

# STAFF REPORT



TO Infrastructure, Development and Enterprise Committee

SERVICE AREA Infrastructure, Development and Enterprise

DATE June 2, 2015

**SUBJECT Clair-Maltby Secondary Plan:  
Project Initiation**

REPORT NUMBER 15-50

## EXECUTIVE SUMMARY

### PURPOSE OF REPORT

The purpose of this report is to outline the proposed process for the Project Initiation Phase of the Clair-Maltby Secondary Plan. The Project Initiation Phase focuses on developing a detailed Terms of Reference for the overall Secondary Plan project in order to issue a Request for Proposal and retain a consultant team for the Secondary Plan. This report will describe the proposed approach to the overall project, introducing the Master Environmental Servicing Plan (MESP) process.

### KEY FINDINGS

The Clair-Maltby Secondary Plan is being initiated in order to comprehensively plan the last unplanned greenfield area of the City. This area has primarily been identified as requiring a secondary plan to: establish an appropriate range and mix of land use designations that contribute towards achieving the City's overall vision of planning a complete and healthy community; and to, undertake the necessary related studies to support future urban growth, including a comprehensive servicing strategy for the area.

A Master Environmental Servicing Plan (MESP) and Community Plan is the process being recommended in order to appropriately address in an efficient manner the complexity and number of factors that need to be considered as the City moves forward with the development of a Secondary Plan for the Clair-Maltby area. The MESP proceeds in accordance with the Master Plan requirements of the Municipal Engineers Association Class Environmental Assessment (EA) process (Section A.2.7 of the Class EA document). The MESP and Community Plan provide an integrated approach to advance the development of the Clair-Maltby area. This approach integrates land use, environment, transportation and servicing studies/plans to guide the Secondary Plan.

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Community engagement will be important throughout the MESP and Community Plan process. Initially, staff will engage community stakeholders to assist in developing a detailed project Terms of Reference through facilitated sessions with different groups including landowners in the Clair-Maltby area. It is critical to engage key stakeholders in the development of the detailed Terms of Reference to ensure that, as much as possible, there is stakeholder support regarding the scope of the secondary plan from the outset of the process. Once finalized, the Terms of Reference will include the parameters for a fulsome community engagement process to be developed and executed by the consultants through the MESP and Community Plan work plan. It is anticipated that a Community Working Group will be established and that Council appointed Advisory Committees will be consulted throughout the process.

The Terms of Reference developed through this initial phase of the process will be the guiding document for the issuance of a Request for Proposal in order to retain a consulting group to prepare the MESP and Community Plan.

## **FINANCIAL IMPLICATIONS**

Funding has been provided through the City's approved Capital Budget.

The Terms of Reference process will include the development of a detailed project budget for the Clair-Maltby MESP and Community Plan process.

## **ACTION REQUIRED**

Approve the initiation of the Clair-Maltby Secondary Plan as outlined in this report.

## **RECOMMENDATION**

1. That Report 15-50 regarding the project initiation of the Clair-Maltby Secondary Plan, dated June 2, 2015, be received.
2. That Council approve the initiation of the Clair-Maltby Secondary Plan generally in accordance with the approach and the timing outlined in Report 15-50, dated June 2, 2015.

## **BACKGROUND**

The Clair-Maltby study area is generally located in the south of Guelph, south of Clair Road and north of Maltby Road and was part of a large annexation that brought lands into the City in 1993. The study area was generally identified through Official Plan Amendment 48 which identifies it as a 'Secondary Planning Area', however, the final boundary of the study area will be determined through Phase 1 of the Secondary Plan process. Attachment 1 illustrates the 'Secondary Planning Area' identified through OPA 48.

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## Official Plan

### ***Reserve Lands Designation – Background History***

Official Plan Amendment 2 (OPA 2), which is also known as the South Guelph Secondary Plan, established land use designations for the 1993 annexed lands south of Clair Road. OPA 2 was adopted by Guelph City Council in 1996 and approved by the Province on July 24, 1998. The decision was subsequently appealed to the Ontario Municipal Board (OMB) and a final OMB decision was issued on May 7, 2001. Through the approval of OPA 2 the Ministry of Municipal Affairs and Housing raised concerns with respect to the amount of land being designated for urban use. Further, the Ministry of Environment expressed concern over the City's ability to provide services (sewage treatment capacity) to all of the lands being designated. Therefore, the Reserve Lands designation within the South Guelph Secondary Plan was established to recognize lands intended for future urban expansion as they were not required to accommodate growth within in the planning horizon of the Official Plan. The intent of the Reserve Lands designation was to ensure that detailed community planning will occur prior to any future development and that adequate services are provided to accommodate the proposed land uses prior to development.

### ***Current Official Plan***

A significant portion of the land within the Clair-Maltby study area is designated as 'Reserve Lands' under the current Official Plan. This designation identifies areas of the City that may be required for future urban expansion beyond the year 2021, and, where there may be servicing, access or other development related limitations for urban growth. The final objective of this designation is to outline the City's requirement to bring 'Reserve Lands' into urban use.

Other existing designations within the Clair-Maltby Study Area include: Corporate Business Park, Industrial, General Residential, Open Space, Significant Natural Area, and Natural Area.

The current in force Official Plan land use designations are included in Attachment 2.

### ***Official Plan Amendment 48 (under appeal)***

Official Plan Amendment 48 (OPA 48) (under appeal), a comprehensive update to the City's Official Plan, maintains the policies in the current Official Plan for the 'Reserve Land' designation with minor revisions/updates. The land area designated as 'Reserve Lands' was not amended through OPA 48. OPA 48 continues to identify these lands as part of the longer term urban land supply and generally sets out the following policies for development of the Reserve Lands within the Clair-Maltby study area:

- Development shall require the preparation of comprehensive environmental studies
- The redesignation of the lands shall be considered through a Secondary Plan which addresses the following issues:

- whether City population and household forecasts justify the need for incorporating such land as part of the City's unconstrained short to medium term land supply; and,
- whether additional residential and non-residential lands are required and the basis for the requirement;
- The provision of adequate services and a Secondary Plan are required to guide land use and phasing of development;
- The Secondary Plan for the Clair-Maltby area will consider the planning of this area as a sustainable community within the greenfield area that provides an appropriate range and mix of housing, commercial and employment opportunities while ensuring integration with the rest of the City.

Other designations within the Secondary Planning Area identified by OPA 48 include: Corporate Business Park, Industrial, Low Density Greenfield Residential, Open Space, Significant Natural Area, and Natural Area.

OPA 48 also reviewed and updated policies for Secondary Plans. The policies state that Secondary Plans should generally address the following:

- Patterns of land use, land use designations and density;
- Connectivity and integration with existing developed or planned development areas of the City;
- Urban design;
- Natural heritage features and systems;
- Cultural heritage and archaeological resources;
- Transportation including pedestrian and bicycle connections;
- Servicing strategy;
- Phasing of development;
- Water resources and stormwater management plans;
- Provision of trails and parks;
- Implementation of specific policies of this Plan; and
- Any other matters as deemed appropriate.

The proposed OPA 48 (under appeal) land use designations within the Clair-Maltby study area are included in Attachment 3 including the delineation of the preliminary Secondary Plan study area boundary.

### **Why Initiate a Secondary Plan?**

The Clair-Maltby Secondary Plan is being initiated in order to comprehensively plan the last unplanned greenfield area of the City. This area has primarily been identified as requiring a secondary plan to:

- Plan for an appropriate range and mix of land use that contributes toward achieving the City's overall vision of planning a complete and healthy community;
- Establish land use designations that contribute towards the goal of compact urban form to meet the density target for the greenfield area; and to,

- Undertake the necessary related studies to support future urban growth, including a comprehensive servicing strategy for the area.

Through the Local Growth Management Strategy it was determined that the lands south of Clair Road would be needed to meet projected population and employment growth in the latter stages of the planning period (i.e. 2020 and beyond). This takes into consideration the availability of units in draft approved and registered plans of subdivision and lands that are suitably zoned for residential use in other areas of the City that are anticipated to be developed in the short to medium term. The lands designated as Reserve Lands are considered to be part of the long term urban land supply. The completion of a secondary plan will provide further information about the potential of the Reserve Lands to support population and employment growth and will consider timing for future development of these lands. Development of lands designated as Reserve Lands will not occur until servicing becomes available. Servicing will be extended into these areas in a logical and economical manner.

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### The Study Area

Through OPA 48 a study area for the Clair-Maltby Secondary Plan was generally established, however, it is intended that the final boundary of the study area will be determined through Phase 1 of the Secondary Plan process. The area is more than 520 hectares in size and is shown on the map included as Attachment 1. This area is generally bounded by Clair Road to the north, Victoria Road to the east, Maltby Road to the south and eastern limits of the Southgate Business Park to the west.

Currently the area is largely rural in nature and dominated by existing agricultural uses. Through this area, Gordon Street can generally be characterized as having rural residential lots and a number of remaining agricultural properties. The property known as Marcolongo Farm is also located on Gordon Street and a portion of it has been recognized as a cultural heritage landscape, although has not yet been designated under the Ontario Heritage Act. This farmstead is an example of an early Wellington County farm and was one of Puslinch Township's first farms. There are also some commercial uses, a retirement home and the Springfield Golf and Country Club located on Gordon Street.

The Rolling Hills Subdivision, which consists of over 50 properties zoned 'Estate Residential' in the Township of Puslinch Zoning By-law, is located in the north-east corner of the Secondary Planning area and there are additional large residential properties fronting onto Maltby Road and Victoria Road South within the Secondary Planning Area.

The natural heritage system is a prominent attribute of the area and includes:

- catchment areas for three sub watersheds; Hanlon Creek, Mill Creek and Torrance Creek

- a landscape dominated by rolling and hummocky topography, as the area is situated on the Paris-Galt Moraine.
- the Halls Pond Provincially Significant Wetland Complex and the Mill Creek Provincially Significant Wetland Complex
- important habitats for locally, provincially and federally significant species, including species and their habitats protected under the Endangered Species Act, 2007.
- significant woodland features that contribute to a number of ecological processes, as well as the City's overall canopy cover.
- ecological linkages that span subwatershed boundaries, providing important connections for wildlife. These linkages provide connections both within the City as well as to the broader natural heritage system in the County of Wellington.

This area of the City has also been confirmed as a Significant Ground Water Recharge area through the Tier 3 Water Budget and Local Area Risk Assessment Report.

## **Proposed Approach – Master Environmental Servicing Plan and Community Plan**

Due to the complexity and number of factors that need to be considered as the City moves forward with the development of a Secondary Plan for the Clair-Maltby area, staff are recommending that a Master Environmental Servicing Plan (MESP) and Community Plan be undertaken. The MESP proceeds in accordance with the Master Plan requirements of the Municipal Engineers Association Class Environmental Assessment (EA) process (Section A.2.7 of the Class EA document). The approach explicitly recognizes that there are real benefits in terms of better planning when a comprehensive approach is followed for studies where it is expected that a series of projects will be distributed geographically through the study area and will be prioritized and implemented at different stages of development.

An MESP and Community Plan is the preferred approach because it allows the city to:

- Co-ordinate the requirements of both the *Environmental Assessment* and the *Planning Act*;
- Better examine and understand groups of projects and the combined impact of alternatives, leading to the development of other options and better solutions;
- Provide an overall infrastructure system or a number of integrated systems through the development of long range multi-disciplinary plans;
- Integrate the environmental, servicing, transportation, land use and community planning studies with the Environmental Assessment process which provides a benefit to the City in the long term by reducing time and costs associated with specific infrastructure projects.

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This approach also provides benefits to development proponents by facilitating a coordinated approach to future development approvals and related infrastructure requirements.

The overall purpose of the Clair-Maltby MESP and Community Plan is to establish the land use framework, plan the infrastructure and guide the future development of the lands included within the Clair- Maltby area.

The general process steps for the proposed MESP and Community plan includes:

- Project Initiation Phase – Development of the detailed Terms of Reference for the overall project and specific technical sub-components
- Phase 1 - Background Data Collection and development of a Technical Work Plan
- Phase 2 – Completion of Technical Memos and Studies
- Phase 3 – Completion of the MESP and Community Plan
- Prepare the final Secondary Plan and Official Plan Amendment

A preliminary process outline in diagram form for the Clair-Maltby MESP and Community Plan has been included as Attachment 4.

As part of the Community Plan component of the project work, the consultant will be required to engage the community and stakeholders in the development of a vision for the secondary plan. This vision will provide the basis for determinations such as the appropriate range and mix of land use designations, including commercial and employment land needs, appropriate heights and densities, and urban design considerations. The vision will need to conform to provincial policies and plans (i.e., PPS and Places to Grow) and generally conform to and implement Official Plan policy. As the Clair-Maltby area is a designated greenfield area, the greenfield area policies of the Official Plan (2.4.10 of the OP) will provide guidance to the planning for the area. These policies state that development must be compact and support walkable communities, cycling and transit and achieve an overall minimum density target of 50 persons and jobs per hectare. These policies also promote, where appropriate through secondary planning, “the development of identifiable, pedestrian oriented neighbourhood scale ‘urban villages’ through the use of medium and high-density, street-related built form that contains a mix of commercial, residential and employment uses, as well as supporting live-work opportunities”. The appropriate scale, density, intensity and form of an urban village will be unique to its context and vision for each secondary planning area and will be determined through consultation with the community and stakeholders as part of the secondary plan process.

## **Project Initiation: Developing a Terms of Reference**

As a first step staff are proposing to proceed with the development of a detailed Terms of Reference (TOR) for the MESP and Community Plan for approval by Council, in consultation with landowners, stakeholders and the community.

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The TOR is the guiding document for the issuance of a Request for Proposal in order to retain a consulting group to prepare the MESP and Community Plan. City staff will manage the project with a technical steering committee.

The TOR for the MESP and Community Plan process will address (at a minimum) Provincial Policies and Plans, the policies of the Official Plan and OPA 48, including the general policies, the requirements for Secondary Plans and the specific policies for the Clair-Maltby area. Staff envision that the Terms of Reference will determine the studies that will need to be completed as part of the MESP and Community Plan including the scope for various studies/elements, these are anticipated to include:

- Land Use/Community Plan
- Comprehensive Environmental Impact Study
- Storm water management plan
- Municipal Service Requirements
- Transportation System
- Non-Municipal Utilities
- Cultural Heritage Assessment
- Community Energy Initiative Implementation
- Fiscal Impact Assessment

The TOR will set out the project components along with a work plan and estimated timing for each project phase and the overall Secondary Plan process.

## **Community Engagement**

In developing the TOR, staff will engage community stakeholders through facilitated sessions with different groups including landowners in the Clair-Maltby area. It is intended that following these facilitated discussions a draft TOR would be prepared by staff and presented back to them for their review and feedback prior to the TOR being finalized.

Council Appointed Advisory Committees such as EAC, RSAC and Heritage Guelph will also be included in the review of the draft Terms of Reference for the MESP and Community Plan.

The TOR will include the parameters for a community engagement process to be developed and executed by the consultant through the MESP and Community Plan work plan. It is critical to engage key stakeholders in the development of the detailed TOR to ensure that, as much as possible, there is stakeholder support regarding the scope of the secondary plan from the outset of the process.

Further, the MESP and Community Plan process will include additional community engagement, including the establishment of a Community Working Group.

## **Timing/Next Steps**

The following preliminary schedule is proposed for the Project Initiation Phase of the Clair-Maltby MESP and Community Plan:

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June 2015	Project Initiation: Report to IDE Committee
July to September 2015	Initial Facilitated Sessions with landowners and stakeholders
October/November 2015	Draft Terms of Reference presented to landowners and stakeholders for review and feedback
January/February 2016	Present the Final Terms of Reference to Council

## **CORPORATE STRATEGIC PLAN**

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

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

## **FINANCIAL IMPLICATIONS**

Funding has been provided through the City's approved Capital Budget. The Terms of Reference process will include the development of a detailed project budget for the Clair-Maltby MESP and Community Plan process which will confirm the overall project budget and the budget for study sub-components.

## **DEPARTMENTAL CONSULTATION**

It is anticipated that staff from a number of service areas will be consulted in order to draft the Terms of Reference for the MESP and Community Plan, including:

- Planning, Urban Design and Building Services (Development Planning)
- Engineering and Capital Infrastructure Services (Infrastructure Planning, Development and Environmental Engineering, Transportation Planning and Source Protection Planning)
- Business Development and Enterprise (Economic Development)
- Finance
- Environmental Services (Water, Wastewater)
- Parks and Recreation (Open Space Planning, Forestry)
- Intergovernmental Relations, Policy and Open Government (Community Engagement)
- Corporate Communications and Customer Service (Communications)

## **COMMUNICATIONS**

A Community Engagement Plan and Communications Plan will be developed in coordination with Community Engagement and Communications staff. Key stakeholders and the general public will be engaged throughout the process.

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## ATTACHMENTS

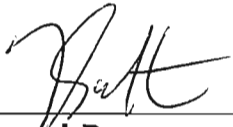
Attachment 1	Clair-Maltby Secondary Planning Area
Attachment 2	Official Plan Land Use Designations
Attachment 3	OPA 48 Land Use Designations
Attachment 4	Clair-Maltby Secondary Plan Preliminary Process Outline

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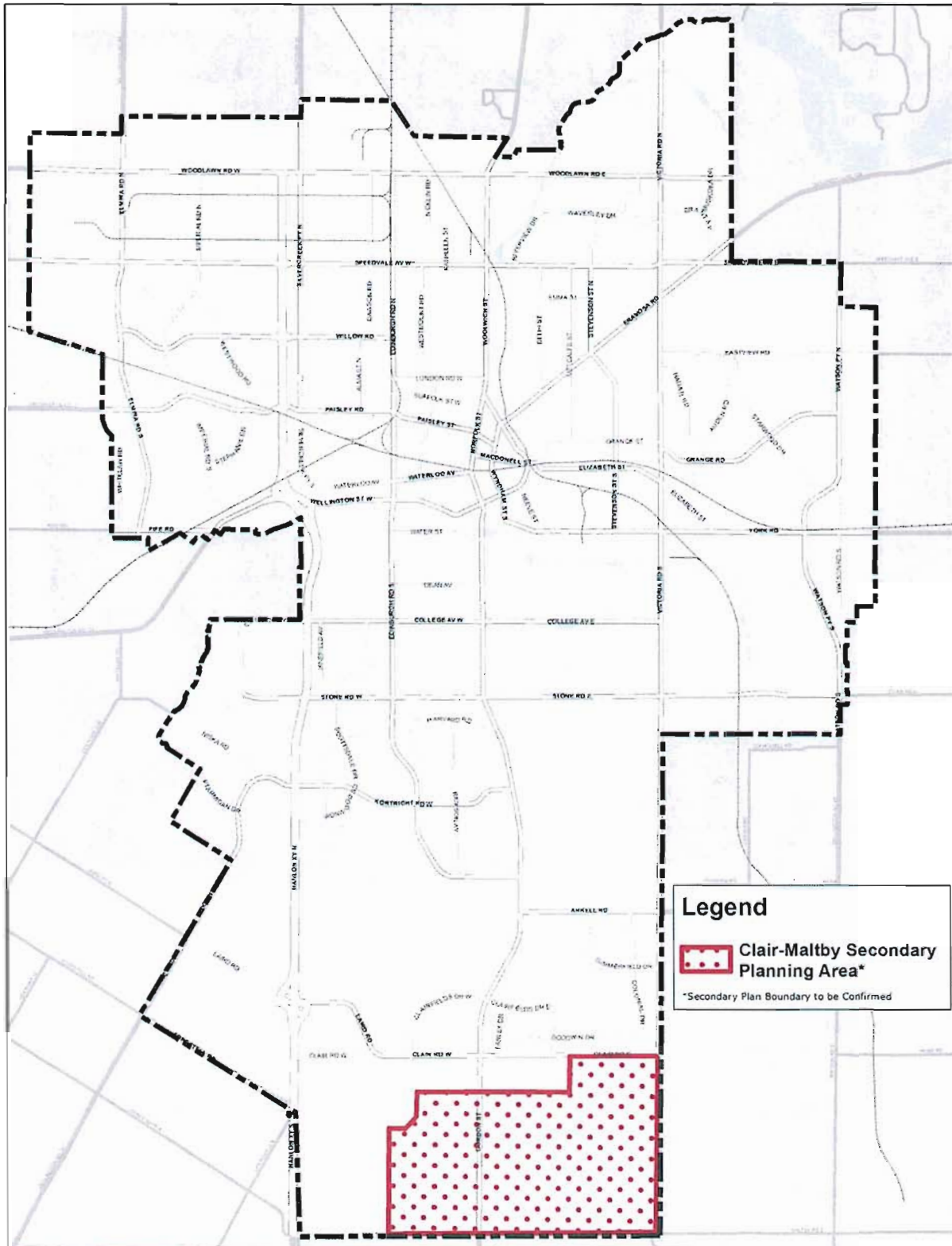
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### Recommended By

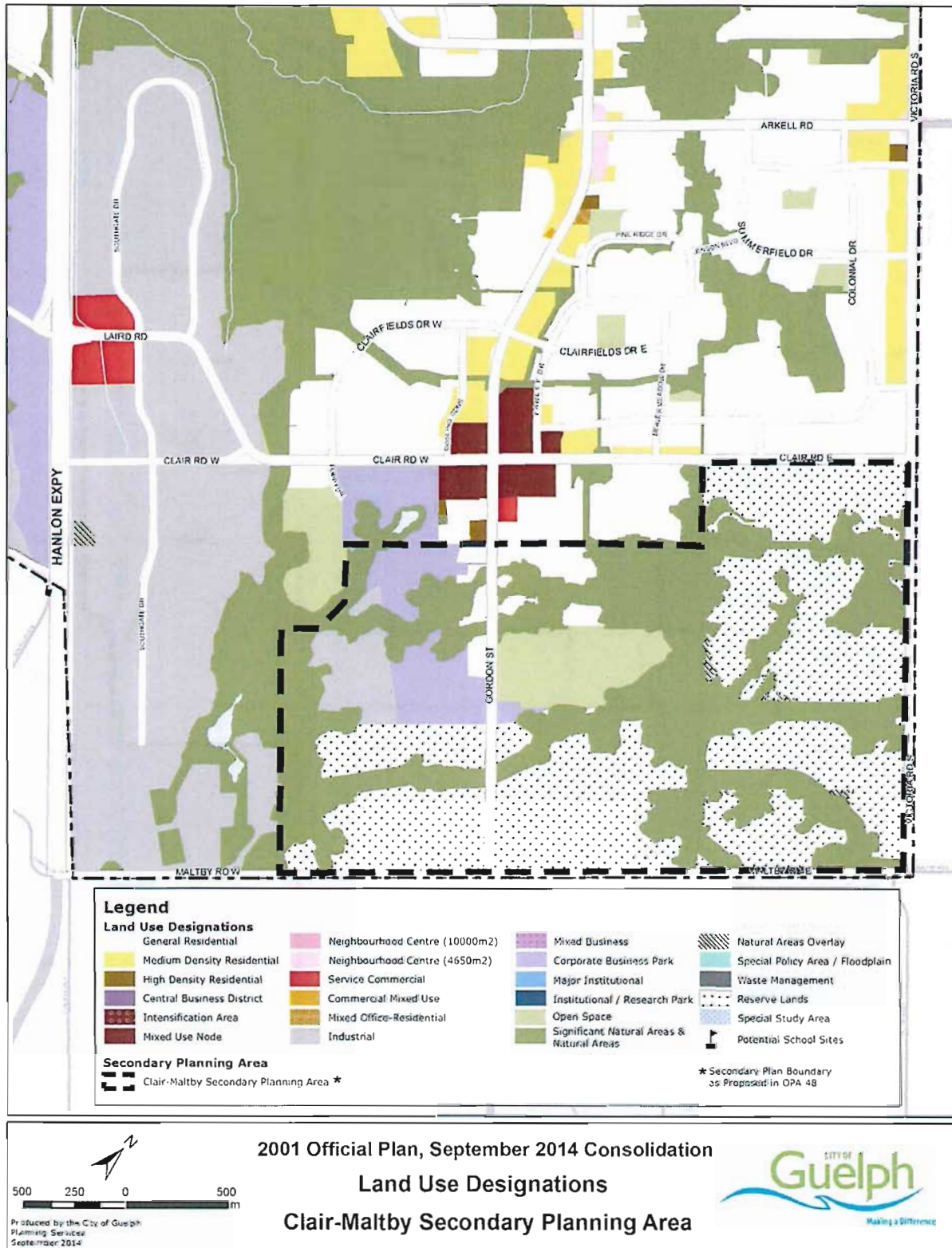
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## Attachment 1 – Clair-Maltby Secondary Planning Area



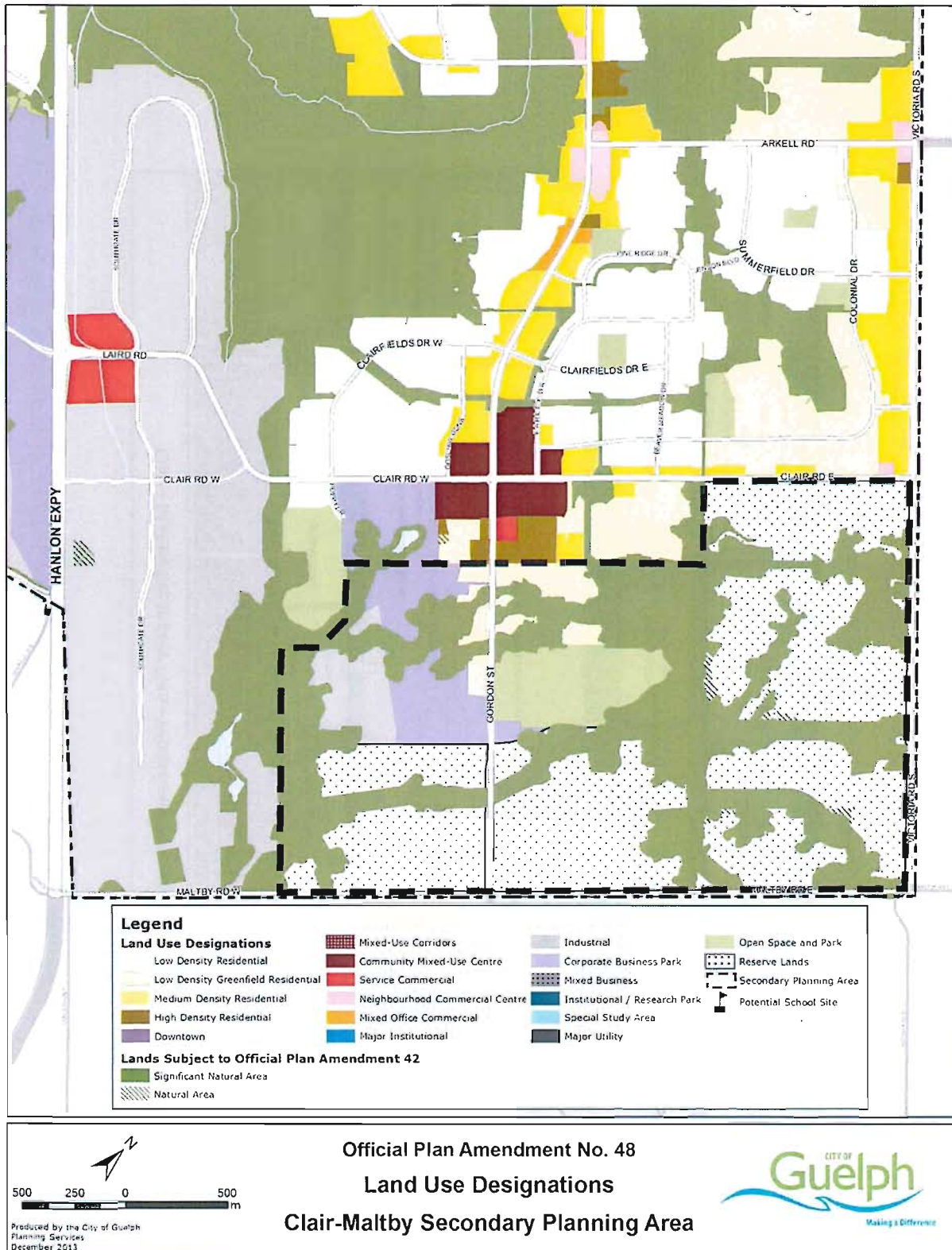
## Attachment 2 – Official Plan Land Use Designations





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## Attachment 3 – OPA 48 Land Use Designations



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## Attachment 4 – Clair-Maltby Secondary Plan Preliminary Process Outline

