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|  | DATE: March 26, 2009 REPORT: DS-09-08 |  TITLE: Plan it! Waterloo: City Form Discussion Paper | C.A.O. |
| WARD: City Wide | | PREPARED BY: Janice Mitchell/Adam Lauder | |
| FILE: PS-05-04 | | DEPARTMENT: Development Services | |
| ATTACHMENTS: Report: 21 Pages Appendices: "A" - "D" | | CLEARANCE: Review Team: February 19, 2009 CMT: April 1, 2009 FSP: Council: April 6, 2009 | |

RECOMMENDATIONS

1. That Council receive this report DS-09-08 as information.
2. That staff prepare the remaining Official Plan Discussion Papers as outlined in this report and that they be presented to Council as information throughout early to mid-2009.
3. That this report, in conjunction with the remaining Official Plan Discussion Papers, be circulated for information and to facilitate consultation with interested individuals, groups and agencies.

EXECUTIVE SUMMARY:

In December 2007, Council approved staff report DS-07-58 "Plan it! Waterloo: Final Objectives". In approving the report, Council supported a set of high level Objectives "in principle", thereby providing the framework for the development of more detailed Official Plan policies in key theme areas.

The purpose of this report is to present draft policies for one of the theme areas – City Form. This report discusses the Provincial and Regional context within which the draft local policy has been developed. Further, to facilitate community discussion relative to the proposed City Form policies, several areas are highlighted as key areas where input from the community is being sought.

It is recommended that this report be received by Council as information and further that the remaining Official Plan Discussion Papers be presented to Council throughout early to mid-2009. Following circulation and consultation for all discussion areas, staff will then develop final policies for each of the theme areas for Council's consideration. Once approved, the policies, in conjunction with appropriate mapping, will form the new City Official Plan.

APPROVALS

| | | | |
|----------------------------------|---------------|-------------------|---------------|
| _____ General Manager | _____ Date | _____ Other | _____ Date |
| _____ Chief Financial Officer | _____ Date | _____ Director | _____ Date |



Development Services Report

Report: DS-09-08 File: PS-05-04



**Plan it! Waterloo:
Draft Policy Framework: City Form**

1.0 INTRODUCTION

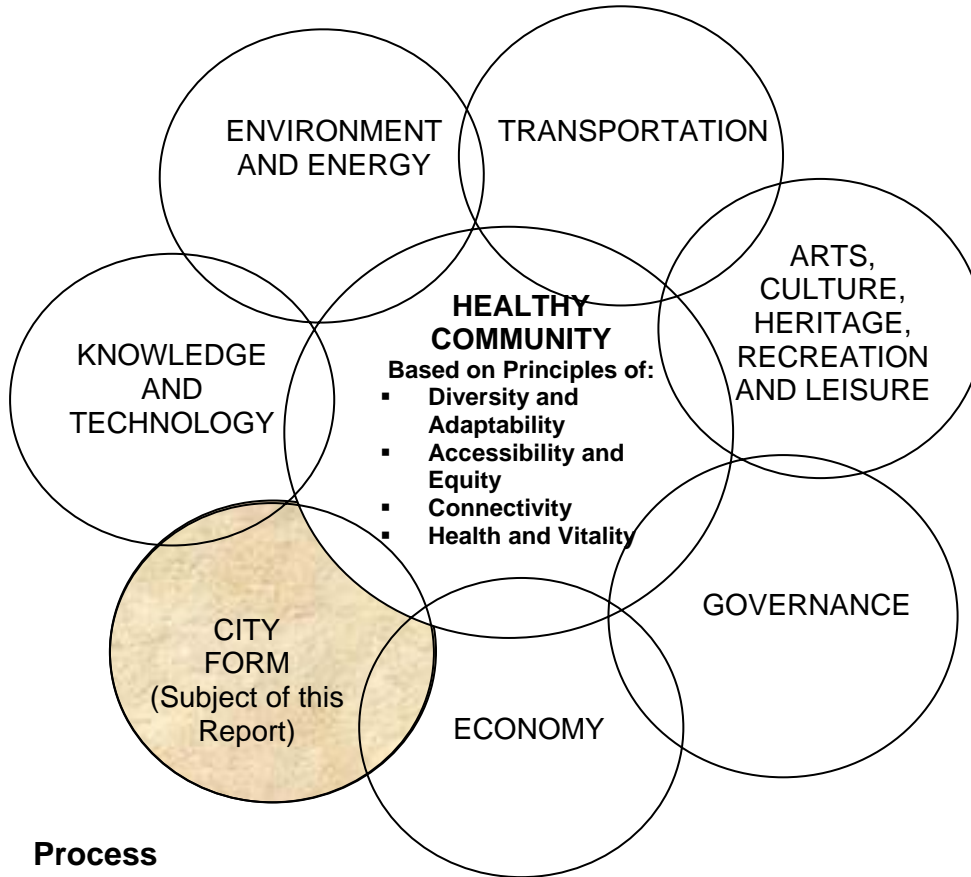
1.1 Background

This report builds upon work done in conjunction with Imagine!Waterloo as well as previous steps in the Official Plan Review Process. For Council's reference, a process flowchart outlining the Official Plan Review process, its relationship to the previous Imagine!Waterloo visioning exercise as well as its relationship to other City Strategic and Master Planning processes is included as Appendix "A" to this report. As outlined in the flowchart, this report follows a series of milestones already completed as part of the Official Plan Review, including:

- Official Plan Initiation and Terms of Reference (Council approval: 2005)
- Official Plan Principles (Council approval: 2006)
- Official Plan Objectives (Council approval: 2007)

Staff has also developed the graphic on the following page to help illustrate the relationships between the overall goal of a healthy community, the Principles approved by Council in 2006, and key theme areas that served as discussion areas/categories for the Objectives approved by Council in 2007. The intent of the graphic is to reiterate that at the heart of the Official Plan is the overall goal of a healthy community built on the principles of diversity and adaptability, accessibility and equity, connectivity, health and vitality. Surrounding this goal and Principles are key theme areas which expand upon how the goal and principles will be supported within the Waterloo context.

Graphic 1. Relationship of Overall Goal and Council-approved Principles to Key Theme Areas



1.2 Process

Building on the work, community consultation and Council approvals achieved to date, staff is preparing the next component in the Plan Development stage – draft policies for each of the key theme areas of the Official Plan. Due to the amount of information to be presented to Council and the Community in this process step, draft policies will be organized into a series of Discussion Papers that address each of the theme areas noted above (Refer to Appendix “B” for a general overview of topics). The Discussion Papers will be “tabled” at Council throughout early to mid-2009. It is anticipated that after Council has “received” all of the discussion papers, public consultation will occur in the form of workshops, open houses, meetings with individuals, groups, agencies, Committees of Council, etc. From this, staff will be able to prepare final policies for each of the theme areas for Council’s consideration. The policies, in conjunction with the Principles and Objectives and accompanying mapping, will form the new Official Plan. Staff is targeting the end of 2009 for the preparation of a draft Official Plan for Council’s consideration.

Staff notes that a review of the Regional Official Plan (ROP) is currently underway and is scheduled to be completed by June 2009. The City Official Plan must conform to the

Regional Official Plan and as such, City and Regional staff have been in close consultation throughout the ROP and City Official Plan review processes.

1.3 Purpose of this Report

The purpose of this report is to present a draft policy framework for the **CITY FORM** section of the new City Official Plan, addressing the following key areas:

- Provincial and Regional Context (Sections 2/3);
- Overview of draft City of Waterloo Policy for City Form (Section 4), including:
 - ❖ Population and Employment Growth
 - ❖ Complete Community/Neighbourhoods
 - ❖ Overview of City Structure
 - ❖ Intensification and Density Targets
 - ❖ Urban Design
 - ❖ Growth and Environmental Considerations
- Discussion of Issues (Section 5)

The policies remain “draft” at this point as they have not yet been presented to the broader community for consultation and feedback. Policies will be finalized for Council’s consideration following the public consultation for all theme areas.

It is important to note that the policies in this Discussion Paper represent only one component of the overall Official Plan. Recognizing that there will be linkages between the City Form policies and other sections of the Plan not yet presented, staff has included notes throughout this paper and in the proposed policies to highlight these linkages (e.g. *Staff Note: Policies related to incentives and parking will be presented as part of two future Discussion Papers: (i) “Economy “ and (ii) “Networks”*). It is staff’s hope that this will assist the reader by providing a reminder that these policies should not be read in isolation and by directing the reader to future related Discussion Papers.

2.0 PROVINCIAL CONTEXT

As the City Official Plan must conform to both Provincial and Regional Legislation and Plans, due consideration must be given to such documents in the development of local Official Plan policy. This section provides an overview of relevant provisions at the Provincial level related to City Form.

2.1 Provincial Policy Statement

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS provides for appropriate development while protecting resources of provincial interest, public health and safety, and the quality of the natural environment. The policies of the PPS are intended to provide an overriding framework for other provincial plans (e.g. the Growth Plan for the Greater Golden Horseshoe) and for local policies (e.g. Regional and City Official Plans). Key components of the PPS include: (i) Building strong communities; (ii) Wise use and management of resources; and, (iii) Protecting public health and safety.

2.2 Places to Grow Act and Growth Plan for the Greater Golden Horseshoe

The Places to Grow Act and Growth Plan build on the framework provided through the Provincial Policy Statement. In general, they aim to:

- Revitalize downtowns to become vibrant centres;
- Create complete communities that offer more options for living, working, shopping and playing;
- Provide greater choice in housing types to meet the needs of people at all stages of life;
- Curb sprawl and protect farmland and green spaces; and,
- Reduce traffic gridlock by improving access to a greater range of transportation choices.

Staff notes that not all of the provisions of the Growth Plan will be addressed in this Discussion Paper as it is more appropriate to discuss certain provisions outside of the City Form discussion. Appendix “E” to this report includes a more detailed overview of the policies outlined in the Growth Plan, the associated policy provisions from the draft Regional Official Plan and the related City of Waterloo discussion paper that will address implementation of the Provincial and Regional initiatives/policy.

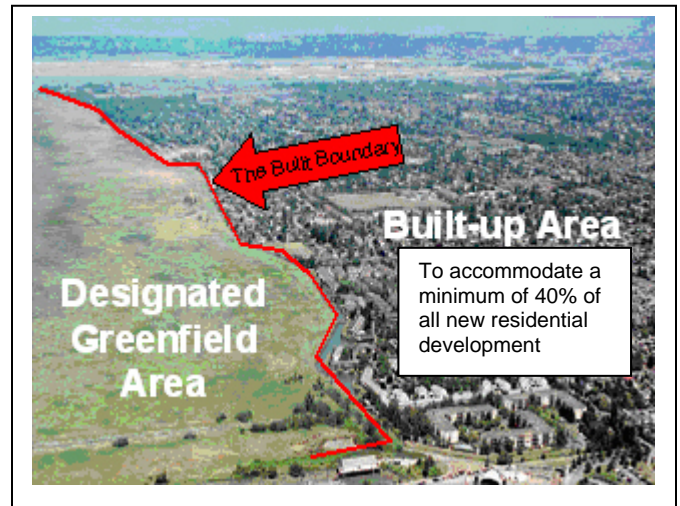
Much of the Places to Grow legislation and policy places requirements on the Region (e.g. density targets are applied at the Regional level). However, because local municipal Official Plans must conform to Provincial and Regional policies, the requirements also apply to Area Municipalities. More specifically, the following provisions set out in the Growth Plan for the Greater Golden Horseshoe will affect future growth within the Region of Waterloo and each of the Area Municipalities:

2.2.1 Population and Employment Forecasts – To help plan and manage growth within the Greater Golden Horseshoe, the Growth Plan defines population and employment forecasts for upper-tier municipalities in the planning area. For the Regional Municipality of Waterloo, the forecasted population and employment to 2031 is 729,000 people and 366,000 jobs (i.e. relative to the 2006 population of 509,040 people and employment of 268,150 jobs).

2.2.2 Intensification targets for the built-up areas within the Region – To encourage more compact communities, Provincial documents require that a minimum of 40% of annual residential growth within the Region between the years 2015 to 2031 will be in the form of intensification within the existing Built-up Area, with the balance occurring in Designated Greenfield Areas as outlined below.

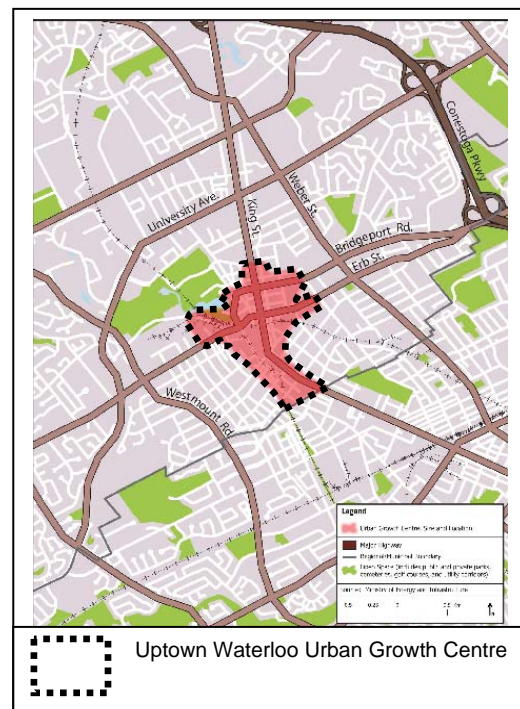
To provide guidance with regard to implementing this requirement at the local level, the Province has determined the extent of the Built-up Area as of June 2006 (when the legislation was passed). This line, referred to as the “Built Boundary”, separates the existing Built-up Area from the Designated Greenfield Area (Refer to inset illustration below showing Built Boundary, existing Built-up Area, and Designated Greenfield Areas).

2.2.3 Density Targets for Designated Greenfield Areas - The unbuilt areas between the municipal urban boundary and Built Boundary are deemed to be “Designated Greenfield Areas” (Refer to inset illustration). Provincial documents apply a minimum density target of 50 persons and jobs per hectare (50 PJ/ha) on Designated Greenfield Areas. It is important to note that this target is applied at the Regional level – that is, not all sites or areas within the Region will be developed to meet the minimum target of 50 PJ/ha. Some areas may be less dense than the minimum target while others will exceed it, with a view to ensuring that the target is met at the overall Regional level.



Source: Region of Waterloo

2.2.4 Minimum density targets for the Uptown Waterloo Urban Growth Centre - The Province, in consultation with City and Regional staff, has also defined an *Urban Growth Centre* boundary and policies for Uptown Waterloo. The Uptown Waterloo *Urban Growth Centre* will be planned to include cultural facilities, institutional uses, public open spaces, as well as residential and employment developments that collectively create a vibrant, human-scaled Uptown Waterloo and provide support for public transit and other alternatives to the personal automobile. The Province has applied a minimum density target of 200 PJ/ha for the Uptown Waterloo *Urban Growth Centre*.



Source: Ministry of Public Infrastructure Renewal, Technical Paper (Spring 2008), “Proposed Size and Location of Urban Growth Centres in the Greater Golden Horseshoe”.

For Council’s information, the following table shows population and employment numbers within the Uptown *Urban Growth Centre* for 2001, as well as proposed 2031 conditions that assume the Provincial target of 200 persons and jobs per hectare is met. Staff notes that the 2001 conditions are based on available Census data. Current known development approvals (e.g.

Canbar, Bauer, First Gulf, Balsillie School and others), would provide an additional 4,375 people and jobs.

| | Population (People) | Employment (Jobs) | Persons and Jobs | Density (Persons and Jobs/hectare) |
|-----------------------------------|---------------------|-------------------|------------------|------------------------------------|
| 2001 Conditions | 2,617 | 8,880 | 11,497 | 131 |
| Proposed Conditions (2031) | 4,006 | 13,594 | 17,600 | 200 |

SOURCE: Regional Municipality of Waterloo using Statistics Canada, 2001 Census

- NOTES: 1. Total Land Area of defined *Urban Growth Centre* is approximately 88 hectares.
 2. Assumes that the current proportion of residents to employees is generally maintained.

2.3 Amendments to the Ontario Planning Act (Bill 51)

Recent amendments to the Planning Act were intended to provide municipalities with improved tools and processes to deal with issues including environmental protection, Brownfield redevelopment, provision of affordable housing, efficient use of land and protection of employment lands. Following approval of the Planning Act amendments, City of Waterloo Council has approved Official Plan Amendments dealing with employment land policies, requirements for complete development applications, and policies that access new tools related to urban design.

3.0 REGIONAL CONTEXT

The Regional Municipality of Waterloo is currently reviewing the Regional Official Plan (ROP). A draft ROP was received by Regional Council in September 2008 and community consultation is underway, with the target completion date for the ROP being June 2009. City staff has had significant discussion with Regional staff and City of Waterloo Council approved staff report DS-09-14 titled "City of Waterloo Comments on Draft Regional Official Plan and Draft Land Budget" on February 23, 2009, representing the City's formal comments with regard to the draft ROP and land budget.

Consistent with the Provincial requirements noted above, the draft ROP includes provisions related to growth, density targets and complete communities as outlined below.

3.1 Population and Employment Forecasts

The Draft ROP includes the following population and employment forecasts:

| | POPULATION* | | | EMPLOYMENT | | |
|-------------------------|-------------|---------|---------|------------|---------|---------|
| | 2006 | 2016 | 2029 | 2006 | 2016 | 2029 |
| City of Waterloo | 115,970 | 128,900 | 147,500 | 63,720 | 73,900 | 85,100 |
| Region | 509,040 | 594,800 | 712,000 | 268,150 | 310,300 | 359,000 |

*NOTE: Including post-secondary students

3.2 Planned Community Structure

The draft ROP defines a planned community structure based on a system of nodes, corridors and other development areas connected by a network of roads, transit routes, cycling facilities and pedestrian connections. Key components of the policy framework include:

- A substantial portion of growth will be directed to existing built-up areas of the Region through reurbanization, with focal points including Urban Growth Centres, Major Transit Station Areas, Reurbanization Corridors and other Major Local Nodes. Of particular note is the fact that the draft ROP includes policies that direct all “Major Office” uses and “Commercial Centres” over 10,000 sq. m. or 500 jobs to these locations;
- Most of the built-up area consists of established residential neighbourhoods where most buildings are expected not to change significantly in use or form for the life of the Plan;
- Major Urban Greenspaces represent important parts of the Community Structure;
- New development will also continue to occur in Designated Greenfield Areas which will be planned as complete communities with a mix of land uses and development patterns that support walking, cycling and where available, transit services;
- Maintaining a balanced supply of future employment lands is fundamental to future economic prosperity;
- The principles of Transit Oriented Development (i.e. built form that is designed and located in a manner that facilitates and encourages walking and transit use for everyday activities) will be used, wherever possible, within the Urban Area.

3.3 Intensification and Density Targets

To implement the Provincial Growth Plan, the draft ROP defines minimum density targets for the Uptown Waterloo Urban Growth Centre and Designated Greenfield Areas as follows:

- Uptown UGC to be planned to achieve a minimum gross density target of 200 residents and jobs combined per hectare;
- Designated Greenfield Areas (DGAs) – Whereas the Provincial Growth Plan defines minimum density targets of 50 persons and jobs per hectare for development occurring within Designated Greenfield Areas (i.e. measured at the Regional level), the Regional Official Plan further refines this target to require that new development occurring in DGAs will be planned as follows:
 - Urban areas serving primarily a residential function will meet or exceed a minimum density of 60 residents and jobs per hectare;
 - Urban areas serving primarily an employment function will meet or exceed a minimum density of 40 residents and jobs per hectare.

Staff notes that the draft ROP includes many other policy areas (e.g. transportation, energy, housing, cultural heritage and others) that are not summarized in this section of this report which deals with City Form. Appendix “E” of this report includes a more detailed overview of Provincial Growth Plan policies, associated draft ROP policies and the related City of Waterloo discussion paper that will address implementation of the Provincial and Regional initiatives/policy at the local level.

4.0 OVERVIEW OF CITY FORM POLICY

This section of the report provides a high-level overview of the draft City Form policy section of the new City of Waterloo Official Plan. The Objectives and policy currently being proposed are outlined in their entirety in Appendix “C” to this report. Staff notes that there have been some revisions to the Objectives that were previously supported by Council through their approval of staff report DS-07-58 “Plan it! Waterloo: Final Objectives” (generally due to the fact that the Objectives will now be addressed in other areas rather than City Form). Staff has documented these changes and described the rationale in Appendix “D” of this report.

In general, the City Form section can be divided into 5 areas including: (1) Population and Employment Growth; (2) Complete Communities/Neighbourhoods; (3) Overview of City Structure; (4) Intensification and Density Targets; (5) Urban Design. A summary overview of each policy section is provided below.

4.1 Population and Employment Growth

Consistent with targets defined in the Provincial Growth Plan and further refined in the Regional Official Plan, the City of Waterloo will be planned to accommodate population and employment growth as follows:

| | 2006 | 2029 |
|----------------------------|-------------|-------------|
| Population (People) | 115,970 | 147,500 |
| Employment (Jobs) | 63,720 | 85,100 |

4.2 Complete Community/Neighbourhoods

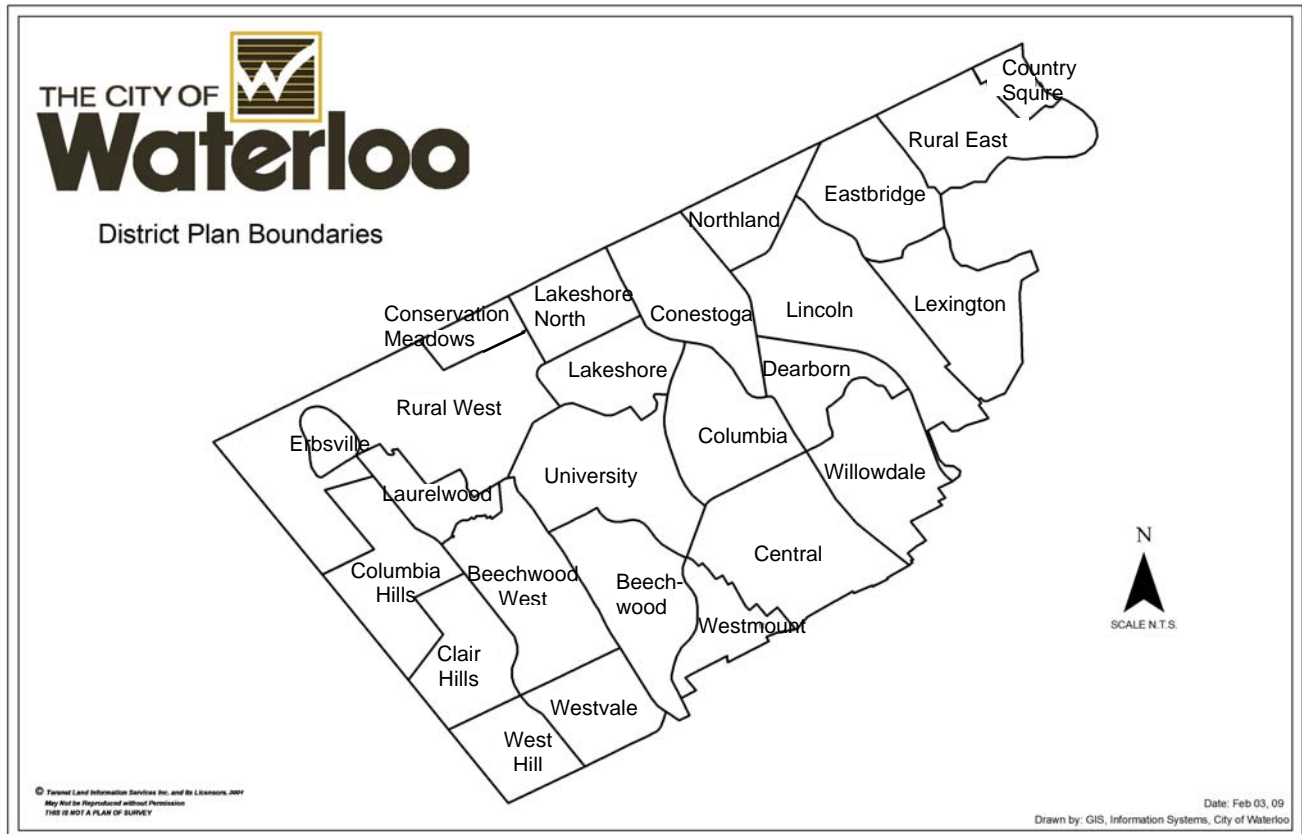
A “complete community” is one that provides opportunities for people at all stages of life to live, work, shop, learn and play within close proximity. Planning for compact and mixed-use communities helps to reduce infrastructure and service duplication costs, preserve outlying rural lands, encourage social interaction and a greater sense of community, and increase transportation alternatives to reduce travel needs and commuting times. The City of Waterloo, as a complete community, will be planned to include a balance of opportunities for residential, employment, commercial, educational, recreational, social and cultural opportunities.

In addition to planning for the City of Waterloo to be a complete community, this Official Plan also includes policies related to planning at the District Plan level (Refer to Map 1 on the following page). It is recognized that not all Districts will provide the opportunity for a full range of uses (i.e. live, work, learn and play) as some Districts have distinct functions and will be oriented primarily toward that use (e.g. Northland as an employment District). Given this, the policies focus Planning Districts in terms of their ability to meet the daily needs of the users of that District - residents (in cases where the Planning District is primarily residential) or workers (in cases where the Planning District is primarily employment).

To support this complete communities vision, objectives and policies focus on transit accessibility within neighbourhoods, planning for a range and mix of housing and services within residential Planning Districts, supporting residents through life stages, and planning for a range

of employment opportunities and services within employment Planning Districts. Consistent with the Height and Density Study, many of the opportunities for complementary service, retail and/or employment uses will be located in the periphery of the District in planned higher density Nodes and Corridors. This provides for the interior of the District to be planned as stable lower intensity neighbourhoods with some local serving services and facilities. This concept will be discussed further in the following section 4.3, which provides an overview of the City Structure, including Nodes and Corridors.

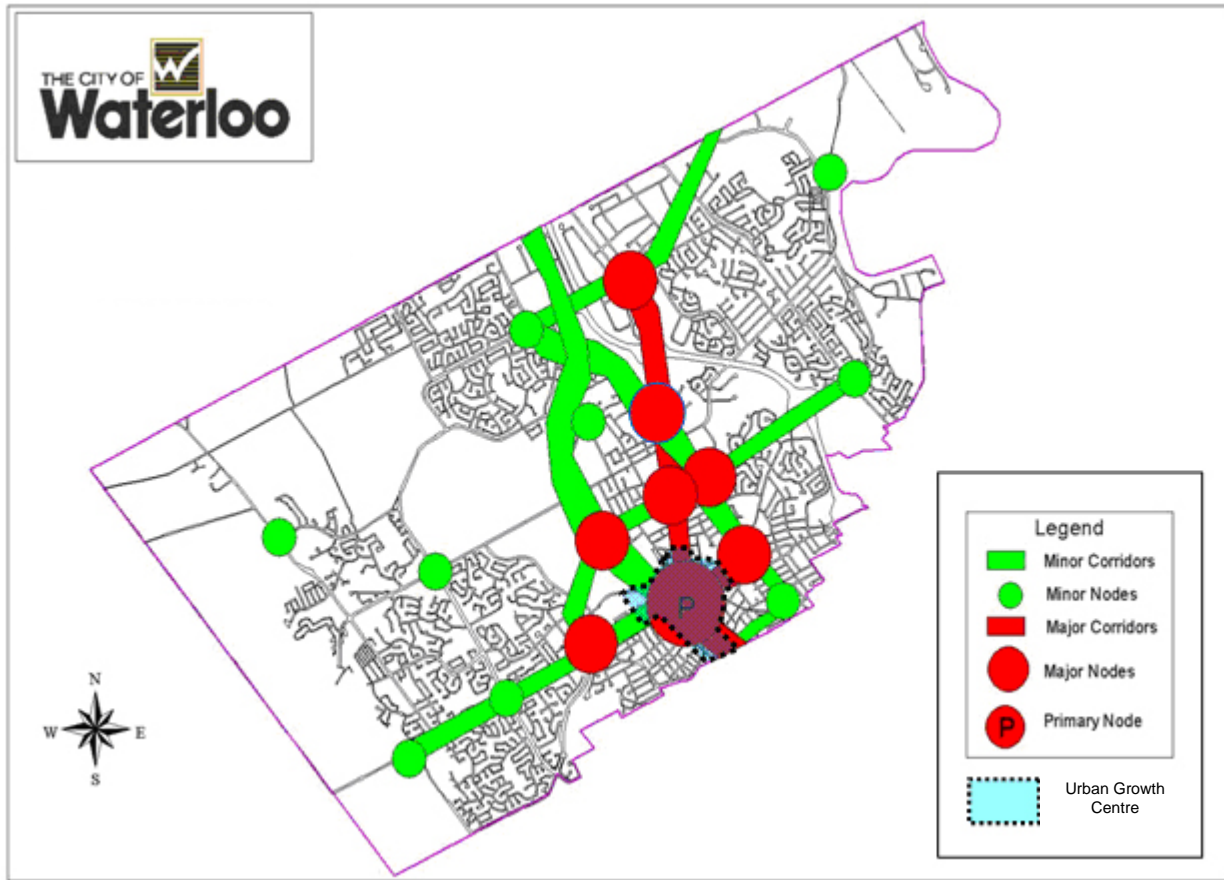
MAP 1 District Plan Boundaries



4.3 Overview of City Structure

The City of Waterloo, like most other mid-sized cities in Canada, has traditionally developed with a dispersed low density urban form. In recognition of the implications of continuing with that form of development (e.g. health, environmental, social impacts), combined with a lack of opportunity for significant additional Greenfield development, the City initiated the Height and Density Policy Study in 2000. The study was implemented through comprehensive amendments to the Official Plan (2003) and Zoning By-law (2005), which put in place a series of Nodes and Corridors to accommodate a significant share of future growth. Areas outside of the Nodes and Corridors are generally low-rise and low density in character and not anticipated to accommodate substantial growth. The City’s current Nodes and Corridors structure as well as the Provincially-defined Uptown Urban Growth Centre are shown on Map 2.

MAP 2 Existing Nodes and Corridors with Uptown Urban Growth Centre



In staff’s opinion, the philosophy behind the Nodes and Corridors model is consistent with and complemented by the Provincial Growth Plan and the draft Regional Official Plan and the Regional Rapid Transit initiative. Some refinement will be needed, however, relative to the Provincially-defined Uptown Urban Growth Centre, Major Transit Station Areas associated with the Regional rapid transit initiative and the finalization of the Regional Official Plan and this City Official Plan. Specific areas where changes to the current structure are proposed include:

- (i) **Urban Growth Centre** – Proposed policies will refine the current Primary Node/Uptown Area to reflect the Provincially-defined boundary and role of the Urban Growth Centre (UGC). Staff notes that the boundary of the Urban Growth Centre, defined by the Provincial Growth Plan, differs from the Uptown/City Commercial Core shown in the current City Official Plan. Specifically, the revised boundaries extend beyond the boundaries of the previous City Commercial Core and are intended to reflect the broader function of the Urban Growth Centre as defined by the Growth Plan. Staff supports the Growth Plan policies as they relate to the Uptown UGC and will refer to and refine the Provincially-defined UGC boundary when showing the boundary of the UGC to be included in the Waterloo Official Plan (*Staff Note: The detailed boundary of the Uptown UGC will be presented in a future Discussion Paper: “Land Use Designations”*).

- (ii) **Location and Delineation of Nodes and Corridors** – The locations of current Designated Nodes and Corridors were determined through the Height and Density Study and implemented through the application of Official Plan land use designations and Zoning By-law provisions. At this time, staff is not recommending any changes to those designations. However, we are of the opinion that the location and extent of Designated Nodes and Corridors may continue to evolve as new information is presented, consultation occurs and issues are resolved in conjunction with Regional Official Plan Review, Rapid Transit initiative and this Official Plan Review (e.g. results of the City’s Commercial Policy Review and Employment Lands Review to be presented in the Economy Discussion Paper).

The detailed locations of existing and any proposed new Nodes and Corridors will be presented in a future Discussion Paper: “Land Use Designations”. Staff notes that as part of that process, we will also be proposing to refine the way that Designated Nodes and Corridors are shown on the Official Plan Schedules. Specifically, we believe that there will be a practical benefit to better delineating the location of the Designated Nodes and Corridors to confirm the location of the existing designations and assist in day to day interpretation of the Plan.

- (iii) **Mix of Uses Within Designated Corridors** – The previous Official Plan policy and zoning framework provided for Designated Corridors to be primarily residential or employment in nature with little opportunity for mixed-use. Through the policies proposed in this Discussion Paper, staff is suggesting that the Corridors remain primarily a single use (generally employment or residential), with some increase in the mix of land uses permitted. Specifically, complementary uses (e.g. service, retail, employment) are envisioned, provided they support the planned function and are ancillary to the primary use. This would have the benefit of providing the opportunity for a limited amount of shopping and service uses in close proximity to residential or employment, thereby increasing convenient access to these uses and potentially reducing vehicle trips.

Reflecting the changes outlined above, the proposed policies included in Appendix “C” describe the following key reurbanization areas within Waterloo’s City Structure:

- **The Uptown Waterloo Urban Growth Centre:** The Uptown Waterloo Urban Growth Centre will be planned to include social and cultural facilities, institutional uses, public open spaces, as well as residential, commercial and employment uses that collectively create a vibrant, human-scaled Uptown Waterloo and provide support for transit and other alternatives to the personal automobile. The Uptown Waterloo Urban Growth Centre is designated as Waterloo’s Primary Node to reflect this potential and importance.
- **Major Nodes:** Major Nodes are important intensification areas, where future high-density residential, commercial and employment opportunities will be planned for, improving the pedestrian environment, the streetscape as well as transit connections for residents and visitors. Major Nodes are envisioned to serve a range of shopping needs for residents within and adjacent to the Node and some serve as major employment centres;
- **Major Corridors:** Major Corridors connect a series of Major Nodes and are envisioned to accommodate high-density uses. They are generally planned as employment or residential areas and the proposed policies contemplate some complementary uses including retail,

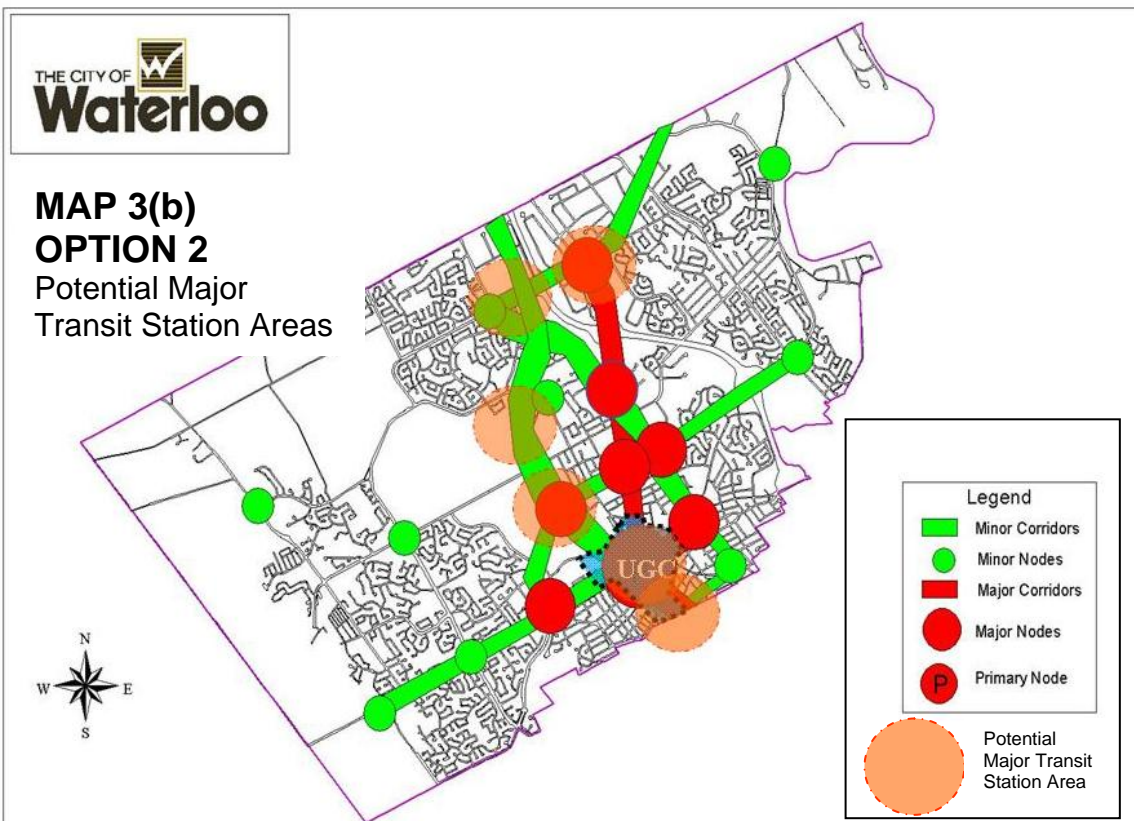
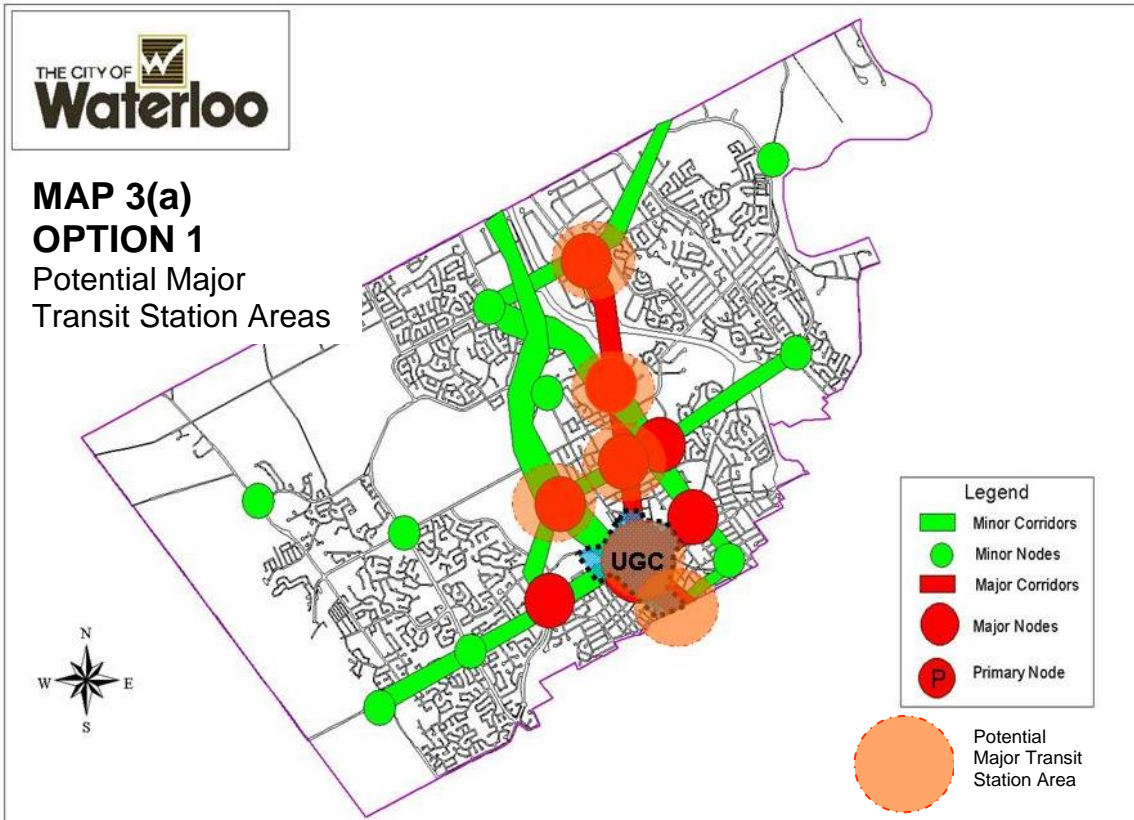
service commercial and office uses within Major Corridors as part of a mixed-use site or area, provided the uses support the planned function and are ancillary to the primary use;

- **Minor Corridors:** Minor Corridors are designed to provide opportunities for medium to high density development over time and connect with the Primary, Major, and/or Minor Nodes. They are generally planned as employment or residential areas and the proposed policies contemplate some complementary uses including retail, service commercial and office uses within Minor Corridors as part of a mixed-use site or area, provided the uses support the planned function and are ancillary to the primary use;
- **Minor Nodes:** Intensification is encouraged in Minor Nodes, but to a lesser intensity than Major Nodes. Given the proximity to adjacent low-rise areas, growth within these Nodes is well-positioned to serve the day to day and weekly shopping needs of the local neighbourhood as well as providing residential and employment opportunities.

In addition to providing policies for the above-noted reurbanization areas, the proposed City policies also provide a planning framework for Major Transit Station Areas (MTSAs). This recognizes that the Region of Waterloo is working toward implementation of rapid transit to be located within a Central Transit Corridor connecting Waterloo, Kitchener and Cambridge. The Central Transit Corridor will be planned to accommodate a significant portion of the City's future intensification and will contain a series of rapid transit stations or "Major Transit Station Areas". Final determination of the rapid transit route and associated Major Transit Station Areas has not yet occurred. Within the City of Waterloo, there could be approximately six Major Transit Station Areas within the Central Transit Corridor, generally along King Street, the Rail Corridor and either Northfield Drive or University Avenue. Additional information regarding the Regional Rapid Transit route/station area options and process are available on the Region's web site at www.region.waterloo.on.ca/transitea.

The proposed City policy framework outlines that Major Transit Station Areas will generally be planned to support existing and planned transit service levels and will accommodate high density, mixed use, transit-supportive development, where appropriate. Not all lands within close proximity to Rapid Transit stations (i.e. 600 metres) will be high density, and the intensity of land will transition to less dense forms approaching stable neighbourhoods. It is the intent of the proposed City policies that only the areas designated for intensification will be part of the Rapid Transit Station Areas while areas designated for lower density uses will remain outside of the designated MTSAs.

Staff supports rapid transit as it is consistent with the City's policies for intensification within Nodes and Corridors. Because the two are well-aligned, most of the potential station areas coincide with intersections already designated as Major Nodes within the City of Waterloo. As such, the City is already well-positioned in terms of providing the desired planning framework for Major Transit Station Areas (Refer to Maps 3(a) and (b) on the following page). However, when the final route and Station Area locations are selected, it may be necessary for the City to refine the permitted land uses and height/density provisions in future Major Transit Station Areas to ensure that they are supportive of Rapid Transit.



4.4 Intensification and Density Targets

A Complete Community is supported by focusing growth to key locations of the City and providing for strengthened connections between growth areas and Waterloo's other Planning Districts and neighbourhoods. To support complete communities as well as plan to meet the intensification and density targets outlined in Provincial and Regional policy documents (i.e. refer to Sections 2.0 and 3.0 of this report), staff is proposing Official Plan policies to address: (i) further intensification within existing designated Nodes and Corridors, with continued emphasis on compact mixed-use development; (ii) further development of the Uptown area as an Urban Growth Centre: and, (iii) planning to meet defined minimum densities in new development (Greenfield) areas, as highlighted below:

- (i) **Intensification Within the Built-up Area:** Consistent with the Growth Plan, proposed City Form policies outline that the City will contribute toward the Regional target that a minimum of 40% of annual residential growth from 2015 to 2031 will be in the form of intensification within the existing built-up area, predominantly in the key reurbanization areas defined in the previous section. In terms of annual growth, it is difficult to speculate on the amount of growth that will occur in Designated Greenfield Areas versus reurbanization within the Built-up area. To ensure that the target is achieved on an annual basis across the Region, it may be necessary to stage the development of Greenfield areas (i.e. to ensure that a minimum of 40% of growth is occurring within the Built-up area). To address this, staff has included policies outlining that the City may use Staging of Development reports and the Capital Budget process to define any necessary staging in Designated Greenfield Areas.
- (ii) **Uptown Waterloo Urban Growth Centre:** Consistent with Provincial and Regional requirements, the Uptown Waterloo Urban Growth Centre must meet a minimum gross density target of 200 persons and jobs combined per hectare by 2031 or earlier. This will be achieved by focusing population and employment growth to the Uptown. Staff estimates that approximately 8% of the total anticipated forecast population and employment growth (from 2001), will be required to locate within the Uptown Waterloo Urban Growth Centre in order to meet this density target by 2031.

Based on current trends related to the redevelopment and investment in Uptown, staff fully anticipates that this target is achievable. To ensure that Uptown continues to be a focal point within the City, proposed policy related to the Uptown Waterloo Urban Growth Centre includes:

- Supporting Uptown as a major employment centre as well as residential, commercial, recreational, cultural, entertainment and public service uses;
- Planning for a Major Transit Station Area within Uptown in order to support population and employment growth;
- Focus on high quality urban design and preserving Uptown's identity through attention to heritage, public realm and context-sensitive development;
- Planning for appropriate parking.

- (iii) **Designated Greenfield Areas:** Waterloo's supply of Designated Greenfield Areas is limited, and as such, these areas are expected to be fully built over the life of this Plan. Consistent with Provincial and Regional requirements, development within these new neighbourhoods will be more compact than traditional post-World War II developments. As discussed above, the Provincial Growth Plan defines minimum density targets of 50 persons and jobs per hectare for development occurring within Designated Greenfield Areas (i.e. measured at the Regional level). The City fully expects to contribute toward the achievement of this target by planning for residential and employment growth in Waterloo that meets a combined density of 50 persons and jobs per hectare (PJ/H). Recognizing trends in Waterloo that have shown high development densities for employment uses, staff anticipates that Waterloo could achieve an overall development density of 50 persons and jobs combined per hectare by achieving the following:
- Designated Greenfield Areas in Waterloo that are predominantly residential can achieve a built-out density of approximately 40 PJ/H
 - Designated Greenfield Areas in Waterloo that are predominantly employment are anticipated to achieve a built-out density of approximately 80 PJ/H.

As noted in the previous section 3.3 of this report, the draft ROP does not incorporate the Provincial Growth Plan target of 50 persons and jobs per hectare, but rather, refines the target to differentiate between planned densities in residential and employment areas as follows:

- Designated Greenfield Areas that are predominantly residential will be planned to achieve a built-out density of approximately 60 PJ/H (measured at the Regional level);
- Designated Greenfield Areas that are predominantly employment will be planned to achieve a built-out density of approximately 40 PJ/H (measured at the Regional level).

When comparing the proposed Regional targets with current trends in Waterloo, it is clear that the two do not coincide. More specifically, if the City of Waterloo was to apply the proposed Regional targets at the local level, this would have implications in terms of population and employment densities as follows:

- A residential target of 60 PJ/H would result in unreasonably high development densities in remaining residential greenfield areas that are not already subject to approved plans such as a Draft Plan of Subdivision. Specifically, staff estimates that to meet the target, "unplanned" residential areas within Designated Greenfield Areas would have to achieve a density of approximately 80 PJ/H, much higher than the average density of recently planned subdivisions (approximately 35 – 40 PJ/H).
- An employment target of 40 PJ/H would not recognize the nature of Waterloo's remaining employment areas which are developing at much higher densities than 40 persons and jobs per hectare (e.g. recent office developments are achieving densities in the range of 80-160 jobs/hectare).

These potential implications have been considered at length by City and Regional staff during discussions relating to the draft Regional Official Plan. Regional staff has indicated support for Area Municipalities to define unique density targets within their local Official Plans, provided they contribute appropriately to achieving the proposed Region-wide targets outlined above. This has resulted in a collaborative, information-sharing

effort between Area Municipal and Regional staff to determine how best to implement the Growth Plan through the application of a Region-wide density target while still recognizing local municipal distinctions in growth patterns and densities. City staff remains positive about this collaborative approach. However, pending its completion, the proposed City policies do not include targets specific to Waterloo and nor do they reflect the 60/40 target for residential and employment growth outlined in the draft ROP. Rather, they support contributing to a Region-wide density target of 50 persons and jobs per hectare as outlined in the Provincial Growth Plan.

4.5 Urban Design

The proposed City Form policies place a strong emphasis on Urban Design. These policies are intended to help ensure that development within the City achieves a high standard of urban design to create a memorable, attractive, and livable city. To achieve this, policies define key urban design elements to be applied generally across the City and more specifically within the Uptown Urban Growth Centre and Designated Nodes and Corridors. Key components of the urban design objectives and policies include:

- Promoting a high standard of urban design: Design expectations are outlined in policy for building design, and will be implemented through an Urban Design Manual;
- Respecting heritage, context and sense of place: Policies direct new development to demonstrate compatibility with the surrounding properties and public spaces;
- Enhancing connectivity and interaction: Urban design policies support intensification provided that it relates to the street and provides supporting amenities;
- Promoting creativity and innovation: Policies are designed to promote innovative and creative design that enhances the quality of life for Waterloo's citizens; and,
- Promoting sustainable design: Buildings and sites that are designed to promote efficient use of resources and energy, reduce heat island effects and reduce reliance on the automobile.

Staff notes that several important urban design tools that have been made available to municipalities through Bill 51. On March 23, 2009 Council approved staff report DS-08-48, a report recommending new Official Plan policies that would enable the City to access these tools in advance of the completion of the Official Plan Review. The urban design policies included in this report reflect the policy changes brought about through the recently-approved Amendment and can continue to be refined and/or enhanced as part of this Official Plan Review.

4.6 Growth and Environmental Considerations

A future Discussion Paper will deal comprehensively with policies related to energy and the environment (Refer to outline in Appendix "B"). However, in advance of that paper, the report includes several policies that speak to ensuring that environmental considerations remain at the forefront in conjunction with growth and development.

5.0 DISCUSSION AREAS

The purpose of this report is to facilitate discussion and seek feedback with regard to all Objective and Policy areas as outlined in Appendix “C” of this report. The purpose of this section is not to limit the areas of discussion, but rather, to highlight key areas where discussion and policy development is on-going and/or where specific input is being sought from the community.

Discussion Area 1: Complete Communities (Relates to previous Section 4.2 of this report)

Staff’s proposed approach to planning for complete communities differs to some extent from the Regional approach as defined in the draft ROP. Philosophically, both approaches promote the concept of providing opportunities for people at all stages of life to live, work, shop, learn and play within close proximity. Proposed City policies support the complete community concept at the City-wide level and the policy framework further supports providing for day-to day needs at the District Plan level (Refer to District Plan boundaries on previous Map 1, page 9).

The draft Regional Plan, however, includes policies that speak to the applying the complete communities concept at the scale of Designated Greenfield Areas (i.e. DGAs will be planned as complete communities). The intent behind this approach is somewhat unclear as Designated Greenfield Areas do not have a defined size or planned function; rather, they are simply the areas between the existing built-up area and the municipal boundary and may range in size from an individual block or property to larger areas that may be the size of several neighbourhoods or larger. As such, Designated Greenfield Areas may be of insufficient size to support a full range of residential, commercial, employment and recreation uses that are components of a complete community.

City staff supports policies that speak to Designated Greenfield Areas contributing to or “supporting” complete communities. This issue has also been addressed in the City’s formal comments to the Regional relating to the draft ROP (City staff report DS-09-14). Through on-going discussion with Regional staff, City staff will continue to seek clarity with regard to the intention of the draft ROP policies.

Discussion Area 2: Reurbanization Areas Within the Existing Built-up Area (Related to previous Section 4.3 of this Report)

The Height and Density Policy Study was completed for the City of Waterloo in 2003, and ultimately resulted in Amendments to the Official Plan and Zoning By-law to adopt a series of Nodes and Corridors as the City’s key reurbanization areas. Consistent with that framework, proposed policies for the new Official Plan place continued emphasis on intensification within reurbanization areas including designated Nodes and Corridors, the Uptown Waterloo *Urban Growth Centre* and Major Transit Station Areas.

Staff is of the opinion that the existing Nodes and Corridors framework is appropriate and at this time, no new Nodes or Corridors are proposed within the existing Built-up Area. However, staff is of the opinion that the location and extent of Designated Nodes and Corridors can continue to

evolve as new information is presented and issues are resolved in conjunction with this Official Plan Review (e.g. results of the City’s Commercial Policy Review and Employment Lands Review to be presented in the Economy Discussion Paper) as well as the finalization of the Regional Official Plan and Rapid Transit initiative. These processes may define areas that should change in terms of the land use planning framework to address future commercial needs, employment needs or to address conformity with the Regional Official Plan.

**Discussion Area 3: Application of Density Targets within Designated Greenfield Areas
(Relates to previous section 4.4 of this report)**

The policies for Designated Greenfield Areas currently proposed for the City Official Plan support contributing toward a Region-wide density target of 50 persons and jobs per hectare as outlined in the Provincial Growth Plan rather than the 60/40 target for residential and employment growth currently outlined in the draft Regional Official Plan. This issue has also been addressed in the City’s formal comments to the Regional relating to the draft ROP (City staff report DS-09-14). Discussions are on-going between Regional and Area Municipal staff to determine how best to achieve the Provincial Growth Plan target at the Regional level while recognizing local municipal distinctions in growth patterns and densities.

6.0 NEXT STEPS

Following completion of the consultation for this and the remaining discussion papers, staff will present the outcome of the consultation and a set of revised policies to Council for consideration. These policies and mapping, in conjunction with the Principles and Objectives previously approved by Council, will form the new Official Plan, which is targeted for completion by the end of 2009.

As the Official Plan Review process continues, staff from Development Services will continue to liaise with Regional staff and appropriate City staff to ensure consistency between the Official Plan and other documents including the Regional Official Plan, Council’s Strategic Plan 2007-2010 and the Transportation Master Plan, Recreation and Leisure Services Master Plan and Economic Development Strategy.

7.0 FINANCIAL IMPLICATIONS

Funds have been allocated in the Capital Budget to undertake the Official Plan Review and the project is on budget.

| | |
|----------------------------------|--|
| Project Number | 060007 |
| Project Description | Official Plan Review |
| Funding Source | Capital Reserve Fund and Development Charges Reserve |
| Expenditure Request | N/A |
| Projected Account Balance | \$ 104,930 |

No operational impacts will result due to Council receiving or approving new Official Plan policies. There may, however, be financial or staffing implications associated with the implementation of such policies (e.g. staff resources required for the preparation of Secondary Plans associated with Major Transit Station Areas). These potential implications can be better defined and presented to Council in subsequent stages of this process. In addition, there will continue to be costs related to servicing growth, including intensification, and these will be identified and budgeted for over time.

8.0 LEGAL CONSIDERATIONS

The City Solicitor has reviewed the report.

9.0 STRATEGIC PLAN

The City of Waterloo Strategic Plan includes a Strategic Imperative that speaks to building a sustainable City by completing and adopting a revised City of Waterloo Official Plan. The draft City Form policy framework outlined in this report can ultimately support the City's Strategic Plan as follows:

- “Our Living Environment” – Policy focus on ensuring a more compact, mixed-use and sustainable city form;
- “Healthy and Safe Community” – Policy focus on accessibility and safety;
- “Partnerships and Collaboration” - Proposed process is an example of a public engagement process, where community input has and will be sought and considered at all key stages.

10.0 POLICY IMPACTS

Appendix “C” of this report presents proposed new Official Plan policies relating to City Form. The Official Plan is one of the City’s key guiding policy documents. Approved under the authority of the Ontario Planning Act, the City Official Plan is a long-term, legally binding document that outlines the City’s goals, objectives and policies with regard to directing physical land use changes and the effects on the social, economic and natural environment of the municipality. All public work and by-laws must conform to the City Official Plan.

11.0 RECOMMENDATIONS

1. That Council receive this report DS-09-08 as information.
2. That staff prepare the remaining Official Plan Discussion Papers as outlined in this report and that they be presented to Council as information throughout early to mid-2009.
3. That this report, in conjunction with the remaining Official Plan Discussion Papers, be circulated for information and to facilitate consultation with interested individuals, groups and agencies.

Submitted by:

Signature

Name: Janice Mitchell, BES, MCIP

Position: Policy Planner

Name: Adam Lauder, BES.

Position: Policy Planner

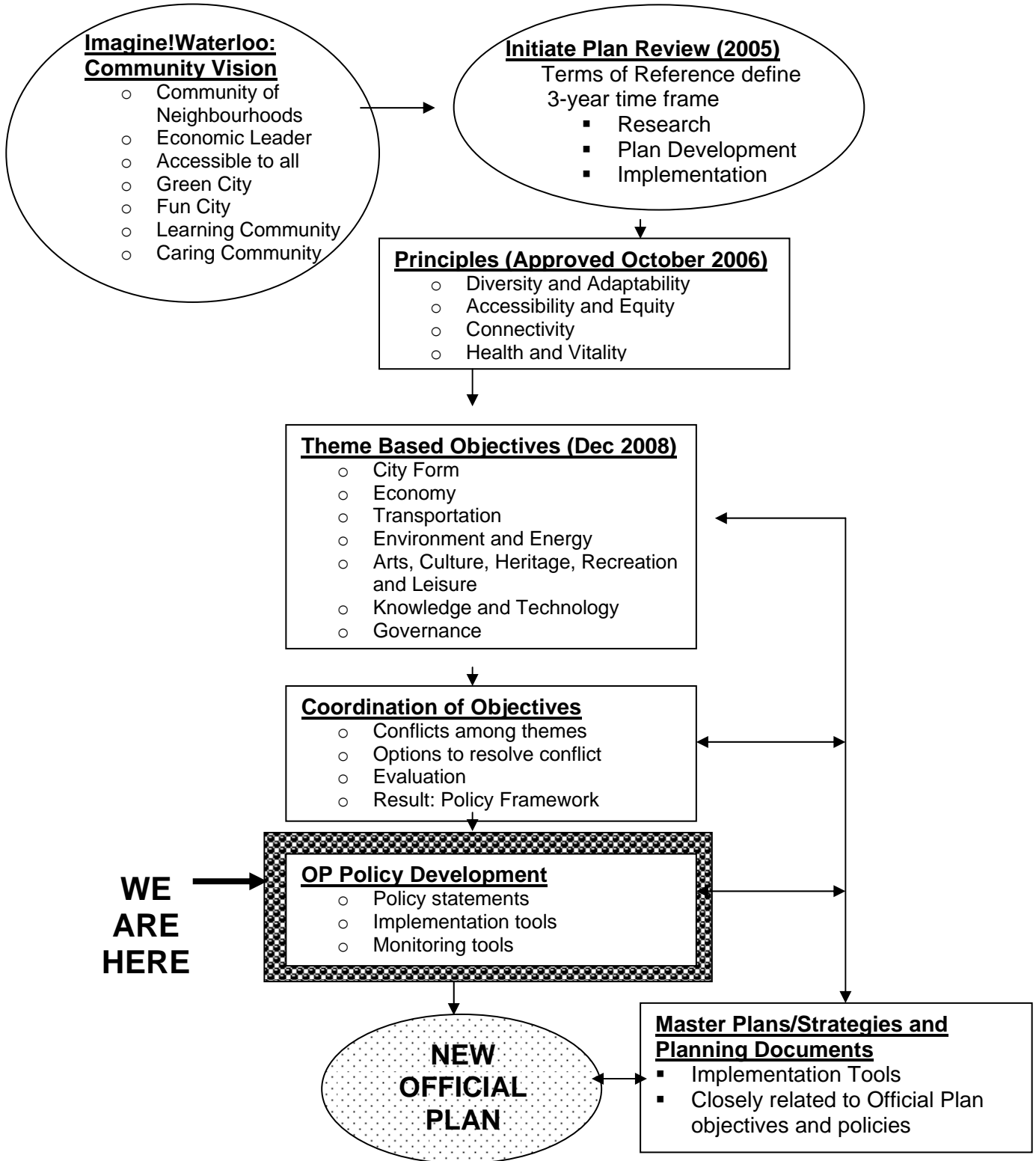
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Position: Policy Planner

Appendix "A"
Official Plan Review: Process Summary



**APPENDIX “B”
OVERVIEW OF DISCUSSION PAPERS**

- (a) City Form;**
- Growth
 - City Structure
 - Complete Communities/
Neighbourhoods
 - Intensification and Density Targets
 - Urban Design
 - Growth and Environmental Considerations
- THE SUBJECT
OF THIS
REPORT**

(b) Networks

The draft policies outlined in the “Networks” Discussion Paper will seek to identify a series of interrelated networks that support a high quality of life within the City of Waterloo. These networks are the infrastructure, transportation and parks system networks and the policies will build on and support the Objectives supported by Council in DS-07-58.

Infrastructure policies will focus on issues relating to various networks, such as water supply, sanitary sewers, storm drainage, utilities, etc. Key areas of focus include (a) planning for the supply and maintenance of new and existing physical infrastructure needed to support the community, (b) making efficient use of new and existing infrastructure, (c) encouraging infrastructure that is well designed and aesthetically pleasing, (d) encouraging alternative energy sources, where appropriate, and (e) supporting the Regional Municipality of Waterloo in conservation and recycling efforts.

Transportation policies will cover various networks such as pedestrian and bicycle travel, transit travel, the road network, and parking. Key areas of focus include (a) planning for land uses that are supported by a comprehensive, well-connected transportation system that offers choice, (b) planning for a pedestrian and bicycle network that is safe, convenient and accessible to individuals with varying degrees of mobility, (c) planning for a transportation system that is designed to support intensification in designated nodes and corridors, and (d) efficient goods movement.

The Parks System policies will assist the City plan for and provide opportunities for social interaction, healthy lifestyles, improve the environment as well as enable residents to travel safely and conveniently throughout the community. Key areas of focus include (a) planning/designing a wide range of parks intended for, and accessible to, a wide range of users, (b) with respect to environmental open spaces, protecting natural areas in order to preserve their intended environmental function, and (c) planning for a well-designed, comprehensive, safe and accessible trail system that is connected throughout the City and to adjacent municipalities.

(c) Environment and Energy

The draft policies outlined in this “Environment and Energy” Discussion Paper will address the protection of environmental features and functions, as well as managing impacts related to water, air, energy, terrestrial, noise and contaminated sites.

Building on the Council-supported Objectives set out in DS-07-58, key areas of focus in this Discussion Paper will include: (a) protecting significant natural features, including aquatic and terrestrial features and their associated buffers, (b) encouraging pollution reduction from point sources, (c) mitigating pollution through the use of open space and vegetative buffers, (d) encouraging energy conservation in municipal operations and within the community, (e) supporting appropriate alternative energy sources, (f) regulating noise, vibration and light impacts where required, and (f) encouraging remediation and re-use of contaminated land. Further, this Discussion Paper will introduce changes to environment and energy policy based on recent Provincial and Regional initiatives.

(d) Economy

Building on the Council-supported Objectives set out in DS-07-58, the draft policies outlined in the “Economy” Discussion Paper will: (a) set the framework for Waterloo’s continuing transition to a diversified knowledge based economy, (b) provide a range of well distributed commercial opportunities to meet the needs of consumers and seek to reduce automobile-oriented trips, (c) enhance tourism policies, and (d) potentially introduce development incentives for specific types of developments.

(e) Knowledge and Technology

The “Knowledge and Technology” Discussion Paper will outline a series of draft policies that encourage a continued focus on moving toward a knowledge based economy, providing access to information and facilitating the exchange of information and ideas throughout the economy as well as between private enterprise, government and other stakeholders.

Building on the Council-supported Objectives set out in DS-07-58, key areas of focus in this Discussion Paper will be: (a) policies that support and encourage collaboration with public and private sector groups and individuals to exchange information and leverage resources for mutual benefit, (b) accommodating future enrollment growth/expansion by planning for housing, activities, and opportunities for faculty, staff and students, (c) encouraging hubs/clusters to foster information/idea/experience sharing, and (d) planning for community services (such as public libraries) to foster knowledge, innovation and ideas.

(f) Arts, Culture, Heritage, Recreation and Leisure

This Discussion Paper will outline a series of draft policies that place a greater emphasis on arts, culture, heritage, recreation and leisure than in the past.

Building on the Council-supported Objectives set out in DS-07-58, key areas of focus in this Discussion Paper will include: (a) planning for a diversity of arts, culture, heritage, recreation and leisure opportunities (b) planning for the efficient use of existing facilities, (c) conservation of significant built, natural and cultural heritage (d) encouraging a concentration of major arts and cultural facilities and/or events and activities in the Uptown, (e) promoting public art throughout the City, (f) continued support for a connected parks and trail system throughout Waterloo, and (g) continued support for the lifelong learning, and (h) promoting volunteerism and volunteer based initiatives.

(g) Land Use Designations (and accompanying mapping)

The “Land Use Designations” Discussion Paper will introduce the necessary changes to land use designations (both text and mapping) to reflect policy set out in the first six Discussion Papers.

(h) Implementation of the Plan:

Building on the Council-supported Objectives set out in DS-07-58, this Discussion Paper will cover topics that include governance, public participation, the Official Plan Amendment processes, and interpretation of the Plan.

APPENDIX “C”
Draft Official Plan Policy: City Form

The attached draft policies are presented for the purpose of public consultation. It is fully anticipated that they will be revised as a result of public review and consultation prior to a final version being presented to Council in the form of a draft Official Plan.

Staff Notes:

1. Terms shown in *italics* are defined in a Glossary of Official Plan Terminology included at the end of Appendix “C”
2. Notations shown in text boxes in the left hand margin indicate whether the policy is a newly created or whether it is a policy that is carried over or revised from the current Official Plan.
3. Schedules to accompany the proposed policies will be presented in a future Discussion Paper “Land Use Designation”. In the interim, where appropriate, reference is made to “Schedule (X)”.

Appendix “C”

CITY FORM

1. OVERVIEW

The City of Waterloo will be planned to accommodate a population of 147,500 people and employment of 85,100 jobs by the year 2029. Some of this growth will occur outside of the existing built-up area in *Designated Greenfield Areas*. However, because Waterloo’s supply of *Designated Greenfield Areas* is limited, they are expected to be fully built over the life of this Plan. In keeping with the intent of both Provincial and Regional policy, newly developing areas will be planned to accommodate greater densities than previous suburban Waterloo development, with a view to making them more pedestrian and transit friendly, supportive of healthy lifestyles and efficient with regard to use of *infrastructure*. Further, as urban development reaches the municipal boundary, growth will be increasingly accommodated through *intensification* within the existing built-up area in key *reurbanization areas* including: designated Nodes and Corridors; the Uptown Waterloo *Urban Growth Centre*, and *Major Transit Station Areas*. To support this direction, the policies of this Plan: (i) Incorporate density and *intensification* targets that will regulate densities to be achieved in the Uptown *Urban Growth Centre* as well as *Designated Greenfield Areas*; and, (ii) Define a minimum amount of residential *intensification* that will be directed to the existing built-up area (measured at the Regional level).

The City of Waterloo will be planned to provide access to a broad range of opportunities for residents to live, work, learn, shop and play in close proximity, thereby contributing to a *Complete Community*. Planning policy at the overall community level focuses on providing for a full range of housing choices, as well as commercial, employment, recreational, social, cultural, and educational opportunities which all serve to meet residents’ needs throughout their lifetime. Building on this, this Official Plan envisions that future development will support providing for day to day needs at the Planning District level, recognizing that there will be distinctions in the planned uses, depending on the primary function of the District (e.g. employment, residential). Generally, the greatest opportunities for a mix of uses is planned to occur at the edge of Districts through context-sensitive intensification within higher intensity Nodes and Corridors. Policies of this Plan envision that access to transit at the Planning District and neighbourhood level will be crucial in terms of providing access to some land uses (e.g. employment) that contribute to a *Complete Community* at the City level.

Waterloo is transforming from a low-rise suburban community to a more compact form, particularly within its planned Nodes and Corridors, Major Transit Station Areas and Uptown Urban Growth Centre. To support this intensification, the objectives and policies of this Section place emphasis on achieving a high standard of urban design for public and private development throughout the City by using a range of implementation tools, including Urban Design Guidelines. It is anticipated that the interpretation and implementation of the policies within this chapter will lead to a series of well-designed, vibrant, accessible and well-connected neighbourhoods that contribute to Waterloo as a complete community.

2. OBJECTIVES

Revised from Council-approved Objectives in DS-07-58 (Dec., 2008).

Refer to Appendix "D" for an outline of revisions to Objectives set out in DS-07-58.

- 2.1 Develop an urban form that:
- 1) Provides for an appropriate mix of land uses in close proximity to one another, increasing the opportunity for people to live close to where they work, shop, learn and play;
 - 2) Provides for compact urban development to facilitate reduced reliance on the automobile while supporting opportunities for other forms of movement;
 - 3) Accommodates all people at all stages of life;
 - 4) Promotes high quality architecture and landscape;
 - 5) provides for a community of unique neighbourhoods that offer a range of safe, comfortable, lively and accessible spaces for people to interact;
 - 6) Supports efforts to manage the impact of our community on the natural environment;
 - 7) Retains significant elements of the City's natural, built and cultural heritage;
 - 8) Respects historical patterns, precedents, and boundaries;
 - 9) Provides for a high level of connectivity, facilitating the safe and efficient movement of people and goods between destinations within and around the community;
 - 10) Fosters a sense of community and belonging; and,
 - 11) Reflects that accessibility considerations are part of all City decisions respecting planning, growth, *development* and operations.
- 2.2 Plan for growth that:
- 1) Maintains a balance of employment and population growth;
 - 2) Accommodates future growth within the existing City boundary through *intensification* primarily within designated Nodes and Corridors, Uptown *Urban Growth Centre*, Major Transit Station Areas and through the development of appropriate vacant lands, including *Designated Greenfield Areas*;
 - 3) Supports sustainable development, where decisions on growth strike a balance between the needs of today's population with the needs of future generations; and,
 - 4) Is appropriately funded.
- 2.3 Ensure that environmental considerations are part of all City decisions respecting planning, growth, development and operations.
- 2.4 Plan for development that supports the *complete community* concept at the City level and provides for the day to day needs of residents and employees at the Planning District level.
- 2.5 The primary design vision for the City is established through the urban design objectives which are supported through the City's design policies and Council-approved design guidelines. The primary urban design objectives for the City are:
- 1) To promote a high standard of urban design that results in an attractive, human-scale city.

- 2) To respect site context and enhance *sense of place* that results in compatible *development* and fosters a sense of identity and place.
- 3) To promote connectivity and interaction that provides universal access for all citizens and emphasizes pedestrian accessibility, safety and comfort across the city.
- 4) To promote creativity and innovation that results in interesting streetscapes, amenity spaces and landmarks in the city.
- 5) To promote *sustainable design* that results in more efficient use of resources and energy, reduces heat island effects and reduce the reliance on the automobile.

2.6 Uptown Urban Growth Centre

- 1) Confirm the Uptown *Urban Growth Centre* as a major focus of economic, social, cultural, residential and administrative activities.
- 2) Confirm Uptown as a community destination as well as a great place to live, work and play through the development of a broad range of land uses.
- 3) Plan for residential uses with a range of types, densities and costs within and in close proximity to Uptown.
- 4) Achieve built form and spaces that foster interaction and human scale of development.
- 5) Protect, preserve and build upon the heritage base and architectural integrity of buildings within the Uptown Area.
- 6) Plan for transit supportive land uses while maintaining pedestrian-friendly scale in built form.
- 7) Ensure that movement within, to, and around Uptown accommodates all forms of movement and users of varying degrees of mobility.
- 8) Plan for appropriate, well-designed parking opportunities, balancing the desire for convenience with the desire to reduce reliance on the automobile.

Revised from Council-approved Objectives in DS-07-58 (Dec., 2008).

Refer to Appendix "D" for an outline of revisions to Objectives set out in DS-07-58.

2.7 Plan for neighbourhoods that:

- 1) Provide a safe and healthy living environment that promotes healthy lifestyles;
- 2) Have a range of housing types, sizes, costs and tenure;
- 3) Facilitate interaction and social connections between residents and foster a sense of community and belonging;
- 4) Facilitate movement within and between neighbourhoods that is safe, convenient and accessible to all by various means of travel;
- 5) Are planned and designed to provide for direct and convenient access to transit and to destinations such as commercial, institutional, recreational, cultural and employment uses;
- 6) Are planned and managed to place a priority on safe and convenient pedestrian movement and other alternatives to automobile dependency;
- 7) Provide the opportunity for residents to progress through life stages;
- 8) Are planned to promote energy efficiency; and
- 9) Are planned and designed to complement the existing or planned neighbourhood character.

3. POPULATION AND EMPLOYMENT GROWTH

New Policy

3.1 The City of Waterloo shall plan to accommodate a population of 147,500 people, including students, and employment of 85,100 jobs by the year 2029, as outlined in the Regional Official Plan. The City will continue to cooperate with the Regional Municipality of Waterloo to generate population and employment estimates in the future based on changing trends and the City’s unique growth characteristics.

Revised Policy 2.1.2

3.2 It is anticipated that there will be approximately 30,000 off-campus post-secondary students living within the City of Waterloo by 2029. The estimated number of off-campus students will continue to be monitored and evaluated to ensure that this population is accounted for in planning processes.

Revised Policy 2.1.4

3.3 The population and employment growth of the City will be monitored on a yearly basis. However, growth will be accommodated subject to the City’s financial and physical ability to provide appropriate levels of service.

New Policy

3.4 Longer term forecasts beyond the 2029 planning horizon may be used for *infrastructure* planning studies undertaken by or for the City, provided they are consistent with the methodology associated with the population forecast outlined in Section 3.1.

New Policy

3.5 Consistent with the Regional Official Plan, future expansions to the City of Waterloo Municipal boundary are not contemplated within the life of this Plan.

New Section

4. RESIDENTIAL INTENSIFICATION

4.1 This Official Plan anticipates that *intensification* will become a greater proportion of overall growth as the land supply within *Designated Greenfield Areas* diminishes.

4.2 The Built-up Area, as illustrated in the Regional Official Plan, identifies all lands within the *built boundary* of the City of Waterloo as of June 16, 2006. Consistent with the Provincial Growth Plan, Regional Official Plan policy includes a target that a minimum of 40 per cent of all new residential *development* occurring annually within the Region as a whole is to be constructed within the Built-up Area. To contribute toward the achievement of the Region-wide *intensification* target, the City of Waterloo will:

4.2.1 Plan for *intensification* opportunities within the City’s key *reurbanization areas*, including Designated Nodes and Corridors, the Uptown Waterloo *Urban Growth Centre* and *Major Transit Station Areas*.

4.2.2 Monitor development within the Built-up Area and *Designated Greenfield Areas* and, if necessary, stage the development of *Designated Greenfield*

Areas to ensure that development within the Built-up Area appropriately supports the achievement of the Region-wide *intensification* target.

New
Section

5. DESIGNATED GREENFIELD AREAS

- 5.1 Consistent with the “*Complete Communities*” policies included as Section 9 of this Plan, *Designated Greenfield Areas* will be planned in a manner that integrates with existing communities and supports the City of Waterloo as a *complete community*.
- 5.2 The City of Waterloo will plan for development on *Designated Greenfield Areas* that contributes toward the achievement of a Region-wide density target of not less than 50 persons and jobs combined per hectare. In accordance with the Regional Official Plan, this density will be measured over the entire *Designated Greenfield Area* of the Region and shall include both employment-serving and residential-serving areas.
- 5.3 The City of Waterloo will ensure the orderly development of *Designated Greenfield Areas* through conditions and agreements applied or obtained through the development review process and through any Staging of Development reports and Capital Budgets.

6. DESIGNATED NODES AND CORRIDORS

Revised
Policy
2.2.13

- 6.1 The City of Waterloo Official Plan identifies Designated Nodes and Corridors as areas where *intensification* will be encouraged over the life of this Plan. Designated Nodes and Corridors are shown on Schedule (X). Planned heights and densities of Designated Nodes and Corridors are shown on Schedule X-1). *(Staff Note: Schedules will be presented as part of future Discussion Paper “Land Use Designations”).*

Existing
2.2.10

- 6.2 *Intensification* within Nodes and Corridors will be encouraged by the application of High Density, Medium-High Density and Medium Density designations.

- 6.2.1 High Density, Medium-High Density and Medium Density residential development will be encouraged to locate in Designated Nodes and Corridors and therefore in proximity to major roads, employment, commercial facilities, major *community infrastructure*, and public transit routes, thereby increasing access to such facilities by a greater number of persons and minimizing unnecessary traffic in lower density residential areas.

Modified
2.2.13.5

- 6.2.2 Construction of new low density uses will be discouraged within Designated Nodes and Corridors.

Existing
2.2.13.6

- 6.2.3 *Intensification* of low density housing to apartment buildings will be encouraged in Designated Nodes and Corridors.

Revised
2.2.13.7

6.2.4 Lot consolidation shall be encouraged to provide properties of sufficient size to enable medium, medium-high and high density developments. The Zoning By-law may identify minimum lot sizes in Designated Nodes and Corridors to ensure an appropriate scale of development is achieved.

Revised
2.2.3

6.3 *Mixed-use* development will be encouraged within the Designated Nodes and Corridors, where appropriate, to facilitate the provision of a wide range of residential uses within close proximity to employment, commercial, institutional, social, cultural and recreational opportunities, provided the land use designation and zoning support such *mixed-use*. A range of residential developments shall be planned for to provide accommodation for a broad income and social mix.

Existing
2.2.13.1

6.4 For the purposes of this Plan, Nodes are places where employment, housing, and services are concentrated, generally in *mixed-use* settings with different levels of activity and intensity. Nodes provide opportunities for residents to live close to employment and services and are focal points for pedestrian and transit routes. Each Node may be different in terms of its character, its potential to grow, and its scale.

6.4.1 The Uptown Waterloo *Urban Growth Centre* is the Primary Node within the City. The vision for this area is for a wide range of commercial, employment, social, cultural, entertainment, recreational, institutional, as well as residential uses. Additional policies related to the Uptown *Urban Growth Centre* are included in Section 7 of this Plan.

6.4.2 Major Nodes are planned as high density *mixed-use* centres that accommodate a range of uses which may include residential, commercial, employment, social, cultural, recreational and institutional uses. Commercial uses that provide for the day to day and weekly shopping needs of surrounding neighbourhoods will be encouraged and, where appropriate, Major Nodes shall be planned to accommodate food stores.

6.4.3 Minor Nodes are planned as medium to medium-high density *mixed-use* centres that accommodate a range of uses which may include residential, commercial and employment, social, cultural, recreational and institutional uses. Minor Nodes are intended to function as neighbourhood commercial centres that provide for the day to day and weekly shopping needs of surrounding neighbourhoods and, where appropriate, shall be planned to accommodate small to medium-sized food stores. Where lands within a Minor Node are adjacent to Low Density Residential areas, height and/or density will be limited as defined by this Plan and the Zoning By-law.

New
Policy

Revised
2.2.13.2

6.5 For the purposes of this Plan, Corridors are major streets or transit routes that generally link Nodes and concentrate high, medium-high and medium density uses along high frequency transit routes. Land uses within Corridors are primarily residential or employment, but may include a limited amount of complementary

commercial uses as part of a mixed-use site or areas, provided such uses are *ancillary* to and do not impact the planned function of the primary designated use.

New

6.5.1 Major Corridors generally connect a series of Major Nodes with the Primary Node and have the greatest capacity to accommodate high-order transit. As such, they will generally be planned to accommodate high-density uses to provide for sufficient future population growth to support planned transit service levels.

New

6.5.2 Minor Corridors generally connect a series of Major Nodes, Minor Nodes and the Primary Node. Minor Corridors will generally be planned to accommodate medium to medium-high density uses. Where lands within a Minor Corridor are adjacent to lands designated for Low Density Residential uses, height and/or density will be limited as defined by this Plan and the Zoning by-law.

New

6.6 The City, in consultation with the Municipal Heritage Committee, encourages adaptive reuse of historically significant built resources, as well as conservation of historically significant *built heritage resources* and *cultural heritage resources* within designated Nodes and Corridors.

New

6.7 *Development* within designated Nodes and Corridors shall be subject to the Urban Design policies included in Section 11 of this Plan.

New

6.8 The City will plan for appropriate, well designed public parking opportunities in the designated Nodes and Corridors, balancing the desire for convenience with the desire to implement *Transportation Demand Management*, support transit, and reduce reliance on the automobile. (The policies of this section should be read in conjunction with the policies included in Section X (Networks - Parking) of this Plan). (*Staff Note: Policies related to parking will be presented as part of a future Discussion Paper "Networks"*).

6.8.1 Surface parking shall be minimized in favour of more intensive forms of parking. In conjunction with new development, surface parking is anticipated and shall be provided for visitor and drop-off uses. Street screening and screening from adjacent lands shall be undertaken for newly created surface parking.

6.8.2 Underground and structured parking is encouraged within designated Nodes and Corridors.

6.8.3 Parking requirements will be defined by the Zoning By-law and may include provisions for:

6.8.3.1 Minimum and maximum amount of parking to be provided, including maximum limits on surface parking;

6.8.3.2 Reduced parking standards may be permitted where sharing of parking facilities or areas is feasible, transit service is readily available and/or there is a demonstrated community benefit that supports a parking reduction. This policy should be read in conjunction with the policies included in Section X (Economy – Incentives) and Section X (Networks - Parking) of this Plan; (*Staff Note: Policies related to incentives and parking will be presented as part of two future Discussion Papers: (i) “Economy “ and (ii) “Networks”*).

Revised
2.2.13.7

6.9 Expansions to existing designated Nodes or the designation of new Nodes will occur by amendment to this Plan where Council is satisfied that there is a demonstrated need for additional medium, medium-high or high density uses to accommodate the City’s growth needs, subject to the following criteria:

- 6.9.1 Whether the area is a destination point, or is planned to be a destination point, with a concentration of employment and commercial uses;
- 6.9.2 There is potential for context-sensitive *intensification* due to the location, size, and configuration of the properties;
- 6.9.3 The scale of the present use would allow for greater density;
- 6.9.4 The area serves, or is planned to serve, as a local service centre for the day to day needs of people living in nearby residential areas; and,
- 6.9.5 The area is, or is planned to be, an intersection of multiple transit routes.

Revised
2.2.13.8

6.10 Expansions to existing Corridors or the creation of new Corridors will occur by amendment to this Plan where Council is satisfied that there is a demonstrated need for additional medium, medium-high or high density uses to accommodate the City’s growth needs, subject to the following criteria:

- 6.10.1 The corridor is planned to be a major traffic and transit route;
- 6.10.2 The corridor directly links Nodes or other major destination points;
- 6.10.3 There is potential for context-sensitive *intensification* due to the ability for lot consolidation, properties front onto the corridor rather than back onto the corridor, and/or lots are deep enough to permit greater density;
- 6.10.4 The existing land use is primarily high and medium density development and/or existing low density residential development is mainly rental housing.

7. UPTOWN WATERLOO URBAN GROWTH CENTRE

New
Section

7.1 Uptown Waterloo has been designated an *Urban Growth Centre* and as such shall be the Primary Node for urban development. It is intended to:

- 7.1.1 Serve as a focal point for investment in institutional and region-wide public services, as well as residential, commercial, recreational, cultural and entertainment uses;
- 7.1.2 Accommodate and support major transit *infrastructure*;
- 7.1.3 Serve as a higher density major employment centre that will attract significant employment uses; and
- 7.1.4 Accommodate a significant share of the City’s future population and employment growth in a compact urban form that features high-quality design, and is pedestrian and cyclist friendly.

7.2 The Uptown *Urban Growth Centre* is shown on Schedule "X" Land Use Plan to this Official Plan (*Staff Note: Schedules to the Official Plan are to be presented in a future Discussion Paper: "Land Use Designations"*). Planned land uses within the Urban Growth Centre shall include:

- 7.2.1 A City Commercial Core and other commercial land uses and services as defined in the Commercial land use policies of this Plan (*Staff Note: City Commercial Core policies to be presented in a future Discussion Paper "Land Use Designations"*);
- 7.2.2 A broad range of medium to high density housing and employment opportunities to be provided through context-sensitive infill and *intensification* within and in close proximity to the Commercial Core. Residential and employment uses will provide support for the Commercial Core and may include:
 - (i) Mixed commercial/retail/office and residential development;
 - (ii) The conversion of upper stories of existing buildings for residential use; and,
 - (iii) The location of housing in close proximity to residential amenities, parks and open space.
- 7.2.3 A range of employment, institutional, administrative, social, cultural, recreational and entertainment uses to reinforce Uptown as a vibrant and active community destination.

New
Policy

7.3 The Uptown Waterloo *Urban Growth Centre* will be planned to meet a minimum gross density target of 200 persons and jobs per combined hectare by 2031 or earlier. It is expected that *intensification* of properties will support the Uptown Waterloo *Urban Growth Centre* density target over time.

- 7.3.1 A range of development heights and densities are planned for within the Uptown Waterloo *Urban Growth Centre*, as shown on Schedule X “Planned Height and Density Limits” of this Plan. It is the intent of this Plan that development is compatible with, and appropriate within the context of, the surrounding neighbourhood (Staff Note: Official Plan Schedules will be presented as part of a future Discussion Paper: “Land Use Designations”).
- 7.3.2 *Complete development applications* proposing densities lower than 200 persons and jobs per hectare must provide an appropriate and accepted rationale through a Planning Justification Report.

New Policy

7.4 The Uptown *Urban Growth Centre* will be planned to achieve balance between meeting density targets through *intensification* and the need to retain Uptown’s sense of community and identity. Development applications within the Uptown Waterloo *Urban Growth Centre* shall demonstrate compatibility and integration with surrounding land uses and contribute to an animated streetscape through the utilization of appropriate height, mixing of uses, massing, architectural design, character, setbacks, siting and landscaping, parking, public spaces and conservation of *built heritage resources* and *cultural heritage resources*.

Revised 3.2.2.8

7.4.1 *Development* within the Uptown *Urban Growth Centre* will be subject to the Urban Design policies included in Section 11 of this Plan. It shall be the policy of this Plan to encourage, reinforce and improve the architectural integrity of buildings within the Uptown area, particularly those fronting onto King Street through such means as architectural or design guidelines.

New Policy

7.4.2 *Development* within the Uptown *Urban Growth Centre* will be subject to the Heritage policies included in Section (X) of this *Plan* (Staff Note: *Policies to be presented as part of the future Discussion Paper “Arts, Culture Heritage Recreation and Leisure”*). In consultation with the Municipal Heritage Committee, the City will identify and/or designate buildings and districts with heritage significance and support owners to restore and maintain built heritage resources.

New Policy

7.4.3 *Complete development applications* shall be supported by appropriate studies to ensure that issues such as servicing, urban design, heritage, noise/vibration, transportation, wind, shadow as well as other planning, environmental, economic, market and retail issues are adequately examined and mitigated where necessary.

Existing 3.2.2.8.1 and 3.2.2.2.1

7.4.4 In order to maintain and enhance the character of King Street as the City’s mainstreet, a minimum height of two storeys and a maximum height of four storeys will be applied to buildings that front on to King Street between William Street and Young Street.

New Policy

- 7.4.5 The City will plan for a high quality, safe and attractive public realm and streetscape in the Uptown.
 - 7.4.5.1 Uptown’s high quality public realm will include a public square, public art, parks, greenspaces, and a pedestrian-friendly environment to facilitate community connections and interactions through special events, festivals, and everyday activities.
 - 7.4.5.2 The City views the ‘greening’ of Uptown as a critical component of creating high-quality urban open spaces. The City shall promote greening and the integration of open space components into and throughout Uptown. Clear and definite connections shall be emphasized between open spaces as well as between Uptown and Waterloo Park.
 - 7.4.5.3 *Development* within the Uptown Waterloo *Urban Growth Centre* shall contribute to the improvement or maintenance of public parks or amenity space, pedestrian, bicycle and vehicular access as well as linkages to surrounding neighbourhoods.

New Section

- 7.5 Consistent with the policies included in Section (X) “Networks” of this Plan (*Staff Note: Policies to be presented as part of a future “Networks” Discussion Paper*), the City will plan for movement within, to, and around Uptown that accommodates all forms of movement and users of varying degrees of mobility:
 - 7.5.1 Access to and within the Uptown Area by transit, walking and alternative modes of transportation will have priority over vehicle access.
 - 7.5.2 Uptown will be connected with the surrounding city fabric through parks, trails, bikeways, transit routes, sidewalks and roads.
 - 7.5.3 The City will enhance Uptown connections by improving pedestrian routes/links and community trails through the Uptown area, planning for the provision of bicycle parking and maintaining/enhancing greenspaces.
 - 7.5.4 The City will plan for road improvement projects and new *development* that incorporates alternative modes of transportation and provides pedestrian and bicycle facilities.
 - 7.5.5 The City will plan for appropriate, well designed parking opportunities in the Uptown *Urban Growth Centre*, balancing the desire for convenience with the desire to implement *Transportation Demand Management*, support transit, and reduce reliance on the automobile.

- 7.5.5.1 Surface parking shall be minimized in favour of more intensive forms of parking. In conjunction with new *development* or *intensification*, surface parking is anticipated and shall be provided for visitor and drop-off uses. Street screening and screening from adjacent lands shall be undertaken for newly created surface parking.
- 7.5.5.2 Parking in Uptown shall be strategically located and encouraged to be accommodated underground or through parking structures/decks.
- 7.5.5.3 Reduced parking standards may be contemplated where sharing of parking facilities or areas is feasible, transit service is readily available and/or there is a demonstrated community benefit that supports a parking reduction. This policy should be read in conjunction with the policies included in Section X (Economy – Incentives) and Section X (Networks - Parking) of this Plan; (*Staff Note: Policies related to incentives and parking will be presented as part of two future Discussion Papers: (i) “Economy “ and (ii) “Networks”*).
- 7.5.5.4 The City may consider adopting a "Cash-in-lieu of Parking" by-law to provide for the exemption or partial exemption of *development* or redevelopment in the Uptown Urban Growth Centre from the parking requirements of the Zoning By-law in exchange for money. Implementation of any cash-in-lieu of parking provisions will be at the City's discretion and will give consideration to existing or planned facilities within the *City's Municipal Parking System*.

7.6 The City will approve appropriate additional planning documents for the Uptown Waterloo *Urban Growth Centre* to ensure that suitable policies and/or zoning are in place to:

New
Section

- 7.6.1 Identify any significant future public investments in areas such as transportation, water and wastewater systems and community *infrastructure* as required to accommodate anticipated population and employment growth;
- 7.6.2 Include *community infrastructure* necessary to meet local needs;
- 7.6.3 Encourage the conservation of *built heritage resources* and *cultural heritage* resources and support adaptive reuse of historically significant buildings, where appropriate, in consultation with the Municipal Heritage Committee;

- 7.6.4 Provide an appropriate transition of built form between new *development* and established neighbourhoods located within and adjacent to the Uptown *Urban Growth Centre*;
- 7.6.5 Address other planning issues within the jurisdiction of the City, including but not limited to urban design, built form, open space, pedestrian and cycling amenities, local traffic and parking management and parking matters are appropriately planned for; and,
- 7.6.6 Achieve a more compact urban form consistent with Transit-Oriented Development Principles that favour *mixed-use* developments and higher densities.

New
Section

8. MAJOR TRANSIT STATION AREAS

- 8.1 *Major Transit Station Areas* are planned higher order transit stations within the City of Waterloo at locations shown on Schedule (X) to this Plan (*Staff Note: Schedules are to be presented as part of a future Discussion Paper “Land Use Designations”*).
- 8.2 Planned land uses for Major Transit Station Areas are shown on Schedule “X” to this Plan. It is the intent of this Plan that *Major Transit Station Areas* will be planned to accommodate a mix of complementary land uses that create both origins and destinations for transit users.
 - 8.2.1 Transit supportive uses such as medium to high density residential, commercial and employment uses shall be encouraged to locate within *Major Transit Station Areas*, to generate significant transit ridership, provide for good pedestrian access and a variety of services and amenities that foster a vibrant station area community.
 - 8.2.2 Non-transit supportive uses such as lower density office uses or commercial uses oriented to vehicular travel shall generally be discouraged within *Major Transit Station Areas*.
- 8.3 *Development* applications within *Major Transit Station Areas* shall demonstrate compatibility and integration with surrounding planned land uses, and contribute to an animated streetscape through the utilization of appropriate height, mixing of uses, massing, architectural design, character, setbacks, siting and landscaping, parking, public spaces and the conservation of *built heritage resources* and *cultural heritage resources*.
- 8.4 The City will plan for appropriate, well designed parking opportunities in *Major Transit Station Areas*, balancing the desire for convenience with the desire to implement *Transportation Demand Management* and reduce reliance on the automobile.

- 8.4.1 Surface parking shall be minimized in favour of more intensive forms of parking. In conjunction with new *development* or *intensification*, surface parking shall be provided for visitor and drop-off uses. Street screening and screening from adjacent lands shall be undertaken for newly created surface parking.
- 8.4.2 Underground and structured parking is encouraged within *Major Transit Station Areas*.
- 8.4.3 Reduced parking standards may be contemplated where sharing of parking facilities or areas is feasible, transit service is readily available and/or there is a demonstrated community benefit that supports a parking reduction. This policy should be read in conjunction with the policies included in Section X (Economy – Incentives) and Section X (Networks - Parking) of this Plan; (*Staff Note: Policies related to incentives and parking will be presented as part of two future Discussion Papers: (i) “Economy “ and (ii) “Networks”*).
- 8.4.4 Recognizing the Region’s interest in facilitating intensification at Major Transit Station Areas, this Plan anticipates that the City and Region will collaborate on the funding of parking facilities, as appropriate.
- 8.4.5 The City may consider adopting a "Cash-in-lieu of Parking" by-law to provide for the exemption or partial exemption of *development* or redevelopment in the Uptown Urban Growth Centre from the parking requirements of the Zoning By-law in exchange for money. Implementation of any cash-in-lieu of parking provisions will be at the City’s discretion and will give consideration to existing or planned facilities within the *City’s Municipal Parking System*. This policy should be read in conjunction with the policies included in Section X (Economy – Incentives) and Section X (Networks - Parking) of this Plan; (*Staff Note: Policies related to incentives and parking will be presented as part of two future Discussion Papers: (i) “Economy “ and (ii) “Networks”*).
- 8.5 The City may, in collaboration with the Region, undertake planning studies for *Major Transit Station Areas* that include:
 - 8.5.1 A comprehensive land use plan that defines *Major Transit Station Area* boundaries and supports the desired form and function of the *Major Transit Station Area*;
 - 8.5.2 A parking management strategy that seeks to maximize *intensification* and infill opportunities; and
 - 8.5.3 Identification of implementation requirements to achieve desired goals for *Major Transit Station Areas*.

- 8.6 Any portions of *Major Transit Station Areas* located within the boundaries of the Uptown Waterloo *Urban Growth Centre* will be planned as part of the *Urban Growth Centre*.

New
Section

9. WATERLOO AS A COMPLETE COMMUNITY

- 9.1 The City of Waterloo will be planned as a *complete community*, including a broad range of housing, a mix of jobs, a broad range of commercial establishments and services, *community infrastructure* including schools, park and recreation sites, and cultural and social facilities/services, as well as access to public transportation and other non-motorized transportation;
- 9.1.1 The City will collaborate with Regional, Area Municipal and other groups on initiatives that support the *complete community* concept at the Regional level.
- 9.2 The City of Waterloo, as a complete community, is made up of a series of defined Planning Districts, Shown on Schedule (X). (*Staff Note: Schedules will be presented as part of a future Discussion Paper: "Land Use Designations"*). The City will plan for the provision of a range of appropriate *community infrastructure* within each Planning District with a goal of meeting the day to day needs of residents, employees and/or visitors to Waterloo. Where appropriate, these uses shall be clustered to encourage the creation and sharing of complementary facilities and services, and to facilitate *sense of place* and convenience within the Planning District and its neighbourhoods.
- 9.2.1 The City shall encourage opportunities to enhance the availability of locally serving retail and service commercial facilities at appropriate locations within residential Planning Districts, thereby reducing travel times for day to day commercial needs.
- 9.2.2 *Development* will reinforce neighbourhood focal points, strengthen linkages to existing and future parks, trails and open space, public transportation stops, as well as other *community infrastructure*;
- 9.2.3 The City shall encourage appropriate complementary commercial facilities and services to meet the daily needs of employees within Planning Districts that function predominantly as employment areas.
- 9.2.4 Access to public transit is an important component of the *Complete Community* concept. The City supports a robust transit network that is well connected within and between Planning Districts.

New
Section

- 9.3 Individual neighbourhoods will contribute to the City of Waterloo as a *complete community* by providing safe and healthy environments that are well-connected, facilitate social interaction and foster a sense of community.
- 9.3.1 The City shall plan for the movement of users with varying degrees of mobility including pedestrians, cyclists, transit users and motorized vehicles within and between neighbourhoods as further defined by the policies included in Chapter (X) Networks of this Official Plan. (*Staff Note: Policies to be presented as part of the future “Networks” Discussion Paper*).
- 9.3.2 The City will plan for neighbourhoods that provide safe and healthy living environments, and promote healthy lifestyles by:
- 9.3.2.1 Applying appropriate development standards that support the safety, health and well-being of residents;
 - 9.3.2.2 Requiring *development* to be consistent with crime prevention through environmental design (CPTED) principles;
 - 9.3.2.3 Applying or adhering to appropriate regulations, policies and guidelines to ensure incompatible uses do not locate in or near residential neighbourhoods;
 - 9.3.2.4 Supporting convenience commercial uses within new residential neighbourhoods, thereby reducing travel times for day to day commercial needs;
 - 9.3.2.5 Providing well maintained physical *infrastructure*, including an integrated pedestrian system;
 - 9.3.2.6 Supporting access to locally-grown food by planning for community gardens, where appropriate;
 - 9.3.2.7 Providing easily accessible and interconnected parks, trails and public gathering spaces that feature a high standard of design, and provide for four-season accessible recreational opportunities, balanced with conservation of environmental attributes;
 - 9.3.1.8 Planning for *development* that incorporates energy efficiency into neighbourhood and structure design. Plans of subdivision, zoning amendments, and site plans will be evaluated on the basis of this and other considerations;
 - 9.3.1.9 Planning for *development* that discourages the use of noise attenuation walls and berms through the use of *passive noise attenuation measures*.

New Section

- 9.3.3 The City will plan for the provision of an appropriate range and mix of housing types, sizes, costs and tenure within neighbourhoods by:
 - 9.3.3.1 Encouraging *intensification* and infill within designated Nodes and Corridors;
 - 9.3.3.2 Generally maintaining the land use intensity of existing low density residential neighbourhoods that fall outside of designated Nodes and Corridors, while permitting context-sensitive *intensification* in low density residential areas where it is appropriate;
 - 9.3.3.3 Supporting the Regional Municipality of Waterloo in its Affordable Housing Strategy; and,
 - 9.3.3.4 Promoting the provision of affordable housing, located near transit, commercial land uses, as well as parks and other *community infrastructure* in order to meet the needs of lower income residents and senior citizens.

New Section

- 9.3.4 The City will plan for neighbourhoods that foster a sense of community and identity by:
 - 9.3.4.1 Planning for *development* that is consistent with the Urban Design policies included in Section 11 of this Plan, ensuring coordinated *development* and a high standard of design to enhance neighbourhood identity and improve the pedestrian environment. Special attention shall be paid to major intersections and adjacent to *community infrastructure*;
 - 9.3.4.2 Planning for *development* that conserves and incorporates significant environmental features and cultural heritage resources as prominent neighbourhood features;
 - 9.3.4.3 Planning for public gathering places that feature a high standard of design and focus on creating a successful place for people to gather and visit.

New Section

10. GROWTH AND ENVIRONMENTAL CONSIDERATIONS

- 10.1 The City shall guide growth and *development* in a manner that appropriately considers natural hazards and the protection of the natural environment. The policies in this section are intended to complement and be read in conjunction with the policies set out in Section (X) - Environment and Energy of this Plan (*Staff Note: Policies to be presented as part of the future “Environment and Energy” Discussion Paper*).

- 10.2 Appropriate input of environmental considerations into planning, growth, *development* and operational decisions is a priority for the City of Waterloo. Such input shall be provided at an early stage of the decision-making processes.
- 10.3 The City encourages the use of environmentally-friendly building, site and neighbourhood design as a means to mitigate adverse impacts associated with conventional urban development, enhance the living experience of occupants and nearby residents, support a competitive economy as well as a *complete community*.
- 10.4 The City shall continue to recognize watershed planning as integral to the municipal planning process.
- 10.5 The City shall demonstrate environmental stewardship by:
 - 10.5.1 Ensuring that all new or renovated buildings owned by the City of Waterloo comply with the *Green Building Policy*;
 - 10.5.2 Implementing and periodically updating, as required, the City's *Energy Management Program* for City-owned buildings;
 - 10.5.3 Pursuing municipal development and operating practices that reduce the impact on the natural environment.

New
Section

11. URBAN DESIGN

- 11.1 Urban Design is the design and analysis of the City including its interrelated parts and elements. The City of Waterloo supports and encourages a high standard of urban design for public and private development to create a memorable, attractive and livable city - a city designed for people.
- 11.2 In decisions to consider *intensification*, the City of Waterloo shall address the integration, compatibility and relationship of new *development* to existing buildings and neighbourhoods.
- 11.3 Policies outlined in Section 11.4 may be further augmented through supplemental design policies and guidelines. The primary design policies in Section 11.4 shall be implemented through the Urban Design Manual.
- 11.4 The following general urban design policies are intended to support the design objectives established in Section 2.5 of this Plan and define the design elements that will apply to all *development* in the City:
 - 11.4.1 Character: To reinforce and maintain the architectural, visual, and thematic integrity of structures, streetscapes, neighbourhoods and planned development by planning and designing new buildings and additions that create and maintain sensitive designs in terms of the

New
Section

planned physical context into which such *development* is located and through the coordination of design elements.

- 11.4.2 Heritage: For building design to sympathetically conserve, respect and build upon *built heritage resources* and *cultural heritage resources* of the City as a whole and the Uptown *Urban Growth Centre* in particular. The City shall encourage sensitive designs for new *development* in close proximity to prominent heritage resources.
- 11.4.3 Open Space: Facilitate the integration of a linear park and/or open space system which may include a community trail system, into subdivision design and *intensification* proposals, and where feasible, into the existing central areas of the City.
- 11.4.4 Gateways: Design sites and buildings with coordinated features and elements at designated gateways in the City such as major streets entering the City, major street intersections to establish a sense of place or identity, as well as, primary entrances into *intensification* sites and neighbourhoods that contribute towards a distinctive or recognizable character.
- 11.4.5 Universal Design: Promote the adaptation of buildings and lands used by the public to provide barrier free access and principles of universal design to all citizens and to encourage the use of the International Symbol of Access and a standard way finding system within all lands, buildings, and amenities which are accessible for persons with disabilities. The primary principles of universal design include but are not limited to the following: equitable use; flexibility in use; low physical effort; perceptible information; safety; and, direct and convenient access.
- 11.4.6 Parking: Reduce the visual impact of parking and asphalt through efforts to “green” or soften the urban landscape and through other site planning considerations.
- 11.4.7 Landmarks: Place special emphasis on architectural innovation, creativity and quality in all *development* located at strategic locations such as prominent corner sites, buildings in prominent public view or through innovative architecture itself.
- 11.4.8 Streetscapes: Design building facades, sites and the public realm to create attractive streetscapes designed for pedestrian interest, human comfort, sense of place and sustainability. The City shall promote the concept of green streets, urban green and encourage landscaping (including hard and soft treatments) in front yard setbacks and boulevards that relate to the streetscape character and contributes to pedestrian friendly streets.

- 11.4.9 Infrastructure: Create pedestrian friendly streetscapes through sensitive integration of utility structures and infrastructure. Encourage relocating hydro utilities through site development.
- 11.4.10 Accessory structures: Architecturally integrate accessory buildings and structures, such as parking structures, loading areas and garbage enclosures, to complement the primary building design.
- 11.4.11 Safety: Design that promotes safe environments for all users with emphasis on pedestrian circulation, accessibility and safety through design strategies such as direct sightlines, reduced pedestrian conflicts and natural surveillance.
- 11.4.12 Views and Vistas: Design that contributes to, protects or respects important views and vistas.
- 11.4.13 Signage: Architecturally integrate building signage into building design and architecture.
- 11.4.14 Human Scale Development: Design that reinforces human scale and proportions.
- 11.4.15 Compatible Development: Site and building design that complements the surrounding neighbourhood character and reduces adverse impacts related to microclimatic conditions including wind and shadowing effects through a variety of design strategies such as landscape buffer treatments, screening elements, building design features and massing.
- 11.4.16 Building Design: Design architecturally composed buildings that complement and enhance the surrounding neighbourhood character, contributes to an attractive streetscape and contributes to a sense of place with opportunity for architectural innovation and expression through a variety of design techniques such as architectural features, building materials, colour and other design elements.
- 11.4.17 *Sustainable Design*: The City shall promote the design and approval of sites, buildings, public spaces and neighbourhoods to incorporate sustainable design elements through the following strategies and principles:
 - ◇ integration of street trees, bike parking and transit facilities in road reconstruction or improvement projects;
 - ◇ elements that promote energy reduction or conservation;
 - ◇ elements that promote improved water and air quality conditions;
 - ◇ elements that reduce adverse impacts such as urban heat island effect;
 - ◇ creation of healthy, livable spaces;
 - ◇ integration of alternative transportation choices.

- 11.4.18 Transit Oriented Design: Design sites and buildings located along transit routes to promote transit use, accessibility and pedestrian friendly streets. Encourage transit improvements through site development such as integrated transit stops and structures, integrated amenity spaces, bike parking opportunities and other streetscape improvements.
- 11.4.19 Pedestrian Movement: Building and site design that encourages pedestrian movement with emphasis on direct and safe pedestrian access to pedestrian destinations such as building entrances, transit routes and amenity spaces.
- 11.4.20 Public Art and Culture: Promote the integration and design of public art and cultural elements in the public and private realm that contributes to a sense of place, meaning or context.

11.5 In addition to the policies set out in Section 11.4, the following urban design policies apply to *development* within Nodes and Corridors and further implemented through the City’s Urban Design Manual:

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| Revised 2.8.3.2 |
| Revised 2.8.3.3 |
| Revised 2.8.3.5 |
| Revised 2.8.3.4 |

- 11.5.1 Connectivity: Design that promotes connectivity with emphasis on pedestrian safety and convenience.
- 11.5.2 Interest: Design that creates visual interest and interesting spaces
- 11.5.3 Public Art: Design that incorporates public art
- 11.5.4 Skyline: Design buildings with interesting roof designs, articulated massing and supporting architectural features that create an interesting and recognizable skyline
- 11.5.5 Building Massing: Design tall buildings as architecturally composed structures with articulated massing and design that relates to the street, human scale dimensions and reduces the appearance of bulk and adverse impacts related to micro-climatic conditions including wind and shadowing effects.

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| New Policy |
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11.6 In addition to the policies included in Section 11.4 and 11.5, the following policies define additional design elements that will be applied within the Uptown *Urban Growth Centre*:

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| New Section |
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- 11.6.1 Distinctive Character: Site and building design that fosters a sense of place and character with particular attention given coordinated streetscapes and without limiting architectural design, innovation or creativity.

- 11.6.2 Building Facades: Design facades to complement the surrounding street rhythm, surrounding character and contribute to pedestrian friendly streets through a variety of techniques such as large window openings, coordinated building colours and materials and articulated entrance features.
- 11.6.3 Building Massing: Locate buildings close to the street to create an urban street enclosure and design buildings that relate to the surrounding built form through sympathetic massing and design elements. Design buildings with façade setbacks to respect the historical built form and to reinforce human scale dimensions.
- 11.6.4 Street Activity: To design sites, buildings and the spaces between buildings to promote street activity by locating building entrances towards the street and providing windows along the street frontage, encouraging mixed use *development* and by providing outdoor amenity spaces along the street or between buildings.
- 11.6.5 Site Amenities: To encourage the integration of urban site amenities such as landscaped outdoor spaces, public art and roof gardens.

11.7 Urban Design Implementation

New
Section

- 11.7.1 Decision Making: *Development* approvals shall integrate urban design consideration into the full range of decision-making activities to assist in achieving the Urban Design Objectives outlined in Section 2.5 and Policies of this Plan.
- 11.7.2 Implementation: The urban design objectives and design policies contained in this Plan establish the general design vision for the City and establish design criteria for the City to evaluate new *development* proposals subject to the provisions of the Ontario Planning Act and Council direction. The City's Urban Design Objectives and Policies may be further specified through more detailed urban design policies, urban design guidelines and processes. The City's Urban Design Objectives and Policies will be implemented through, but not limited to:
 - (i) Implementing Zoning By-laws;
 - (ii) Draft Plans of Subdivision/Condominium;
 - (iii) District Implementation Plans;
 - (iv) Urban design guidelines and studies;
 - (v) Site Plan Control;
 - (vi) Committee of Adjustment; and,
 - (vii) Development Agreements.
- 11.7.3 Building Massing and Design: Building massing, orientation and design including exterior design, sustainable design and facilities designed to have accessibility for persons with disabilities, shall be determined

through the site plan process and shall be subject to City design guidelines. For the purpose of site plan control and building elevation approval, building design shall include matters of exterior design without limitation the character, scale, appearance and design features of buildings.

- 11.7.4 Design Guidelines: The City's urban design objectives and policies shall be further defined through Council approved design guidelines. Design guidelines shall be used to evaluate *development* proposals and guide such proposals through the site plan process. The primary urban design guideline for the City of Waterloo is the Urban Design Manual. In some instances, specific design guidelines may be used by Council to address issues not subject to the provisions of the Planning Act. These guidelines are intended to be used for the benefit and information of landowners, city staff, government agencies, the general public, and prospective developers. Such guidelines shall serve as a statement of Council's design aspirations for an area but shall not be construed as conferring upon Council, additional powers beyond those contained in the Planning Act.
- 11.7.5 Design Studies: The City may require urban design studies such as project-specific urban design guidelines and master plan guidelines, in support of *development* applications or public realm improvement projects. Urban design shall have regard to the urban design objectives and policies established in this Plan and may be used to guide site plan development.
- 11.7.6 Impact Studies: The City may require shadow impact analysis, wind impact analysis, noise studies and snow disposition studies to evaluate the impacts of the proposed *development* on surrounding properties, public spaces or amenity areas and other design studies such as Heritage Impact Studies to evaluate the impact of new *development* on or near significant heritage resources. The City shall establish impact evaluation criteria and shall implement these through the development approval process with emphasis on site plan control

Glossary of Official Plan Terminology

Adverse effects – As defined in the *Environmental Protection Act*, means one or more of:

- a. impairment of the quality of the natural environment for any use that can be made of it;
- b. injury or damage to property or plant or animal life;
- c. harm or material discomfort to any person;
- d. an adverse effect on the health of any person;
- e. impairment of the safety of any person;
- f. rendering any property or plant or animal life unfit for human use;
- g. loss of enjoyment of normal use of property; and
- h. interference with normal conduct of business.

Ancillary Uses – A land use that is supportive of and secondary to the primary use assigned to a given designated property.

Built Boundary – The limits of the developed Urban Area within the City of Waterloo, as defined by the Province in the Growth Plan for Greater Golden Horseshoe.

Built Heritage Resources – One or more significant buildings, structures, monuments, installations or remains associated with architectural, cultural, social, political, economic or military history and identified as being important to a community. These resources may be identified through designation or heritage conservation easement under the Ontario Heritage Act, or listed by local, provincial or federal jurisdictions.

Central Transit Corridor – The Study Area identified in the Individual Environmental Assessment Terms of Reference for the Regional Rapid Transit Initiative dated July 21, 2005, as the area within which an alignment for a proposed *rapid transit* system will be selected and the area that may be directly and indirectly affected by the system.

Commercial Centre – A group of stores planned and developed as a unit and having a minimum Gross Leasable Area of 10,000 square metres.

Community Infrastructure – Lands, buildings, and structures that support the quality of life for people and communities by providing public services for health, education, recreation, socio-cultural activities, security and safety, and *affordable* housing.

Complete Community – A community that meets people's needs for daily living throughout an entire lifetime by providing convenience access to an appropriate mix of employment, local services, a full range of housing and *community infrastructure* including affordable housing, schools, recreation and open space for their residents. Convenient access to public transportation and options for safe, non-motorized travel is also provided.

Complete Development Application – Includes required plans and/or drawings, forms, fees, prescribed information and material as required under the Planning Act and associated Regulations, any other information prescribed by Provincial authority, a covering letter, and all

supporting information identified through pre-application consultation, as set out in policy in this Official Plan, deemed necessary to assess the implications of an application for approval under the Ontario Planning Act.

Cultural Heritage Resources – Defined geographical area(s) of heritage significance which has been modified by human activities and is valued by a community. It involves a grouping(s) of individual heritage features such as structures, spaces, archaeological sites and natural elements, which together form a significant type of heritage form, distinctive from that of its constituent elements or parts. Examples may include, but are not limited to, heritage conservation districts designated under the *Ontario Heritage Act*, and villages, parks, gardens, battlefields, mainstreets, and neighbourhoods, cemeteries, trailways and industrial complexes of cultural heritage value.

Designated Greenfield Area – Lands within the City of Waterloo Urban Area and outside of the *Built Boundary*.

Development – The creation of a new lot, a change in land use, or the construction of buildings and structures, requiring approval under the Planning Act, but does not include:

- a. activities that create or maintain infrastructure authorized under an environmental assessment process; or
- b. works subject to the Drainage Act

Ecological Function – The natural processes, products or services that living and non-living environments provide or perform within or between species, ecosystems and landscapes. These may include biological, physical and socio-economic interactions.

Energy Management Program – A document adopted by City of Waterloo Council to set out long-term goals to reduce operational energy costs and greenhouse gas emissions.

Environmental Features – features of the natural environment, including

- (a) Significant habitat of endangered species, threatened species;
- (b) Fish habitat;
- (c) Wetlands;
- (d) Life Science Areas of Natural and Scientific Interest (ANSIs);
- (e) Significant valleylands;
- (f) Significant woodlands;
- (g) Significant wildlife habitat;
- (h) Sand barrens, savannahs and tallgrass prairies;
- (i) Alvars;
- (j) Permanent and intermittent streams;
- (k) Lakes (and their littoral zones);
- (l) Environmentally Significant Discharge Areas and Environmentally Significant Recharge Areas; and,
- (m) Wetlands.

Green Building Policy – A document adopted by City of Waterloo Council that sets a minimum sustainable design, construction and certification standard for newly constructed municipal buildings over a specific size.

Hazard Lands – Shall mean those lands having inherent physical and environmental constraints such as steep slopes, organic soils, erosion susceptibility, and permanent water holding areas or other geophysical limitation which is severe enough to cause property damage and/or potential loss of life if those lands were to be developed.

Infrastructure – Physical structures (facilities and corridors) that form the foundation for *development*. Infrastructure includes: sewage and water systems, sewage treatment systems, waste management systems, electric power generation and transmission; communications/telecommunications, transit and transportation corridors and facilities, oil and gas pipelines and associated facilities.

Intensification – The *development* of a property, site or area at a higher density than currently exists through:

- a. redevelopment, including the reuse of brownfield sites;
- b. the *development* of vacant and/or underutilized lots within previously developed areas;
- c. infill *development*; and
- d. the expansion or conversion of existing buildings.

Major Office – A freestanding office building of 10,000 square metres or greater, or with 500 jobs or more.

Major Transit Station Area – The area including and around existing or planned higher order transit station within the City of Waterloo. Station Areas are generally defined as the area within an approximate 500m radius of a transit station areas, representing a 10-minute walk.

Mixed-use – *Development* of compatible land uses within the same structure, parcel or on adjacent lands. *Mixed-use* facilitates the provision of a wide range of complementary uses, such as residential, employment, institutional, social and recreational uses, within close proximity to each other.

Municipal Comprehensive Review – An Official Plan Review which is initiated by a planning authority, or an official plan amendment which is initiated or adopted by a planning authority, which:

- a. is based on a review of population and growth projects and which reflect projections and allocations by upper-tier municipalities and provincial plans, where applicable; considers alternative directions for growth; and determines how best to accommodate this growth while protecting provincial interests;
- b. utilizes opportunities to accommodate projected growth through intensification and redevelopment;
- c. confirms that the lands to be developed do not comprise specialty crop areas in accordance with the Provincial Policy Statement;
- d. is integrated with planning for infrastructures and public service facilities; and
- e. considers cross-jurisdictional issues.

Municipal Parking System – Public parking facilities that are owned by the Corporation of the City of Waterloo, and are accessible to all segments of the automobile traveling public.

Negative impacts –

- a. degradation to the quality and quantity of water, sensitive surface water features and sensitive ground water features, and their related hydrologic functions, due to single, multiple or successive *development* or *site alteration* activities;
- b. in regard to fish habitat, the harmful alteration, disruption or destruction of fish habitat, except where, in conjunction with the appropriate authorities, it has been authorized under the Fisheries Act, using the guiding principle of no net loss of productive capacity; and
- c. in regard to other natural heritage features and areas, degradation that threatens the health and integrity of the natural features or *ecological functions* for which an area is identified due to single, multiple or successive *development* or *site alteration* activities.

Passive Noise Attenuation Measures – Noise reducing site designs, building layouts and structural design measures that mitigate noise between sensitive land uses and noise-generating or other potentially incompatible land uses without the use of structural mitigation measures such as noise attenuation walls or berms.

Rapid Transit – A public transportation system operating for its entire length primarily on an exclusive right-of-way. The definition includes systems operating at-grade and systems operating on elevated or underground facilities.

Recreational and tourism uses – Includes both passive and active *recreational and tourism uses*, such as trails, parks, golf courses, serviced playing fields, campgrounds, outdoor paint ball facilities, butterfly conservatories and similar uses.

Redevelopment – The creation of new units, uses or lots on previously developed land in existing communities, including brownfield sites.

Reurbanization Areas – Lands that are anticipated to accommodate a significant share of intensification over the life of this plan.

Rural Institutional Uses – Institutional uses related to and directly serving the needs of the rural community, such as schools, place of worship and rural community centres

Sense of Place – Characteristics that make a place special or unique, often fostering a sense of authentic human attachment and belonging.

Site alteration – Activities, such as grading, excavation and the placement of fill that would change the landform and natural vegetative characteristics of a site.

Sustainable Design – The practice of designing physical objects or areas with the principles of economic, social, and ecological sustainability in mind.

Transportation Demand Management – Specific policies and strategies that are designed to reduce automobile travel demand. Such policies and strategies can be developed by the public or private sectors.

Transit-Oriented Design – Building and site design that is transit supportive, contributes to transit-oriented streetscapes as well as public spaces.

Transit-Oriented Development Principles include –

1. Interconnected Streets
2. Compact Urban Form
3. Mixed Land Uses
4. Medium and Higher Densities
5. Walkability
6. Public Realm
7. Transit Station/Stop

Universal Design - The design of products and environments to be usable by all people, to the greatest extent possible, without the need for adaptation or specialized design (from Waterloo Region .org)

Urban Design – The design and analysis of the appearance and functionality of the built environment and its interrelated elements, in particular public space and the interface between buildings and public space. Urban design seeks to make buildings and public spaces safe and functional for all, interesting, and visually attractive for a vibrant, animated, and safe City.

Urban Growth Centre – An area encompassing Uptown Waterloo, which has been defined by the Province of Ontario and the City of Waterloo as the focus for a broad mixture of commercial, recreational, residential, cultural and entertainment uses; and planned to accommodate a significant share of population and employment growth at a minimum density of 200 residents and jobs per hectare by the year 2031.

APPENDIX “D”

Outline of Revisions to Objectives

Approved by Council “in principle” through DS-07-58

The following objectives are as identified in Development Services report DS-07-58. In approving DS-07-58, Council approved these objectives “in principle” with the direction that they be used as the basis for moving forward with policy development. At that time, it was fully anticipated that the Objectives could and should evolve as the Official plan Review process moved forward. The outline below indicates where changes have been made to the Objectives previously supported by Council. **Bolded text** indicates where an objective has been removed from the City Form Discussion Paper, with a corresponding justification for doing so.

1.1 Overview

Develop an urban form that:

1. provides for an appropriate mix of land uses in close proximity to one another, increasing the opportunity for people to live close to where they work, shop, learn and play;
2. provides for compact urban development to facilitate reduced reliance on the automobile while supporting opportunities for other forms of movement;
3. accommodates all people at all stages of life
4. provides for a community of unique neighbourhoods that offer a range of safe, comfortable, lively and accessible spaces for people to interact;
5. promotes high quality architecture and landscape;
6. supports efforts to manage the impact of our community on the natural environment;
7. retains significant elements of the City’s natural, built and cultural heritage;
8. respects historical patterns, precedents, and boundaries;
- 9. makes efficient use of land and infrastructure (Removed – Will be in Networks Discussion Paper);**
10. provides for a high level of connectivity, facilitating the safe and efficient movement of people and goods between destinations within and around the community;
- 11. promotes connectivity between natural areas (Removed - Will be in Networks and Energy/Environment Discussion Papers);**
12. fosters a sense of community and belonging; and,
13. reflects that accessibility considerations are part of all City decisions respecting planning, growth, development and operations.

1.2 City Form: Growth

1. Maintain a balance of employment and population growth
2. Accommodate future growth within the existing city boundary through redevelopment and intensification primarily within designated Nodes and Corridors and through the development of appropriate vacant lands (Modified to incorporate Provincial conformity)
3. Promote sustainable design and development, where decisions on growth strike a balance between the needs of today’s population with the needs of future generations.
4. Ensure that environmental considerations are part of all City decisions respecting planning, growth, development and operations.

5. Ensure that the cost of growth is appropriately.

1.3 City Form: Infrastructure

Section will
be in
Networks
Paper

1. **Ensure the provision and maintenance of the physical infrastructure needed to support the community, where infrastructure includes:**
 - **adequate water supply, sanitary sewers and storm drainage across the City; areas that are not fully serviced (e.g. have private water) shall be subject to Regional and Provincial requirements and testing;**
 - **necessary utilities throughout the City, including infrastructure to facilitate communication and information exchange; and,**
 - **a connected, efficient, multi-modal transportation system for the safe and efficient movement of people and goods.**
2. **Efficiently use the existing infrastructure and ensure the provision of the necessary infrastructure to accommodate anticipated growth.**
3. **Plan for opportunities for appropriate multi-purpose uses on lands used for infrastructure.**
4. **Support the Regional Municipality of Waterloo in efforts to increase conservation and recycling in order to extend the life of the landfill.**
5. **Encourage infrastructure that is well designed, aesthetically pleasing and does not negatively impact sightlines and views.**
6. **Encourage the use of alternative energy sources, where appropriate.**
7. **Transportation and communication systems should be planned and/or function to meet emergency response targets.**

1.4 City Form: Neighbourhoods

Neighbourhoods will be defined differently by individual residents and resident groups. As the policies associated with these objectives develop, it may be appropriate to define a "hierarchy" that addresses neighbourhoods or communities at various scales, depending on the intended purpose of the policies.

1. Neighbourhoods should provide a safe and healthy living environment and promote healthy lifestyles.
2. Neighbourhoods should have a range of housing types, sizes, costs and tenure.
3. Neighbourhoods should facilitate interaction and social connections between residents and foster a sense of community and belonging.
4. Movement within and between neighbourhoods should be safe, convenient and accessible to all by various means of travel.
5. **Neighbourhoods should be complete communities and should include a range of uses, including residential, commercial, institutional, recreational, cultural and employment, to meet the daily needs of residents (Removed – Replaced by Objective 2.4).**
6. Neighbourhoods should be planned and designed to provide for direct and convenient access to transit and to destinations such as commercial, institutional, recreational, cultural and employment uses.
7. Neighbourhoods should be planned and managed to place a priority on safe and convenient pedestrian movement and other alternatives to automobile dependency.

8. Neighbourhoods should provide the opportunity for residents to progress through life stages.
9. Neighbourhoods should be planned to promote energy efficiency.
10. New development and redevelopment should be designed to complement the existing or planned neighbourhood character.

1.5 City Form: Open Space

Section
will be in
Networks
Paper

1.5.1 Parks

1. ***Plan/design a wide range of parks intended for, and accessible to, a wide range of users, giving consideration to:***
 - ***four-season use;***
 - ***active and passive use;***
 - ***partnerships with institutional uses to facilitate joint usage of park spaces.***
2. ***Promote awareness of park locations and educate users as to the functions they are intended to fulfill.***
3. **Encourage the evolution of parks as communities change to keep them current with the needs of neighbourhood residents.**
4. **Balance the needs of park users with the needs of the environment.**
5. **Design, build and promote parks as contributors to healthy lifestyles.**

1.5.2 Open Space

1. ***Protect natural areas in order to preserve their intended environmental function.***
2. ***Promote awareness of environmental open space locations and educate users as to the functions they are intended to fulfill.***
3. ***Encourage opportunities for appropriate multi-purpose uses on land used for utility corridors.***
4. **Continue to provide cemetery services to address the needs of the community.**

1.5.3 Trails

1. ***Plan for a well-designed, comprehensive, safe and accessible trail system that is connected throughout the City and to adjacent municipalities.***
2. ***Provide a trail system appropriate for recreation and leisure purposes and to accommodate non-automotive forms of transportation.***
3. ***Promote awareness of trail locations and educate users as to the functions they are intended to fulfill.***

1.6 City Form: Uptown

1. Confirm the Uptown Area as a major focus of economic, social, cultural, residential and administrative activities.
2. Confirm Uptown as a community destination as well as a great place to live, work and play through the development of a broad range of land uses.

3. Plan for residential uses with a range of types, densities and costs within and in close proximity to Uptown.
4. Achieve built form and spaces that foster interaction and human scale of development.
5. Protect, preserve and build upon the heritage base and architectural integrity of buildings within the Uptown Area.
6. Plan for transit supportive land uses while maintaining pedestrian-friendly scale in built form.
7. Ensure that movement within, to, and around Uptown accommodates all forms of movement and users of varying degrees of mobility.
8. Plan for appropriate, well-designed parking opportunities, balancing the desire for convenience with the desire to reduce reliance on the automobile.

1.7 City Form: Urban Design

Section has been modified in conjunction with Staff Report DS-08-48 (Bill 51 Amendment for Urban Design)

1. Require urban design that emphasizes connectivity and interaction by:
 - enhancing connectivity between different land uses and destinations;
 - placing a priority on pedestrians and other alternative modes of travel, including transit;
 - promoting safety and accessibility for all users;
 - fostering built form and spaces that facilitate interaction and human scale of development.
2. Require urban design that incorporates context by:
 - reflecting the local heritage context by connecting new development and redevelopment with the natural, cultural and built heritage of the City of Waterloo;
 - incorporating natural elements into built form and spaces;
 - defining neighbourhood and community character, identity and sense of place.
3. Require urban design that encourages innovation and creativity by
 - achieving energy and natural resource conservation;
 - promoting sustainable design;
 - promoting architectural excellence;
 - creating interesting streetscapes.
4. Require urban design that supports the ability to meet emergency response targets.

**APPENDIX “E”
CITY OF WATERLOO DISCUSSION PAPERS
WITHIN PROVINCIAL AND REGIONAL CONTEXT**

| Provincial Framework (Places to Grow) | Draft Regional Official Plan | Related City Discussion Paper |
|---|--|--------------------------------------|
| Section 2.2.1 Growth Forecasts | | |
| Growth Forecast for Region to 2031 (729,000). This forecast must be used by lower tier municipalities. | Forecast City population to 2029 (147,500). This forecast will be used to plan growth and estimate future infrastructure needs. | Discussion Paper: City Form |
| Section 2.2.2 Managing Growth | | |
| a) directing a significant portion of new growth to the built-up areas of the community through intensification | <ul style="list-style-type: none"> • Most of the City of Waterloo is considered to be 'Built Up Area', and is anticipated to grow by 31,530 people and 21,380 jobs by the Region's growth targets. | Discussion Paper: City Form |
| b) focusing intensification in intensification areas | <ul style="list-style-type: none"> • Uptown Waterloo Urban Growth Centre, Major Transit Station Areas (rapid transit stations), Reurbanization Corridors, Major Local Nodes are directed to accommodate a significant portion of intensification. <p>Uptown Waterloo Urban Growth Centre</p> <ul style="list-style-type: none"> • The Uptown Waterloo Urban Growth Centre is required to plan for a minimum gross density of 200 residents and jobs combined per hectare. • Area Municipalities to approve a comprehensive plan for Growth Centre <p>Major Transit Station Areas</p> <ul style="list-style-type: none"> • Municipalities will develop and adopt Station Area Plans that outline a comprehensive land use plan for station areas. • Area Municipalities to approve a comprehensive plan for Transit Station Areas <p>Reurbanization Corridors</p> <ul style="list-style-type: none"> • The City must assist to implement vision for Regional reurbanization corridors, which includes reduced | Discussion Paper: City Form |

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| | <p>parking requirements, development that is consistent with TOD and at densities that support rapid transit</p> <p>Major Local Nodes</p> <ul style="list-style-type: none"> Major Local Nodes will accommodate additional employment and population growth in areas supported by transit. | |
| <p>c) building compact, transit-supportive communities in designated greenfield areas</p> | <ul style="list-style-type: none"> Development in primarily residential Designated Greenfield Areas must meet a minimum density of 60 residents and jobs combined per hectare. Development in primarily employment Designated Greenfield Areas must meet a minimum density of 40 residents and jobs combined per hectare. Road networks in Designated Greenfield Areas will be planned to provide direct and efficient transit routes through the community. Area municipalities will implement Official Plan policies to ensure logical and orderly development of Designated Greenfield Areas to allow early introduction of transit in new communities and minimize partially developed communities. | <p>Discussion Paper: City Form</p> <p>Discussion Paper: Networks</p> |
| <p>d) reducing dependence on the automobile through the development of mixed-use, transit-supportive, pedestrian-friendly urban environments</p> | <p>Major Transit Station Areas</p> <ul style="list-style-type: none"> Municipalities to ensure a mix of uses in station areas Establish densities in station areas that are consistent with rapid transit Development of station areas is consistent with Regional TOD principles <p>Reurbanization Corridors</p> <ul style="list-style-type: none"> Municipalities to establish densities on reurbanization corridors that are consistent with rapid transit Development of corridors to be consistent with TOD principles <p>Designated Greenfield Areas</p> <ul style="list-style-type: none"> Phasing of greenfields to provide early introduction of transit | <p>Discussion Paper: City Form</p> <p>Discussion Paper: Networks</p> |
| <p>e) providing convenient access to intra- and inter-city transit</p> | <ul style="list-style-type: none"> Greenfield developments will be designed such that 90% of the population and jobs will be within 400m | <p>Discussion Paper: City Form</p> <p>Discussion Paper: Networks</p> |

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| | <p>walking distance of a transit stop, and 65% will be within 200m walking distance of a transit stop. Greenfield developments will offer access to transit and commercial areas through pedestrian sidewalk and trail networks, and cycle networks.</p> <ul style="list-style-type: none"> • Regional “Transportation Oriented Development Principles” are oriented toward Key Growth Areas. These principles provide policy support for rapid transit. | |
| <p>f) ensuring the availability of sufficient land for employment to accommodate forecasted growth to support the GGH’s economic competitiveness</p> | <ul style="list-style-type: none"> • Region and area municipalities only consider applications to convert lands within existing employment areas to non-employment land uses in the context of an Area Municipal comprehensive review. | <p>Discussion Paper: City Form</p> |
| <p>g) planning and investing for a balance of jobs and housing in communities across the GGH to reduce the need for long distance commuting and to increase the modal share for transit, walking and cycling</p> | <ul style="list-style-type: none"> • Sidewalks, trails, paths and dedicated cycling lanes are to be established and maintained throughout the region. • Greenfield residential developments must also provide a mix of housing, and include small to medium sized food stores. • The Region will plan to enhance transit to <i>key employment areas</i> | <p>Discussion Paper: City Form Discussion Paper: Networks</p> |
| <p>h) encouraging cities and towns to develop as complete communities with a diverse mix of land uses, a range and mix of employment and housing types, high quality public open space and easy access to local stores and services</p> | <ul style="list-style-type: none"> • Commercial centres (those over 10, 000m2) will be developed within <i>Key Growth Areas</i> of Area Municipalities. • Major office and large scale institutional uses (those over 10,000m2) will be developed within <i>Key Growth Areas</i> of Area Municipalities. • Regional policies that direct intensification to Waterloo’s Key Growth Areas help to achieve complete communities in more urban areas. • Area municipalities to identify and designate potential locations for small and medium-sizes food stores in Major Transit Station Area Plans, other planning studies. • Communities must plan and provide for a full range of housing, mixes including form, tenure, and affordability. Policies regulate when a condominium conversion may occur. • Area Municipalities will provide long-term protection to | <p>Discussion Paper: City Form</p> |

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| | Major Urban Greenspaces from inappropriate development. | |
| i) directing development to settlement areas, except where necessary for development related to the management or use of resources, resource-based recreational activities, and rural land uses that cannot be located in settlement areas | <ul style="list-style-type: none"> The City of Waterloo is considered a Settlement Area and will receive significant portions of the Region of Waterloo's forecast growth. No opportunities for resource extraction within City limits are identified in the ROP. | Discussion Paper: City Form |
| Section 2.2.3 General Intensification | | |
| 1. 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. | 2.B.4 Regional policy addresses this target to be measured Region-wide across all Designated Greenfield Areas. | Discussion Paper: City Form |
| 5. The Minister of Public Infrastructure Renewal, in consultation with affected municipalities will verify and delineate the built boundary. | 2.B.3 The Built-Up Area is illustrated on Map 3a and Maps 3b through 3e (of ROP). | Discussion Paper: City Form |
| <p>6. All municipalities will develop and implement through their official plans and other supporting documents, a strategy and policies to phase in and achieve intensification and the intensification target. This strategy and policies will:</p> <p>a) be based on the growth forecasts contained in Schedule 3, as allocated to lower-tier municipalities in accordance with policy 5.4.2.2</p> <p>b) encourage intensification generally throughout the built-up area</p> <p>c) identify intensification areas to support achievement of the intensification target</p> <p>d) incorporate the built boundary delineated in accordance with Policy 2.2.3.5</p> <p>e) recognize urban growth centres, intensification corridors and major transit station areas as a key focus for development to accommodate intensification</p> <p>f) facilitate and promote intensification</p> <p>g) identify the appropriate type and scale of development in intensification areas</p> <p>h) include density targets for urban growth centres where applicable, and minimum density targets for other intensification areas consistent with the planned transit service levels, and any transit-supportive land-use guidelines established by the Government of Ontario</p> <p>i) plan for a range and mix of housing, taking into account affordable housing needs</p> | <ul style="list-style-type: none"> Requires local municipalities to establish OP policies, potentially CIP policies/other implementation tools, to encourage Brownfield and Greyfield development. ROP identifies Urban Growth Centres, Transit Station Areas, Major Local Nodes, & Corridors as areas for intensification, with a series of implementation steps discussed under 2.2.2b Built Boundary delineation identified on Map 3a Special Needs housing to be permitted in all residential zones. Sites larger than 2 Hectares, minimum 30% of housing units must be townhouses or multi-unit buildings. The Region encourages the City to permit secondary suites, such as garden suites or secondary apartments, where appropriate. | Discussion Paper: City Form |

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| j) encourage the creation of secondary suites throughout the built-up area. | | |
| 7. All intensification areas will be planned and designed to – | | |
| a)cumulatively attract a significant portion of population and employment growth | Key Growth Areas are targeted in ROP for significant levels of population and employment growth to support rapid transit. | Discussion Paper: City Form |
| b)provide a diverse and compatible mix of land uses, including residential and employment uses, to support vibrant neighbourhoods | ROP policies require comprehensive planning exercises in these areas. | Discussion Paper: City Form |
| c)provide high quality public open spaces with site design and urban design standards that create attractive and vibrant places | Comprehensive planning exercises for the Uptown Waterloo Urban Growth Centre/Major Transit Station Areas, must address include issues relating to quality open space, urban design, and pedestrian environment. | Discussion Paper: City Form |
| d)support transit, walking and cycling for everyday activities | <p>ROP directs Key Growth Areas to accommodate various transportation modes (including walking, bicycle parking and commuter pick-up/drop-off)</p> <p>ROP directs Municipalities to establish a network of sidewalks, community trails, and bicycle paths throughout Designated Greenfield Areas and surrounding neighbourhoods.</p> | <p>Discussion Paper: City Form</p> <p>Discussion Paper: Networks (Transportation)</p> |
| e)generally achieve higher densities than the surrounding areas | ROP notes higher densities will be achieved in <i>Key Growth Areas</i> | Discussion Paper: City Form |
| f)achieve an appropriate transition of built form to adjacent areas. | Regional policies direct area municipalities to ensure compatibility between neighbouring land uses; also, appropriate transitions of built form must occur between new and established areas. | Discussion Paper: City Form |

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| <p>8. Ministers of the Crown and municipalities will use infrastructure investment and other implementation tools and mechanisms to facilitate intensification.</p> | <p>Region will support growth in Uptown Waterloo Urban Growth Centre through infrastructure investments. City to establish OP policies, and CIP (where appropriate) to actively promote the redevelopment of previously developed land including Brownfield & Greyfield sites.</p> <p>Region may adopt Community Improvement Plan for infrastructure that is within Region's jurisdiction.</p> | <p>Discussion Paper: Environment and Energy</p> <p>Discussion Paper: Implementation</p> |
| <p>2.2.4 Urban Growth Centres</p> | | |
| <p>2. The Minister of Public Infrastructure Renewal, in consultation with municipalities that have urban growth centres, will determine the approximate size and location of the urban growth centres.</p> | <p>Urban Growth Centre delineated on map 3a of the ROP.</p> | <p>Discussion Paper: City Form</p> |
| <p>3. Municipalities will delineate the boundaries of urban growth centres in their official plans</p> | <p>Region has delineated "fuzzy" boundary</p> | <p>Discussion Paper: City Form</p> |
| <p>4. Urban growth centres will be planned:</p> <ol style="list-style-type: none"> as focal areas for investment in institutional and region-wide public services, as well as commercial, recreational, cultural and entertainment uses; to accommodate and support major transit infrastructure; to serve as high density major employment centres that will attract provincially, nationally or internationally significant employment uses; to accommodate a significant share of population and employment growth | <p>ROP reiterates Provincial vision.</p> | <p>Discussion Paper: City Form</p> <p>Discussion Paper: Land Use Designations</p> |
| <p>5. Uptown Waterloo Urban growth centre will be planned to achieve, by 2031 or earlier, a minimum gross density target of 200 residents and jobs combined per hectare</p> | <p>ROP reiterates Provincial target.</p> | <p>Discussion Paper: City Form</p> |
| <p>2.2.5 Major Transit Station Areas and Intensification Corridors</p> | | |
| <p>1. Major transit station areas and intensification corridors will be designated in official plans and planned to achieve:</p> <ol style="list-style-type: none"> increased residential and employment densities that support and ensure the viability of existing and planned transit service levels; a mix of residential, office, institutional, and commercial development wherever appropriate. | <p>Major Transit Station Areas</p> <ul style="list-style-type: none"> Municipalities to ensure a mix of uses in station areas Establish densities in station areas that are consistent with rapid transit Development of station areas to be consistent with TOD principles | <p>Discussion Paper: City Form</p> <p>Discussion Paper: Networks</p> |

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| | <p>Reurbanization Corridors</p> <ul style="list-style-type: none"> • Municipalities to establish densities on reurbanization corridors that are consistent with rapid transit • Development of corridors to be consistent with TOD principles | |
| 2. Major transit station areas will be planned and designed to provide access from various transportation modes to the transit facility, including consideration of pedestrians, bicycle parking and commuter pick-up/drop-off areas. | ROP reiterates Provincial policy. | <p>Discussion Paper: City Form</p> <p>Discussion Paper: Networks</p> |
| 3. Intensification corridors will generally be planned to accommodate local services, including recreational, cultural and entertainment uses. | Not specifically identified. | Discussion Paper: City Form |
| 2.2.6 Employment Lands | | |
| 1. 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. | Region directs Area Municipalities to accommodate employment growth in Greenfield, employment areas, and reurbanization areas. | <p>Discussion Paper: City Form</p> <p>Discussion Paper: Economy</p> |
| <p>2. Municipalities will promote economic development and competitiveness by:</p> <p>a) providing for an appropriate mix of employment uses including industrial, commercial and institutional uses to meet long-term needs;</p> <p>b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;</p> <p>c) planning for, protecting and preserving employment areas for current and future uses;</p> <p>d) ensuring the necessary infrastructure is provided to support current and forecasted employment needs;</p> | <ul style="list-style-type: none"> • Area municipalities encourages to designate & preserve lands in proximity of existing major highway interchanges, rail yards as employment areas. • Region plans to provide sufficient employment areas to meet forecast growth, mostly within existing employment areas. Cities are encouraged to designate and preserve employment areas within built up area. • Region supports conversion of employment lands only through Area Municipal Comprehensive Review. • Region will plan and manage Regional infrastructure levels reflect existing and forecast employment needs. | Discussion Paper: Economy |
| 4. Major office and appropriate major institutional development should be located in urban growth centres, major transit station areas, or areas with existing frequent transit service, or existing or planned higher order transit service. | Major office and large scale institutional uses over 10,000m2 <u>will</u> be located within <i>Key Growth Areas</i> . | Discussion Paper: Economy |

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| <p>5. Municipalities may permit conversion of lands within employment areas, to non-employment uses, only through a municipal comprehensive review where it has been demonstrated that:</p> <ul style="list-style-type: none"> a) there is a need for the conversion; b) the municipality will meet the employment forecasts allocated to the municipality pursuant to this Plan; c) the conversion will not adversely affect the overall viability of the employment area, and achievement of the intensification target, density targets, and other policies of this Plan; d) there is existing or planned infrastructure; e) the lands are not required over the long term for the employment purposes for which they are designated; f) cross-jurisdictional issues have been considered. <p>For the purposes of this policy, major retail uses are considered non-employment uses.</p> | <p>Region will only consider re-designation from employment in conjunction with Area Municipality during an Area Municipality comprehensive review.</p> | <p>Discussion Paper: Economy</p> |
| <p>6. Policy 2.2.6.5 only applies to employment areas that are not downtown areas or regeneration areas. For those employment areas that are downtown areas or regeneration areas, Policy 1.3.2 of the PPS, 2005 continues to apply.</p> | <p>Not addressed in ROP. ***PPS***1.3.2 Planning authorities may permit conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.</p> | <p>Discussion Paper: Economy</p> |
| <p>7. In recognition of the importance of cross-border trade with the United States, this Plan recognizes a Gateway Economic Zone and Gateway Economic Centre near the Niagara-US border. Planning and economic development in these areas will support economic diversity and promote increased opportunities for cross- border trade, movement of goods and tourism.</p> | <p>Region Supports infrastructure improvements, including Airport, Rail, and Highway expansion / funding which may help promote cross border trade in Waterloo.</p> | <p>Discussion Paper: Economy</p> |
| <p>8. Through sub-area assessment, the Minister of Public Infrastructure Renewal, in consultation with other Ministers of the Crown, municipalities and other stakeholders will identify provincially significant employment areas including prime industrial lands.</p> | <p>Region and Municipalities will collaborate with MPIR.</p> | <p>Discussion Paper: Economy</p> |
| <p>9. Municipalities are encouraged to designate and preserve lands within settlement areas in the vicinity of existing major highway interchanges, ports, rail yards and airports as areas for manufacturing, warehousing, and associated retail, office and ancillary facilities, where appropriate.</p> | <p>Area Municipalities are encouraged to designate employment lands near existing highway interchanges, rail yards.</p> | <p>Discussion Paper: Economy Discussion Paper: Land Use Designations</p> |

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| <p>10. In planning lands for employment, municipalities will facilitate the development of transit-supportive, compact built form and minimize surface parking.</p> | <p>Region will plan to enhance transit service to key employment areas.</p> <p>Area municipalities are encouraged to provide reduced parking standards for development applications where the owner/applicant agrees to incorporate transportation demand management strategies as part of the proposed development.</p> <p>Employment areas will be designed and (re)developed to implement the principles and policies of the plan as fully as possible (e.g. TOD).</p> | <p>Discussion Paper: Networks</p> <p>Discussion Paper: Economy</p> |
| <p>2.2.7 Designated Greenfield Areas</p> | | |
| <p>1. New development taking place in designated greenfield areas will be planned, designated, zoned and designed in a manner that:</p> <p>a) contributes to creating complete communities;</p> <p>b) creates street configurations, densities, and an urban form that support walking, cycling, and the early integration and sustained viability of transit services;</p> <p>c) provides a diverse mix of land uses, including residential and employment uses, to support vibrant neighbourhoods;</p> <p>d) creates high quality public open spaces with site design and urban design standards that support opportunities for transit, walking and cycling.</p> | <p>DGAs to be planned in a manner that:</p> <ul style="list-style-type: none"> • Integrates with and supports complete communities. • Contains a road network that supports transit, • 90% of the population and jobs will be within 400m walking distance of a transit stop, and 65% will be within 200m walking distance of a transit stop. Greenfield developments will offer access to transit and commercial areas through pedestrian sidewalk and trail networks, and cycle networks. • Incorporates heritage and environmental features | <p>Discussion Paper: City Form</p> |
| <p>2. The designated greenfield area of each upper- or single-tier municipality will be planned to achieve a minimum density target that is not less than 50 residents and jobs combined per hectare.</p> | <ul style="list-style-type: none"> • Development in primarily residential Designated Greenfield Areas must meet a minimum density of 60 residents and jobs combined per hectare. • Development in primarily employment Designated Greenfield Areas must meet a minimum density of 40 residents and jobs combined per hectare. | <p>Discussion Paper: City Form</p> |
| <p>3. This density target will be measured over the entire designated greenfield area of each upper- or single-tier municipality, excluding the following features where the features are both identified in any applicable official plan or provincial plan, and where the applicable provincial plan or policy statement prohibits development in the features: wetlands, coastal wetlands, woodlands, valley lands, areas of natural and scientific interest, habitat of endangered species and threatened species, wildlife habitat, and fish</p> | <p>ROP Also excludes University campus expansion lands, and 'Prime Industrial/Strategic Reserve' lands.</p> | <p>Discussion Paper: City Form</p> |

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| <p>habitat. The area of the features will be defined in accordance with the applicable provincial plan or policy statement that prohibits development in the features.</p> | | |
| <p>6. Municipalities will develop and implement official plan policies, including phasing policies, and other strategies, for designated greenfield areas to achieve the intensification target and density targets of this Plan.</p> | <p>ROP Policy 2.C.19 (d) outlines density targets.</p> | <p>Discussion Paper: City Form</p> |
| <p>3.2.1 Infrastructure Planning</p> | | |
| <p>1. Infrastructure planning, land use planning, and infrastructure investment will be coordinated to implement the Growth Plan. Infrastructure includes but is not limited to transit, transportation corridors, water and wastewater systems, waste management systems and community infrastructure</p> | <p>Region is coordinating infrastructure, save and except for those not within their jurisdiction</p> | <p>Discussion Paper: Networks</p> |
| <p>3.2.2 Transportation - General</p> | | |
| <p>1. The transportation system within the GGH will be planned and managed to:</p> <ul style="list-style-type: none"> a) provide connectivity among transportation modes for moving people and for moving goods; b) offer balance of transportation choices that reduces reliance upon any single mode and promotes transit, cycling and walking; c) be sustainable, by encouraging the most financially and environmentally appropriate mode for trip-making; d) offer multi-modal access to jobs, housing, schools, cultural and recreational opportunities and goods and services; e) provide for the safety of system users. | <p>The Region and Area Municipalities will establish conditions of approval with respect to plans of subdivision, zoning, consent, site plan and plans of condominium that support the development and operation of the Regional Transit systems and the Regional Road system, including:</p> <ul style="list-style-type: none"> a. easements and land dedication for walking, cycling, transit and pedestrian activities b. amenities for cycling and transit activities c. Site plans that meet the needs of pedestrians, cyclists and transit users. <p>Area Municipalities will prepare and implement municipal parking strategies that support the policies of this Plan.</p> <p>The Region, Area Municipalities and Province will promote and provide parking and drop-off facilities for commuters in appropriate locations and as close as possible to commuter trip origins as possible by developing and implementing commuter parking and carpool parking plans.</p> | <p>Discussion Paper: Networks</p> |
| <p>2. Transportation system planning, land use planning, and transportation investment, will be co-ordinated to</p> | | <p>Discussion Paper: Networks</p> |

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| <p>implement the Growth Plan</p> <p>3. In planning for the development, optimization, and/or expansion of new or existing transportation corridors, the Ministers of Public Infrastructure Renewal and Transportation, other Ministers of the Crown, other public agencies and municipalities will:</p> <p>a) ensure that corridors are identified and protected to meet current and projected needs for various travel modes;</p> <p>b) support opportunities for multi-modal use where feasible, in particular prioritizing transit and goods movement needs over those of single occupant automobiles;</p> <p>c) consider increased opportunities for moving people and moving goods by rail, where appropriate;</p> <p>d) consider separation of modes within corridors, where appropriate;</p> <p>e) for goods movement corridors, provide for linkages to planned and existing inter-modal opportunities where feasible</p> | <p>Generally accomplished in policies throughout ROP, relating to provision of Rapid Transit along King St Corridor; increased modal share of walking, cycling, and transit; Increased commuter rail connectivity to the GGH and beyond; Highway and freight access expansion.</p> <p>Transit Corridors are Regional or Area Municipal Roads that are characterized by existing or planned high-frequency transit service. Wherever possible, Area Municipalities will adopt plans and by-laws that require Transit Oriented Development along these corridors.</p> <p>The Region will implement transit priority measures such as reserved bus lands and bus priority at traffic signals on Transit Corridors.</p> <p>The Region, Area Municipalities and other agencies will seek to protect and, whenever feasible, acquire abandoned rail corridors for their possible inclusion in transit, walking and cycling networks, and future utility corridors.</p> <p>Other relevant policies may be found in various master plans, such as the Regional Transportation Corridor Design Guidelines.</p> | <p>Discussion Paper: Networks</p> |
| <p>5. Municipalities will develop and implement transportation demand management policies in official plans or other planning documents, to reduce trip distance and time, and increase the modal share of alternatives to the automobile.</p> | <p>Area municipalities are encouraged to provide reduced parking standards for development applications where the owner/applicant agrees to incorporate transportation demand management strategies as part of the proposed development.</p> <p>Region to play a leadership role in Transportation Demand Management policy and implementation. Policies include:</p> <ul style="list-style-type: none"> • Education to promote non-auto transportation. • Region to act as TDM technical resource for interested parties; • support cycling master plan; • Incentives for TOD and TDM supportive designs such as granting reductions in road improvements to | <p>Discussion Paper: Networks</p> |

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| | support a development. | |
| 3.2.3 Moving People | | |
| <p>1. Municipalities will ensure that pedestrian and bicycle networks are integrated into transportation planning to:</p> <p>a) provide safe, comfortable travel for pedestrians and bicyclists within existing communities and new development;</p> <p>b) provide linkages between intensification areas, adjacent neighbourhoods, and transit stations, including dedicated lane space for bicyclists on the major street network where feasible.</p> | <p>ROP policy speaks to ensuring safe and accessible cycle and walk routes, connecting various land uses, in a more compact environment.</p> <p>The Region and Area Municipalities will establish conditions of approval with respect to plans of subdivision, zoning, consent, site plan and plans of condominium that support the development and operation of the Regional Transit systems and the Regional Road system, including:</p> <p>a. easements and land dedication for walking, cycling, transit and pedestrian activities</p> <p>b. amenities for cycling and transit activities</p> <p>c. Site plans that meet the needs of pedestrians, cyclists and transit users.</p> | Discussion Paper: Networks |
| 3.2.4 Moving Goods | | |
| <p>4. Municipalities will provide for the establishment of priority routes for goods movement, where feasible, to facilitate the movement of goods into and out of areas of significant employment, industrial and commercial activity and to provide alternate routes connecting to the Provincial network.</p> | <p>Region classifies all Regional Roads as truck routes.</p> <p>Other policies not relevant to City.</p> | Discussion Paper: Networks |
| <p>5. Municipalities will plan for land uses in settlement areas adjacent to, or in the vicinity of transportation facilities such as inter-modal facilities, rail yards, airports, dockyards, and major highway interchanges that are compatible with, and supportive of, the primary goods movement function of these facilities.</p> | <p>Area Municipalities to establish Official Plan policies to minimize potential adverse impacts from incompatible land uses.</p> <p>Region has identified specific “Noise Criteria for Noise Sensitive Land Uses”, which all development applications will have to adhere to adjacent to Existing/Planned Regional and Provincial Roads, the Rapid Transit System, or railways or noise sensitive land uses (residential, hospitals, nursing/retirement homes, schools, daycare facilities)</p> | Discussion Paper: Networks |
| 3.2.5 Water and Wastewater Systems | | |
| <p>1. Municipalities should generate sufficient revenue to recover the full cost of providing municipal water and wastewater systems.</p> | <p>Policies not relevant to City.</p> | Discussion Paper: Networks |
| <p>3. Municipalities are encouraged to plan and design municipal water and wastewater systems that return water to the watershed from which the withdrawal originated</p> | <p>Policy concept not new.</p> | Discussion Paper: Networks |

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| <p>7. Municipalities, in conjunction with Conservation Authorities, are encouraged to prepare watershed plans and use such plans to guide development decisions and water and wastewater servicing decisions.</p> | <p>Policies not relevant to City.</p> | <p>Discussion Paper: Networks Discussion Paper: Environmental and Energy</p> |
| <p>8. Municipalities are encouraged to implement and support innovative stormwater management actions as part of redevelopment and intensification</p> | <p>Regional Policies not relevant on this issue.</p> | <p>Discussion Paper: Networks</p> |
| <p>3.2.6 Community Infrastructure</p> | | |
| <p>2. Planning for growth will take into account the availability and location of existing and planned community infrastructure so that community infrastructure can be provided efficiently and effectively.</p> | <p>Other Regional policies relate to Regional jurisdiction. Planning studies relating to Uptown Waterloo Urban Growth Centre shall include examination of Community Infrastructure (i.e. schools, open space, etc) Large scale institutional uses to locate within <i>Key Growth Areas</i></p> | <p>Discussion Paper: Networks</p> |
| <p>3. An appropriate range of community infrastructure should be planned to meet the needs resulting from population changes and to foster complete communities.</p> | <p>As noted above, other Regional policies relate to Regional jurisdiction</p> | <p>Discussion Paper: Networks</p> |
| <p>4. Services planning, funding and delivery sectors are encouraged to develop a community infrastructure strategy to facilitate the co-ordination and planning of community infrastructure with land use, infrastructure and investment through a collaborative and consultative process.</p> | <p>Absent in ROP</p> | <p>Discussion Paper: Networks</p> |
| <p>5. Municipalities will establish and implement minimum affordable housing targets in accordance with Policy 1.4.3 of the PPS, 2005.</p> | <p>To be established in Community Action Plan for Housing; Lot sizes over 2 hectares = 30% affordable housing</p> | <p>Discussion Paper: City Form Discussion Paper: Land Use Designations</p> |
| <p>6. Upper- and single-tier municipalities will develop a housing strategy in consultation with lower-tier municipalities, the Minister of Municipal Affairs and Housing and other appropriate stakeholders. The housing strategy will set out a plan, including policies for official plans, to meet the needs of all residents, including the need for affordable housing – both home ownership and rental housing. The housing strategy will include the planning and development of a range of housing types and densities to support the achievement of the intensification target and density</p> | <p>To be reflected in Community Action Plan for Housing</p> | <p>Discussion Paper: City Form Discussion Paper: Land Use Designations</p> |

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| targets. | | |
| 4.2.1 Natural Systems | | |
| 1. Through sub-area assessment, the Minister of Public Infrastructure Renewal and other Ministers of the Crown, in consultation with municipalities and other stakeholders will identify natural systems for the GGH, and where appropriate develop additional policies for their protection. | <p>Sub-areas assessments are not expected to occur.</p> <p>ROP addresses this through Greenlands Network policies. Landscape Level Systems, Core Environmental Features, Supporting Environmental Features and the Linkages between them. Municipalities must identify and zone core environmental features, Landscape level Systems and zone them in accordance with the ROP. Policies for the protection of such lands included.</p> | Discussion Paper: Environmental and Energy |
| 3. Planning authorities are encouraged to identify natural heritage features and areas that complement, link, or enhance natural systems. | <p>Landscape Level System (ESL) to be strictly controlled through permitting limited land uses.</p> <p>Core Environmental Features (Regionally Significant Features) to be protected from most forms of development. Features are:</p> <ul style="list-style-type: none"> • Provincially Significant Wetlands; • ESPAs; • Regionally Significant Woodlands; and • Significant Valleylands. <p>Supporting Environmental Features to be identifies, maintained, restored or enhanced by Area Municipalities</p> <p>Linkages are to be incorporated into Greenlands Network. They will be identified through <i>watershed studies</i>, Natural Heritage Inventories, <i>Environmental Impact Statements</i> or other appropriate studies.</p> <p>ROP identifies Natural features on Map 4.</p> | Discussion Paper: Environmental and Energy |
| 4. Municipalities, conservation authorities, non-governmental organizations, and other interested parties are encouraged to develop a system of publicly accessible parkland, open space and trails, including shoreline areas, within the GGH that: | <p>Major Urban Greenspace policies call for connectivity to transit, walking and cycle trails, coordination with GRCA, are protected from inappropriate development</p> | Discussion Paper: Networks |
| <p>a) clearly demarcates where public access is and is not permitted;</p> <p>b) is based on a co-ordinated approach to trail planning and development;</p> <p>c) is based on good land stewardship practices for public</p> | | |

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| <p>and private lands.</p> | | |
| <p>5. Municipalities are encouraged to establish an urban open space system within built-up areas, which may include rooftop gardens, communal courtyards, and public parks.</p> | <p>The Region, in collaboration with Area Municipalities, the GRCA and other stakeholders, will develop and implement an Urban Greenlands Strategy, which (among other things)</p> <ul style="list-style-type: none"> • Promotes green roofs, community gardens and tree planting in new developments <p>Area Municipalities will provide long-term protection to Major Urban Greenspaces from inappropriate development.</p> | <p>Discussion Paper: Networks</p> |
| <p>4.2.4. A Culture of Conservation</p> | | |
| <p>1. Municipalities will develop and implement official plan policies and other strategies in support of the following conservation objectives:</p> <p>a) Water conservation, including:</p> <ol style="list-style-type: none"> i. water demand management, for the efficient use of water ii. water recycling to maximize the reuse and recycling of water. <p>b) Energy conservation, including:</p> <ol style="list-style-type: none"> i. energy conservation for municipally owned facilities ii. identification of opportunities for alternative energy generation and distribution iii. energy demand management to reduce energy consumption iv. land-use patterns and urban design standards that encourage and support energy-efficient buildings and opportunities for cogeneration. <p>c) Air quality protection, including reduction in emissions from municipal and residential sources.</p> <p>d) Integrated waste management, including:</p> <ol style="list-style-type: none"> i. enhanced waste reduction, composting, and recycling initiatives and the identification of new opportunities for source reduction, reuse, and diversion where appropriate ii. a comprehensive plan with integrated approaches | <p>a) Water Conservation:</p> <ul style="list-style-type: none"> • Update to the Region's Water Efficiency Master Plan • New / Existing business using or discharging large amounts of water will be discouraged from the region <p>b) Energy Conservation:</p> <ul style="list-style-type: none"> • ROP continue to implement recommendations of the Regional Environmental Sustainability Plan; apply energy conservation techniques in regional facilities • Region and City to develop marketing and education initiatives encourage innovation in private sector, both in research etc and in corporate energy management. • Innovation encouraged, green rooftops, alternative energy systems, bio thermal, geothermal, district energy all encouraged. <p>c) Air Quality</p> <ul style="list-style-type: none"> • Reduce auto emissions, discourage corporate heavy polluters, land uses minimizing need for auto commuting <p>d) Integrated Waste Management</p> <ul style="list-style-type: none"> • Regional Waste Management Master Plan <p>e) Cultural Heritage Conservation</p> <ul style="list-style-type: none"> • Region and Area Municipalities will identify and | <p>Discussion Papers:</p> <p>Environmental and Energy</p> <p>Arts, Culture, Recreation and Leisure</p> |

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| <p>to waste management, including reduction, reuse, recycling, composting, diversion, and the disposal of residual waste</p> <ul style="list-style-type: none"> iii. promotion of reuse and recycling of construction materials iv. consideration of waste management initiatives within the context of long term regional planning, and in collaboration with neighbouring municipalities. <p>e) Cultural heritage conservation, including conservation of cultural heritage and archaeological resources where feasible, as built-up areas are intensified.</p> | <p>conserve cultural heritage resources in land-use and development decisions using provisions of the <i>Heritage Act</i>.</p> <ul style="list-style-type: none"> • Area Municipalities will establish and maintain a register of properties situated in the municipality that are of cultural heritage value or interest. • Area Municipalities will determine the potential presence of archaeological resources as part of the development review process. • The Region will coordinate and maintain a region-wide inventory of cultural heritage resources that are: <ul style="list-style-type: none"> • Listed on registers established by Area Municipalities • Of Regional interest; or • Owned by the Region. | |
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