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To **Committee of the Whole**

Service Area Infrastructure, Development and Enterprise Services

Date Tuesday, July 4, 2017

Subject **Clair-Maltby Secondary Plan Phase One Report and Recommended Vision and Guiding Principles**

Report Number IDE 17-76

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## Recommendation

1. That the Clair-Maltby Secondary Plan vision and guiding principles be approved as outlined in report IDE 17-76.

## Executive Summary

### Purpose of Report

The purpose of this report is to provide Council with a summary of the work completed during Phase 1 and provide Council the recommended vision and guiding principles for the Clair-Maltby Secondary Plan project for approval.

### Key Findings

Phase 1 of the Clair-Maltby Secondary Plan began in early 2016 and concludes with the presentation of the Secondary Plan vision and guiding principles to Council. The recommended vision and 5 guiding principles focus on the following

1. Vibrant and Urban
2. Green and Resilient
3. Healthy and Sustainable
4. Interconnected and Interwoven
5. Balanced and Liveable

Work completed throughout Phase 1 of the project includes:

- Refinement of the study timeline;
- Finalization of the secondary plan boundary;
- Development and refinement of background reports and technical work plans for all components of the study;
- Establishment of graphics for all project materials;
- Development of a Problem/Opportunity statement for the Master Environmental Servicing Plan (MESP);
- Environmental monitoring and characterization;
- Establishment of a Technical Advisory Group (TAG) and Community Working Group (CWG);

- Notice of Study Commencement;
- Public Information Centre (PIC) #1 and a Community Visioning Workshop; and,
- Development of a vision and guiding principles for the study and secondary plan.

Phase 1 of the project has progressed on schedule and without exceeding the anticipated budget for the completed tasks.

### **Financial Implications**

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

## **Report**

### **Purpose**

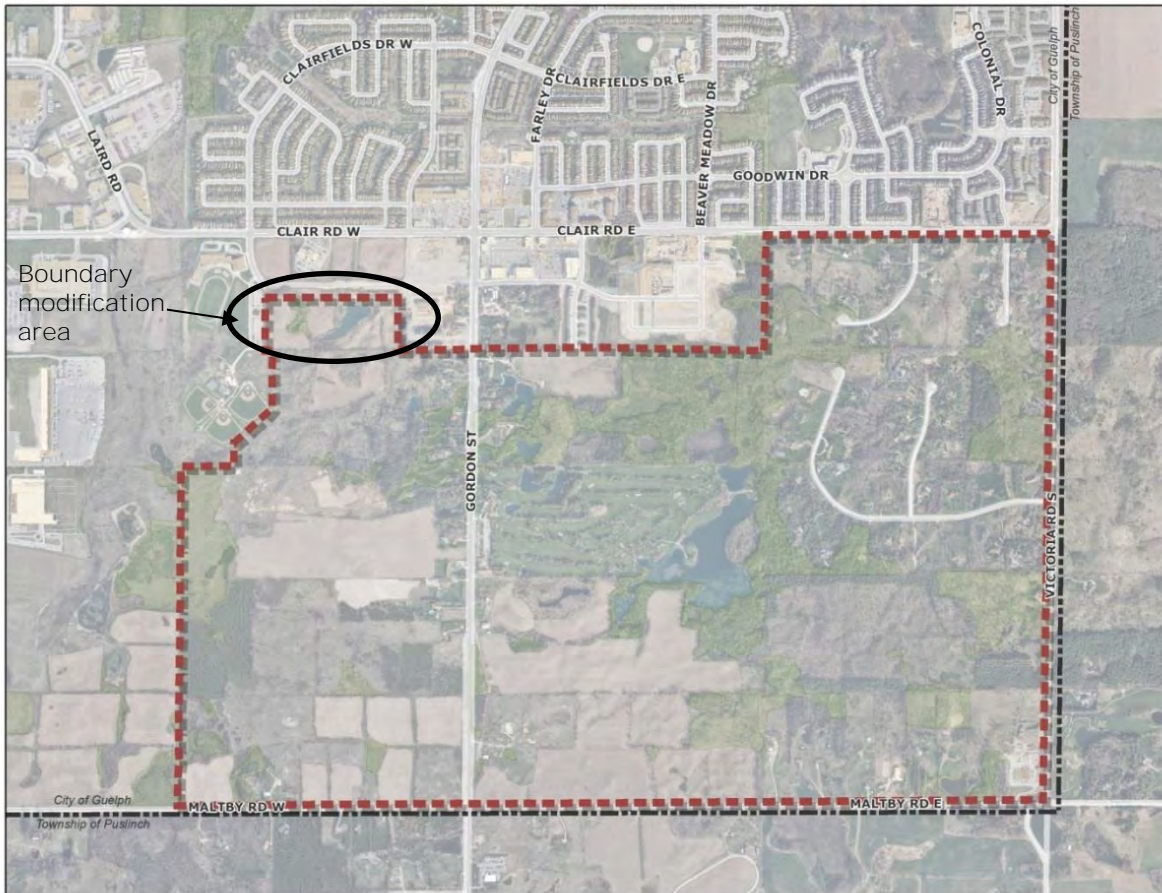
The Clair-Maltby Secondary Plan is being undertaken in order to comprehensively plan the last unplanned greenfield area of the City. The purpose of the Clair-Maltby Secondary Plan is to develop a land use plan for the study area which provides more detailed planning objectives and policies than those found in the overall Official Plan. The purpose of the MESP component of the study is to determine appropriate municipal infrastructure and servicing related to water, wastewater, stormwater and mobility for the secondary plan area.

The Clair-Maltby Secondary Plan will generally address the following:

- an integrated mix of land uses (residential, employment and commercial);
- appropriate building heights, densities and built form to contribute to a vibrant community of neighbourhoods;
- the preservation of environmental features and functions, cultural heritage and archaeological resources;
- location of parks, trails, open space, schools and community facilities;
- integrated transportation networks to promote walking, cycling and transit;
- servicing and infrastructure (e.g. watermains, sanitary sewers, stormwater management); and,
- phasing of development.

### **Location**

The study area is over 520 hectares located in the southeast corner of Guelph and is bounded by Clair Road to the north, Victoria Road to the east, Maltby Road to the south and the eastern limits of the Southgate Business Park to the west. The subject lands are shown in Figure 1.



**Figure 1: Clair-Maltby Secondary Plan Boundary**

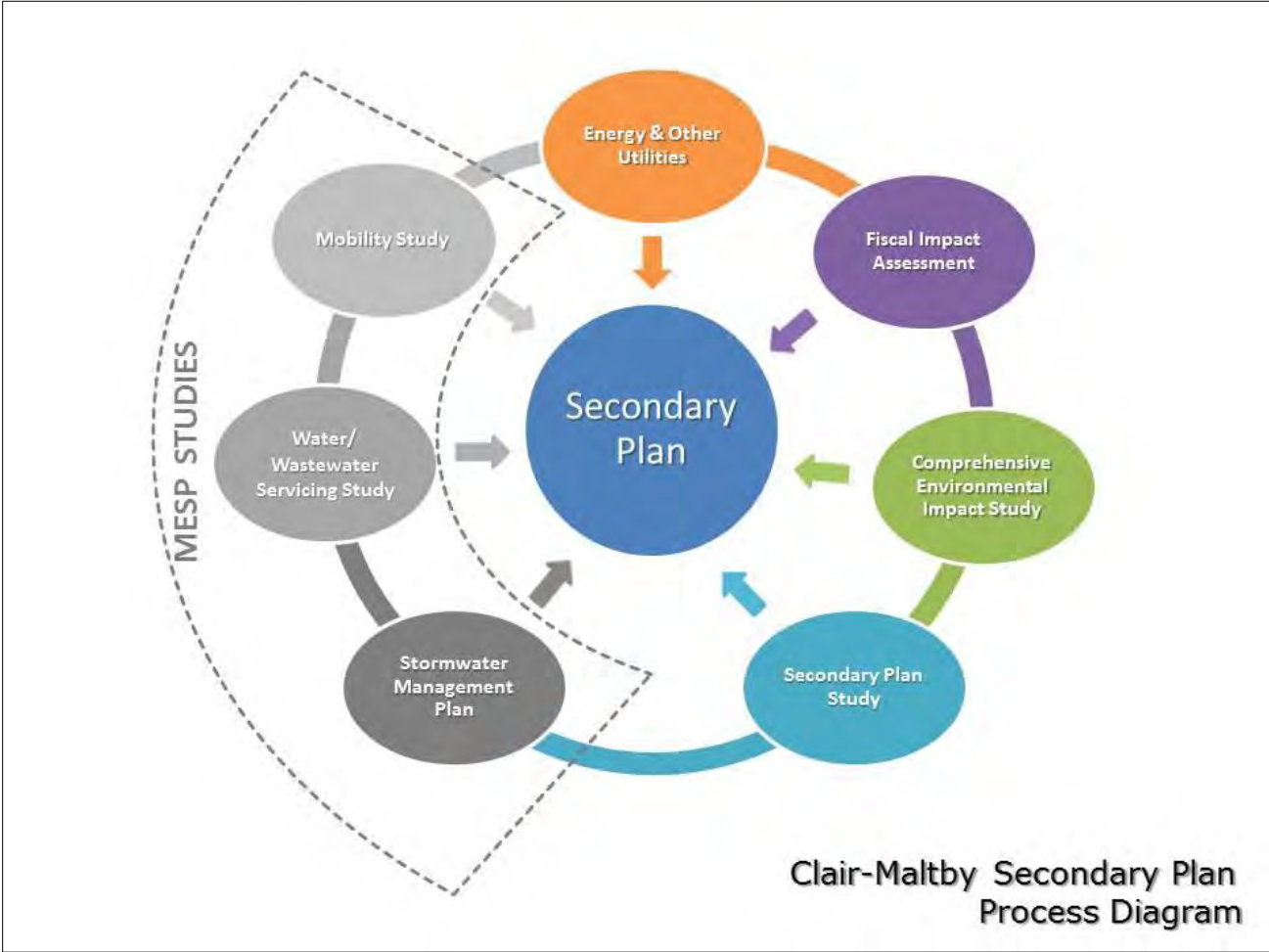
## Background

On December 14, 2015, Council approved the [Terms of Reference](#) for the Clair-Maltby Secondary Plan and MESP. The combined secondary plan and MESP process integrates the study components and allows the City to appropriately address, in an efficient manner, the complexity and number of factors that need to be considered as the City moves forward with planning for development of, and providing municipal services to, the Clair-Maltby area. Further, this combined process meets the requirements of both the Provincial Environmental Assessment Act and the Planning Act.

The Clair-Maltby Secondary Plan project includes several components or tasks:

- Comprehensive Environmental Impact Study (CEIS)
- Water/Wastewater servicing study
- Stormwater management plan
- Mobility study
- Energy and other utilities study
- Secondary plan
- Fiscal impact assessment
- Community engagement and communications

The MESP component of the study includes the water/wastewater servicing study, stormwater management plan and the mobility study. Collectively, the project is referred to as the Clair-Maltby Secondary Plan – see Figure 2.



**Figure 2: Clair-Maltby Secondary Plan Process Diagram**

A consultant team was retained in early 2016, consisting of the following firms:

- Macaulay Shiomi Howson Ltd.
- Brook McIlroy Inc.
- Amec Foster Wheeler
- Beacon Environmental
- Matrix Solutions Inc.
- Daryl W. Cowell & Associates Inc.
- BA Group
- Watson & Associates Economists Ltd.
- ASI

The Clair-Maltby Secondary Plan process consists of three phases as outlined in Figure 3 below.

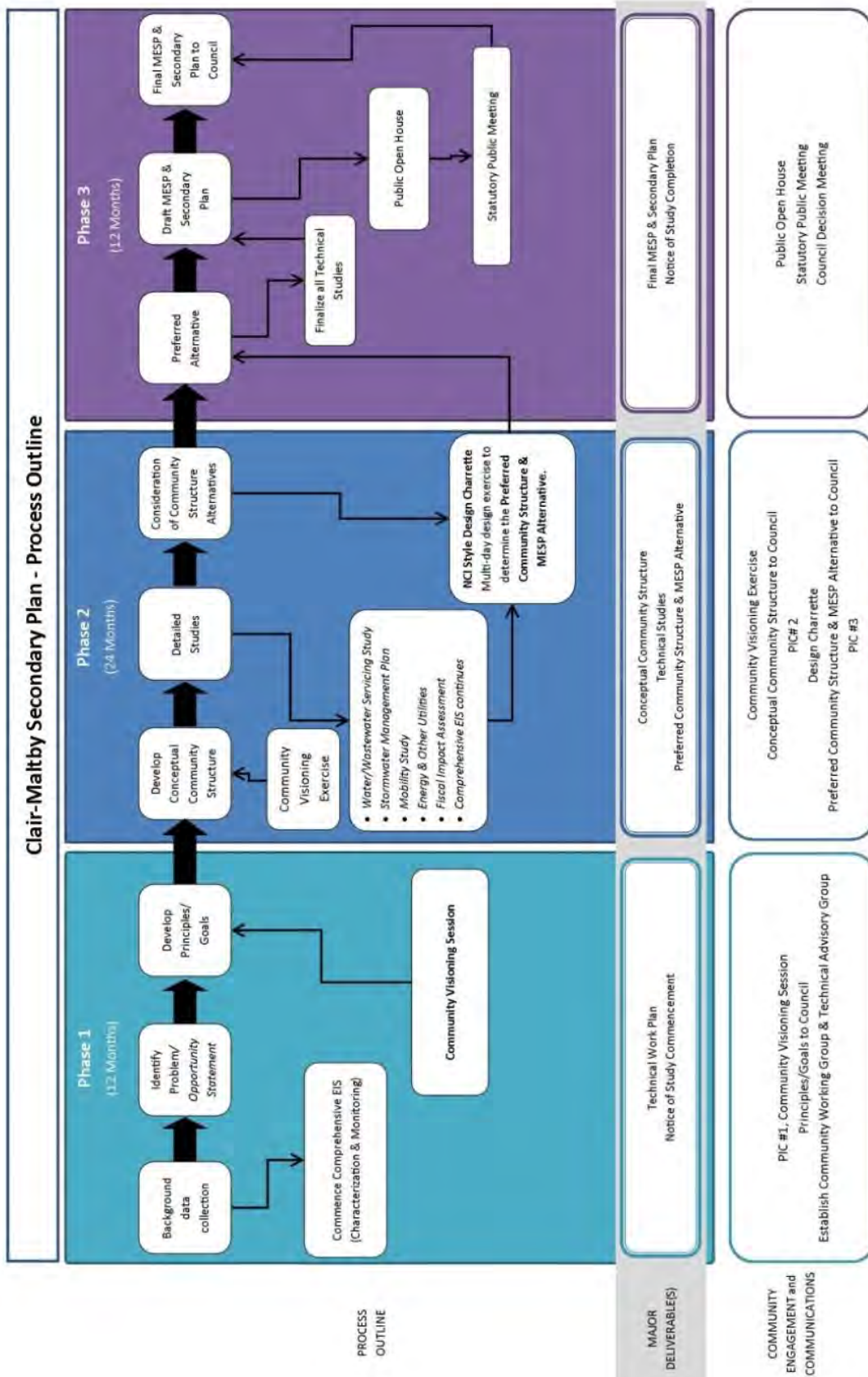


Figure 3: Clair-Maltby Secondary Plan Process Outline



## **Phase 1 – Project Work**

The phase 1 work was generally complete as of April 2017. Presentation of the recommended Secondary Plan vision and guiding principles to Council for approval concludes Phase 1.

Major components of Phase 1 work include the following:

- Refinement of the study timeline;
- Finalization of the secondary plan area boundary;
- Development and refinement of background reports and technical work plans for all components of the study;
- Establishment of a consistent look for all project materials;
- Development of a Problem/Opportunity statement for the MESP;
- Environmental monitoring and characterization;
- Establishment of the TAG and the CWG;
- Notice of Study Commencement;
- PIC #1 and a Community Visioning Workshop; and,
- Development of a vision and guiding principles for the study and secondary plan.

## **Growth Plan 2017**

The Growth Plan 2017 was released on May 18, 2017 and came into effect on July 1, 2017. All decisions on planning matters made on or after July 1, 2017 must conform or not conflict with the new Growth Plan.

While the Growth Plan 2017 introduces new density targets for the Designated Greenfield Area and intensification targets for the Built-up Area, it allows for the current targets to continue to apply until such time as the municipality undertakes its next municipal comprehensive review to bring the Official Plan into conformity with the Growth Plan. It is generally understood that this conformity exercise is to be completed by 2022.

The current density target for the Designated Greenfield Area of the City is 50 persons and jobs per hectare. This target will continue to apply until the next municipal comprehensive review. The Growth Plan 2017 includes a new density target of 80 persons and jobs per hectare for the Designated Greenfield Area, however, allows flexibility for council to request an alternative density target through the municipal comprehensive review.

The current intensification target for the Built-up Area of the City is 40% of residential development. This target will continue to apply until the next municipal comprehensive review. The Growth Plan 2017 increases the intensification target to 60% of residential development as of 2031. At the next municipal comprehensive review, an interim intensification target of 50% of residential development will be applicable. An alternative intensification target may be requested through the next municipal comprehensive review subject to the criteria outlined in the Growth Plan.

As the Clair-Maltby Secondary Plan continues, the policies of the new Growth Plan will be considered along with any conformity exercise or portion thereof the City

undertakes to ensure that the final recommendations conform to or do not conflict with the Growth Plan.

### **Refinement of the study timeline**

The approved Terms of Reference for the Clair-Maltby Secondary Plan proposed a four year project timeline. The consultant team was requested to identify efficiencies in the timeline while still meeting all the requirements of the Terms of Reference and all applicable legislative, policy and regulatory requirements. Accordingly, the consultant team determined that if 2016 could be considered the first year of the required three years of groundwater monitoring, then there was an opportunity to reduce the project timeline to approximately three years.

On this basis, significant time and effort was immediately put toward gaining property access in order to conduct surface and groundwater monitoring at the beginning of Phase 1 of the project. These efforts were successful and surface and groundwater monitoring commenced in the summer of 2016 and thereby the project timeline may be potentially reduced to approximately three years. The revised tentative timeline is:

- Phase One: May 2016 – April 2017
- Phase Two: May 2017 – April/May 2018 (reduced from 24 months to approximately 12 or 13 months)
  - September 2017: Community Visioning Exercise to develop the Conceptual Community Structure
  - Q4 2017: Conceptual Community Structure to Council for endorsement
  - March 2018 – Design Charrette to determine the Preferred Community Structure Alternative
  - Q2 2018 – Preferred Community Structure Alternative to Council for endorsement
- Phase Three: May/June 2018 – April 2019

### **Project timeline risks**

The revised tentative timeline remains dependent upon several factors including the water monitoring data that is collected over the next two years. If appropriately varying weather conditions are not experienced, hence not providing appropriate data (i.e. wet conditions, drought, etc.), additional data collection may be required. Further, the revised timeline proposes to determine the preferred community structure on the basis of substantial technical work and two years of groundwater monitoring. Should the final year of environmental monitoring data result in an unexpected outcome, refinements to the preferred community structure may be required, thereby potentially increasing the length of Phase Three of the project.

The new Growth Plan for the Greater Golden Horseshoe was introduced on May 18, 2017 and took effect on July 1, 2017 which changes provincial requirements and may impact the timeline of this project. Further analysis of these potential impacts will be completed as the project progresses.

Even with the above noted risks, it is anticipated that the project will be completed within four years as outlined in the approved Terms of Reference.

In addition to the risks identified above, the timelines are dependent upon achieving Council decisions/direction at key project milestones as set out in Figure 3: Clair-Maltby Secondary Plan Process Outline.

### **Finalization of the Secondary Plan Boundary**

The boundary of the Secondary Plan was revised through Phase 1 of the project. A minor boundary adjustment was made to include lands in the northwest corner of the study area to the southerly limit of the future extension of Poppy Drive West. The modification to the boundary is shown on Figure 1 (page 3 of this report).

### **Background reports and technical work plans**

Background data collection and the development and refinement of background reports and technical work plans for all study disciplines are a major part of Phase 1. These work plans will guide the ongoing work throughout the remainder of the project.

<b>CMSP Phase One Background Reports and Technical Work Plans</b>	
Clair-Maltby Consultation #1 Summary Community Visioning Workshop (Attachment 2)	April 2017
Clair-Maltby Preliminary Background Report (Attachment 4)	April 2017
Clair-Maltby Cultural Heritage Resource Assessment (Attachment 5)	December 2016
Stage 1 Archaeological Assessment of Clair-Maltby Secondary Plan and Supplementary Documentation (Attachment 6)	February 2017
City of Guelph- Review of Demographic and Economic Trends Influencing Future Development Trends in the Clair-Maltby Secondary Planning Area (Attachment 7)	June 2017
Clair-Maltby Comprehensive Environmental Impact Study Technical Work Plan Update (Attachment 8)	June 2017
Clair-Maltby Comprehensive Environmental Impact Study, Year 1 Monitoring Report (Attachment 9)	March 2017
Clair-Maltby Water/Wastewater Work Plan (Attachment 10)	June 2017
Clair-Maltby Stormwater Management Work Plan (Attachment 11)	June 2017
Clair-Maltby Mobility Work Plan (Attachment 12)	June 2017
Clair-Maltby Energy and Other Utilities Study- Background Report and Technical Work Plan (Phase 1) (Attachment 13)	June 2017

### **Establishing a consistent 'look' for the study**

In early 2017, the project team began to work with Communications to create a distinct and project specific 'look and feel' with a theme of '**Transform. Connect. Community.**' This theme describes, in a broad and general sense, what the project is striving to achieve – see Figure 4.





**Figure 4: Project graphics**

### **Environmental monitoring and characterization**

Work related to the Comprehensive Environmental Impact Study (CEIS) was undertaken early in Phase 1 to begin surface and groundwater monitoring and the environmental characterization of the study area. This work included:

- Ground and surface water monitoring;
- Attending a joint RSAC/EAC meeting (November 16, 2016) to present the work plan for the CEIS;
- Meeting with the Ministry of Natural Resources and Forestry (MNRF) and the Grand River Conservation Authority (GRCA) to discuss the work plan for the CEIS (January 11, 2017);
- Winter wildlife surveys;
- Attending a TAG meeting (February 7, 2017) to discuss the CEIS work plan; and,
- Finalizing the CEIS Work Plan based on all comments received (April 2017).

### **Technical Advisory Group (TAG) and Community Working Group (CWG)**

The Clair-Maltby Secondary Plan TAG and CWG were established during Phase 1 of the project. Both of these groups are made up of community members interested in the project or people that live outside of the community that are familiar with the study area.

The purpose of the TAG is to act as a forum for discussion of technical issues, concerns and solutions related to natural heritage, water resources, water/wastewater servicing, stormwater management and mobility. The group will suggest ideas or concerns and may test the validity or likely success of ideas and solutions brought forth regarding the above noted technical studies.

The CWG provides one forum for community input into the Clair-Maltby Secondary Plan project. It will provide input throughout the study process to assist the project team in understanding community opinions related to:

- guiding principles and a community vision;
- the Conceptual Community Structure (preliminary concept plan) for the area;
- land use policies for the secondary plan area; and,
- other project related feedback.

Terms of reference for these groups have been established and can be found at [guelph.ca/clair-maltby](http://guelph.ca/clair-maltby). The TAG met twice during Phase 1 to review and provide comments on the CEIS, Mobility, Water/Wastewater and Stormwater Management technical work plans. The CWG met once during Phase 1 to provide input into the Clair-Maltby vision and guiding principles.

### **Notice of Study Commencement**

The MESP is being carried out in accordance with the Master Plan (Approach #1) requirements of the Municipal Engineers Association Class Environmental Assessment (EA) process (Section A.2.7 of the Class EA document- October 2000, as amended in 2007, 2011 and 2015) which is an approved process under the Ontario Environmental Assessment Act. This approach will include Phases 1 and 2 of the Class EA process to identify a series of related projects/studies necessary to support urban development of this area. In addition this study will be integrated with the Planning Act as outlined in Section A.2.9 of the Municipal Class EA process.

The Notice of Study Commencement was issued (see ATT-1) on April 6, 2017, the problem/opportunity statement was developed and PIC #1 was held for public consultation in accordance with the requirements of the Environmental Assessment Act and the Municipal Class EA process.

### **Problem/Opportunity Statement**

**Problem:** The City of Guelph is undertaking the Clair-Maltby Secondary Plan and Master Environmental Servicing Plan (MESP) Study to comprehensively plan the last unplanned greenfield area within the city. The current study area does not have full municipal services to support future development.

**Opportunity:** The Clair-Maltby Secondary Plan and the Master Environmental Servicing Plan (MESP) are being developed concurrently to provide an integrated planning approach to establish a plan for future urban development and full municipal services within this area.

### **PIC #1 and Visioning Workshop**

The PIC #1 and Community Visioning Workshop were held April 27, 2017. The purpose of PIC #1 was to present the technical information related to the MESP to the public. The purpose of the public visioning workshop was to receive input regarding key ideas that should inform the development of the vision and guiding principles. The vision and guiding principles will inform the Conceptual Community Structure to be developed in Phase 2, as well as the remainder of the study and the secondary plan.

## **Clair-Maltby Vision and Guiding Principles**

The vision and guiding principles are key deliverables of Phase 1 of the study. The vision and guiding principles have been developed based on feedback received from the public and stakeholders through the Visioning Workshop, a CWG meeting, a Staff and Technical Steering Committee Visioning Session and an online survey posted on the webpage.

### **Vision Statement**

Clair-Maltby will be a vibrant, urban community that is integrated **with Guelph's** southern neighbourhoods, as well as having strong connections to Downtown, employment areas and the rest of the City. The Natural Heritage System and the Paris Moraine provide the framework for the balanced development of interconnected and sustainable neighbourhoods. This area will be primarily residential in character with a full range and mix of housing types and a variety of other uses that meet the needs of all residents. A system of parks, open spaces and trails will be interwoven throughout to provide opportunities for active and passive recreation.

### **Guiding Principles**

#### **1. Vibrant and Urban**

Create identifiable urban neighbourhoods that are pedestrian oriented and human-scaled. Promote forward-thinking and innovative design that integrates new development into the rolling topography, while conserving significant cultural heritage resources.

#### **2. Green and Resilient**

Protect, maintain, restore, and where possible, improve water resources and the Natural Heritage System. Support resiliency and environmental sustainability through measures such as energy efficiency, water conservation and green infrastructure.

#### **3. Healthy and Sustainable**

Design the community for healthy, active living. Provide a mix of land uses including a diversity of housing choices at appropriate densities with appropriate municipal services to ensure long-term sustainable development which is fiscally responsible.

#### **4. Interconnected and Interwoven**

Establish a multi-modal mobility network that provides choice and connects neighbourhoods to each other and the rest of the City. Create a network of parks, open spaces and trails to provide opportunities for active and passive recreation, as well as active transportation choices.




#### **5. Balanced and Liveable**

A valued and livable community which reflects the right balance between protecting the environment and fostering a healthy, equitable and complete community.

## Phase 1 – Progress Report

To date, the project has progressed on schedule and without exceeding the anticipated budget for the Phase 1 works. Using the corporate standard set of project status evaluation definitions (see Figure 5), this project is within scope, on schedule, and within budget.

In addition to maintaining the schedule to date, the project team is striving to reduce the overall project timeline from 4 years to approximately 3 years without exceeding the anticipated budget. Updates with respect to the progress of the project will be provided throughout the project.

Traffic Light	Overall Status	Definition
 Within Scope	All aspects of initiative status are progressing according to the plan or targets	<ul style="list-style-type: none"> <li>No scope changes – note that minor scope changes are anticipated related to the methodology for some of the CEIS tasks in Phase 2 of the project. These scope changes will not impact the schedule or the Council approved budget for this project</li> </ul>
 On Schedule		<ul style="list-style-type: none"> <li>Deliverable quality at expected levels</li> <li>Approved major milestones are on schedule</li> </ul>
 Within Budget		<ul style="list-style-type: none"> <li>Forecasted expenditure is on budget</li> </ul>

**Figure 5: Project status evaluation definitions**

## Phase 2 – Community Structure

Phase 2 of the project began in May 2017 and is anticipated to take approximately 12-13 months, reduced from two years based on the refined timeline outlined earlier.

A preliminary concept plan, referred to as the conceptual community structure will be developed in Phase 2 based on a community visioning exercise, as well as input from the CWG, the TAG, city staff and the consultant team. The conceptual community structure will be guided by the approved vision and guiding principles and will include a potential land use and transportation structure together with servicing options, an open space system of parks and trails and major community facility locations.

The conceptual community structure will be used as a basis for on-going technical analysis (i.e. servicing, mobility) to inform the development of up to three (3) community structure alternatives. Once the technical studies are nearing completion, the design charrette will be held to establish the preferred community structure. The design charrette will include multiple “touch-points” with the public, stakeholders and technical experts. After the preferred community structure is endorsed by Council at the end of Phase 2, it will be used to inform the 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.

**Phase 3 – Community Plan and MESP**

The final phase of the project will involve the preparation of the Secondary Plan and its formal review through a statutory public open house and meeting. As part of this process, the technical studies and MESP will also be reviewed and finalized. Following the statutory public meeting the Secondary Plan and associated Official Plan Amendment will be presented to Council for adoption and the MESP be supported for filing the Notice of Completion.

**Public Participation**

Community Engagement is a crucial component of the Clair-Maltby Secondary Plan project. Key touch points and workshops have been incorporated into the study to ensure that everyone has the opportunity to remain informed and involved in the process.

Community engagement opportunities completed to-date include:

<b>Secondary Plan Project Initiation</b>		
Clair-Maltby Secondary Plan: Project Initiation Report to Council	Outline of the proposed MESP and Secondary Plan process to Council for approval	June 22, 2015
Public Open House	Project introduction	August 11, 2015
Terms of Reference Focus Group Meeting	Focus group meeting with stakeholders to gather input for the Terms of Reference	September 17, 2015
Clair-Maltby Secondary Plan: Draft Terms of Reference	A draft Terms of Reference was released for public review and input prior to finalization	October 2015
Clair-Maltby Secondary Plan: Terms of Reference	Council approval of project Terms of Reference	December 14, 2015
<b>Phase 1 – Background</b>		
Property access landowner meeting	An information session for landowners to ask questions and provide comments in order to better understand the request for access to property within the study area	May 26, 2016
EAC/RSAC joint meeting	Meeting to present and discuss the CEIS work plan	November 16, 2016

Establishment of TAG		December 2016
TAG Meeting #1	Review of the CEIS Work Plan	February 7, 2017
Establishment of CWG		March 2017
Notice of Study Commencement	Notice of Study Commencement provided to the public, stakeholders, First Nations Communities and agencies	April 6, 2017
CWG Meeting #1	Visioning exercise to receive input regarding key ideas to inform the development of the vision and guiding principles for the study	April 11, 2017
PIC #1 and Visioning Workshop	Visioning workshop to receive input regarding key ideas to inform the development of the vision and guiding principles for the study	April 27, 2017
TAG Meeting #2	Review of Stormwater Management, Water/Wastewater and Mobility work plans	May 18, 2017
Meeting with Mississaugas of the New Credit First Nation	Meeting to introduce the Clair-Maltby Secondary Plan	June 19, 2017

## Financial Implications

Capital funding to undertake this project was approved through the 2013-2015 and 2017 capital budgets. Work completed to date is within the proposed Phase 1 budget.

## Consultations

See community engagement opportunities listed above.

A Technical Steering Committee (TSC) has been established for this project which 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 Services
  - 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

The TSC participated in a staff visioning session on April 11, 2017 to provide input into the recommended Vision and Guiding Principles. In addition, members of the TSC have reviewed and provided input into the technical work plans and background reports related to their service areas throughout Phase 1 of this project.

## **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

## **Attachments**

The attachments below are available at [guelph.ca/clair-maltby](http://guelph.ca/clair-maltby)

- ATT-1      [Notice of Study Commencement](#)
- ATT-2      [Clair-Maltby Visioning Workshop #1 Summary](#)
- ATT-3      [November 16, 2016 EAC and RSAC Motions](#)
- ATT-4      [Clair-Maltby Preliminary Background Report](#)
- ATT-5      [Cultural Heritage Resource Assessment](#)

- ATT-6      [Stage 1 Archaeological Assessment of Clair-Maltby Secondary Plan and Supplementary Documentation](#)
- ATT-7      [City of Guelph- Review of Demographic and Economic Trends Influencing Future Development Trends in the Clair-Maltby Secondary Planning Area](#)
- ATT-8      [Clair-Maltby Comprehensive Environmental Impact Study, Technical Work Plan Update](#)
- ATT-9      [Clair-Maltby Comprehensive Environmental Impact Study, Year 1 Monitoring Report](#)
- ATT-10     [Clair-Maltby Water/Wastewater Work Plan](#)
- ATT-11     [Clair-Maltby Stormwater Management Work Plan](#)
- ATT-12     [Clair-Maltby Mobility Work Plan](#)
- ATT-13     [Energy and Other Utilities Study- Background Report and Technical Work Plan \(Phase 1\)](#)

**Departmental Approval**

Not applicable

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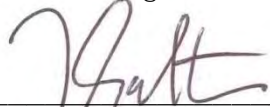
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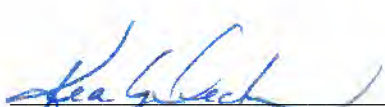
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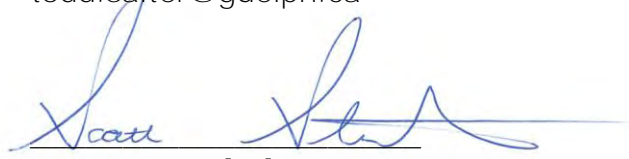
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