

City of Guelph

Meeting Agenda



Council Workshop: Local Growth Management Strategy ‘Directions’ and High Level Overview of Costing Implications of Growth

Date: December 11, 2007

Time: 5:30 pm

Location: Council Chambers

Chair: Mayor Farbridge

Agenda Items

Item #	Description
1	Introductions & Purpose of Workshop
2	Overview of Findings of Local Growth Management Strategy – Paul Kraehling, Senior Policy Planner
3	Presentation – Bob Lehman, Meridian Planning “Strategic Directions for Growth Management”
4	Question and Comments
5	Presentation – Gary Scandlan ‘Implications of Costs relative to City Operations’ – Development Charges, Impacts on Capital/Operating Budgets
6	Questions and Comments
7	Concluding Remarks and Next Steps



STRATEGIC DIRECTIONS

FINAL BACKGROUND REPORT
CITY OF GUELPH
LOCAL GROWTH MANAGEMENT STRATEGY
December 2007



PREAMBLE

This report is the 3rd in a series of consultant reports prepared to assist in the formulation of a preferred growth strategy for the City of Guelph for the period 2006 to 2031. This report - **Strategic Directions** - is intended to foster discussion and inform the community, staff and Council on some of the considerations relevant to the formulation of a long term growth plan for Guelph. The report builds on two previous Local Growth Management Study reports - the 'Context' report in September 2006 and the 'Shaping our Choices' report in September 2007.

While greatly assisted by staff, the comments, observations and professional planning opinions provided in the Meridian reports are exclusively those of the author. These reports have all been prepared by Bob Lehman of Meridian Planning Consultants Inc.

Bob Lehman is president of Meridian Planning and his firm was retained to give background guidance and input to the Local Growth Management Study. Bob was the Planner-in-Residence at the University of Waterloo School of Planning last year and continues to provide strategic advice to municipalities and Ministries dealing with growth management. He has led several major research and policy studies, most notably local government restructuring studies and growth management exercises in neighbouring municipalities and communities throughout southern Ontario.

Bob is currently working for the Ontario Growth Secretariat on a Provincial Employment Lands study for the Greater Golden Horseshoe, the Ministry of Transportation on long term planning and is part of the team preparing the Transportation Plan for the Greater Toronto Transportation Authority.

These background reports will provide input, along with other information compiled for the LGMS project such as the Employment Lands Strategy and Fiscal Impact Analysis. City Community Design and Development Services staff will be preparing a recommendation report on a 'preferred growth plan' for Guelph City Council's consideration in early 2008.

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PREAMBLE

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Appendix - Glossary of Terms

Strategic Directions for Growth Management

Summary of Directions

This report sets out the basic issues to be dealt with by a growth strategy for Guelph, 2006 - 2031. The reader should reference the first two reports - "Context" and "Shaping our Choices" - to have a good understanding of the background and analyses leading to this report. A glossary of the terms used in this report is provided as an appendix.

The following are the specific questions posed and strategic directions offered in answer. The full report provides the explanation and rationale for the answers given.

1. What is the appropriate growth level for 2031?

Should Guelph plan for a 2031 population of 175,000 and an employment level of 100,000? This represents an annual growth rate of 1.7% and a total population increase of 60,000 persons from the 2006 population of 115,000.

OR

Should Guelph plan for a 2031 population of 195,000 and an employment level of 110,000?

DIRECTION #1 - Guelph should plan for a 2031 population of 175,000 and an employment level of 100,000. This represents an annual growth rate of 1.7% and a total population increase of 60,000 persons.

2. What does the City need to do to ensure balanced growth?

Employment Growth

No specific action is needed to ensure balanced growth.

OR

At a certain point maintaining a balance of population and employment will require a boundary adjustment.

DIRECTION #2 - With a population of 175,000 an employment level of 100,000 is required to maintain a balanced and complete community. Achieving this level of employment would require an expansion of the City's boundaries in the middle part of the planning period. At the 195,000 population level the shortage of land will be commensurately greater and reached sooner.

DIRECTION #3 - In order to ensure balanced growth no commitment to either a 175,000 or 195,000 growth level should be made without the certainty of a boundary adjustment meeting the City's needs for employment lands.

Housing Mix

No specific action is needed to ensure balanced growth.

OR

The housing mix in Guelph is a reflection of the needs of the labour force and the demographic character of the City. Maintaining this character is important to maintaining a balance of population and employment.

DIRECTION #4 - At present development rates, the available land supply for low density housing within the City's corporate boundaries could be developed within ten years. Virtually all new housing built after that point would be townhouses and apartments. This would not represent a balanced mix of housing.

DIRECTION #5 - Achieving the Growth Plan targets and policies without a boundary change will change the nature of housing produced in Guelph, and as a consequence, could potentially change the demographic make-up of the population. These impacts should be further explored should a boundary expansion not be sought.

3. What decisions must be made as a result of this process?

The City should immediately implement all aspects of the Growth Management process to ensure that the plan for 2031 can be achieved.

OR

Some elements of implementation of the Growth Management process are dependent on a variety of changes to current trends and circumstances. The City should move prudently to ensure that its goals can be achieved with a minimum of risk.

DIRECTION #6 - Implementation of the Growth Plan is based on a twenty-five year horizon; however elements of the Growth Plan and the City's Official Plan will be reviewed in five year intervals. As such the City's approach to implementation should be conservative and flexible, to be able to respond to economic, social and environmental changes, while minimizing risk to the City's goals.

DIRECTION #7 - Phasing the changing nature of the housing supply in Guelph prior to 2015 will also allow sufficient time to better understand the implications of such a change and also provide the opportunity for planning at the neighborhood level.

DIRECTION #8 - There is little certainty that there will be the demand for the mix of housing forms resulting from the achievement of the Growth Plan targets for intensification. The City should proceed slowly and with caution in making any

significant financial decisions that are dependent on a dramatic change in housing preferences.

4. **Should the City consider a boundary change?**

Guelph will need additional land for growth to meet Provincial population and employment targets and should immediately begin consideration of the amount and most appropriate location.

OR

Guelph will learn to live within its borders as part of the civic responsibility to be a sustainable community.

OR

Land beyond the current boundaries will likely be needed in the medium to long term to maintain a balance of population and employment at the 175,000 population level. There is no immediate need and the situation should be reviewed at each five year Official Plan review.

DIRECTION #9 - Land beyond the current boundaries will be needed in the medium to long term to maintain a balance of population and employment at either the 175,000 or 195,000 population level.

5. **Is the City capable of providing the community infrastructure to accommodate growth?**

The City is capable of providing the hard and soft infrastructure to accommodate the amount and forms of growth proposed.

OR

There is insufficient or uncertain capacity in the infrastructure systems either to support higher levels of growth or to provide for given levels and locations of intensification.

DIRECTION #10 -The City's infrastructure systems must be designed and built to correspond to new population/employment targets for the City. At this point in time it is unclear whether adequate capacity exists to meet the 175,000 to 195,000 population thresholds. A comprehensive understanding of the long-term capacity of hard infrastructure to accommodate growth will be completed in the near future. Based on current knowledge, both water supply and wastewater treatment facilities may impose capacity limitations beyond the 165,000 population level. Making commitments to levels of growth beyond 165,000 people (with associated jobs) should not be made without an understanding of the feasibility, costs and sources of funding.

DIRECTION #11 - Implementation of the LGMS must include an analysis and understanding of the changing demand for 'soft' community infrastructure - those elements of human services that deal with health and welfare at an individual level and quality of life at the neighborhood scale. Physical changes provide an opportunity to enhance the City's neighborhoods if done in the right way and at an appropriate scale. This means balancing environmental, cultural and social factors with the financial implications to ensure decisions further the sustainability of the City.

6. How can the community character be maintained?

The City's current policy framework is sufficient to ensure both neighbourhood character and the City's sense of place are maintained and enhanced.

OR

Detailed local planning processes involving residents are needed to ensure the City's sense of place and neighbourhood character are maintained and enhanced, and to determine if existing areas have sufficient hard and soft infrastructure to support intensification.

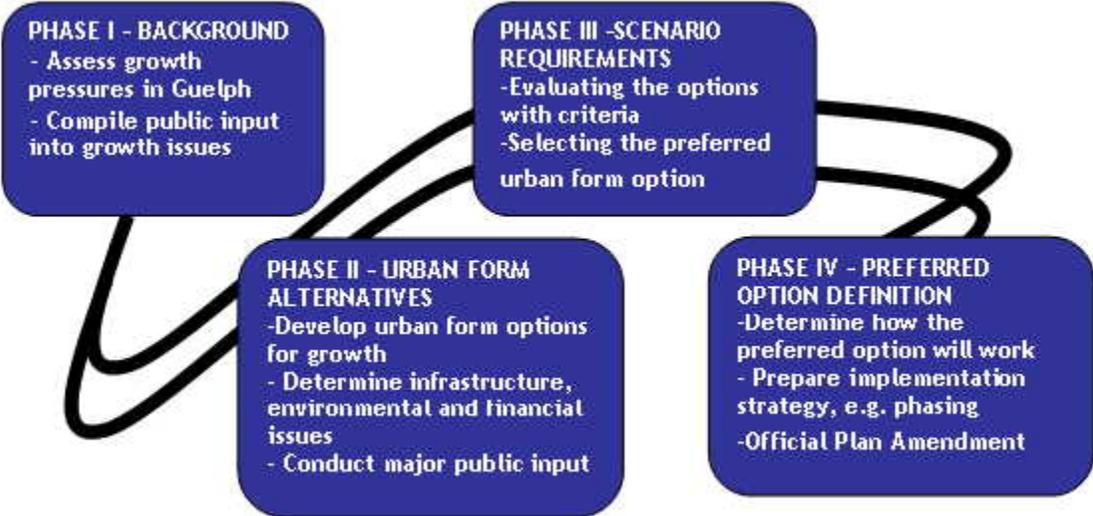
DIRECTION #12 - Detailed planning at the local level is an essential next step in the transition to focusing growth in developed areas. Urban design guidelines are important and needed, and may serve as an interim measure, but should be supplemented by a comprehensive planning study at the neighborhood level that looks at cumulative impacts and relates the nature and amount of intensification to the capacity of local hard and soft infrastructure.

1.0 Introduction

This is the third and final report of the Local Growth Management Strategy. The reader should reference the first two - "Context" and "Shaping our Choices" - to have a good understanding of the background and analyses leading to this report. A glossary of the terms used in this report is provided as an appendix.

1.1 Process and Timing

The Guelph Local Growth Management Strategy is comprised of four phases:



The strategy is a response to the challenges of managing growth and to the requirements for a municipal implementation of the Growth Plan for the Greater Golden Horseshoe. Guelph City Council has focused on the quality and sustainability of growth and supports a philosophy that seeks to balance economic, social-cultural and environmental perspectives. Phase 1 was completed in the spring and summer of 2006. During Phase I, public opinion surveys and stakeholder consultations were the primary consultation initiatives. Phase II addressed urban form alternatives, and the creation and evaluation of potential strategies for growth and urban design.

Phase II was completed in Fall 2007 with the last of the Building Guelph’s Future workshops focussing on the potential for intensification. This report describes the work done in the latter part of Phase II and summarizes the alternative growth options, their implications and the consequent strategic directions that could be taken.

Phase III will be completed early in 2008 when a recommendation is brought forward to Council. In 2008 the specific implementation aspects of the preferred growth plan will be determined which will include discussion with the Ministry of Public Infrastructure Renewal (MPIR) on the preferred growth option, and an impact assessment of the preferred choice from financial, social, cultural and environmental perspectives. All work, including the amendments to the Official Plan, will be completed by June 2009, as conformity with the

provincial Greater Golden Horseshoe Growth Plan has to be achieved within three years of the approval of the provincial plan, which was June 2006.

1.2 Work completed since the 'Shaping Our Choices' Report was released

Work completed since the last report was prepared in September of 2007 includes the public workshops on intensification - Building Guelph's Future, ongoing technical work on infrastructure master plans, calculations of the need for employment land, intensification potential analysis, transportation implications, and discussions with Provincial staff regarding projected growth levels. These discussions have involved the County as well, but no conclusions have been reached yet as processes and options are still being explored. There are also on-going meetings with the Province to establish other elements of Growth Plan conformity including the definition of the built boundary and more specifically, the boundaries of the City's 'Urban Growth Centre' (the downtown and environs).

1.3 Building Guelph's Future Fall 2007 Workshops

During the fall of 2007, the City held six workshops under the title "Building Guelph's Future", preceded by a public information session on the issue of intensification. At the public information session, the City presented the results of work done by planningAlliance and by City Community Design and Development staff to demonstrate the potential for intensification in a number of areas of the City. The workshops explored the opportunities for new growth areas within the built-up area of Guelph associated with nodes, corridors and the downtown. The participants were involved in mapping exercises to determine the most appropriate locations for intensification and the general allocation of growth to differing areas of the City.

The details of the results of the workshops are reported in a separate document - Building Guelph's Future - Fall 2007 Workshop Results. Overall the workshops provided an interpretation of the public's opinions on intensification, and the level of growth that would be acceptable in different areas of the City. As is usual in such workshops, there was a variety of opinion, and some groups were willing to accept considerably more intensification than others. It is noteworthy that all groups were willing to accept intensification in the majority of identified locations across the City.

2.0 Choices

The City of Guelph today is an attractive, healthy and prosperous community providing a range of choice for its residents in all aspects of life. The municipal corporation has a tradition of fostering the community's sense of place, which in no small way is defined by the City's response to and involvement in broader societal issues. There are many unique initiatives underway in Guelph that address the sustainability of our life-styles both individually and as communities. The Community Energy Plan, conservation efforts in the use of water, the reduction of waste and car use are all important to the future of the City.

These initiatives should reduce the impact of growth in a number of ways - by reducing energy need, land consumption and greenhouse gas emissions. All of the City's initiatives provide the context for this Strategy and they have been well documented. They are all consistent with the Directions put forward except where specifically noted, and it is in dealing with the noted issues that the City should consider the potential consequences of growth, using this document to assist in the debate and decision making process.

The Local Growth Management Strategy, is being undertaken to assist in understanding the implications of growing at a faster rate than currently planned and to a greater total population. This Study is largely in response to the Growth Plan of the Provincial Government which requires each municipality in the Greater Golden Horseshoe to grow to specified levels by 2031 and to do so in a more compact form. The opportunity exists for the City to respond to the Provincial initiative in a manner that can express the City's collective values and enhance its valued character.

In order to address the issues of growth, this report attempts to understand the implications of several choices. No one choice offers the certainty of success, no matter how defined, but some of the choices available to the City have more certainty and less inherent risk. It is the view of the author, that when planning over a twenty-five year period, decisions that involve risk or uncertainty should not be made sooner than needed, and the current situation offers this opportunity. It is also important to understand all the potential consequences of a decision in order to assess the likelihood of success and the potential consequences. In this context a strong dose of pragmatism together with a clear statement of the municipal goals can provide the appropriate balance.

The City's 2007 Strategic Plan provides a concise statement of municipal goals. The Official Plan provides the current approved planning policies. A variety of other City-led exercises as noted above give detail and background to related issues including the GuelphQuest exercise, the Community Energy Plan and the Building Guelph's Future workshops. These documents and processes have informed this report.

The land use issues to be addressed in the LGMS fall within the framework of the Ontario Planning Act and the Places to Grow Act. As such the policies of the Provincial Policy Statement and the Growth Plan are of paramount importance. The City's Official Plan, as a relatively recent adopted and approved policy document, represents the relevant expression of municipal planning policy under the Planning Act. As a result of the LGMS the Official Plan will be changed and the determination of the appropriate changes should be the result of a planning process that balances all relevant considerations, issues and interests.

The choices available to the City of Guelph, while extensive and varied, will be to some degree directed by Provincial policy and limited by the nature of a free market economy. In the current context, the Growth Plan and the Provincial Policy Statement will require the City to plan for a specific population and employment level for the year 2031 (as yet to be determined).

Provincial policy requires that municipalities bring a balanced approach to planning issues, considering the wide variety of objectives outlined in the PPS and the Planning Act. For example the PPS requires that land be provided to meet broader housing needs and that this land be made available within specific timeframes. Generally Provincial policies mandate a minimum target and municipalities may establish policies that at least achieve the Provincial goals, and go beyond if that is the local choice.

The Provincial policies reflect the nature of planning and development in Ontario in that they ensure that municipal decisions provide the opportunity for the housing market to function, and that each municipality provides for its share of growth. Provincial policy also recognizes that housing markets can differ by location and allows for variation in local policy that recognizes differences in local preferences for housing.

Within this broader context, the City, as a planning authority, can establish planning policies to encourage, promote, limit or restrict types of land uses, but it does not have the ability to require development to occur. In the context of Ontario almost all new development is brought forward by the private sector in response to a perceived market demand. For this reason planning in Ontario has always recognized that municipal policy must be informed by market conditions as one of the factors affecting land use policy.

The City of Guelph is part of a larger housing and employment market. This is an important factor because the degree to which municipal policy can effect change is very much dependent on the choices available to the individual home buyer, employer or employee. Planning policies can thus have unintended consequences if the market conditions and the alternative choices available to the market are not taken into consideration. This is a particularly important context for the City given the limits to growth posed by the City's current boundaries.

The City's Local Growth Management Study is looking at the choices for the nature and amount of growth over the next 25 years, to 2031. Provincial requirements have mandated some of the aspects of growth but others are to be determined by this process. It is in this context that the choices for Guelph are reviewed in this report.

The elements of the future that are taken as a given in this report are:

- The minimum amount of intensification is 40% of the City's growth from 2015 to 2031 (Growth Plan requirement)
- The minimum density of all development outside the Built Boundary is 50 persons or jobs per hectare (Growth Plan requirement)

- The minimum density in the downtown (the Urban Growth Centre) will be 150 persons or jobs per hectare (Growth Plan requirement)

The questions posed, and answered, in this report are as follows:

1. What is the appropriate growth level for 2031?
2. What does the City need to do to ensure balanced growth?
3. Should the City consider a boundary change to accommodate growth?
4. What decisions must be made as a result of this process?
5. Is the City capable of providing the infrastructure to accommodate growth?
6. How can the community character be maintained?

The considerations in analyzing the choices include the following:

- Growth Plan targets have to be met - including population and employment targets to 2031 (when they are finalized), minimum density levels for greenfields and for the downtown (Urban Growth Centre), and 40% intensification.
- Current Official Plan policies strongly support the maintenance and enhancement of community and neighborhood character and balanced residential and employment growth.
- Balanced growth consists of maintaining the jobs to population ratio within Guelph which achieves several municipal goals including maximizing live-work capabilities within the City and a balanced tax assessment base.
- Public opinions about the nature and form of growth as expressed through the GuelphQuest exercise and the Building Guelph's Future workshops, generally endorse intensification in nodes, corridors and the downtown, maintaining a balance of employment in various areas of the community, and supporting energy and water conservation and waste reduction.
- The Council-adopted Community Energy Plan contains aggressive targets to reduce energy consumption in Guelph. To achieve the targets, significant changes will be needed, in particular to development patterns and development standards for housing, commerce and industry. The proposed move to higher density development, and the infilling of vacant and under-developed sites will help achieve these CEP measures in the long term.
- Elements of the City's 2007 Strategic Plan deal directly with most of the choices and issues discussed in this report. The Strategic Plan specifically references the LGMS and states as an objective - *"A Local Growth Management Strategy that effectively guides where and how future growth will take place."*

- The vision of the Strategic Plan is to continue on a successful path towards securing a prosperous and sustainable future for generations to come. The relevant goals and more specific objectives of direct relevance to the LGM strategy are highlighted below.

Urban design and sustainable growth

Goal 1: An attractive, well-functioning and sustainable city

- A distinct community identity with leading edge, city-wide urban design policies
- A sustainable transportation approach that looks comprehensively at all modes of travel to, from and within the community
- The downtown as a place of community focus and destination of national interest
- A balanced tax assessment ratio

Personal and community well-being

Goal 2: A healthy and safe community where life can be lived to the fullest

- Diverse housing options and health care services to meet the needs of current and future generations

Economic opportunity

Goal 3: A diverse and prosperous local economy

- Thriving and sustainable local employment opportunities
- One of Ontario's top five and Canada's top ten places to invest
- The highest ratio of any southern Ontario city of people who live and work in the same community
- A diverse and skilled local workforce

Arts, culture and heritage

Goal 4: A vibrant and valued arts, culture and heritage identity

- Intact and well managed heritage resources
- Capitalize on our cultural and heritage assets to build economic prosperity, quality of life and community identity

Government and community involvement

Goal 5: A community-focused, responsive and accountable government

Natural environment

Goal 6: A leader in conservation and resource protection/enhancement

- Less total greenhouse gas emissions for the City as a whole compared to the current global average
- A safe and reliable local water supply
- Less waste per capita than any comparable Canadian city
- Less energy and water per capita use than any comparable Canadian city
- A biodiverse City with the highest tree canopy percentage among comparable municipalities

3.0 Directions

The major conclusions of the Local Growth Management Strategy are presented in this chapter. Each of the questions posed is followed by an explanation of the context, analyses, alternatives and/or issues, as relevant and appropriate. The directions deal with a variety of growth management issues related to planning and infrastructure, using the requirements of the Growth Plan as the structure and the year 2031 as the planning horizon.

1. **What is the appropriate growth level for 2031?**

Should Guelph plan for a 2031 population of 175,000 and an employment level of 100,000? This represents an annual growth rate of 1.7% and a total population increase of 60,000 persons above the 2006 population of 115,000.

OR

Should Guelph plan for a 2031 population of 195,000 and an employment level of 110,000?

The GGH Growth Plan requires that its forecasts be used for planning and managing growth and that the forecasts will be reviewed every five years by the Province. The forecasts must also be used to determine the amount of intensification that is planned for. The Plan requires that an “adequate supply of lands providing locations for a variety of appropriate employment uses will be maintained to accommodate the growth forecasts in Schedule 3” of the Growth Plan. As such most of the key planning parameters fall from the population and employment targets mandated by the Growth Plan.

The exact targets for population and employment for Guelph in 2031 have not yet been determined. The “Places to Grow: Growth Plan for the Greater Golden Horseshoe” includes the 2031 population and employment targets for Guelph together with the target for Wellington County, so that Guelph and Wellington have to work together with the Province to determine their individual allocations for 2031. The Places to Grow Act mandates that the City plan for the 2031 targets that will be established through these discussions. Discussions are continuing with the Ministry of Public Infrastructure Renewal (MPIR) and with the County of Wellington in order to derive appropriate population and employment targets for Guelph and Wellington County.

There are several perspectives from which to consider the issue of how much growth is appropriate for the City. Traditionally the ability of a community to cope with growth, socially and financially, can best be understood by a review of the growth rate. Considering the rate of growth both in percentage and absolute terms provides a reflection of the past record and a means of comparing future potential with the actual levels of change that have occurred.

For this reason the Official Plan for the City sets the following objective:

“To work towards a moderate rate of population growth, which will represent an annual average population increase of 1.5 per cent of the total City population.”

The chart below shows the rate of growth in Guelph measured by both the number of homes built each year, as well as the increase in population. Put in simple terms the City grew between 1991 and 2006 by about 1,800 persons each year, and 750 new homes. This is a rate of fourteen new homes a week. The population growth rate over this period averaged 1.8% per year.

At the upper end of the Growth Plan range, a 2031 population of 195,000 represents a compounded growth rate of 2.1% per year, and 175,000 a rate of 1.7% per year. In absolute terms the 1.7% growth rate would mean a population increase of about 2,000 persons per year in the first five years increasing to 2,800 persons per year in the last five years. At the 2.1% growth rate to reach a population of 195,000 this would be 2,500 in the first few years increasing to close to 4,000 in the last few years as shown in the chart below.

Growth Rate	Annual Population Increase	Annual Increase Homes	2031 Population
1.7% 2009-2010	2,000	800	
1.7% 2029-2030	3,000	1,200	175,000
2.1% 2009-2010	2,500	1,000	
2.1% 2029-2030	4,000	1,600	195,000

Isolating the issue of the rate of growth from the absolute amount of growth is really an issue of reflecting on the experience of the last ten to twenty years and considering if the community has been able to adjust to the changes in a reasonable and appropriate manner. Since 1991 the City has averaged an annual average growth rate of 1.8% - 1,800 persons. Has this rate of growth been acceptable; can higher rates of growth be properly managed?

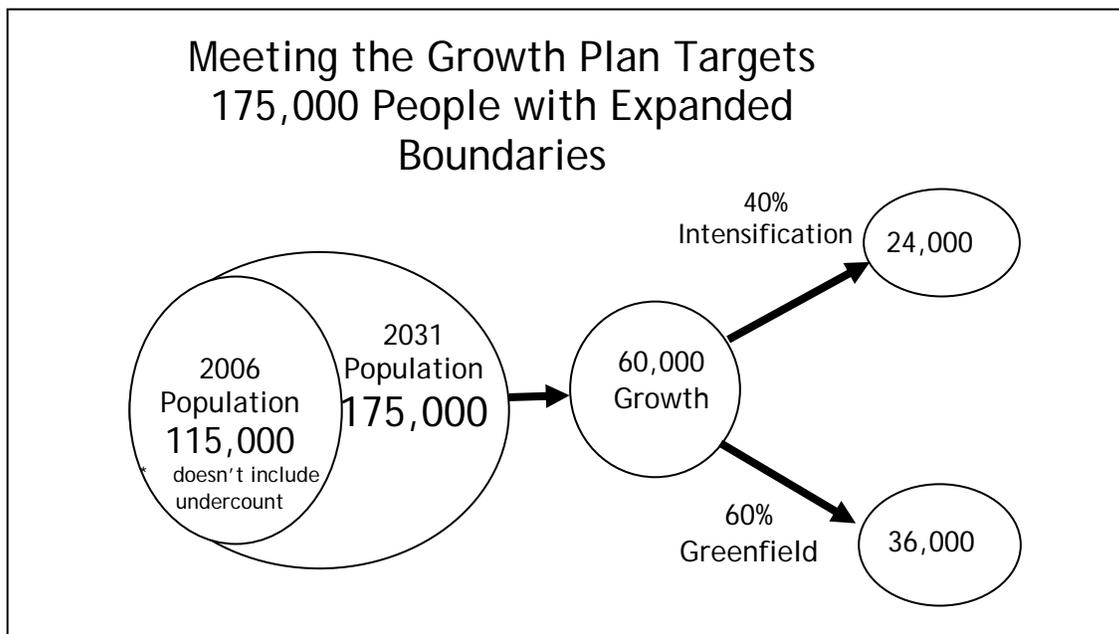
In order to understand the implications of the alternative growth rates, the chart on the next page explains the implications of a population target of 175,000 versus 195,000, taken together with the mandatory Provincial levels of density and intensification. The Growth Plan requires that 40% of all housing built after 2015 be intensification.

In Guelph’s case the limited amount of greenfield land available (see map in Glossary) means that the proportion of housing through intensification will be much higher. Using the 175,000 target and the Growth Plan 60% allocation policy, and assuming they were applied today, the City would theoretically accommodate 36,000 persons through growth in the draft boundary Greenfield areas but there is only sufficient land in this area to accommodate 28,000 persons.

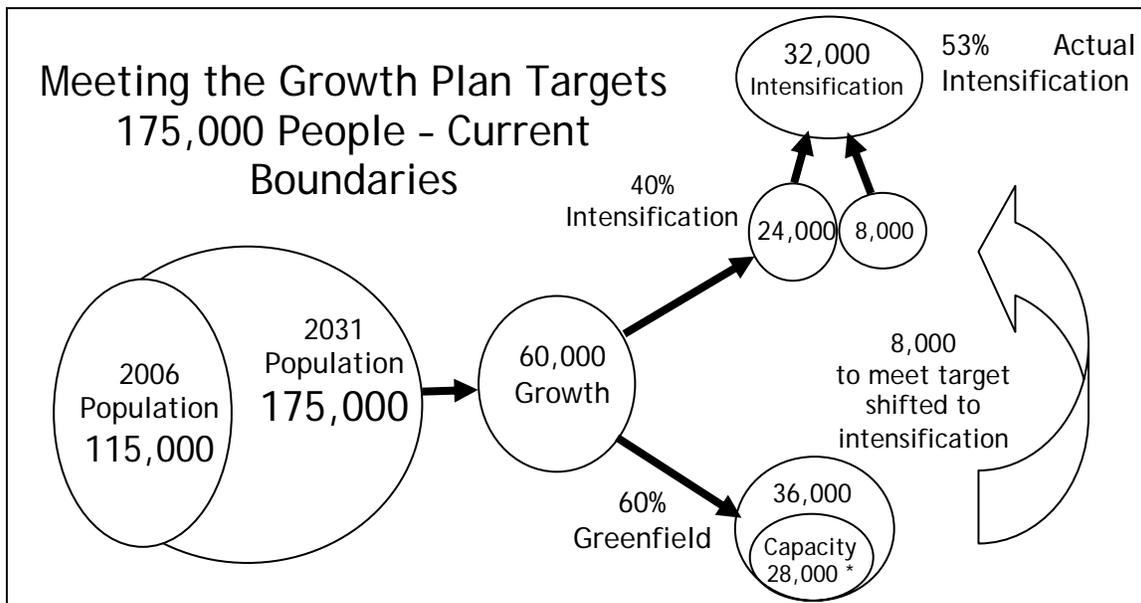
Current Population	115,000*	
2031 population target range	<u>175,000</u>	<u>195,000</u>
Population increase	60,000	80,000
40% Intensification Calculation	24,000	32,000
60% Greenfield development	36,000	48,000
Greenfield capacity	<u>28,000**</u>	<u>28,000</u>
Greenfield shortfall	8,000	20,000
Required intensification to 2031 (adding shortfall to intensification calc)	32,000	52,000

* the Census estimates that 3.1% of households do not answer the Census, this total does not include this "undercount"
 ** - this figure has been revised since the "Shaping Our Choices" Report

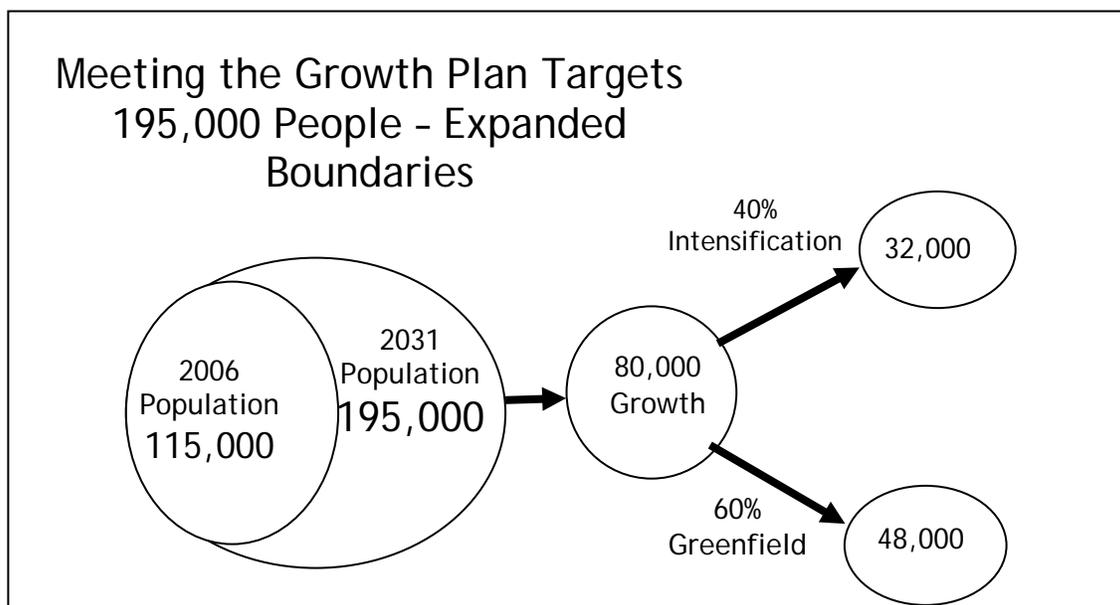
The next chart below demonstrates the allocation of a 175,000 population level in accordance with the Growth Plan policies, with 60,000 persons growth split between greenfield lands and intensification within the existing built-up area, assuming an immediate application of the 60%/40% policy. This alternative would involve expanding the City's boundaries to accommodate the additional growth on greenfield lands. In order to meet the Growth Plan policies with a 60/40 proportion of greenfield/intensification a 175,000 population could be accommodated with a small amount of additional land for housing. A boundary adjustment of approximately 160 hectares would provide sufficient land based on a density of 50 persons per hectare to accommodate the 8,000 persons shortfall of greenfield land.



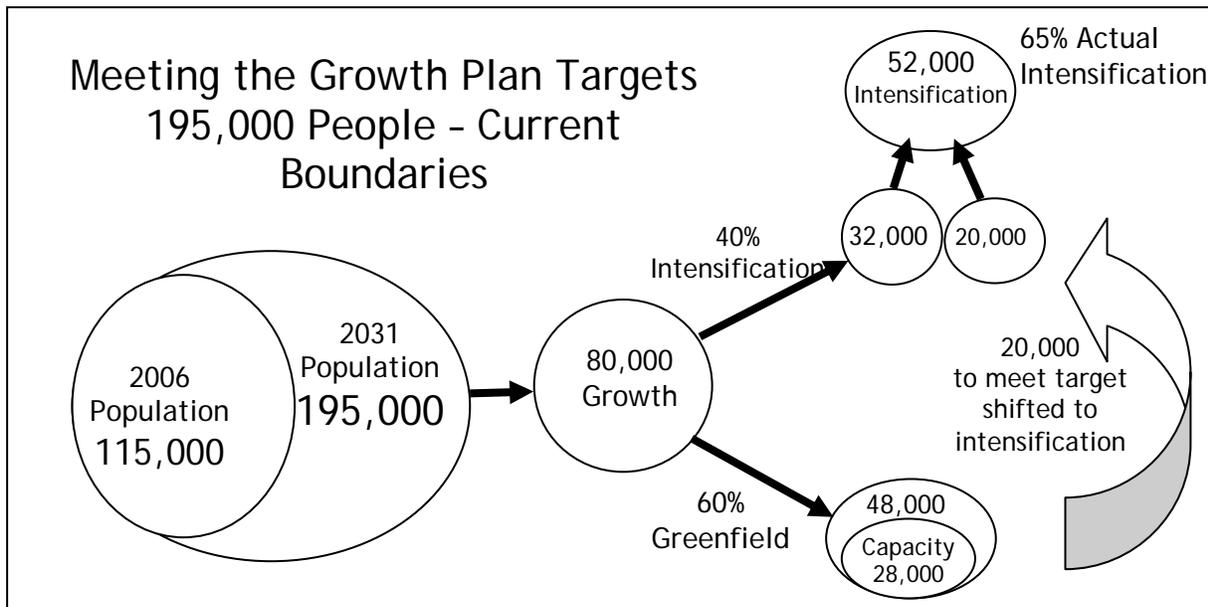
If a boundary adjustment does not occur, for a population of 175,000 the City does not have enough land within its boundaries to accommodate 60% of the growth in greenfield locations. Instead housing to accommodate 8,000 persons would be directed to existing developed areas as a consequence as shown in the chart below. This would result in the total intensification population of 32,000 persons or about 12,800 dwelling units. Alternatively greenfield densities would have to be significantly increased to make-up for the shortfall in required residential growth.



As described in the chart below, at the 195,000 population level a much more substantial boundary change would be required in order to meet both the employment and housing targets. Assuming minimum densities of 50 persons per hectare, about 400 ha would be required for housing to meet the 20,000 person shortfall in greenfield land capacity.



At the 195,000 population level, again assuming no boundary change for new housing growth, the shortage of greenfield land capacity is increased to 20,000 persons, all of whom would be located within the existing built-up area, in addition to the 32,000 persons representing 40% of growth. As shown in the chart below, this would be a total of 52,000 persons or approximately 20,800 dwelling units added to the existing urban fabric. This level exceeds the amount of intensification potential identified by staff in the Residential Intensification Analysis Report - Fall 2007, which was identified as 18,500 units.



It would be a sufficient challenge alone for the City to accommodate a growth level 35,000 to 55,000 persons beyond that provided for in the current Official Plan (2021 population horizon of 140,000). However, to add to the challenge, without a boundary change the Provincial policies will effectively require that 53% to 65% of the growth be accommodated within existing residential communities and business areas, with the resulting significant changes in character to these areas.

The City's interests would be best served by minimizing the degree to which additional growth must be accommodated. Growth to the 175,000 population level, while close to 20,000 persons more than the capacity of the City's land supply under the current policy framework, can be managed with a reasonable growth rate over the next 25 years. In addition, at the 175,000 level the City would only require a modest change to its boundaries, near the end of the planning period.

DIRECTION #1 - Guelph should plan for a 2031 population of 175,000 and an employment level of 100,000. This represents an annual growth rate of 1.7% and a total population increase of 60,000 persons from the 2006 population of 115,000.

2. What does the City need to do to ensure balanced growth?

Employment Growth

No specific action is needed to ensure balanced growth.

OR

At a certain point maintaining a balance of population and employment will require a boundary adjustment.

Existing City policy, provincial policy and the Growth Plan all promote a balance between population and employment growth. When compared with other cities in Ontario of a similar size, Guelph has a high ratio of jobs to population - 57% or 57 jobs for every 100 residents. While this proportion has declined somewhat over the last two decades, the City's prosperity is dependent to a significant degree on maintaining an appropriate balance - in Growth Plan terms, continuing as a 'Complete Community'.

Two City of Guelph Strategic Plan objectives speak directly to this issue, "to have a balanced tax assessment ratio" and the goal of obtaining "the highest ratio of any southern Ontario city of people who live and work in the same community". The City's Strategic Plan also encourages local employment by striving for "thriving and sustainable local employment opportunities".

It is recommended that the City establish a 2031 employment target of 57% of the projected population for that year - 100,000 employees for a 175,000 population level or 110,000 employees for a 195,000 population. This target represents a continuation of the current ratio between employment and population. Achieving the balance of population and employment will be dependent on two key factors - having the land available for employers and continuing to expand a resident labour force that meets employer's needs.

There are a number of different means of determining the need for employment land based on the forecasted levels of employment. There is no single accepted method but rather a variety of methods that use different assumptions and calculations. All should be considered as they represent a range of potential outcomes given the variables inherent in trying to predict the future.

The City is currently conducting a specific Employment Lands Strategy Study, which will detail one method of estimating the amount and characteristics of land for jobs over the next 25 years. The "Shaping Our Choices" report, using a simplified methodology estimated that there would be just enough employment land at the 100,000 employment level. Another review undertaken for the City two years ago was relatively consistent with the finding that approaching the 100,000 employment level the City would likely be short of land for industrial and business park uses, without a boundary expansion.

For the purposes of the Strategic Directions Report an additional forecast has been prepared using the same categorization of employment lands as used in Growth Plan forecasts for the GGH.

The Growth Plan methodology divides employment into three types - Population Serving, Major Office and Employment Land employment. The following chart shows the number of jobs required by each category and the estimated total Employment Land need at 2031 for the City of Guelph as a whole. This would be an 'end state' estimate as if it were the calculation at 2031 of all lands used for employment purposes on that date. The density of 35 employees per net hectare is an estimate that has been derived from the draft Employment Lands Strategy Report Phase 1, April 2007.

<i>Population</i> <u>Employment Type</u>	<u>Employees</u>		<u>Density</u>	<u>Land Need</u>	
	<i>175,000</i>	<i>195,000</i>		<i>175,000</i>	<i>195,000</i>
Population Serving (35%)	35,000	38,500		na	na
Major Office (10%)	10,000	11,000		na	na
Employment Land (55%)	55,000	60,500	35e/ha	1,571ha	1,728ha
Total Employment	100,000	110,000			

Lands for Population Serving employment are provided as part of the fabric of the City's residential neighborhoods, on institutional and commercial lands and in the downtown. Such uses do not always need greenfield land and often occupy existing building space so no specific land need is usually calculated. Similarly, Major Office employment will occur downtown and in the nodes identified as part of the intensification process. As such there is no real need to allocate greenfield lands for Major Office employment.

The majority of the City's employment is found on Employment Lands, typically industrial and business park uses. As of 2006 according to the draft Employment Lands Strategy, there were 698 ha of occupied Employment Land and 414 ha of net vacant Employment Land in the City of Guelph, excluding environmentally constrained lands. Including all of the currently designated 'Reserve Lands' (Guelph Official Plan) in south Guelph and 200 ha of lands in the York District, this brings the total potential employment areas to 672ha. Thus without a boundary change, the total supply of Employment Lands in the City for industrial and business park purposes as of 2031 would be approximately 1370 ha (698ha occupied + 672ha potential). Using the Growth Plan methodology of employment types, the shortage of land for Employment Land employment would be 201 ha at the 100,000 employment level and 358 hectares at the 110,000 employment level.

It should be noted that this calculation is quite sensitive to the assumed density, which at 35 employees per hectare is slightly higher than present densities (draft Employment Lands Strategy, April, 2007). However employment land densities are forecast to decline in some sectors as productivity increases, and as such the assumed density should be seen as an optimistic scenario, requiring somewhat less land than what may be the case.

However the need for land can be significantly impacted by a change in the nature of employment. For example if 20% of the employment was in major office buildings, 20,000 employees instead of 10,000, the amount of employment land needed would be reduced by 285 ha at 35 employees per hectare and replaced with 67 ha of office buildings at 150

employees per hectare. In real terms this would mean an additional 400,000 m² (or 4M square feet) of offices would be constructed as an alternative to lower density business park and industrial uses. However the scale of the change required is virtually unprecedented as housing 10,000 employees in offices would require forty office buildings each 10,000 m² in size. The Ministry of Agriculture and Rural Affairs building on Stone Road by comparison is 12,000 square metres in size.

Section 2.2.6 of the Growth Plan contains policies on employment lands and requires that an adequate supply of lands be provided, that economic development is promoted, that major office and institutional development be located in Urban Growth Centres, and that conversion of employment lands to other uses can only occur after a comprehensive review has been undertaken. The policies also require that employment lands be designated in the vicinity of major highway interchanges, and that municipalities facilitate the development of transit-supportive employment areas. The City has commissioned an Employment Lands Strategy Study, which is reviewing the supply and demand situation with respect to the provision for new employment land opportunities for Guelph and will provide a more detailed calculation of the need for employment land.

Part of a proposed future employment area in south Guelph identified within the Official Plan 'Reserve Lands' designation is being investigated in a Ministry of the Environment study of the Paris-Galt Moraine. The Galt-Paris Moraine has also been identified as a potential source of additional groundwater supply for the City, and is being investigated by City staff for future water supplies. Should the employment 'Reserve Lands' (or a portion of them) not be available for development, the amount of additional land required outside the City boundaries would increase commensurately. The timing of the need for a boundary change would also move forward.

Given the need for additional employment lands to maintain a balance of population and employment, it is important that the City not commit to a 2031 population level without a commitment to the required boundary adjustment, by all those jurisdictions whose approval is needed.

DIRECTION #2 - With a population of 175,000 an employment level of 100,000 is required to maintain a balanced and complete community. Achieving this level of employment would require an expansion of the City's boundaries in the middle part of the planning period. At the 195,000 population level the shortage of land will be commensurately greater and reached sooner.

Population and employment growth cannot be planned for independently of each other. Employment lands are those lands that are intended for use by industry and offices, the demand for which then drives the housing market. The Growth Plan also requires that sufficient lands be made available to ensure continued economic prosperity and establishes employment levels that the City is expected to plan for to the year 2031. A final determination of the adequacy of the existing supply of employment land in the ongoing Employment Lands Study should identify both the amount needed and potential locations for employment lands to 2031. No commitment to growth should be made without a commitment to a boundary adjustment, if one is required for the City to maintain a balance of population and employment.

Housing Mix

No specific action is needed to ensure balanced growth.

OR

The housing mix in Guelph is a reflection of the needs of the labour force and the demographic character of the City. Maintaining this character is important to maintaining a balance of population and employment.

The Growth Plan requires that the City maintain a minimum density of new development in its greenfield areas of at least 50 persons and jobs per hectare. For residential development, Section 2.2.3 of the Growth Plan also contains a general intensification target:

“By the year 2015, and for each year thereafter, a minimum of 40 per cent of all residential development occurring annually within each upper- and single-tier municipality will be within the built-up area.”

A key concept is the “built boundary” which MPIR is in the process of establishing. The built boundary determines the built-up area of a municipality. Lands outside the built boundary are considered as greenfield lands to which the minimum 50 persons/employees per hectare density applies. The Growth Plan mandates that at least 40% of the growth from 2015 to 2031 is to occur within the existing built-up area (built boundary). The Plan acknowledges that municipalities may exceed this target. However other Provincial policies found in the Provincial Policy Statement may limit the degree to which the intensification target can be modified including the requirement to provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents. The application of this Provincial requirement over the last few years has been interpreted to mean that market preferences must be considered in municipal planning policies.

There is very limited land for residential development outside the draft built boundary and within the City’s boundaries, as shown below. There is approximately 554 hectares of residential greenfield land of which 278 hectares is already draft approved, and approximately 276 hectares of land which has no approvals to date. The table below shows the anticipated yield of population from the lands on which applications have been made, and the resulting required yield from the remainder of the residential lands in order to meet the minimum density of 50 persons per hectare.

The population capacity of the residential greenfield areas (including the OP designated suburban ‘mixed use centres’) based on Growth Plan policies is as follows:

	Area (ha)	Population	Density
Approved Lands	278	12,800	46 residents per ha
Lands without development applications	276	15,200	55 residents per ha
Total Averaged	554	28,000	50 residents per ha

This amount of population growth represents 47% of the growth to 2031 to reach 175,000 persons (28,000 of 60,000) and 35% of the growth to reach 195,000 persons (28,000 of 80,000).

The City has grown by approximately 1,800 persons per year since 1991. Most of that growth has been on 'greenfield' lands. Assuming that the demand for housing remained constant and that the City continued to create jobs attracting a population with similar demographic characteristics, the greenfield capacity for housing could be built out within ten years.

DIRECTION #4 - At present development rates, the available land supply for low density housing within the City's corporate boundaries could be developed within ten years. Virtually all new housing built after that point would be townhouses and apartments. This would not represent a balanced mix of housing.

While the goals of the City's Community Energy Plan will be made much more achievable with higher density development, for the variety of reasons as outlined in that document, there are other factors to consider from a policy perspective in dealing with housing supply.

The most significant issue that will arise from the limit on housing choice is the ability of the City to achieve the growth levels that are forecast. The City of Guelph housing market, employment opportunities and the nature of the population are all related. Detached housing appeals to families with young children in the 30-50 age group. Many employment opportunities for family household members in or near to Guelph are of a nature to provide the income required to purchase detached homes.

Sixty percent of the housing in Guelph is single detached or semi-detached, as is 60% of the housing in Canada and Ontario. Of the 10,600 dwelling units constructed in Guelph since 1996, 70% of the homes were detached or semi-detached. Housing preferences in the broader market area of Wellington County are more oriented to low density housing in the 85 to 90% range.

There is little precedent to assist in understanding the implications of a planning policy regime that limits the nature of housing in a city the size of Guelph. The community has developed with a certain character and lifestyle that is reflected by the nature of the housing and the City's neighborhoods.

To the degree that the form of housing is a reflection of the needs and preferences of the families and individuals who purchase the housing, the demographic and economic profile of new residents in Guelph will also change. Rather than the forms of housing being a reflection of the nature of employment, which is generally the case today, the population of the City will be shaped by the housing policies, reflecting those for whom townhomes and apartments are the preferred form of housing. This will both change and limit the market for housing in Guelph.

Based on today's housing market and preferences, this may mean a shift in the demographic profile of new residents to single and two person households outside of the traditional child bearing ages. In other words, by changing the location, type and densities of new housing provided, there will be a good possibility of differences in the types of migrants attracted to

Guelph. This would be consistent with projections for an increased demand for multiple housing units as the 55+ age group grows in proportion to the rest of the population. It should mean a shift in the demand for services, away from those serving children such as schools and day care centres, and towards facilities for young adults and those of pre-retirement and retirement age, particularly in the health care sector. This is not to say that the change will be dramatic or significant, but it may occur relatively quickly.

DIRECTION #5 - Achieving the Growth Plan targets and policies without a boundary change could dramatically change the nature of housing produced in Guelph, and as a consequence, change the demographic make-up of the population. The impacts should be further explored and the means of minimizing the impacts investigated should a boundary expansion not be sought.

3. What decisions must be made as a result of this process?

The City should immediately implement all aspects of the Growth Management process to ensure that the plan for 2031 can be achieved.

OR

Some elements of implementation of the Growth Management process are dependent on a variety of changes to current trends and circumstances. The City should move prudently to ensure that its goals can be achieved with a minimum of risk.

Planning comprehensively for a 25 year time frame to 2031 offers great advantages as it allows major infrastructure to be planned more efficiently, and it provides the opportunity for long term programs to be implemented. At the same time, making commitments twenty-five years in advance of a potential need also poses some risks.

The Places to Grow legislation specifies 10 year Growth Plan reviews as well as five year population reviews. This process sets up a regular review of circumstances that can be used by the City to determine if changes to its own Plan are needed. The City of Guelph should take the long-term view of this process and ensure that local implementation allows for flexibility and minimizes risk. As such the implementation of some aspects of the long term plan that are dependent on market changes, senior government funding, or other uncertainties beyond the City's control, can and should be considered over a period of time, as an alternative to making an immediate commitment or decision.

This concept of regular component review of the Growth Plan, and a five-year review requirement of the City's Official Plan which is mandated by the Planning Act, is key to the recommended approach to planning for Guelph's future.

DIRECTION #6 - Implementation of the Growth Plan is based on a twenty-five year horizon; however elements of the Growth Plan and the City's Official Plan will be reviewed in five year intervals. As such the City's approach to implementation should be conservative and flexible, to be able to respond

to changes to the economic, social and environmental conditions while minimizing risk to the City's goals.

There are many reasons to proceed slowly in implementing the changes resulting from the Growth Plan policies. One of these is the need for detailed neighborhood planning processes implementing intensification in an appropriate manner, based on local input and a strong public process. The success of intensification efforts will likely be strongly influenced by the success or failure of the first few projects. The City should commit to the form and nature of intensification being determined at a neighborhood level reflecting the individual circumstances and capacity of the local hard and soft infrastructure to accommodate change. This process will take some time.

DIRECTION #7 - Phasing the changing nature of the housing supply in Guelph through to 2014 will also allow sufficient time to better understand the implications of such a change and also provide the opportunity for planning at the neighborhood level.

The market for detached housing can easily be met in other locations close to the Guelph market area. Many municipalities have substantial greenfield land that will provide for detached housing. Other jurisdictions, such as Halton Region, will be adding lands to their urban envelope to meet the Growth Plan requirements at a 60% greenfield growth level. As such, in the current scenario, Guelph will no longer provide the range and mix of housing after 2015 that it traditionally provided, and those looking for new detached homes will need to look outside of the City. This is an issue that should be explored further in terms of its impact on the labour market and the demand for services. Labour market impacts may affect the attractiveness of the City to employers and changing service demands should be identified and planned for.

A recent report by Hemson for the Region of Halton deals with the potential for demographic change to modify housing preferences in a manner consistent with the intensification initiatives. The report notes that information from Statistics Canada shows that the maximum percentage occupancy of single detached occupancy occurs when the head of the household is in his or her 50's. Apartment occupancy is lowest among all age groups at the same age. As the household head gets older the occupancy by unit type grows closer. Apartments do not become the primary preference until people are in their late 80s.

A housing preference survey and subsequent report prepared by MKI for the Region of Waterloo showed that preferences for housing can be directly affected by the nature of the neighborhood, the quality of the built form and the residential amenities that are available. Guelph offers much opportunity to create intensified neighborhoods in forms and locations that can provide attractive urban environments. The MKI study suggests that the preference for multiple housing in the 55+ age group may change over time, and that the increase in the absolute numbers of households in these groups will support any intensification initiatives.

However any change in housing preferences remains speculative and there is a significant chance that without a full range of housing available, the City's growth rate will slow and Growth Plan targets will not be achieved. As such there are risks inherent in planning for significant amounts of growth that may not occur. Major capital expenditures are often only

feasible if growth occurs at the rate and in the amount needed to fully finance or fully use a facility.

DIRECTION #8 - There is little certainty that there will be the demand for the mix of housing forms resulting from the achievement of the Growth Plan targets for intensification. The City should proceed slowly and with caution in making any significant financial decisions that are dependent on a dramatic change in housing preferences.

4. Should the City consider a boundary change?

Guelph will need additional land for growth to meet Provincial population and employment targets and should immediately begin consideration of the amount and most appropriate location.

OR

Guelph will learn to live within its borders as part of the civic responsibility to be a sustainable community.

OR

Land beyond the current boundaries will likely be needed in the medium to long term to maintain a balance of population and employment at the 175,000 population level. There is no immediate need and the situation should be reviewed at each five year Official Plan review.

Maintaining the balance of employment to population in Guelph means providing lands in the right location and with the necessary infrastructure to attract the forms of employment that will grow over the next 25 years. While it is recognized that much of the growth in employment will occur in the form of commercial, retail and service uses that do not require large blocks of land adjacent to major highways, there will be a need to identify the 'traditional' form of employment lands for industrial uses as well as locations for office uses.

Achieving a balance of population and employment at both the 175,000 and 195,000 population is not possible within the City's current boundaries without a dramatic change in the nature of employment, for which there is neither a precedent nor any direct evidence of trends leading to this conclusion. Land will be needed for employment purposes beyond the City's boundaries at either level of growth. The amount of land will be confirmed by the Employment Lands Study.

DIRECTION #9 - Land beyond the current boundaries will be needed in the medium to long term to maintain a balance of population and employment at either the 175,000 or 195,000 population level.

5. Is the City capable of providing the community infrastructure to properly manage growth?

The City is capable of providing the hard and soft infrastructure to accommodate the amount and forms of growth proposed.

OR

There is insufficient or uncertain capacity in the infrastructure systems either to support higher levels of growth or to provide for given levels and location of intensification.

The ability of the City to support growth, both through intensification and new greenfield development will be dependent on the capacity of the urban systems that support the growth. The 'hard' elements of municipal infrastructure which the City provides include the transportation network, water, wastewater and waste management.

Energy is distributed by the City but provided through Hydro One as part of the Ontario power grid. The Community Energy Plan and current initiatives also address a variety of means of reducing energy consumption as well as new energy sources. There appears to be no issue related to the availability of energy, rather the need to reduce consumption. The responsibility for water, wastewater, solid waste disposal and transportation on the other hand lies primarily with the City and it is the capacity of these systems that must be available for the community to function, and to commit to any growth level.

Several of these systems are currently undergoing Master Plan updates to determine the feasibility and costs of managing the higher growth levels being considered. These studies will provide Council with a better understanding of the costs of growth, and the specific infrastructure improvements required. A summary of the status is provided below.

- **Water Supply Master Plan** - Council has directed staff to examine the opportunities for additional water supply from local resources - the groundwater supply or local surface water areas to provide additional capacity in the future. The City has also set aggressive targets to promote water conservation, (water supply demand management). The new Source Water Protection Act and the necessities to protect groundwater resources is new legislation; its implementation and effect on obtaining new water supplies is difficult to project at this point in time. Based on results of the 50 year Water Supply Master Plan, there is the theoretical opportunity to meet a population target of 195,000 people (including associated employment). However the theoretical projections should be confirmed before they are allocated to population projections. Under current policies, the City must "compete" for water reserves against natural system requirements (i.e., wetlands, stream flows, aquatic resources) and other industrial, commercial and institutional water users. The water reserves are finite and theoretical water supply projections may be more difficult to obtain in the future.
- **Water and Wastewater Conveyance and Storage Systems** - this study is being completed in the near future and will outline upgrades that will be required for both conveyance and

storage of water and conveyance of wastewater. In addition, an Asset Management review is underway that will give an assessment of the existing piped infrastructure in the City. This review will examine the age, material, condition and criticality of the infrastructure.

- A **Wastewater Treatment Master Plan** is currently underway. The Master Plan process is looking at the options available to increase capacity and reduce per capita flows through a variety of conservation measures. The Master Plan will be reviewing alternatives and presenting them at public sessions early in 2008.

The greatest limiting factor to growth in the City is the wastewater treatment plant and its disposal of treated effluent to its current receiving body, the Speed River. The assimilative capacity of the River to receive treated effluent is set at 73 million litres per day which at current usage rates would support a population of approximately 165,000 people (including jobs). Alternative technologies and conservation mechanisms are being examined as part of the Master Plan with results to be provided in early 2008.

- The **Solid Waste Resources Strategic Plan** is currently underway and will be completed in 2008. The City's 50 year supply study is examining alternative means to derive long term storage capacity for the City's solid waste. Several principles are being used in this investigation - looking in a regional context, considering proven diversion/disposal technologies, looking at means that are economically, environmentally and socially appropriate, and a system that is sustainable for the community. The study is currently completing a 'best practice' analysis on waste diversion disposal techniques, and assessing the efficiency/effectiveness of current city programs. In addition to the overall strategic plan, an associated Organics Processing Technology review is underway to look at ways to effectively/efficiently deal with the City's organic waste.
- **Transportation Plan Review** - A preliminary system wide assessment of the impact of the growth scenarios on the transportation network suggests that intensification at the 175,000 level can be accommodated by planned network and transit improvements already identified in the 2005 Guelph-Wellington Transportation Study and supplemented by transportation demand management measures to reduce the rate of growth in automobile usage. These improvements, which will have to be in place to accommodate growth, include intersection and arterial road improvements, as well as the upgrading of the Hanlon Expressway as a freeway, upgrading of Wellington Road 124 west of the City as an expressway, and the completion of the new Highway 7 to Kitchener.

There are several limitations on infrastructure capacity that will need to be examined further in the next phase of the Growth Management Strategy. In the past the provision of new infrastructure has been made to overcome constraints in the system; the City may now be at a point whereby constraints are so large that they cannot be overcome.

The City has a stellar record in conservation efforts that has resulted in cost savings and environmental benefits to date. Going forward it will be important to continue these efforts; however, some understanding of the costs and implications of not achieving the reduced consumption objectives should be undertaken. For example the transportation studies should consider and document the consequences of not shifting a substantial number of trips to transit, and for water supply master planning the outcome of not being able to institute

greater conservation efforts. To do so would represent a prudent means of ensuring that growth can be accommodated but at a level whereby it can be appropriately managed.

DIRECTION #10 -The City's infrastructure systems must be designed and built to correspond to new population/employment targets for the City. At this point in time it is unclear whether adequate capacity exists to meet the 175,000 to 195,000 population thresholds. A comprehensive understanding of the long-term capacity of hard infrastructure to accommodate growth will be completed in the near future. Based on current knowledge, both water supply and wastewater treatment facilities may impose capacity limitations beyond the 165,000 population level. Making commitments to levels of growth beyond 165,000 people (with associated jobs) should not be made without an understanding of the feasibility, costs and sources of funding.

In the next phase of the Strategy, the infrastructure capacity analysis should move forward to estimate the feasibility and costs of meeting the City's recommended growth strategy for soft community infrastructure as well.

DIRECTION #11 - Implementation of the LGMS must include an analysis and understanding of the changing demand for 'soft' community infrastructure. - those elements of human services that deal with health and welfare at an individual level and quality of life at the neighborhood scale. Physical changes provide an opportunity to enhance the City's neighborhoods if done in the right way and at an appropriate scale. This means balancing environmental, cultural and social factors with the financial implications to ensure decisions further the sustainability of the City.

6. How can the community character be maintained?

The City's current policy framework is sufficient to ensure both neighbourhood character and the City's sense of place are maintained and enhanced.

OR

Detailed local planning processes involving residents are needed to ensure the City's sense of place and neighbourhood character are maintained and enhanced, and to determine if existing areas have sufficient hard and soft infrastructure to support intensification.

In the future as the nature and location of growth in the City becomes entirely focused on the existing urban fabric, it will bring a need for different forms of growth management. Instead of ensuring that parks, schools and roads are built soon enough to accommodate new residents, the City's growth management efforts will be focused on existing neighborhoods and the demand for increased levels of service. The adequacy of existing parks, existing schools and the present road and transit system will be the substance of municipal efforts. This will involve neighborhoods in growth management issues at a very direct and local scale.

For this reason the nature of municipal planning efforts will change substantially from creating new neighborhoods to managing growth in older areas. This change should be phased in slowly, and in part, it is for this reason that the Growth Plan intensification targets do not take effect until 2015. Providing a gradual transition allows the market to adjust, for both buyers and builders, as well as providing time for the neighborhood level involvement that will be important to the success of intensification. The map on page 28 illustrates the locations for intensification developed by staff and considered in the Building Guelph's Future workshops.

Planning at the neighborhood level is an essential next step in the transition to focusing growth in developed areas particularly as it relates to the nodes and corridors. The experience of many Ontario communities in implementing intensification policies shows the need to involve neighborhoods directly in the process on a continuing basis. Asking existing residents to change their neighborhoods to meet broader policy objectives will not always be understood nor appreciated. Most people are wary of change, particularly forms of change that may alter their personal environment.

Current Official Plan policies for the most part direct that new development in existing neighbourhoods be reflective of the types of housing that occur in that area. Since most construction activity in Guelph has been in greenfield areas, the City's policies on infill, while acknowledged and encouraged in the Official Plan and the Urban Design Guidelines, are not tailored to each neighborhood.

Recent infill proposals that have had to seek regulatory amendments have been faced with controversy because of the lack of understanding of the cumulative benefits, or impacts, of intensification. The status quo will not be adequate to create the community understanding, involvement and commitment required to accomplish the targets sought in the Growth Plan.

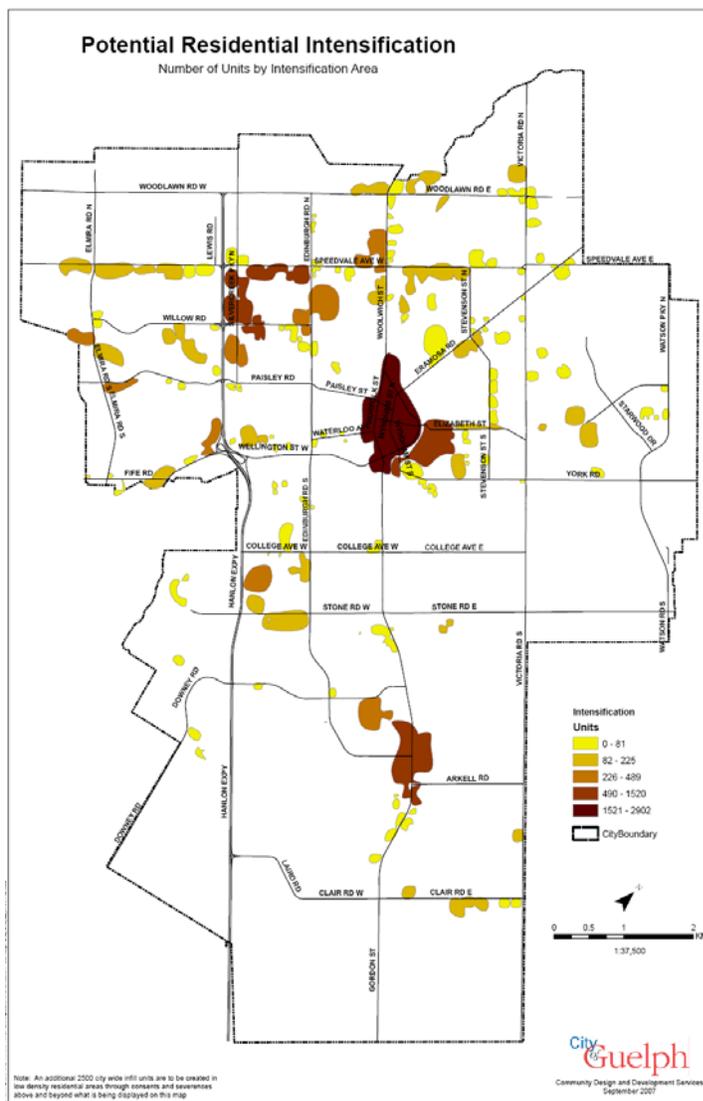
In order for the City to enable and facilitate the redirection of construction into the inner city, beyond the questions of market capacity for this type of housing, there needs to be a new approach to infill and neighbourhood planning:

- neighbourhoods must be engaged in advance of planning applications to collectively understand and define the location and nature of change; and,
- based on the outcome of these processes the City should proactively update planning controls on sites targeted for infill to facilitate redevelopment.

In larger areas such as Downtown, this will require a Secondary Plan process that can comprehensively address issues of public realm, transportation, municipal services and urban form. Less formal processes can adequately address issues in smaller areas where intensification is to be encouraged. These changes to the planning framework within the built boundary will take time. Ideally the City would develop a phased approach to focus redevelopment efforts on priority areas. The 'Intensification Opportunities' map on the next page outlines in general terms the locations where future intensification activities should be directed. The areas outlined on the map include 'nodes, corridors and the downtown'. In addition, new efforts are required in association with the Growth Plan provisions to place new residential units in the new suburban 'mixed use centres' of the City.

These planning processes should identify the location, form and amount of intensification, in a manner that also identifies the need for supporting infrastructure. The adequacy of schools, parks, and community facilities, the water/wastewater services and the transportation system will need to be addressed at the neighborhood level. Ideally, local planning processes should be undertaken prior to any substantial intensification in order to avoid issue resolution on a case by case basis, and to ensure that the cumulative impacts are adequately addressed.

DIRECTION #12 - Detailed planning at the local level is an essential next step in the transition to focusing growth in developed areas. Urban design guidelines are important and needed, and may serve as an interim measure, but should be supplemented by a comprehensive planning study at the neighborhood level that looks at cumulative impacts and relates the nature and amount of intensification to the capacity of local hard and soft infrastructure.



Glossary

Built Boundary -the limit of the developed urban area as defined by the Minister of Public Infrastructure Renewal. (Growth Plan definition) A draft boundary has been defined and is outlined in the graphic at the end of the Glossary.

CEG - Community Energy Plan - In April 2007, Guelph City Council unanimously endorsed the vision, goals and general directions of a 25-year Community Energy Plan. The plan has challenging but realistic targets, whereby Guelph could use less energy in 25 years than it does today - even with the expected residential growth.

Complete community - is a community that meets people's needs for daily living throughout an entire lifetime. This is done by providing convenient access to an appropriate mix of jobs, local services and a full range of housing and affordable infrastructure, including affordable housing, schools, recreation and open space for the residents. Convenient access to public transportation and options for safe, non-motorized travel is also provided in a complete community. (Growth Plan definition)

Density targets - the Growth Plan contains targets for density. Greenfield development has a minimum density target of 50 persons and jobs per ha. and the Urban Growth Centre of downtown Guelph has a minimum density target of 150 persons and jobs per ha.

GGH - Greater Golden Horseshoe - includes the Cities of Barrie, Brantford, Guelph, Hamilton, Kawartha Lakes, Orillia, Peterborough and Toronto, the Counties of Brant, Dufferin, Haldimand, Northumberland, Peterborough, Simcoe and Wellington and the Regions of Durham, Halton, Niagara, Peel, Waterloo and York.

Greenfield - the Growth Plan definition is "the area within a settlement area that is not built-up area". For Guelph this means the areas on the periphery of town that are outside the designated built boundary. (Growth Plan definition). This area is outlined on the graphic at the end of the Glossary.

Growth Plan - the Growth Plan for the Greater Golden Horseshoe that took effect on June 16, 2006 under the Places to Grow Act, 2005.

Growth Plan Targets - the population and employment targets that are listed in Schedule 3 of the Growth Plan.

GuelphQuest - is a software tool that was developed for the City of Guelph to use in a facilitated workshop setting to examine future growth options.

Intensification - development of a property, site or area at a higher density than currently exists through re-development (including using brownfield sites), development of vacant and/or under-utilized lots within previously developed areas, infill development or the expansion or conversion of existing buildings. (Growth Plan definition)

Intensification Corridor - intensification areas along major roads, arterial or higher order transit corridors that have the potential to provide for higher density mixed-use development consistent with planner transit service levels. (Growth Plan definition)

MPIR - Ministry of Public Infrastructure Renewal

Mixed Use Node - the Guelph Official Plan designates Mixed Use Nodes at the intersections of major roads and encourages a range of retail, service, and entertainment uses with medium and high density residential uses. Mixed Use Nodes are designated at the intersections of Gordon and Clair, Imperial and Paisley, Woodlawn and Woolwich and at Watson and Starwood.

OP - Official Plan - the Planning Act requires that municipalities prepare Official Plans. The Act states that the plan shall contain goals, objectives and policies established primarily to manage and direct physical change and the effects on the social, economic and natural environment of the municipality.

OP Review - Official Plan Review - The Planning Act requires that an Official Plan be reviewed every five years.

Places to Grow Act 2005 - this provincial act provides for the authority to prepare Growth Plans, such as the Growth Plan for the GGH.

Planning Act - it is the provincial Planning Act that sets up all the planning requirements, including Official Plans and Zoning By-laws.

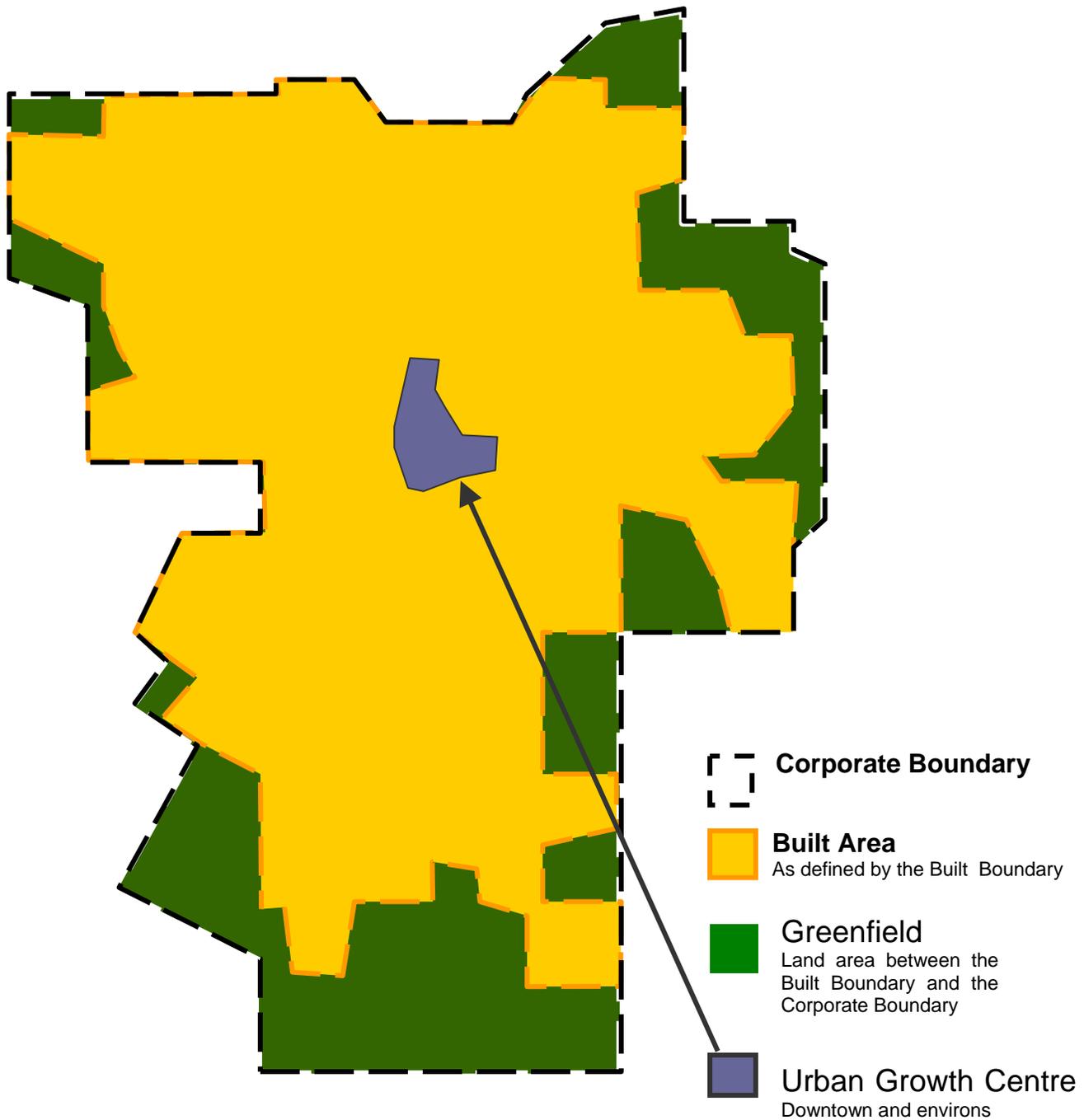
PPS - Provincial Policy Statement - the PPS is issued under section 3 of the Planning Act, and it provides policy direction on matters of provincial interest related to land use planning and development. The most recent PPS came into effect on March 1, 2005.

Strategic Plan - the Guelph Strategic Plan was approved by the present City Council in August 2007, and the plan provides direction for setting priorities, making decisions, and managing operations for years to come

TDM - Transportation Demand Management - A set of strategies that results in more efficient use of the transportation systems by influencing travel behaviour by mode, time of day, frequency, trip length, regulation, route or cost. Examples include: carpooling, parking management, bicycle facilities, flexible working hours, and park-and-ride.

UGC - Urban Growth Centre - is an area designated in the Growth Plan that has to achieve a minimum density for development. Downtown Guelph is designated as an UGC with a minimum density target of 150 persons and jobs per ha. This area is shown conceptually in the graphic on the next page.

Places to Grow Concepts



Draft Only - Lines have not been defined by Province to date