

Staff Report



To **Committee of the Whole**

Service Area Infrastructure, Development and Enterprise Services

Date Monday, December 4, 2017

Subject **Clair-Maltby Secondary Plan
Conceptual Community Structure**

Report Number IDE-2017-129

Recommendation

1. That the Clair-Maltby Secondary Plan Conceptual Community Structure be approved as outlined in report IDE-2017-129.

Executive Summary

Purpose of Report

The purpose of this report is to provide Council with the recommended Clair-Maltby Secondary Plan Conceptual Community Structure for approval.

Key Findings

The recommended Conceptual Community Structure (CCS):

- balances protection of the Natural Heritage System and the Paris Moraine with future development of this area;
- proposes a multi-modal mobility network, including major roads, bicycle infrastructure and trails to provide strong connectivity throughout the Clair-Maltby area and to the rest of the City;
- is primarily residential in character, with the ability to accommodate a full range and mix of housing types, as well as a mix of uses at key locations; and
- plans for a system of parks, open spaces and trails to provide both active and passive recreation opportunities.

Therefore, the recommended CCS respects the approved Vision and Guiding Principles for the Clair-Maltby Secondary Plan (CMSP) and Master Environmental Servicing Plan (MESP).

Financial Implications

Capital funding to undertake this project was approved through the 2013-2015 and 2017 capital budgets.

Report

Background

Phase 2 of the CMSP project began in May 2017 and builds on the work completed in Phase 1 of the study. The Phase 1 work was presented to Committee of the Whole and Council in July 2017. Background regarding Phase 1 can be found in [Report IDE 17-76](#). Phase 2 is anticipated to take approximately 12-13 months and consists of:

- developing the CCS;
- undertaking the required technical studies (i.e. servicing, mobility);
- developing up to three community structure alternatives based on the approved CCS and technical studies;
- holding a design charrette to establish the recommended community structure alternative.

Conceptual Community Structure

The first deliverable of Phase 2 is the CCS. The CCS is a preliminary concept plan that has been developed based on the [approved vision and guiding principles](#) established in Phase 1 of the project. The concept generally illustrates where land uses (such as low, medium and high density residential, mixed-use, commercial and employment), major roads, parks and schools may be located.

The CCS will be used as a basis for technical analysis throughout Phase 2 and the development of up to three Community Structure Alternatives. Technical studies being undertaken throughout Phase 2 include:

- Comprehensive Environmental Impact Study;
- Water/Wastewater Servicing;
- Stormwater Management;
- Mobility;
- Energy and Other Utilities; and,
- Fiscal Impact Assessment.

Visioning Workshops - Input into the Conceptual Community Structure

The CCS was developed based on community input from the general public and the Community Working Group (CWG), as well as technical input from the Technical Steering Committee (staff from the City, County of Wellington, Township of Puslinch and Grand River Conservation Authority) and the Technical Advisory Group (TAG).

Input was received through a group based, hands-on community planning and mapping exercise that was designed to allow each group to develop a concept for the secondary plan area. Groups were asked to develop their concept plan to align with the approved Vision and Guiding Principles. They were given a map of the area, various tools, and a series of prompting questions to assist with completing the exercise. The map used for the exercise included the aerial photograph and identified the approved Natural Heritage System (NHS) and known cultural heritage resources. A facilitator was also available at each table to further assist the group.

As outlined on page 5, three visioning workshops to undertake this exercise were held on two separate dates. These workshops resulted in a number of concept plans being developed, all of which were considered and evaluated in the development of the recommended CCS. Commonalities among the plans were identified and a preliminary technical review by the TSC and the consultant team for this project was completed. The recommended CCS – see Figure 1 (page 6) results from all input received and the preliminary technical review.

Description of the Recommended CCS

The recommended CCS provides a general layout of land use, connective elements and community facilities (parks and schools). The CCS displays the following:

Residential Land Use, Density and Built Form – The recommended CCS proposes an area that is primarily residential in character with higher density uses concentrated along the Gordon Street corridor transitioning to medium and lower density uses in the interior portions of neighbourhoods. Medium density residential uses are located along potential future major roads, allowing for low density residential uses to be on future local roads.

The recommended CCS recognizes the existing function of Gordon Street north of the study areas as an intensification corridor. The areas directly surrounding Gordon Street have largely been placed in the high density residential category with mixed-use areas at major road intersections. The concentration of higher density uses along Gordon Street also supports the potential future extension of the City's main transit corridor.

The entrance to the City at Gordon Street and Maltby Road is to be distinguished by a gateway that highlights the entrance to the City.

A brief description is provided below to further explain the land uses shown on the CCS:

- High Density areas: intended to accommodate mid-rise or taller apartment buildings
- Medium Density areas: intended to accommodate low to mid-rise apartment buildings, stacked or back-to-back townhouses
- Low Density areas: intended to accommodate detached, semi-detached and townhouse dwellings
- Mixed Use areas: intended to accommodate a mix of uses and where provided, residential in mid-rise or taller apartment buildings

An urban-rural transition area has been included along the edge of the secondary plan area where it borders the Township of Puslinch.

The northeast part of the secondary plan area is generally known as the 'Rolling Hills' subdivision. This area is within the City's Built-up Area and has been developed as residential estate lots. The recommended CCS proposes redevelopment of a portion of this area, generally along Clair Road East, for medium density residential and mixed-use. The remainder of the Rolling Hills

area has been identified on the recommended CCS as 'Rolling Hills Residential', but it has not yet been determined if redevelopment of this area should be planned for. Further public engagement with residents of the Rolling Hills area is planned to better understand the neighbourhood's view on planning for future redevelopment in this area. Alternatives for this area will be explored as the Community Structure Alternatives are developed.

Mobility Network – A system of connected major roads providing a grid structure that has been modified and adapted to respect the NHS and existing topography is proposed. Multiple east-west connections across Gordon Street, as well as new north-south connections will provide connectivity throughout the secondary plan area. A potential future road connection through Rolling Hills to link up two existing cul-de-sacs has been identified. It is intended that all major roads will have appropriate cycling and pedestrian facilities to ensure that this is a multi-modal mobility network.

Potential trail locations have been identified on the CCS generally on the edge of the NHS to allow for the exact location and function of these trails to be determined. The trails are intended to provide additional connectivity throughout the secondary plan area and to the surrounding area.

Neighbourhoods, Parks and Schools – A community park (CP) and several neighbourhood parks (P) have been identified on the CCS with symbols. Community parks are typically designed to provide specialized recreation facilities for use by a wide segment of the population and serve more than one neighbourhood. The types of recreation facilities that may be developed within the proposed community park could include baseball diamond(s), soccer field(s), cricket pitch, etc.

Four potential elementary school sites have been identified on the recommended CCS. The number of required school sites may change as the potential future population, as well as the number and type of residential units proposed, is determined.

A mixed approach has been taken in the recommended CCS with respect to pairing neighbourhood parks with potential school sites. In some instances, the two are paired which achieves a larger amount of open space in one area. In other locations, they've been separated in order to provide open space in more locations for all residents to easily access.

Natural Heritage System - The recommended CCS balances protection of the Natural Heritage System with allowing for future development of this area. Ensuring that a connected mobility system is provided for all modes of transportation, while maintaining a connected natural heritage system was carefully considered in the recommended CCS. Where a proposed road, trail and active transportation link is proposed through the NHS it will be carefully examined and considered before a final recommendation is made.

Employment Lands - The recommended CCS includes approximately 17 ha of employment land in two locations. These locations were chosen because of their proximity to existing employment areas, ability to connect to Highway 401 and where existing commercial/employment uses are located.

The conversion of the existing employment land to other uses will have to be appropriately justified in accordance with the requirements of the Growth Plan for the Greater Golden Horseshoe prior to any approval of the Secondary Plan.

Evaluation of the CCS – Vision & Guiding Principles

The recommended CCS was developed in accordance with the approved vision and guiding principles for the CMSP and MESP. The recommended CCS balances protection of the Natural Heritage System and the Paris Moraine with allowing for future development of this area. A multi-modal mobility network, including major roads, bicycle infrastructure and trails, is being planned to provide strong connectivity throughout the Clair-Maltby area and to the rest of the City. The proposed concept is primarily residential in character, with the ability to accommodate a full range and mix of housing types, as well as a mix of uses at key locations. The CCS plans for a system of parks, open spaces and trails to provide both active and passive recreation opportunities.

Estimated Population and Places to Grow Density

If approved, the CCS will provide the basis for staff in consultation with the consultant team to estimate the anticipated population and density for the secondary plan area. To estimate the population, a number of assumptions will have to be developed related to the number and type of dwelling units that may be constructed and the amount of land (as a percentage) that will be required to provide such things as roads, parks, stormwater management, etc. The technical work that is to be completed throughout Phase 2 will allow for informed assumptions to be developed and population and density ranges to be estimated through the Community Structure Alternatives.

Public Participation

Ongoing community engagement is a crucial component of the Clair-Maltby Secondary Plan project. Community engagement opportunities completed in the development of the CCS include:

Phase 2 – CCS Community Engagement Opportunities		
Notice of Visioning Workshop No. 2	Provided to the public, stakeholders, First Nations Communities and agencies	September 7, 2017
TSC CCS Visioning Workshop	Visioning workshop that included a hands on community planning and mapping exercise to receive input from the community and technical experts.	September 12, 2017
Joint CWG and TAG CCS Visioning Workshop		
Community Visioning Workshop No. 2		September 26, 2017

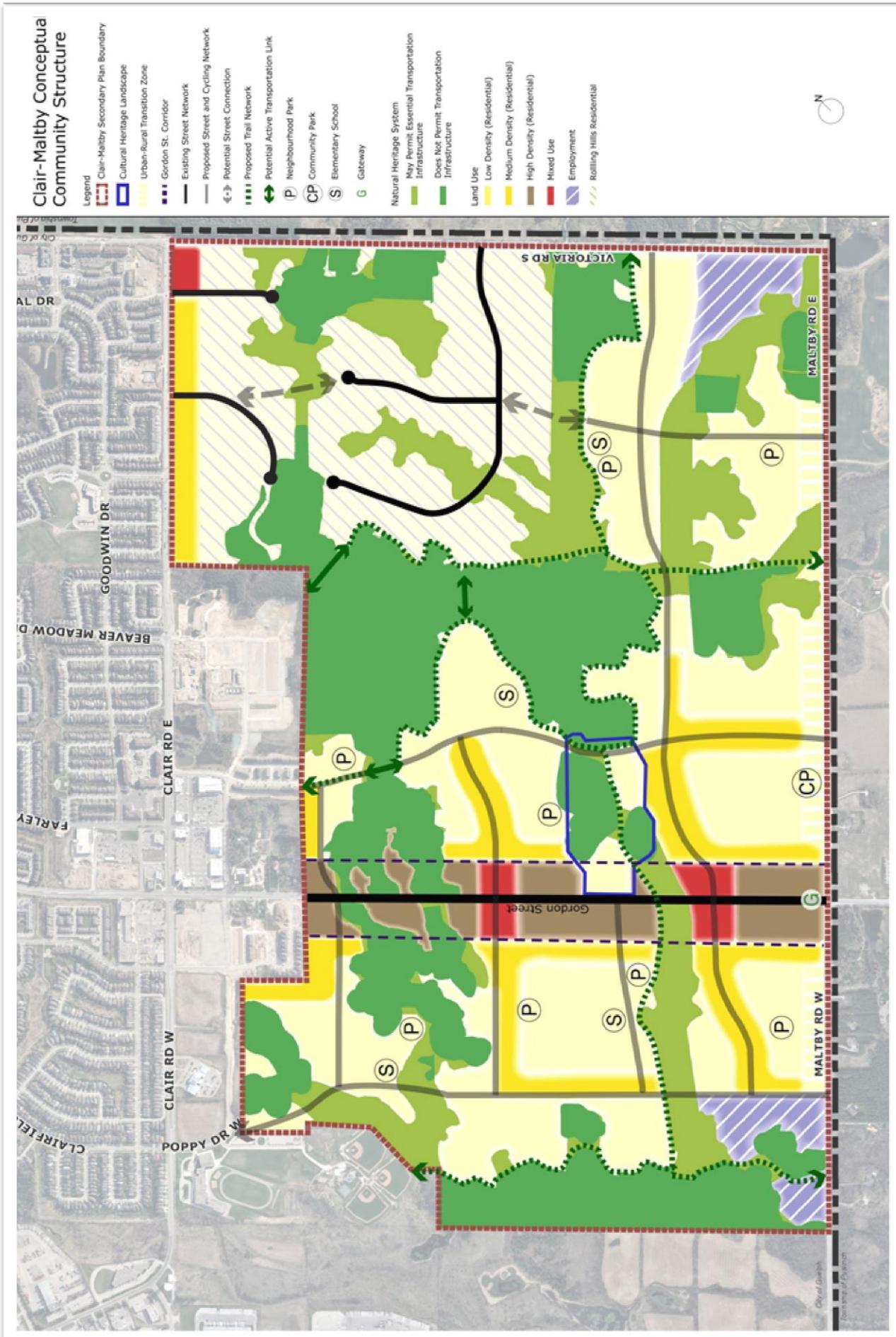


Figure 1: Recommended Conceptual Community Structure

Next Steps

The CCS will be used as a basis for the technical studies and analysis. As technical input becomes available through the studies and analysis, it will inform the development of up to three Community Structure Alternatives. It is anticipated that the Community Structure Alternatives will generally build on the approved CCS and the general land use pattern, road network and community elements that form the CCS. However, the alternatives will begin to refine the concept, provide additional detail, propose changes that respond to technical requirements as data and input are developed through the ongoing studies, and may also include different approaches or solutions to matters that need to be addressed. Examples of refinements may include:

- alternative methods or approaches to stormwater management;
- changes to the proposed mobility network to best achieve connectivity while respecting the NHS and existing topography;
- changes to the 'Rolling Hills Residential' and 'Employment' areas;
- refinements to the amount of land identified for low, medium and high density residential uses may also be proposed as the estimated population and density is determined; and,
- increasing or decreasing the number and size of parks and/or schools required.

Once the technical studies are nearing completion, a design charrette will be held to undertake analysis of and receive public input into the Community Structure Alternatives and determine the Preferred Community Structure. After the Preferred Community Structure is endorsed by Council at the end of Phase 2, it will be used to inform Phase 3 work.

Work on the MESP components will continue throughout Phase 2 and into Phase 3. The preferred community structure will form the basis for conducting the impact assessment and the development of management strategies.

Financial Implications

Capital funding to undertake this project was approved through the 2013-2015 and 2017 capital budgets.

Consultations

See community engagement opportunities listed above.

TSC Composition

The TSC is comprised of representatives from many City departments, Grand River Conservation Authority, County of Wellington and the Township of Puslinch. The City departments represented on the TSC include:

Infrastructure, Development and Enterprise Services

- Planning, Urban Design and Building Services
 - Policy Planning and Urban Design
 - Development Planning

- Engineering and Capital Infrastructure Services
 - Infrastructure, Development and Environmental Engineering
 - Transportation Services
- Environmental Services
 - Water Services
- Business Development and Enterprise
- Facilities Management
 - Energy, Water and Climate Change

Office of the Chief Administrative Officer

- Corporate Communications
- Intergovernmental Relations, Policy & Open Government
 - Community Engagement

Corporate Services

- Finance

Public Services

- Emergency Services
- Guelph Transit
- Parks and Recreation
- Operations

As noted in the chart above, the TSC participated in a staff visioning workshop on September 12, 2017. In addition, members of the TSC have reviewed and provided input into the recommended CCS through the preliminary technical review of the concept.

TAG Composition

The TAG is comprised of technical experts with who are familiar with the Study Area or moraine topography, as well as technical experts that have been retained on behalf of: landowners/residents within the study area; developers/home builders; or local resident groups. Members have recognized academic and professional qualifications in the fields of:

- natural heritage;
- surface and groundwater resources;
- water/wastewater servicing;
- stormwater management;
- transportation engineering; and,
- professional planning.

CWG Composition

The composition of the CWG is structured to provide a range and balance of perspectives with representatives from the following groups:

- Community at large;
- Environmental interest groups;
- Developers (owning land in study area);
- Developers (not owning land in study area);
- Study area landowners (non-developer);
- Rolling Hills landowners;
- School Board representatives;

- Active transportation interest group;
- Public Health.

Corporate Administrative Plan

Overarching Goals

Innovation
 Financial Stability
 Service Excellence

Service Area Operational Work Plans

Our Services - Municipal services that make lives better
 Our People- Building a great community together
 Our Resources - A solid foundation for a growing city

Attachment

ATT-1 Summary of Visioning Workshops

Departmental Approval

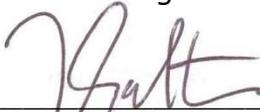
Not applicable

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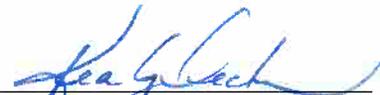


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ATT-1 Summary of Visioning Workshops

Three visioning workshops to undertake a group based, hands-on community planning and mapping exercise were held. The workshops were designed to allow each group to develop a concept for the secondary plan area that aligned with the approved Vision and Guiding Principles. They were given a map of the area, various tools, and a series of prompting questions to assist with completing the exercise. The map used for the exercise included the aerial photograph and identified the approved Natural Heritage System (NHS) and known cultural heritage resources. A facilitator was also available at each table to further assist the group.

Using the base map provided, groups proceeded through the following steps to develop a concept for the secondary plan area:

1. Identify potential locations for arterial and/or collector roads.
2. Use 'neighbourhood walking circles', which are circles that have a radius of approximately 400 metres to generally represent the distance a pedestrian can walk within 5 minutes, to identify potential neighbourhoods to understand the walkability of the area as well as inform the placement of schools, parks or other community focal points and a mix of land uses.
3. Identify potential locations for schools and parks or other community focal points such as shops and services, community centres, etc.
4. Identify potential trail locations.
5. Identify appropriate locations for different land uses (residential, mixed-use, commercial, employment) and use examples to demonstrate what type of residential development is appropriate (high, medium, low).

The workshops resulted in a number of concept plans being developed, all of which were considered and evaluated in the development of the recommended CCS. Commonalities among the plans were identified and a preliminary technical review by the TSC and the consultant team for this project was completed. The recommended CCS results from all input received and the preliminary technical review.

What We Heard

Mobility Network

With the NHS being identified on the base map for groups to consider during the visioning workshops, the resultant road networks developed by each group were very consistent across all of the concepts developed. This generally included 2-3 north-south and 2-3 east-west road connections across the area in similar locations. The intent of the major roads is to include bicycle infrastructure and pedestrian facilities to increase connectivity. Although the CCS is not yet this detailed, most of the feedback specifically requested that cycling facilities not be on-road bike lanes, but rather be separated multi-use paths or separated bike lanes. Generally, there was a strong desire to provide north-south connections that would provide an alternative route to Gordon Street

There were some notable differences in the proposed road networks. First, some groups proposed a road through the existing Rolling Hills neighbourhood, while other groups decided that development or changes should not occur in this area. At this time, the recommended CCS is demonstrating where a potential future road connection could be located. However, further public engagement with Rolling Hills residents is planned to better understand the neighbourhood's view on redevelopment in this area.

The preliminary technical review of the concept plan resulted in some modifications to the road network based on the topography and the NHS. Avoiding closed depressions to allow for future storm water management and water resource considerations has been taken into account on a preliminary basis. Removing potential vehicular roads from sensitive areas of the existing NHS has also occurred and potential active transportation links will be explored in these locations.

The general consensus with respect to trails through the secondary plan area was that they should be located beside or near the NHS and should connect to existing trails to the north, as well as proposed school and park locations. Accordingly, potential trail locations have been located on the edge of the NHS to allow for the exact location and function of these trails to be determined.

Neighbourhoods, Parks and Schools

The recommended CCS does not show 'neighbourhood walking circles' as these were a tool for participants to use to better understand walkable distances. General feedback received from the public was that each neighbourhood should have a mix of uses, a mix of residential densities and that parks and/or schools should be located within a walkable distance of most future residents. Based on this, conceptual locations for schools and parks were identified for the secondary plan area.

General feedback from the visioning workshops was that the community park should be located away from the existing South End Community Park to ensure that all areas of the future community could access a larger park. The other general feedback from the workshops was to consider locating parks beside the NHS or beside schools.

Technical feedback provided by the consultant team assisted with the location of the community park on the recommended CCS. The recommended location does not have significant grade changes to accommodate the types of recreation facilities envisioned for this type of park (i.e. sports fields). Further, this location is accessible from the proposed major road network, which is to also include cycling and pedestrian facilities.

A mixed approach has been taken in the recommended CCS with respect to pairing neighbourhood parks with potential school sites. In some instances, the two are paired, which achieves a larger amount of open space in one area. In other locations, they've been separated to provide open space in more locations for all residents to easily access.

Four potential elementary school sites have been identified on the recommended CCS. The number of school sites may change as the potential future population, as well as the number and type of residential units proposed is determined. Through the remainder of the project, staff will continue to work with the Upper Grand District School Board and the Wellington Catholic School Board to ensure that an appropriate number of school sites are identified to accommodate the anticipated population of students.

Land Uses, Density and Built Form

Based on the feedback received, higher density uses were concentrated along the Gordon Street corridor and then the community transitions to lower density uses in the interior portions of neighbourhoods. Medium density residential uses were located along potential future arterial and collector roads, allowing for low density residential uses to be on future local roads.

The recommended CCS recognizes the existing function of Gordon Street north of the study areas as an intensification corridor. The areas directly surrounding Gordon Street have largely been placed in the high density residential category with mixed-use areas at major road intersections. The concentration of higher density uses along Gordon Street also supports the potential future extension of the City's main transit corridor.

The entrance to the City at Gordon Street and Maltby Road is to be distinguished by a gateway that highlights the entrance to the City.

An urban-rural transition area has been included along the edge of the secondary plan area where it borders the Township of Puslinch. The transition to the surrounding rural area has been raised as a concern by the public throughout this project. In addition to public concern, when this project was presented to the Township of Puslinch Council at their meeting on August 9, 2017, they specifically requested that the transition be carefully considered.

While details such as permitted building height have not been determined, most of the feedback suggested that higher built forms should be located along Gordon Street, with medium and low-rise built forms being located within neighbourhoods. This corresponds to the comments suggesting the higher density uses also be located along Gordon Street.

The Rolling Hills Residential area is within the City's Built-up Area and has been developed as residential estate lots. The recommended CCS proposes redevelopment of a portion of this area, generally along Clair Road East, for medium density residential and mixed-use. For the remainder of the Rolling Hills area it has not yet been determined if redevelopment should be planned for. Further public engagement with residents of the Rolling Hills area is planned to better understand the neighbourhood's view on planning for future redevelopment in this area. Alternatives for this area will be explored as the Community Structure Alternatives are developed.

Employment Lands

Within the Secondary Plan area there is currently approximately 43.1 ha of designated employment land, 27.8 ha is designated 'Corporate Business Park' and 15.4 ha is designated 'Industrial' in the City's Official Plan. The amount of employment land required is to be confirmed through the city-wide Employment Lands Update. However, feedback received through the visioning workshop suggested that the amount of employment land should be reduced in the secondary plan area. Locations for employment land were identified on some of the concepts generated during the workshops. The recommended CCS includes approximately 17 ha of employment land in locations suggested through the workshops. These locations were chosen because of their proximity to existing employment areas, ability to connect to Highway 401 and where existing commercial/employment uses are located.

The conversion of the existing employment land to other uses will have to be appropriately justified in accordance with the requirements of the Growth Plan for the Greater Golden Horseshoe prior to any approval of the Secondary Plan.