 5%	0.0%	+/- 5%	+	
		Increase volume of third party waste into Transfer Station (tonnes/month)	2,888	3000	3,180	3,339	+	Increase by 5% over previous year
	Minimize operating costs of waste processing	Total SWR department costs funded by tax base per household per week	\$4.30	\$4.08	\$4.07	\$4.05	+	Based on 49,966 houses
		Cost per Tonne processed – Materials Recovery Facility	\$111.56	\$140.00	\$118.25	\$117.00	+	
		Cost per Tonne collected - Collections	\$189.87	\$185.00	\$179.44	\$175.00	+	
		Unplanned employee absenteeism at SWR (hours)	6293 hours	4000 hours	3762 hours	3375 hours	+	
	Customer Service & Community Engagement	Customer Service	Customer collection complaints per 1000 households	14	10	9	10	+
Wait time for residents at PDO			No Data	NA	No Data	TBD		New Performance metric for 2014 - developing plan to gather current baseline to set target
Maximize diversion of incoming waste away from landfill.		Annual residential diversion rate %	68%	68%	69%	69%	+	From 2013 Data call (not audited by WDO)
Regulatory Compliance	Maintain compliance with environmental and labour regulations	SWR Work Well Audit Score	39%		77%	80%	+	Measures the effectiveness of our H&S program based on WSIB work well program standards, which requires 75% to obtain a passing score.
		Number of verified odour complaints per year	0	0	0	0	=	4 complaints were received and investigated, however, source was not traced back to WRIC
		Charges from MOE or MOL	0	0	0	0	=	

## 2013 Selected Highlights & Review

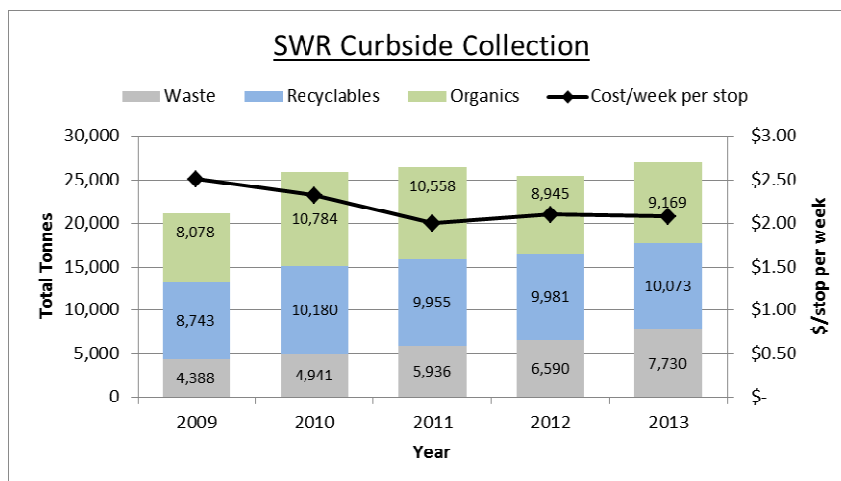
In 2013, Solid Waste Resources (SWR) saw a total of 98,390 tonnes of material cross its scales. This material was brought in by SWR collections staff, Guelph residents and third party commercial haulers.



Consistently, over the last five years, SWR has received two thirds of its waste from third party haulers. This third party volume is critical in helping SWR generate revenue to offset operating costs and also highlights our ability to build relationships and partner with commercial haulers as the waste management facility of choice. The significance of this is seen in our new metric where we have set our goal to increase third party waste tonnage into the transfer station by 5% each year.

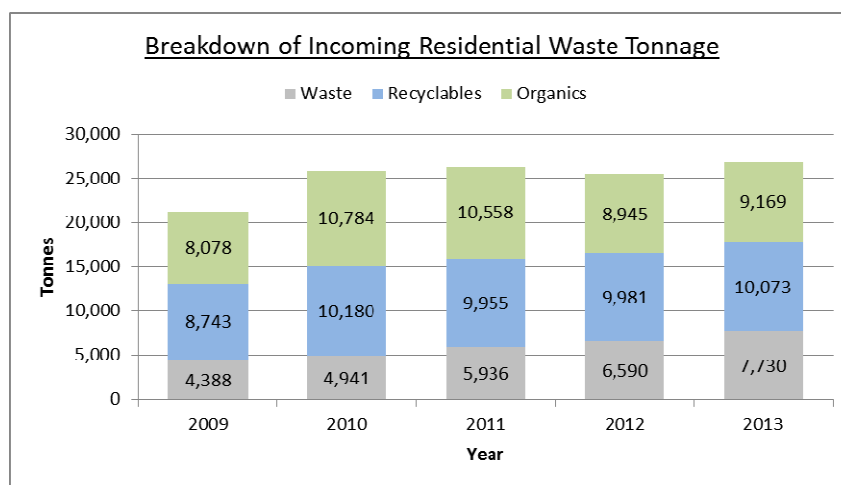
### SWR Collection Operations

Residential waste, collected by SWR at curbside and dropped off by the residents at our Public Drop Off facility, has been a stable one third of the total waste processed at our facility. While total tonnes of waste collected at curbside have been trending upwards, the collection costs have been trending downwards, staying within the range of \$2.00 to \$2.51 per stop per week over the last five years.





Curbside collection can be broken down into three streams: Waste (Grey), Recyclables (Blue), and Organics (Green). Based on annual tonnage, we can estimate the amount of each stream that is generated and collected in Guelph, together with the quality of the sorting efforts. The breakdown of residential collected materials is shown in the figure below.



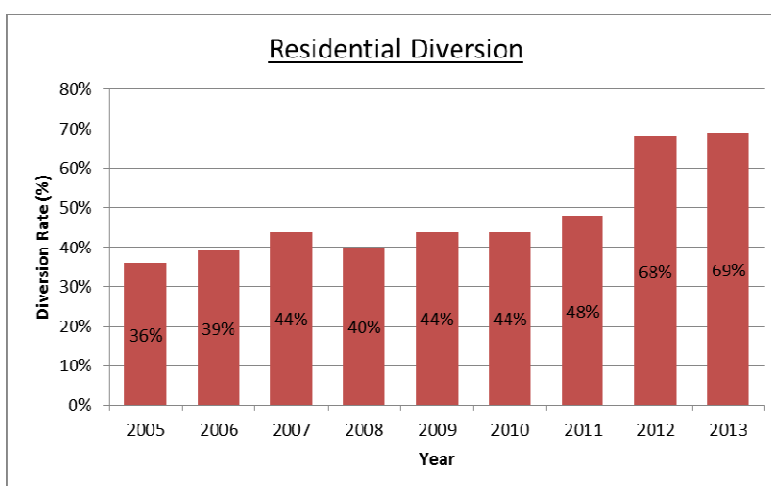
These numbers provide a high level understanding of incoming material. From the chart above, it is interesting to note that waste has been trending higher since 2010, where the organics numbers have been in decline. The recyclables appear to be relatively stable, with a slight decrease in tonnage over the last year. While the weight of the recyclable stream has slightly increased, the volume has increased significantly. This volume increase is reflected in a change of material being collected in the blue cart – there is significantly less glass and fibre comprising the recyclable stream and the thickness of plastic bottles/containers has been reduced (“light-weighting”). Due to the importance of understanding incoming material composition and quality on reducing sorting costs to produce high quality and higher premium sales, plans are being developed to better understand these trends by doing comprehensive audits by waste stream. These audits will help us to drive additional programs to help reverse the trends and ensure high quality material coming into SWR.

### Carts Rollout

In 2013, SWR successfully completed the second phase of the carts rollout program which began in 2012. In 2013, SWR staff coordinated delivery of over 42,000 carts to residents. The third and final phase, which will complete the transition from bags to carts, will begin in fall 2014. Once completed, the City will realize the \$460,000 in operating savings through a reduction in FTEs and vehicles. To date, 1 of 3 FTEs and 2 of 4 trucks have been eliminated from the SWR base budget. The remainder will be reduced during the SWR 2015 budget.

## Residential Diversion

Diversion is a term used to measure the amount of waste that was diverted away from landfill. SWR receives funding from Waste Diversion Ontario based on its collection and processing of recyclables. The City of Guelph achieved the highest residential waste diversion rate in 2012 with an overall residential waste diversion rate of 68 per cent, well above the 2012 provincial average of 47 per cent. In 2011, Guelph's residential waste diversion rate was 49 per cent. The 19 percent increase over 2011 can be largely attributed to 2012 being the first full year of reporting of composting at Guelph's new Organic Waste Processing Facility. Guelph became the first recipient of the annual Ron Lance Memorial Award announced in November 2013. A historical look at Guelph's diversion rate going back 9 years is shown in the graph below.



The 2013 data call, submitted in April 2014, showed a continuing trend upward for Guelph's diversion rate. The 2013 reported diversion rate was at 69% (subject to audit by Waste Diversion Ontario).

## Solid Waste Management Master Plan

SWR began a five year review of the Solid Waste Management Master Plan (SWMMP) in 2013 that when completed will make recommendations that build on Guelph's leadership in waste minimization and diversion for a sustainable, service focused and economically viable future.

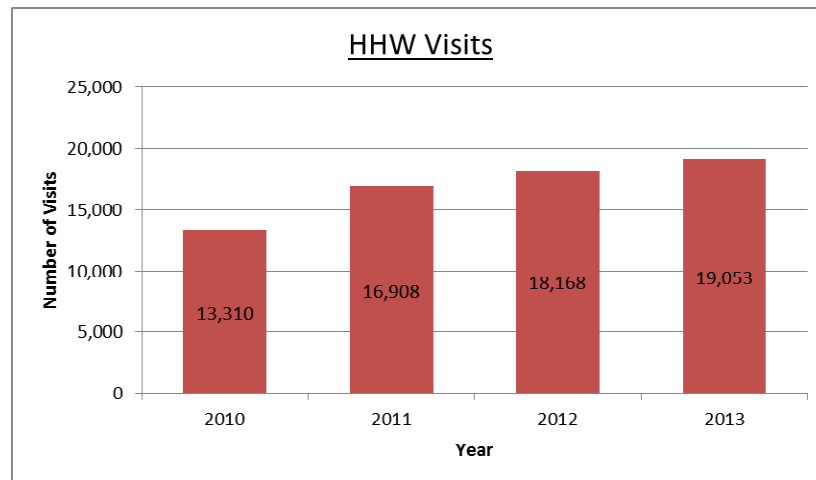
The review showed the City has made significant progress with the recommendations of the 2008 SWMMP. Findings from the review indicate that Guelph is doing well with respect to existing waste diversion and reduction programs and targets when compared with communities across Ontario, the United States and Europe.

The focus of the 2014 plan will be on developing and enhancing waste minimization and diversion initiatives to meet the plan's waste diversion target of 70% by 2021. The revisions to the plan were

developed through extensive research, analysis, and community and stakeholder engagement. Feedback from over 680 residents and stakeholders was obtained through various engagement opportunities, including open houses, focus groups and surveys. The recommendations for the 2014 SWMMP were endorsed by Council in June 2014.

## SWR Processing Operations

Our continuing success with achieving a high residential diversion rate is due to the partnership between Guelph residents and SWR processing operations. SWR processes recyclables and organics in the SWR Material Recovery Facility (MRF) and the Organic Waste Processing Facility (OWPF) respectively. In addition, we also receive different types of waste at our Public Drop Off site and at our convenient Household Hazardous Waste (HHW) facility. In 2013, a total of 19,053 residents made a visit to the PDO to drop off Household Hazardous Waste, which has seen an increasing trend since 2010 as seen in the chart below.



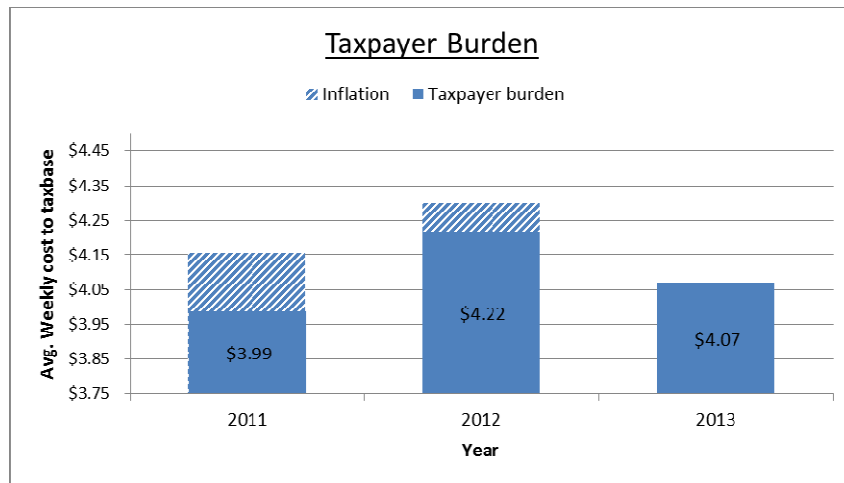
## Compliance

Maintaining compliance with Ministry of Environment and Ministry of Labour standards are a critical part of the operations at SWR.

At Solid Waste Resources (SWR) we are continuously committed to meeting Environmental and Occupational Health and Safety compliance. We have strategically scheduled and executed safety activities and are changing our safety culture to become more proactive. SWR's demonstrated commitment and improvement to health and safety management to prevent workplace injuries directly affects the corporation's bottom line. Similarly, SWR is also committed to ensuring that our operations do not have a negative impact on our neighbors in the community through ongoing training and monitoring to ensure that we are exceeding the requirements set out in our Environmental Compliance Approval. During 2013, we received four odour complaints; however investigations did not trace the source of these odours to our operations.

### Net burden on Guelph Tax base

The net cost to provide the varied SWR services to Guelph's residents and industries is shown in the chart below. The chart shows the actual net costs incurred by SWR spread over the total households in City. To enable us to do an appropriate year over year comparison, we have added 2% (assumed inflation rate) to the 2011 and 2012 numbers.



The chart shows that we have been able to keep costs down year-over-year to less than the cost of inflation to provide the service. As we continue to gain efficiencies in our operations, we would expect this number to keep decreasing, provided that there are no unexpected changes to our operating environment.

## Preparing for 2014

In 2014, SWR will continue to search for innovative methods to drive continuous improvement activities in our daily operations. Some key activities include:

- Seek Council endorsement of recommendations arising from community engagement and review of Solid Waste Management Master Plan and begin implementation
- Rollout third and final phase of automated cart collection
- Complete construction of new Public Drop-Off facility to improve customer service and address health and safety concerns

We will also be operationalizing our new scorecard to ensure that we are focusing on the appropriate metrics to drive our strategic plan, namely to continue to maximize diversion of incoming waste from landfill, minimize operating costs while maintaining compliance with regulations and continuing to review, monitor and promote programs to reduce non-recyclable waste generation.

# STAFF REPORT

TO Planning & Building, Engineering and Environment Committee

SERVICE AREA Planning, Building, Engineering and Environment

DATE August 5, 2014

**SUBJECT 2013 Wastewater Services Annual Report**

REPORT NUMBER

## EXECUTIVE SUMMARY

### PURPOSE OF REPORT

To inform Council and Guelph residents of the successes and key achievements/ milestones for the Wastewater Services Department (WWSD) during 2013.

### KEY FINDINGS

- Treatment compliance: 100%. During 2013, the WWSD maintained full regulatory compliance with respect to treated wastewater quantity and quality as well as biosolids quality;
- Major Capital Projects:
  - Anammox Side-Stream Treatment Project:  
Detailed design of the Anammox Treatment project was completed. This project will be the first of its kind constructed in Canada, and demonstrates Guelph's commitment to environmental stewardship and leadership.  
  
The addition of the Anammox system to the WWTP will reduce the ammonia loading to the main plant by 20-25% and will treat ammonia using approximately 60% less energy.
  - Construction of the Process Operations Centre:  
Construction is expected to be completed by end of 2014. When complete, the Process Operation Centre will provide capacity for growing staff, and an improved work environment. The centralized process control area and the location of staff will result in improved efficiency and productivity.
  - Digester No. 2 Clean-out and Condition Assessment:  
Gas proofing and repairs in progress. The digester cleaning program is essential to ensure optimal digester performance.
- With challenging weather conditions, the number of sewer blockages and wastewater treatment plant (WWTP) bypasses increased slightly;
- "0" days lost time due to work place injury. The WWSD continued its health and safety efforts to ensure the safety of staff and contractors;
- The WWSD laboratory successfully completed the Canadian Association for

# STAFF REPORT

Laboratory Accreditation (CALA) assessment for ISO/IEC 17025. The assessment went well and accreditation is pending in 2014. This demonstrates the WWSD's commitment to Quality Management Systems and maintaining standard testing and calibration procedures;

- Successfully implemented the enhanced computerized maintenance management system (phase 1). The WWSD now captures more complete data to provide various key performance indicators (KPIs) to better manage work orders, assets and maintenance projects. This system will improve records management and enables more proactive planning and budgeting for ongoing maintenance of plant equipment;
- 25% energy savings expected to be achieved through the efficient lighting phased program. The WWSD continued the replacement program for inefficient lighting and received a rebate;
- 11% reduction in the number of third party spills responded to in 2013 compared to 2012;
- Successfully completed 1,891 sanitary sewer locate requests in 2013, demonstrating improved awareness of the need to carry out locates by our customers.

## **FINANCIAL IMPLICATIONS**

All financial implications related to this report are already accounted for in the approved Wastewater Operating and Capital budgets.

## **ACTION REQUIRED**

That Council receive the report for information.

## **RECOMMENDATION:**

1. That the report from Planning, Building, Engineering and Environment dated August 5, 2014 entitled "2013 Wastewater Services Annual Report" be received.

## **REPORT**

This report outlines:




- Wastewater Services Department (WWSD) and responsibilities;
- Current wastewater treatment plant (WWTP) processes;
- Regulatory requirements;
- Performance highlights from 2013;
- WWSD programs including Health and Safety and Laboratory Quality Management System;
- Current and planned projects;
- Performance indicators – displayed on a dashboard; and
- WWSD 2013 accomplishments and goals for 2014.

# STAFF REPORT

The Annual Report sections (attached) have been categorized based on the following:

Categories				
				
System Reliability	Health and Safety	Environmental	By-Law Enforcement	Customer Satisfaction

Additionally, each of the dashboard items have been rated using the following performance measurements:

Performance Measurements		
 <b>Positive</b> Stay the course	 <b>Caution</b> In range but may be moving in the wrong direction	 <b>Negative</b> Corrective actions and/ or initiative may be required

## **CORPORATE STRATEGIC PLAN:**

Strategic Direction #2.3 To ensure accountability, transparency and engagement.

## **FINANCIAL IMPLICATIONS:**

All financial implications related to this report are already accounted for in the approved Wastewater Operating and Capital budgets.

## **DEPARTMENTAL CONSULTATION:** N/A

## **COMMUNICATIONS:**

The Wastewater Services 2013 Annual Report will be made available on the City of Guelph's website.

## **ATTACHMENTS**

**Attachment 1** 2013 Wastewater Services Annual Report

### **Report Authors:**

John Scheeringa,  
Supervisor Maintenance/Lab

John Boakes  
Manager, Safety Program

Tim Robertson,  
Operations Manager

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### **Approved By**

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# Annual Report 2013

## Wastewater Services



Wastewater Services Department

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[guelph.ca/wastewater](http://guelph.ca/wastewater)

The report sections have been categorized based on the following:

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Performance Measurements		
 <b>Positive</b> Stay the course	 <b>Caution</b> In range but may be moving in the wrong direction	 <b>Negative</b> Corrective actions and/ or initiative may be required



## **WASTEWATER SERVICES DEPARTMENT**

The Wastewater Services Department (WWSD) operates and maintains the Wastewater Treatment Plant (WWTP) that receives domestic, institutional, commercial and industrial wastewater from the City and a portion of the Village of Rockwood. The WWTP also services the Gazer-Mooney subdivision which is located in the Township of Guelph/Eramosa. The WWSD also operates and maintains the City's collection system which has approximately 514 KM of sewer mains and six pumping stations.

## **SYSTEM DESCRIPTION**

The Guelph WWTP is a tertiary treatment facility, having the rated capacity to treat 64 million litres (ML) of wastewater per day. The treatment process includes preliminary screening and grit removal, primary treatment by sedimentation, secondary treatment by conventional activated sludge, a two-stage tertiary treatment using rotating biological contactors (for additional ammonia removal) and sand filtration (for additional solids removal), disinfection, and de-chlorination. The de-chlorinated, disinfected effluent from the WWTP is discharged into the Speed River.

The solids generated during the wastewater treatment process are stabilized by anaerobic digestion and concentrated by a process known as mechanical dewatering, after which they are referred to as biosolids. Dewatered biosolids are either disposed of in a landfill, or receive further treatment through the Lystek process, which produces a pathogen-free, nutrient-rich product that is applied to agricultural land for beneficial re-use. The digester gas generated during the anaerobic digestion process is used for heating and to co-generate electricity that is used at the plant, to offset power costs.

## **REGULATORY REQUIREMENTS**

The City of Guelph is required to comply with the terms and conditions of the Environmental Compliance Approval (ECA), which is issued by the Ministry of Environment (MOE) under the Environmental Protection Act, and the Ontario Water Resources Act. The ECA outlines requirements for the operation and maintenance of the facility, monitoring and reporting, and treatment objectives and limits for the effluent.

The application of biosolids to agricultural lands is regulated through the Nutrient Management Act. The MOE's "Guidelines for the Utilization of Biosolids and Other Wastes on Agricultural Lands" contains the criteria for the application of biosolids on agricultural land.

The reporting of overflows will be required under the new Federal Wastewater Systems Effluent Regulations, which also mandates minimum treatment requirements and requirements for monitoring, record-keeping, reporting, and toxicity testing. Municipalities will be required to submit reports for compliance with this regulation as early as 2014. As our treatment facility includes tertiary

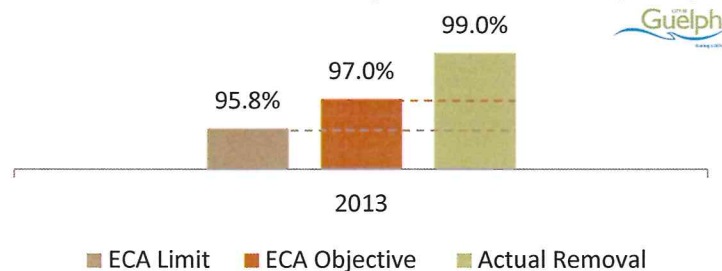
treatment and meets the minimum treatment requirements, we do not need to upgrade the treatment facility to comply with the new Federal regulations.

## 2013 PERFORMANCE HIGHLIGHTS

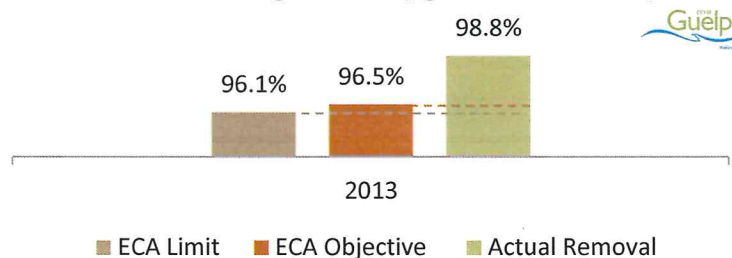


### Wastewater Treatment Plant Process Performance

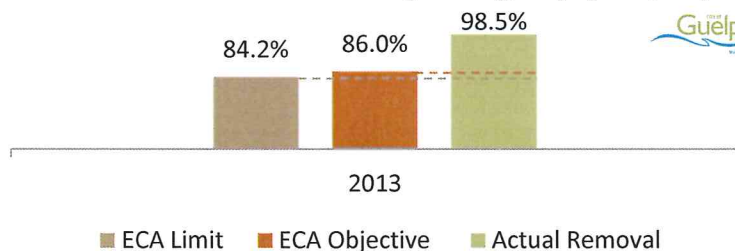
#### % Removal Total Suspended Solids (TSS)



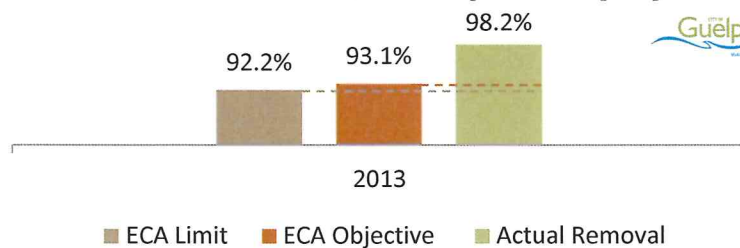
#### % Removal Biological Oxygen Demand (BOD<sub>5</sub>)







#### % Removal Ammonia (nitrogen) (NH<sub>3</sub>-N)



#### % Removal Total Phosphorus (TP)



% Removal		
	2013 Performance	
Actual % Removal TSS	99.0	
Actual % Removal BOD <sub>5</sub>	98.8	
Actual % Removal NH <sub>3</sub> -N	98.5	
Actual % Removal TP	98.2	

In 2013, the Guelph WWTP treated an average of 49 million litres per day, with a maximum daily flow of 87.9 million litres. These values are less than the rated flow capacity of the facility. The facility saw a 7.3 percent increase in total flow compared to 2012.

As can be seen from the chart above, the WWTP met all of its required treatment limits and objectives. In fact, in all cases the WWTP performed significantly better than our MOE-regulated requirements.

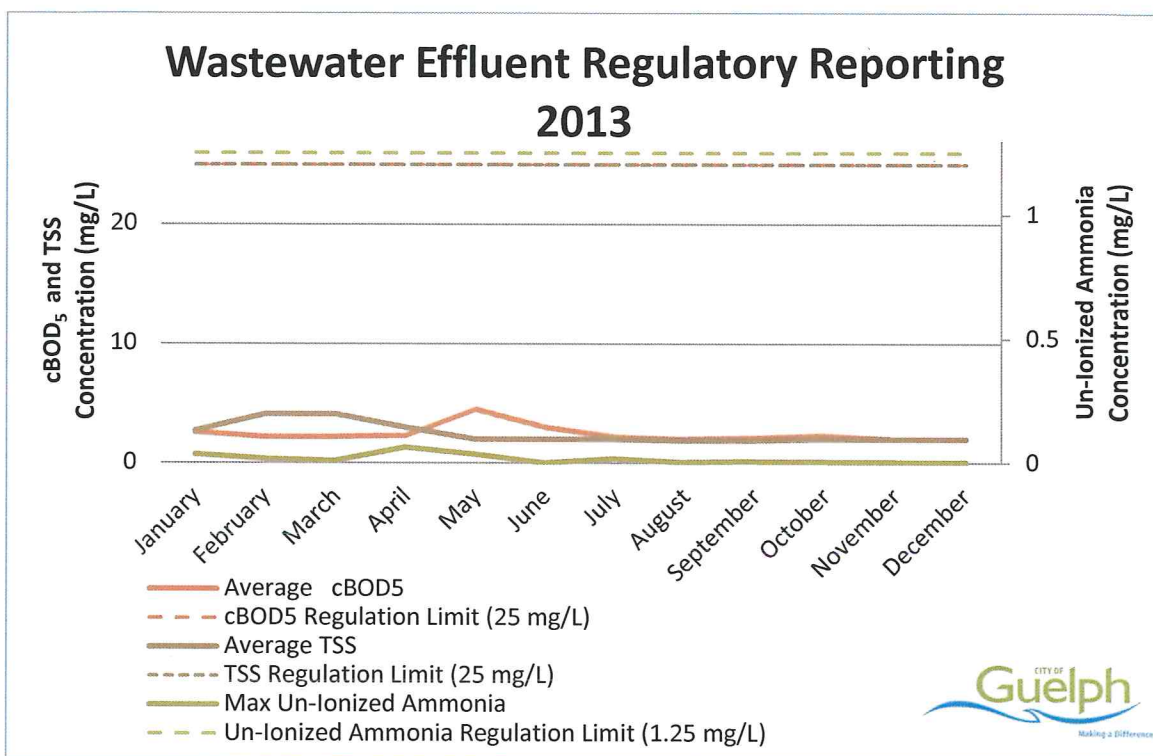
The treatment process at the WWTP generated 4,349 dry tonnes of dewatered biosolids in 2013. Of that amount, 19 percent received further treatment through the Lystek process and were applied to agricultural land at seven registered sites. This percentage decreased from 2012 due to wet weather and 7-day storage limits for the land application program. The remainder of the dewatered biosolids were transported and disposed of at one landfill site.

There were zero non-compliance events in 2013. All the treated effluent from the WWTP met the quality limits and objectives outlined in the ECA. Additionally, all the biosolids requirements for disposal or for land application were met.



### Federal Effluent Regulatory Reporting

In 2013, new federal effluent regulatory reporting commenced. The chart below further compares five day carbonaceous biochemical oxygen demand (cBOD<sub>5</sub>), total suspended solids (TSS) and un-ionized ammonia to the federal regulatory limits. In 2013, the WWTP effluent was well below the limits for these three parameters.



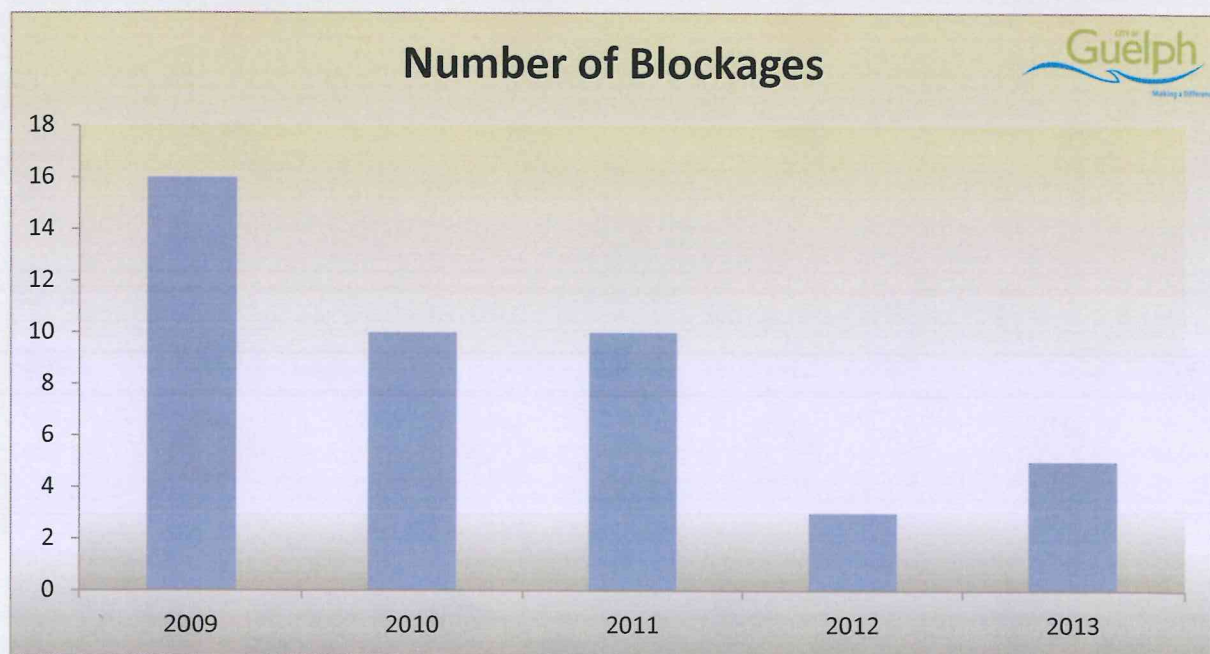


## Wastewater Collection

In 2013, a total of 18,042 million litres were collected and conveyed to the WWTP through the collection and conveyance system.

### Wastewater Collections: Number of Blockages

	2013 Performance	
Number of Blockages	5	

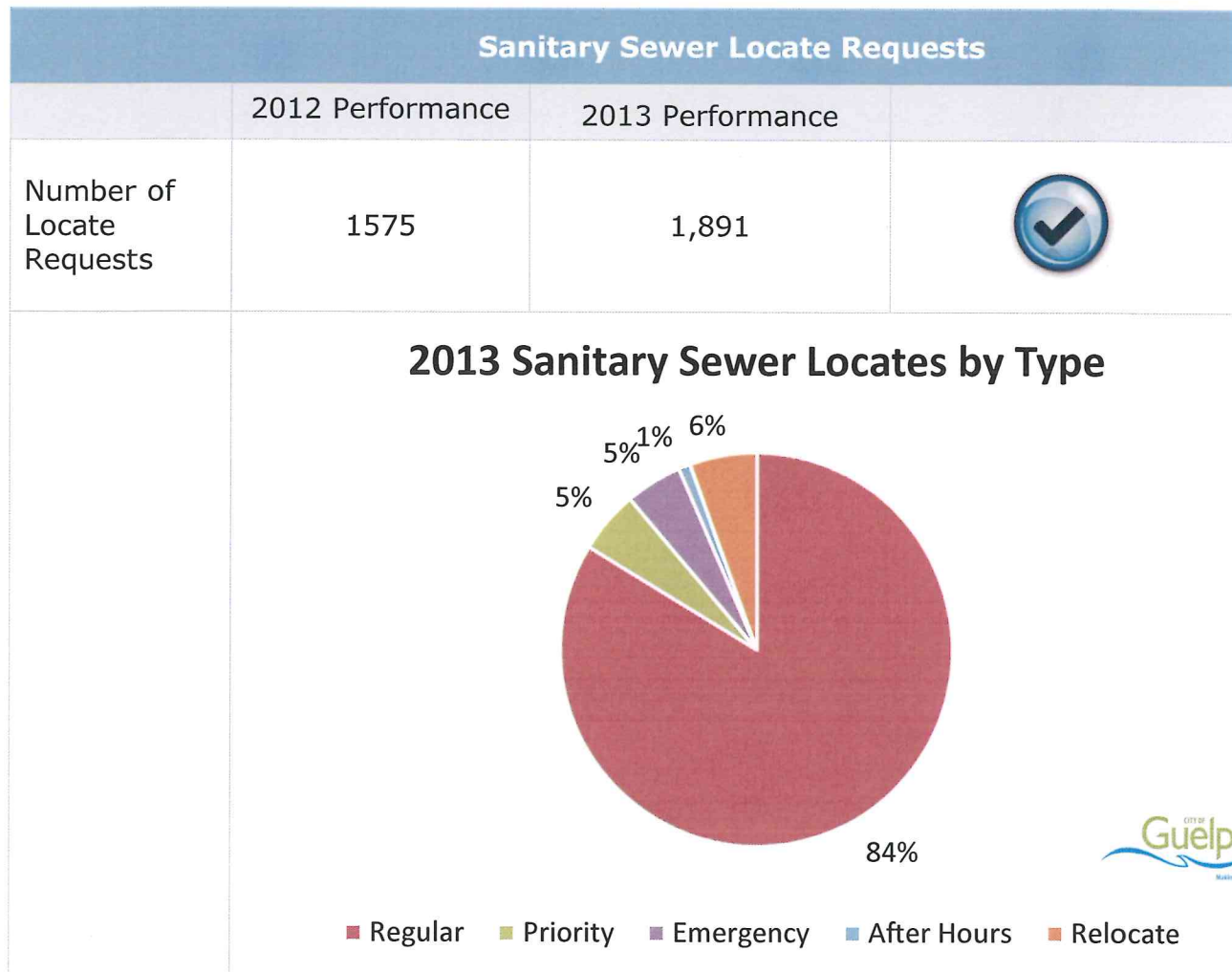


The number of blockages has generally decreased over the last five years but increased slightly from three blockages in 2012 to five blockages in 2013. The increase in number of blockages may be attributed to greater storm flows in 2013 compared to 2012. The five year moving average is 8.8 blockages per year. The WWSD continues to be committed to our maintenance program and educating dischargers to keep fats, oils and greases out of the sanitary sewer system.

Similar to 2012, there were zero cases of sanitary sewer overflows in 2013.



## Sanitary Sewer Locate Requests



The WWSD staff successfully completed 1891 sanitary sewer locate requests in 2013. This increase in the number of locate requests from 2012 to 2013 indicates an increased awareness among our customers of the importance of requesting locates.

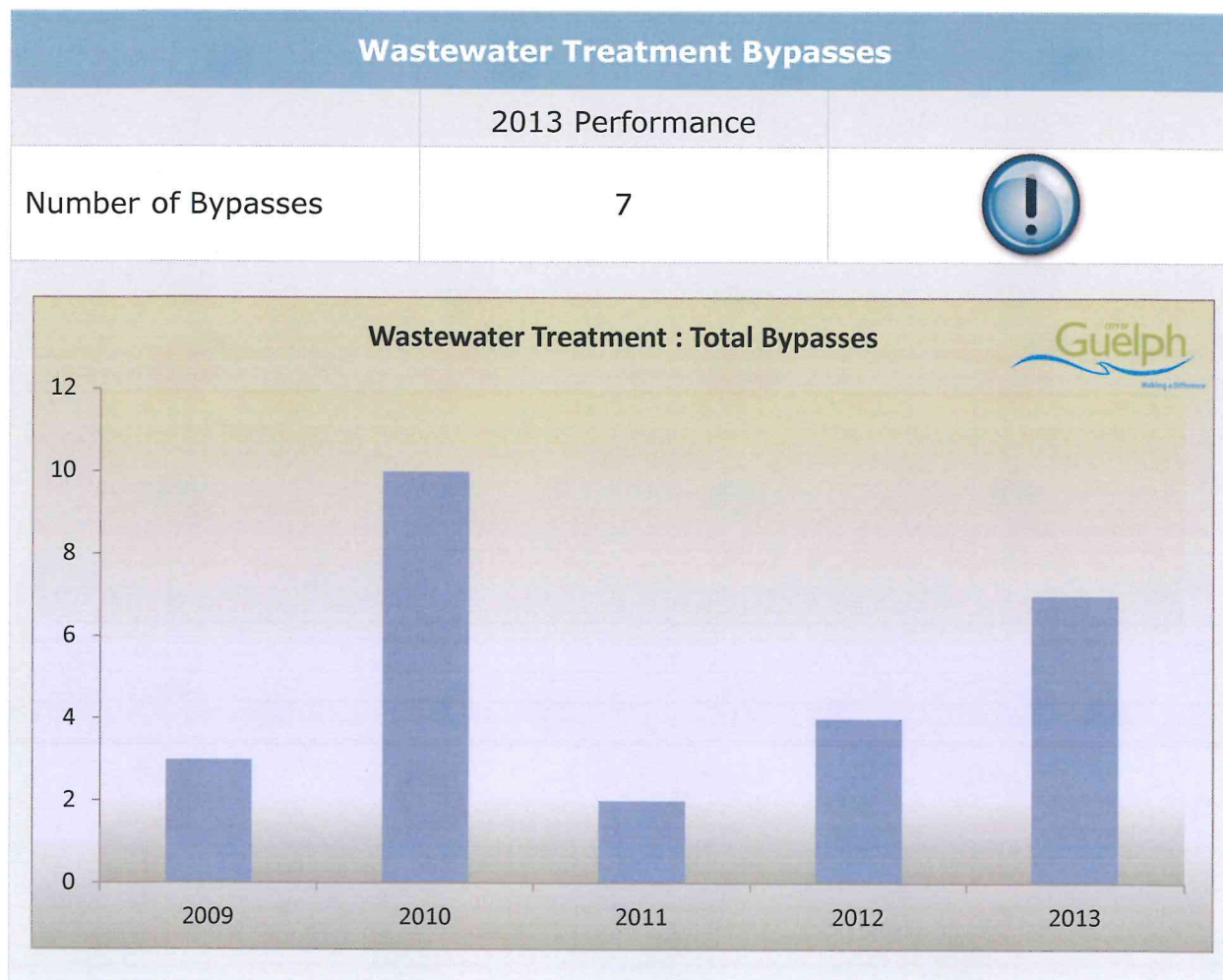
Prior to 2012 the WWSD did not electronically track the number of sanitary sewer locate requests, which was initiated in 2013. The WWSD will continue to track the number of sanitary sewer locate requests by type.

The WWSD expects that the total number of sanitary sewer locate requests will increase in 2014 due to the Provincial program "Ontario One Call" being responsible for the distribution of all locate requests effective June 19, 2014. This amalgamation will make it easier for citizens to request locates and to ensure sanitary sewer locates are not missed. The WWSD would like to see a decrease in priority, emergency, after hours and relocate requests as these categories are indicative of a lack of planning and/ or emergency situations.





## Wastewater Treatment Plant Bypasses



Bypasses or spills from wastewater treatment plants are not uncommon. Wastewater treatment plants are designed with the provision to bypass. Typical causes for bypasses are weather related (inflow and infiltration), power failure, equipment failure and other unknown causes. The WWSD is committed to reducing the occurrence of bypasses.

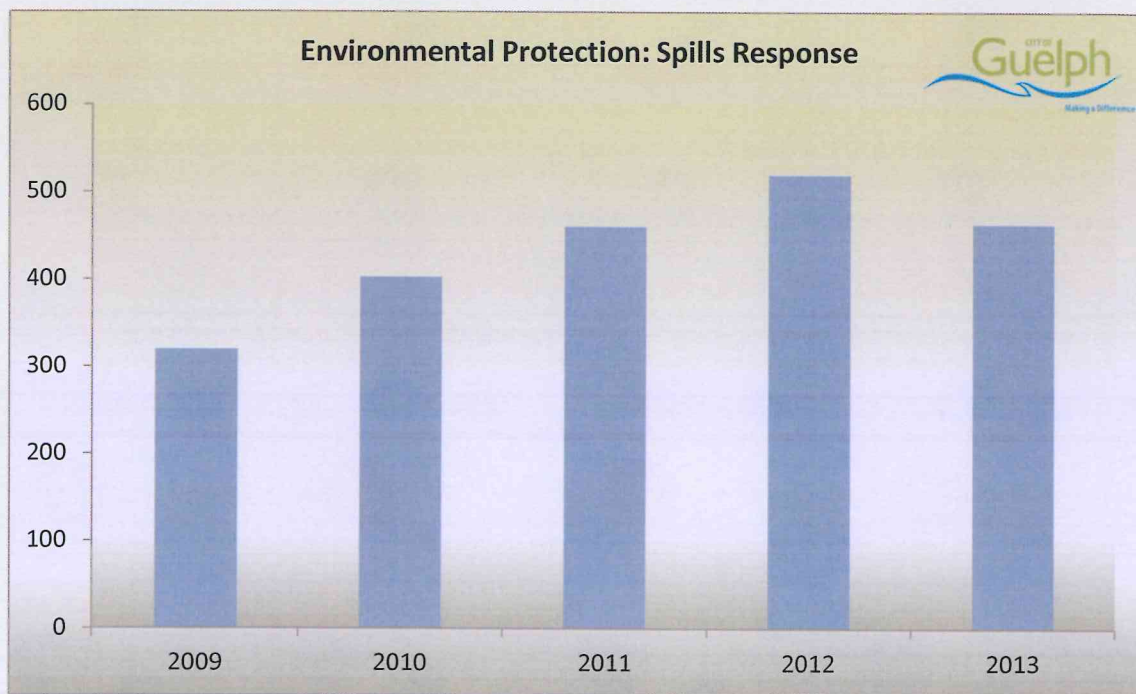
The dashboard above shows that there were seven bypass incidents in 2013. Of these bypasses, zero were primary, secondary, or full tertiary treatment bypasses. All seven were partial tertiary bypasses. In each case the wastewater received full primary, full secondary and partial tertiary treatment and was disinfected and dechlorinated prior to discharge into the Speed River. All seven of these bypasses resulted in effluent being discharged to the river that met all specifications of the Ministry of the Environment.



## Environmental Protection

### Environmental Protection: Spills Response

	2013 Performance	
Number of Spill Responses	464	



The WWSD has increased spill awareness within the community and as a result the City's Environmental Protection Officers have seen an upward trend in the reporting of spills. In 2013, this trend was slightly reversed as the number of spill responses decreased by 11 percent. We are hopeful that this may be due the growing awareness of spill prevention, resulting in fewer spills.



## Customer Satisfaction

In 2013 there were no complaints regarding the services provided by the Wastewater Services Department.

## PROGRAMS

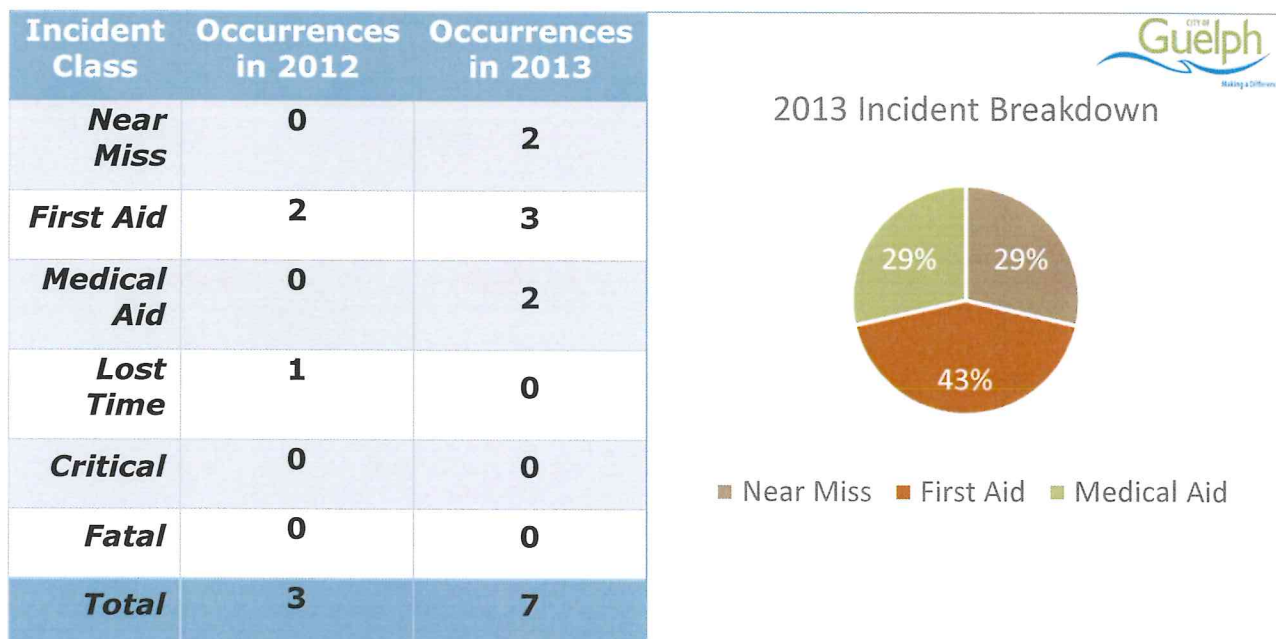


### Health and Safety

The WWSD is committed to continually enhancing our Health & Safety Program. The WWSD focused on the development and implementation of many key elements based on findings of previous health and safety audits. A comprehensive work-plan was developed for 2013 that was regularly monitored to ensure progress in each of the various elements.

In 2013, the WWSD continued implementation of a two year Health and Safety Management Plan that met several key milestones. Staff were trained on a variety of health and safety programs throughout the year (in line with the WWSD's safety training matrix). Several key initiatives that were met include: confined space entry for field operations, contractor safety and job-hazard analysis. The WWSD also began Phase-1 implementation of a comprehensive Emergency Response Program that will continue to be implemented during 2014.

Key metrics are used to track safety performance within the WWSD. They include: worker participation, safety management practices, and incident tracking. The incident rate for the WWSD continued to demonstrate success in health and safety performance with no lost time injuries and no days lost due to workplace injury during 2013. Near miss incidents as well as minor incidents were reported and investigated in an effort to prevent more serious injuries from occurring in future. This continues to be our goal for safety during 2014.



**Days lost due to workplace injury 2013: 0**



The WWSD is represented at the Joint Health and Safety Committee (JHSC) by three staff members who partake in monthly workplace safety inspections. These inspections are a proactive tool that encourages worker involvement and participation in the health and safety process. Inspection findings are reported to the WWSD as well as the JHSC, and necessary corrective actions are investigated, prioritized and acted upon.

The WWSD also held several staff engagement activities in which safety performance and achievements were celebrated. This included recognition of the completion of Department wide Job Hazard Analyses in 2013.

<b>Leadership Practices</b>	<b>Actioned in 2013</b>
<b><i>Staff &amp; Management Safety Meetings</i></b>	<input checked="" type="checkbox"/>
<b><i>Management Led Workplace Inspections</i></b>	<input checked="" type="checkbox"/>
<b><i>Vehicle Safety Audits</i></b>	<input checked="" type="checkbox"/>
<b><i>Job Hazard Analysis</i></b>	<input checked="" type="checkbox"/>
<b><i>Safety Training Sessions</i></b>	<input checked="" type="checkbox"/>
<b><i>Inspection findings / Close Outs</i></b>	<input checked="" type="checkbox"/>

The WWSD plans to continue with implementation of a comprehensive Health and Safety Management System that is aligned with the City's values for staff and public safety. This will include the development and implementation of new health and safety programs, as well as the expansion of existing ones. The WWSD will continue to investigate workplace incidents and use near misses as opportunities for improvement, striving to prevent similar incidents from recurring. Reporting and investigating minor events has proven to be an effective strategy in the prevention of more serious workplace accidents. These actions will assist the WWSD in its goal of protecting the safety of staff, visitors, contractors and the public as it strives for continuous improvement in the control and elimination of workplace hazards.



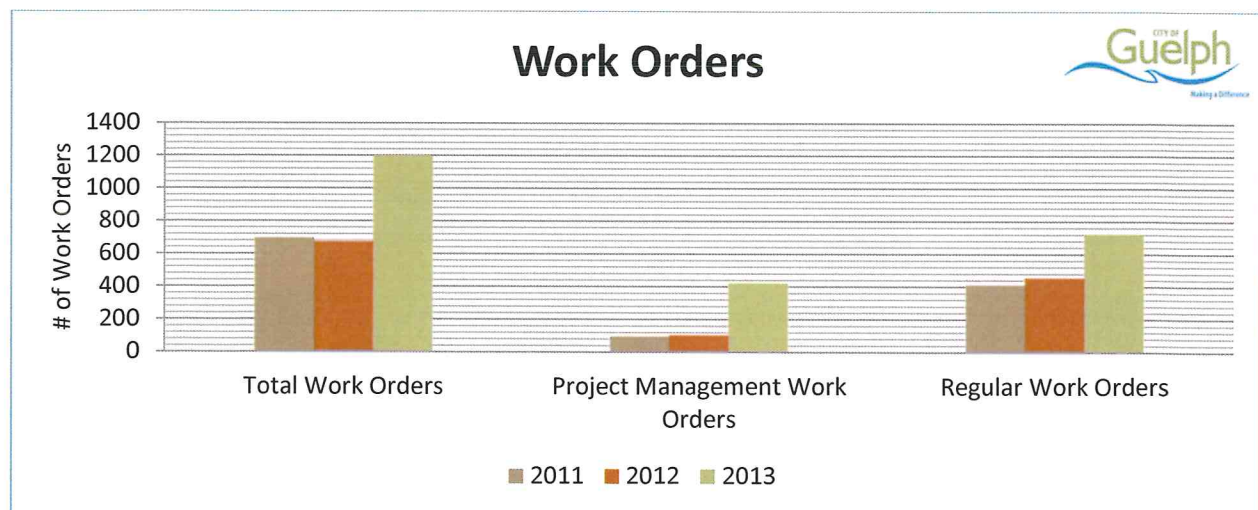
## Laboratory Quality Management System

In 2013 the laboratory was assessed for ISO/IEC 17025 accreditation by the Canadian Association for Laboratory Accreditation (CALA). The assessment went well and accreditation is pending in 2014. The capabilities of the laboratory were also increased to include additional analyses. Work is continuing to increase the scope of testing further in 2014. The WWSD continues to be committed to excellence in testing and calibration procedures.



## Computerized Maintenance Management System Programs

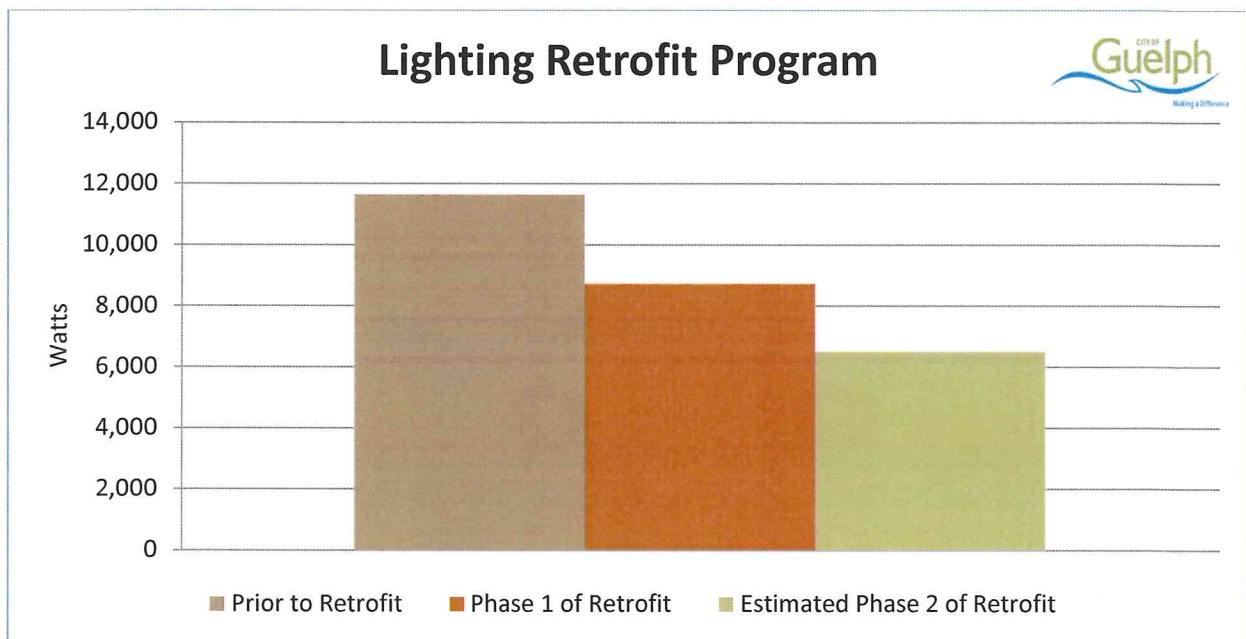
In 2012 the WWSD implemented a program to enhance the current maintenance management program. The WWSD now captures more complete data to provide various key performance indicators (KPIs) to better manage work orders, assets and maintenance projects. This system will improve records management and enables more proactive planning and budgeting for ongoing maintenance of plant equipment. The quick access to accurate information will also increase efficiency.





## Lighting Retrofit Program

In 2013 the maintenance team continued to work on a lighting retrofit program to replace obsolete plant lighting with the new energy efficient T5 florescent lighting with 25% energy savings. Through the program the WWSD was able to receive a rebate to fund the next phase of retrofit. In some cases using occupancy sensors realized an additional 50% savings. For example, replacing Sodium Vapor lamps and T12 florescent lighting has lowered the WWSD's energy consumption from 11,648 watts down to 8732 watts (an approximate savings of \$2,500 annually). The WWSD anticipates more rebates and more savings as the retrofit program continues. The energy savings as a result of the Phase 1 program, and estimated for the Phase 2 program are shown below.





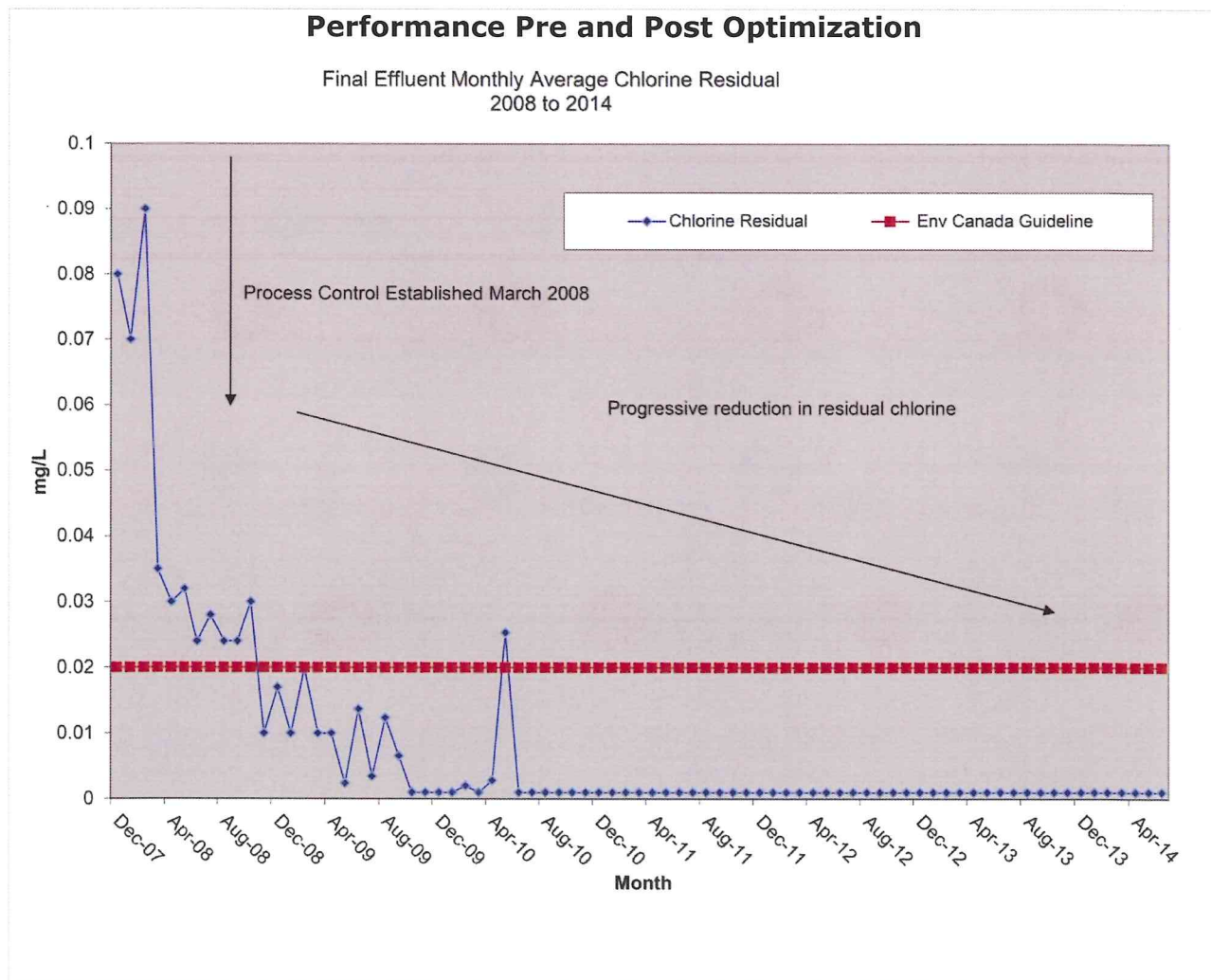
## Projects



### WWTP Optimization and Capacity Demonstration

In 2012, the WWSD began working on a capacity demonstration to demonstrate the actual capability of the WWTP. The current rated capacity by the MOE is 64 million litres per day. The WWSD successfully demonstrated that target flows of 73.3 million litres per day can be treated with existing infrastructure. This successful demonstration means that it may be possible for the WWSD to defer the capital expansion of the treatment facility if the MOE accepts a new rated capacity.

As part of optimization process, process control was established. The graph below demonstrates the pre and post optimization results of the chlorine residue, demonstrating improved treatment performance. Our ability to reduce the chlorine residual and to meet the Environment Canada guidelines will enable the City to avoid costly treatment upgrades.





### **Anammox Treatment**

The WWSD was awarded a grant from the MOE's Showcasing Water Innovation (SWI) program to assist the City financially in implementing the Anammox project. This project will be the first of its kind constructed in Canada, and demonstrates Guelph's commitment to environmental stewardship and leadership. The detailed design was completed in 2013 and construction is scheduled for to begin in 2014 with completion in 2015.

The addition of the Anammox system to the WWTP will reduce the ammonia loading to the main plant by 20-25% and will treat ammonia using approximately 60% less energy. Along with other initiatives, this could allow deferral of the Stage 2 plant expansion and keep the City of Guelph on the forefront of innovation and expertise in wastewater treatment and sustainable infrastructure.



### **Process Operations Centre**

Construction of the Process Operations Centre commenced in 2013. Construction is expected to be completed by end of 2014.

When complete, the Process Operation Centre will provide capacity for growing staff and an improved work environment. The centralized process control area and the collocation of staff will improve work efficiency and productivity.



### **Digester No. 2 Clean-Out, Repairs and Gas Proofing**

In 2013, the cleanout and condition assessment of Digester No. 2 at the WWTP was completed. The structural and mechanical condition assessment showed that repairs to the anaerobic digester were required including replacing the gas proofing inside the digester. Continuing the digester cleaning program is essential to ensure the digesters continue to operate optimally.



## 2013 Summary Dashboard

 <p><b>Positive</b></p>	 	<b>WWTP process performance:</b> biosolids requirements for disposal met
	 	<b>Wastewater collection:</b> zero sanitary sewer overflows; number of blockages in 2013 below the 5 year moving average
	 	<b>Sanitary sewer locate requests:</b> increase in requests from 2012 to 2013
	 	<b>WWTP process performance:</b> exceeded MOE compliance requirements for ECA objectives and limits
	 	<b>Environmental protection:</b> fewer spills reported in 2013 compared to 2012
		<b>Customer satisfaction:</b> no complaints regarding customer service in 2013
		<b>Health and safety:</b> comprehensive work-plan developed in 2013, training, emergency response, zero days lost due to workplace injury, JHSC participation, staff engagement
	 	<b>Laboratory quality management systems:</b> In 2013 the laboratory was assessed for ISO/IEC 17025 accreditation by the Canadian Association for Laboratory Accreditation (CALA). The assessment went well and accreditation is pending in 2014.
		<b>Data management:</b> Implementation of data management program, installation of data collection devices, initiation of electronic drawing database
		<b>Lighting retrofit program:</b> Replacing obsolete plant lighting with new energy efficient lighting
		<b>WWTP optimization and capacity demonstration:</b> Successful demonstration that WWTP can treat 73.3 million litres per day (compared to 64 million current rated capacity) without a capital expansion
		<b>Anammox treatment:</b> first of its kind in Canada; detailed design complete in 2013, construction to commence in 2014
		<b>Process operations centre (POC):</b> construction of the POC commenced in 2013

		<b>Digester No. 2 clean-out, repairs and gas proofing:</b> clean-out and condition assessment have been completed
 <b>Caution</b>	 	<b>WWTP bypasses:</b> increase in bypasses from 2012 to 2013
 <b>Negative</b>	<b>None</b>	

## 2013 ACCOMPLISHMENTS

As seen in the summary dashboard, the WWSD has had many positive performance indicators. In 2013, the WWTP was operated in line with ECA specifications and biosolids from the treatment process met all disposal requirements. The WWSD continues to help protect the environment through spill response and preventing sanitary sewer overflows.

The WWSD also has many successful programs in place. The WWSD is committed to health and safety. In 2013 the WWSD developed a comprehensive Health and Safety work plan and continued to provide staff training. Staffs was engaged in other activities such as vehicle safety audits and job hazard analysis. There were zero days lost due to workplace injury.

The WWSD laboratory was assessed for ISO/IEC 17025 accreditation by the Canadian Association for Laboratory Accreditation (CALA). The assessment went well and accreditation is pending in 2014. This demonstrates the WWSD's commitment to Quality Management Systems and maintaining standard testing and calibration procedures.

Additionally, the WWSD is working towards making the WWTP operate more sustainably by replacing obsolete lighting with energy efficient lighting.

The WWSD has successfully demonstrated that the WWTP can treat 73.3 million litres per day compared to the current MOE rated capacity of 64 million litres per day. The Anammox Treatment project is progressing. The detailed design has been completed and construction is scheduled for 2014. The addition of the Anammox system to the WWTP will reduce the ammonia loading to the main plant by 20-25% and will treat that ammonia using approximately 60% less energy. Along with other initiatives, this allows deferral of the plant expansion and keeps



the City of Guelph on the forefront of innovation and expertise in wastewater treatment and sustainable infrastructure

Construction of the Process Operations Centre commenced in 2013. When complete, the Process Operation centre will provide capacity for growing staff, and an excellent work environment. The collocation of staff will improve productivity and the centralized scada hub room will allow for improved monitoring and control of plant processes

The clean-out and inspection of Digester No. 2 was completed in 2013, prioritizing repairs. Repairs are scheduled to be carried out in 2014. Continuing the digester cleaning program is essential to ensure the digesters continue to operate optimally

## **2014 GOALS**

In 2014, the WWSD will continue to target compliance with ECA limits and objectives as well as biosolids disposal requirements. The WWSD will continue to educate dischargers about materials known to cause blockages in the sanitary system in order to reduce the number of blockages. The WWSD will also inform the community about spill prevention and response procedures in order to protect the environment. In 2013, there were zero complaints regarding customer service. By keeping the community involved and updated on programs and projects in 2014, the WWSD should be able to maintain this status.

Health and safety is an essential metric to which the WWSD is committed. The WWSD will continue our commitment to health and safety by training staff, participating in JHSC activities, tracking and investigating health and safety incidents as well as having staff engaged in activities such as health and safety meetings and audits. The WWSD will strive to increase the employee engagement participation.

The computerized maintenance management system enhancements is planned to be implemented in 2014. Data management is an important contributor to performance analysis. The WWSD will continue to capture and manage data to be used for work orders and maintenance projects. Inefficient lighting will continue to be replaced in 2014, reducing the WWSD's energy footprint and reducing operation costs.

In 2014, the WWSD will consult with the MOE regarding WWTP plant re-rating to 73.3 million litres per day. The construction of the Process Operations Centre and Digester No. 2 repairs are scheduled for completion in 2014. Construction of the Anammox treatment system will commence in 2014 and is scheduled to be completed in 2015.