



DEVELOPMENT SERVICES *Staff Report*

REPORT NO: DS-2023-12

TO: Council

SUBMITTED BY: Harold O’Krafka, MCIP RPP PLE

PREPARED BY: Harold O’Krafka, MCIP RPP PLE

REVIEWED BY: Sharon Chambers, CAO

DATE: June 12, 2023

SUBJECT: Minister’s Decision on ROPA 6 – Baden and New Hamburg
Secondary Plan

RECOMMENDATION:

THAT Report DS-2023-12 be received for information; and,

THAT Council direct staff to prepare a terms of reference for the development of a secondary plan for Baden and New Hamburg that will contemplate and create a long term plan for the development of lands inside the Countryside Line in Wilmot Township; and further,

That Council direct staff to issue an RFP for consulting services to complete the secondary plan.

SUMMARY:

The Region’s Official Plan Amendment No. 6 (ROPA 6) has been approved by the Minister of Municipal Affairs and Housing.

The Minister’s approval increased the volume of lands within the Township Urban Area and designated for community and employment area from approximately 50ha under ROPA 6 as approved by the Region to just over 300ha.

The significance of the volume of lands added by the Minister necessitates the immediate development of a secondary plan for Baden and New Hamburg.

The Township of Wilmot Official Plan provides the overall mission and policies for managing growth, protecting resources and promoting economic development in the Township of Wilmot and within the Township Urban Settlement Areas of Baden and New Hamburg.

Secondary Plans are more detailed plans for specific areas within the community that identifies land use planning, community design, transportation and municipal infrastructure needs to accommodate long term growth – in this case for all lands inside the Countryside Line.

The secondary planning exercise will also identify an appropriate staging plan for growth to ensure that its implementation balances the needs of the community with the need increase the rate of housing construction in Ontario.

BACKGROUND:

The Region of Waterloo describes the Regional Official Plan (ROP) as:

“Regional Council’s long-term strategy for guiding and integrating growth management, development, land use, infrastructure planning, together with financial and capital investment.” (Report PDL-CPL-23-017 June 6, 2023)

The Region began a review of its Official Plan in 2018 which culminated in the adoption of ROPA 6 in August 2022. ROPA 6 was subsequently approved by the Minister of Municipal Affairs on April 11, 2023 with 12 modifications. The approved document is attached as Attachment 1.

The most significant modification was the addition of Policy 2.J.14:

2.J.14 For the lands added to the Urban Area or the Township Urban Area on Map 1, the Designated Greenfield Area on Map 2, and the Urban Area / Township Urban Area on Map 3, Area Municipalities shall identify appropriate land use designations, including the identification of employment lands, with consideration of applicable provincial policies and guidelines.

The intent of this policy is to implement Option 1 for community area and 15% intensification for employment area land needs as identified in the final Land Needs Assessment from staff report PDL-CDL-22-20, considered by Regional Council on June 29, 2022.

Nothing in this policy precludes proponents from initiating planning applications or undertaking secondary planning in advance of the area municipalities’ next official plan update.

In Wilmot the effect of this new policy was the designation of all lands inside the Countryside Line for development as community area (residential, institutional, commercial) and employment area (industrial). Attachment 2 compares the impact of ROPA 6 as adopted versus ROPA 6 as approved by the Minister.

ROPA 6, as adopted by Regional Council added only 35ha of Community Area and 15ha of Employment Area to Wilmot Township to accommodate growth to the year 2051. The Ministers approval increased the amount of Community Area to approximately 287ha while maintaining the additional 35ha of Employment Area. The Ministers approval eliminated the specific density and intensification projections for Wilmot contained within ROPA 6 allowing the community greater flexibility to determine the appropriate density and mix of housing required in Wilmot.

REPORT:

The modification by the Minister to ROPA 6 is significant for Wilmot Township and, in the opinion of staff, beneficial as it allows for the proper and orderly planning of the municipality over the long term.

Specifically, ROPA 6 as approved by the Region of Waterloo added only limited amounts of lands to Baden and New Hamburg at such a small scale that the necessity of a large scale secondary planning exercise was largely questionable.

Essentially the effect of ROPA 6, as adopted, would have been continued fringe development of the two communities, as they grow together, by essentially adding one additional subdivision to each community to 2051.

The Minister's decision appropriately treats the entire volume of lands within the Countryside Line as a whole and provides the opportunity for the community to engage in a visioning exercise of what the ultimate land use and servicing strategy for the community should be.

It dramatically speeds up the development of new housing by eliminating the necessity for future Regional Official Plan Amendments and aligns with the stated expectation of Bill 23 that will see local municipalities assume responsibility for land use planning.

By developing a plan for the whole of the lands infrastructure investments can be efficiently and effectively staged to maximize the return on investment and to ensure that a more complete community is developed in alignment with the longstanding vision of Wilmot's concentrated growth model.

With Option 1, referenced by the Ministers decision, identifying an additional 13,700 people being added to the community to 2051 it represents essentially the doubling of the existing combined population of Baden and New Hamburg.

Wilmot has a very unique opportunity to create a highly desirable, walkable and accessible community that enhances the existing communities of Baden and New Hamburg. Effectively a

secondary planning exercise will provide the community with the opportunity to envision what a third, central community will look like. It will contemplate the density and range of housing types and affordabilities' that should be provided and are needed, the active transportation network that should connect the new community to existing Baden and New Hamburg communities, the integration of road networks and supportive commercial development and the integration of the new community with the expanding employment lands.

In addition, it will assess the servicing and infrastructure requirements to ensure that the growth is sustainable and maximizes the efficiency of infrastructure investments.

To that end, and recognizing that the Minister's approval provides that development interests can proceed with applications in advance of local Official Plan updates, staff recommend that Council provide direction to staff to proceed with drafting a terms of reference for a comprehensive secondary plan and to issue the requisite request for proposals (RFP) to complete same.

Staff anticipate that the RFP would be issued in late July and that the successful bid would be brought to Council for approval early in September. The timeline for completion of the secondary plan would be expected to be fall of 2024 which reasonably should not unduly delay any pending applications triggered by the Ministers decision.

ALIGNMENT WITH THE TOWNSHIP OF WILMOT STRATEGIC PLAN:

Preparing a Secondary Plan to plan the long term integrated growth and development of the community aligns with all five goals of the Wilmot Strategic Plan being Responsible Governance, Community Engagement, Quality of Life, Economic Prosperity and Environmental Protection.

FINANCIAL CONSIDERATIONS:

The 10 year capital budget for Development Services includes a total of \$435,000 for Secondary Planning activities including \$210,000 in 2024 and \$125,000 in 2025 for Greenfield Land Use and Servicing Secondary Planning in Baden and New Hamburg as well as \$100,000 in 2024 for Baden and New Hamburg Urban Growth Centre Studies. The latter will assess reasonable intensification opportunities and servicing / infrastructure limitations and would be incorporated into the Secondary Plan.

Beginning the Secondary Planning exercise in 2023 should not reasonably impact the 2023 budget significantly as billing would largely be expected to begin in late 2023.

ATTACHMENTS:

Attachment 1: Ministers Approval of ROPA 6

Attachment 2: Visualization of Wilmot Impact of ROPA 6 vs Ministers Approved ROPA 6

DECISION

With respect to Official Plan Amendment 6
for the Region of Waterloo
Subsection 17(34) and Section 26 of the *Planning Act*

I hereby approve, as modified, Official Plan Amendment 6 for the Region of Waterloo as adopted by By-law No. No. 22-038, subject to the following modifications, with additions in **bold underline** and deletions in **~~bold strikethrough~~**:

1. Part B to By-law 22-038, is modified by:

(a) deleting the entirety of Section 2.E.2.4 as follows:

~~2.E.2.4 As part of the next municipal comprehensive review of this Plan, the Region, in collaboration with the Township of North Dumfries, will give priority consideration to expanding the boundary of the Ayr Township Urban Area to include the lands shown on Figure 17, subject to the following:~~

~~(a) the need for the urban boundary expansion in the Township of North Dumfries has been justified in accordance with Policy 2.C.3.1;~~

~~(b) the lands added to the Ayr Township Urban Area satisfy the applicable requirements of Policy 2.C.3.2; and~~

~~(c) the Ayr Township Urban Area has sufficient reserve capacity in the municipal water and wastewater system to service the lands; and~~

(b) deleting the entirety of "Attachment 'H', Figure 17 – Policy 2.E.2.4 Ayr Priority Consideration Area Lands Township of North Dumfries" to reflect the deletion of Section 2.E.2.4.

2. [New] Part B to By-law 22-038, is modified by:

(a) creating a new Section 2.J.10 as follows:

2.J.10 Notwithstanding Policy 2.G.1, for the lands shown

on Figure 17 in the Township of Woolwich, located at 335 Farmers Market Road, the Township of Woolwich may permit certain additional industrial/commercial uses, including self storage uses. Any development applications on the lands will not be approved until the applicant confirms that municipal water and wastewater system servicing of the lands as required will be provided through a cross-border servicing agreement, entered into between the City of Waterloo and the Township of Woolwich.; and

- (b) creating a new “Attachment ‘H’, Figure 17 – Policy 2.J.10 335 Farmers Market Road Township of Woolwich” as shown on Appendix A attached hereto, to identify the subject lands at 335 Farmers Market Road, Township of Woolwich.

3. [New] Part B to By-law 22-038, is modified by:

- (a) creating a new Section 2.J.11 as follows:

2.J.11 Notwithstanding the other policies of this Plan, for the lands shown on Figure 18 (241 Queen Street West) the City of Cambridge shall permit high density residential and institutional uses with the following provisions:

- a) **Maximum height of buildings and structures of 85 metres, inclusive of rooftop mechanical structures;**
 - b) **No maximum number of dwelling units per hectare;**
 - c) **Maximum lot coverage of 30 percent;**
 - d) **Minimum floor space index of 1.2;**
 - e) **Maximum floor space index of 2.9; and,**
 - f) **No minimum lot frontage; and**
- (b) creating a new “Attachment ‘H’, Figure 18 – Policy 2.J.11 241 Queen Street West City of Cambridge” as shown on Appendix B attached hereto, to identify the subject lands at 241 Queen Street West, City of Cambridge.

4. [New] Part B to By-law 22-038, is modified by creating a new Section 2.J.12 as follows:

2.J.12 At the time of the next Township of Woolwich official plan update, for the Elmira Township Urban Area, the Township shall review and update its phasing and staging of development policies to expedite development applications for housing projects.

5. [New] Part B to By-law 22-038, is modified by creating a new Section 2.J.13 as follows:

2.J.13 Where lands are designated “Urban Designated Greenfield Area” through Regional Official Plan Amendment 2 (ROPA 2), they shall be designated “designated greenfield areas” in this Plan; where lands are removed from the “Prime Industrial / Strategic Reserve” designation through ROPA 2, they shall be removed from the “employment areas” designation in this Plan; and, where lands are designated “Prime Industrial / Strategic Reserve” through ROPA 2, they shall be designated “employment areas” in this Plan.

6. [New] Part B to By-law 22-038, is modified by creating a new Section 2.J.14 as follows:

2.J.14 For the lands added to the Urban Area or the Township Urban Area on Map 1, the Designated Greenfield Area on Map 2, and the Urban Area / Township Urban Area on Map 3, area municipalities shall identify appropriate land use designations, including the identification of employment lands, with consideration of applicable provincial policies and guidelines.

The intent of this policy is to implement Option 1 for community area and 15% intensification for employment area land needs as identified in the final Land Needs Assessment from staff report PDL-CPL-22-20, considered by Regional Council on June 29, 2022.

Nothing in this policy precludes proponents from initiating planning applications or undertaking secondary planning in advance of the area municipalities’ next official plan update.

7. Part B to By-law 22-038, is modified by modifying Section 3.A.4 as

follows:

3.A.4 Area municipalities will develop official plan policies and implementing zoning by-laws to permit and facilitate the use of land for additional residential units **in Settlement Areas with full municipal water and sewage services** by authorizing,

- (a) the use of **two up to three** residential units in a detached house, semi-detached house or row house; **and or**
- (b) the use of **a up to two** residential units **in a detached house, semi-detached house or row house and a residential unit** in a building or structure ancillary to a detached house, semi-detached house or row house.

For additional clarity, the intent of this policy is to permit the use of up to three residential units on an urban residential lot. Parking requirements for additional residential units shall be in accordance with the Planning Act regulation.

8. The definition of Major Goods Movement Facilities and Corridors in Part B, “Attachment ‘D’, Glossary of Terms” to By-law 22-038 is modified as follows:

The transportation facilities and corridors associated with the inter- and intra-provincial movement of goods. Examples include: inter-modal facilities, ports, airports, **rail facilities**, truck terminals, freight corridors, freight facilities, and haul routes and primary transportation corridors used for the movement of goods. Approaches that are freight-supportive may be recommended in guidelines developed by the Province or based on municipal approaches that achieve the same objectives. (PPS 2020)

9. [New] A definition of Rail facilities is added to Part B, “Attachment ‘D’, Glossary of Terms” to By-law 22-038 as shown below:

Rail facilities

Means rail corridors, rail sidings, train stations, inter-modal facilities, rail yards and associated uses, including designated lands for future rail facilities. (PPS 2020)

10. Part B, “Attachment ‘E’, Map 1 – Regional Structure” to By-law 22-

038 is deleted and replaced with Modified "Attachment 'E', Map 1 – Regional Structure" as shown in Appendix C, attached hereto.

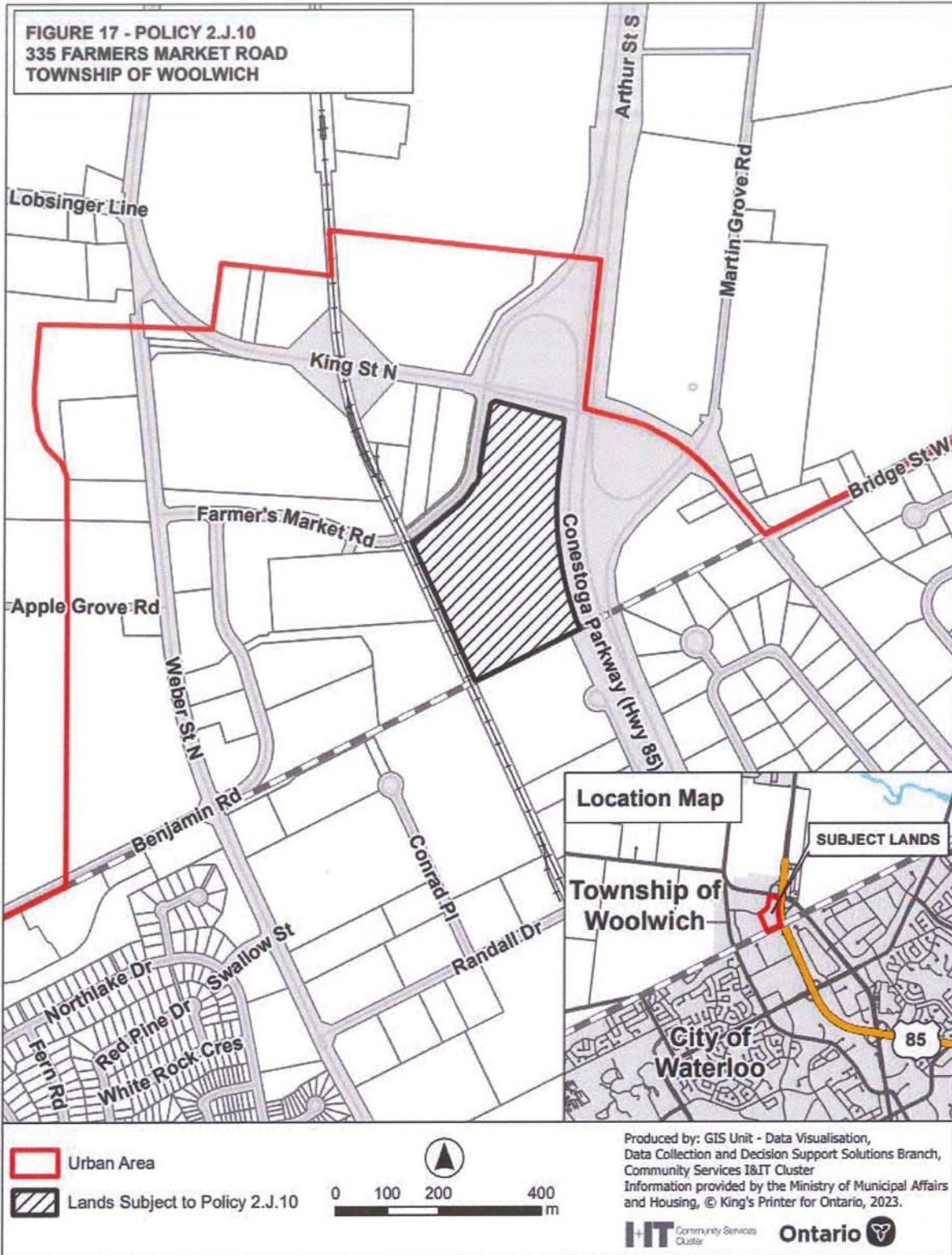
11. Part B, "Attachment 'F', Map 2 – Urban System" to By-law 22-038 is deleted and replaced with Modified "Attachment 'F', Map 2 – Urban System" as shown in Appendix D, attached hereto.
12. Part B, "Attachment 'G', Map 3 – Employment Area" to By-law 22-038 is deleted and replaced with Modified "Attachment 'G', Map 3 – Employment Areas" as shown in Appendix E, attached hereto.

Dated at Toronto this 11th day of April, 2023.



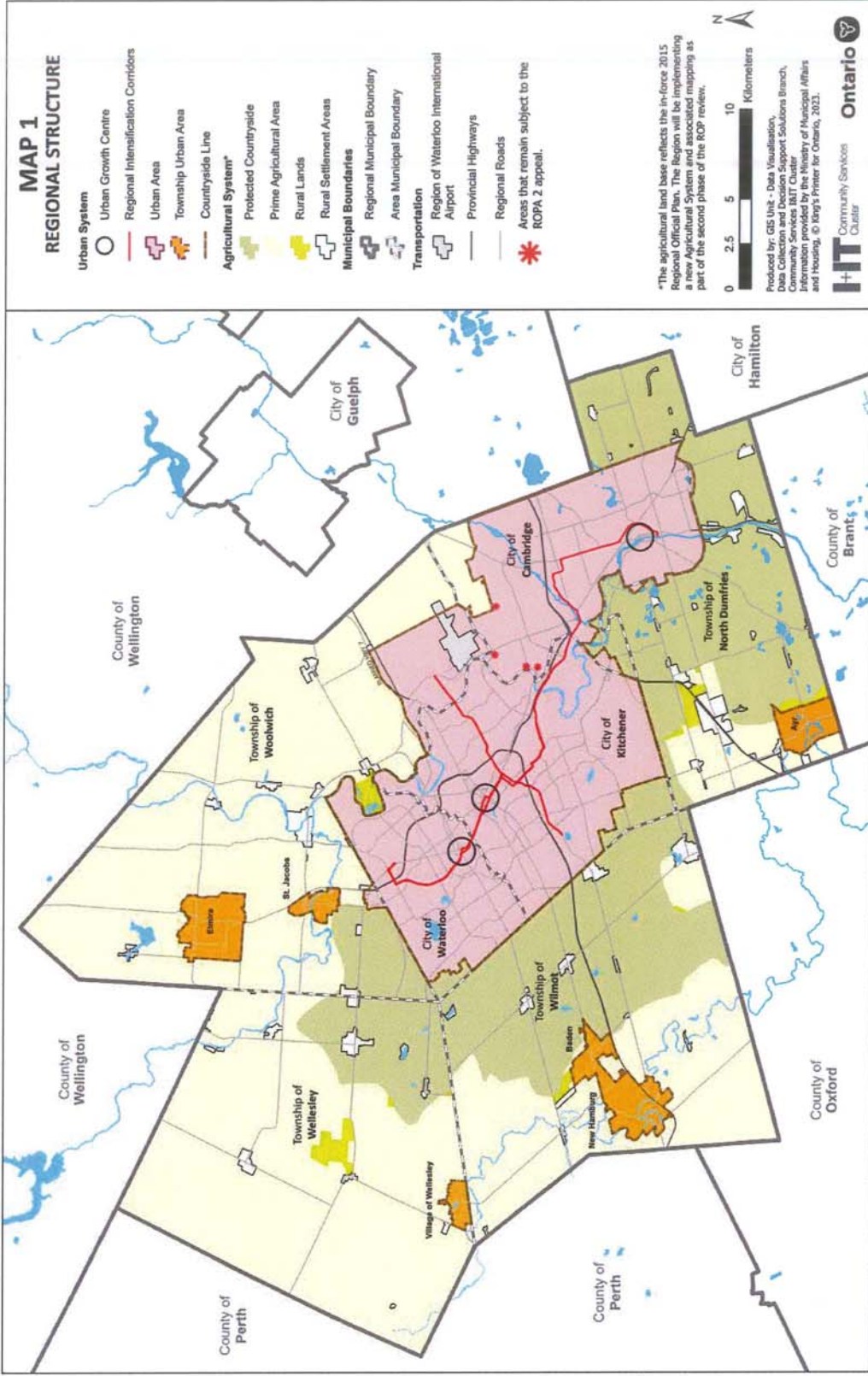
Hannah Evans
Assistant Deputy Minister
Municipal Services Division
Ministry of Municipal Affairs and Housing

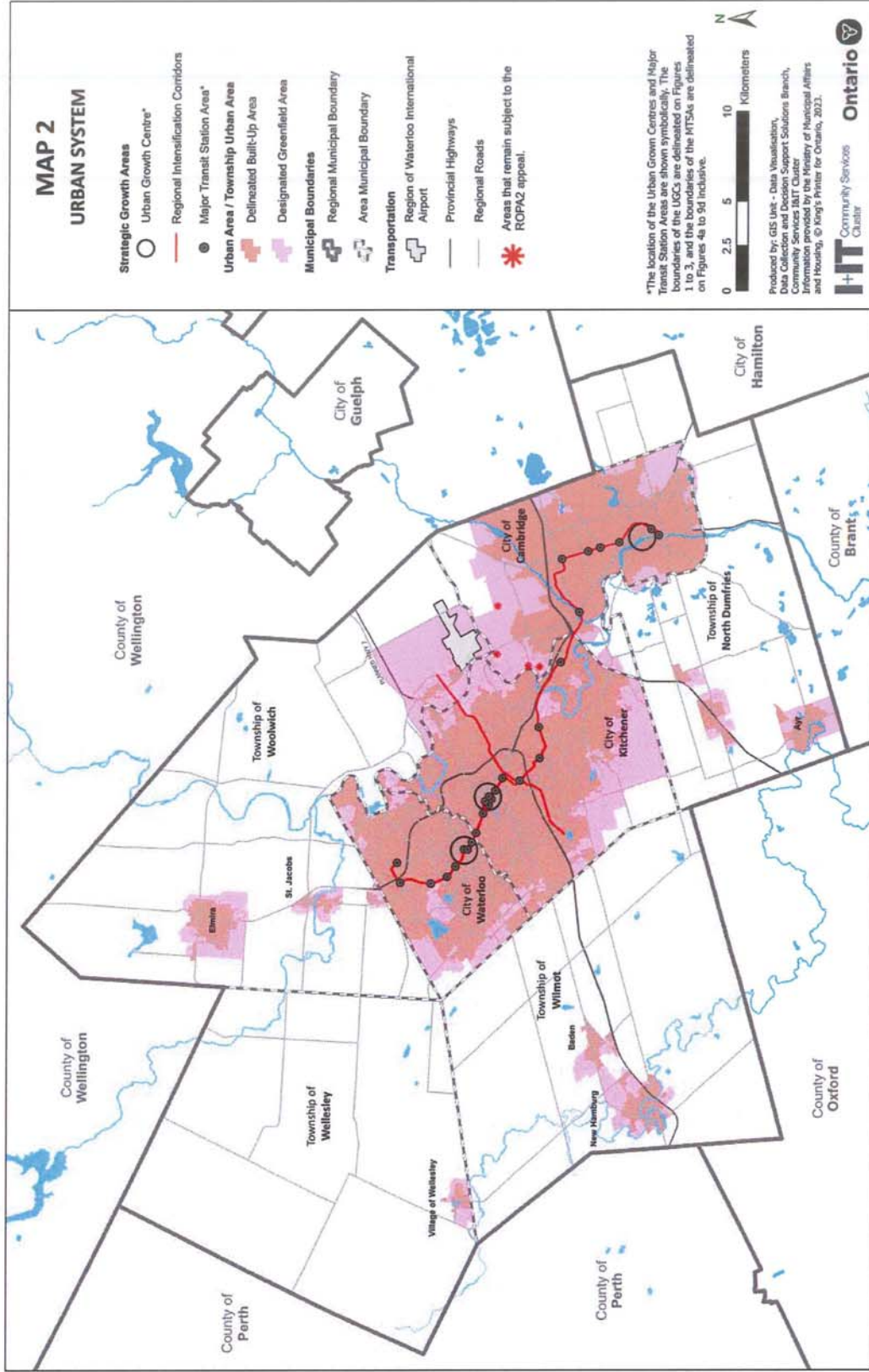
Appendix A



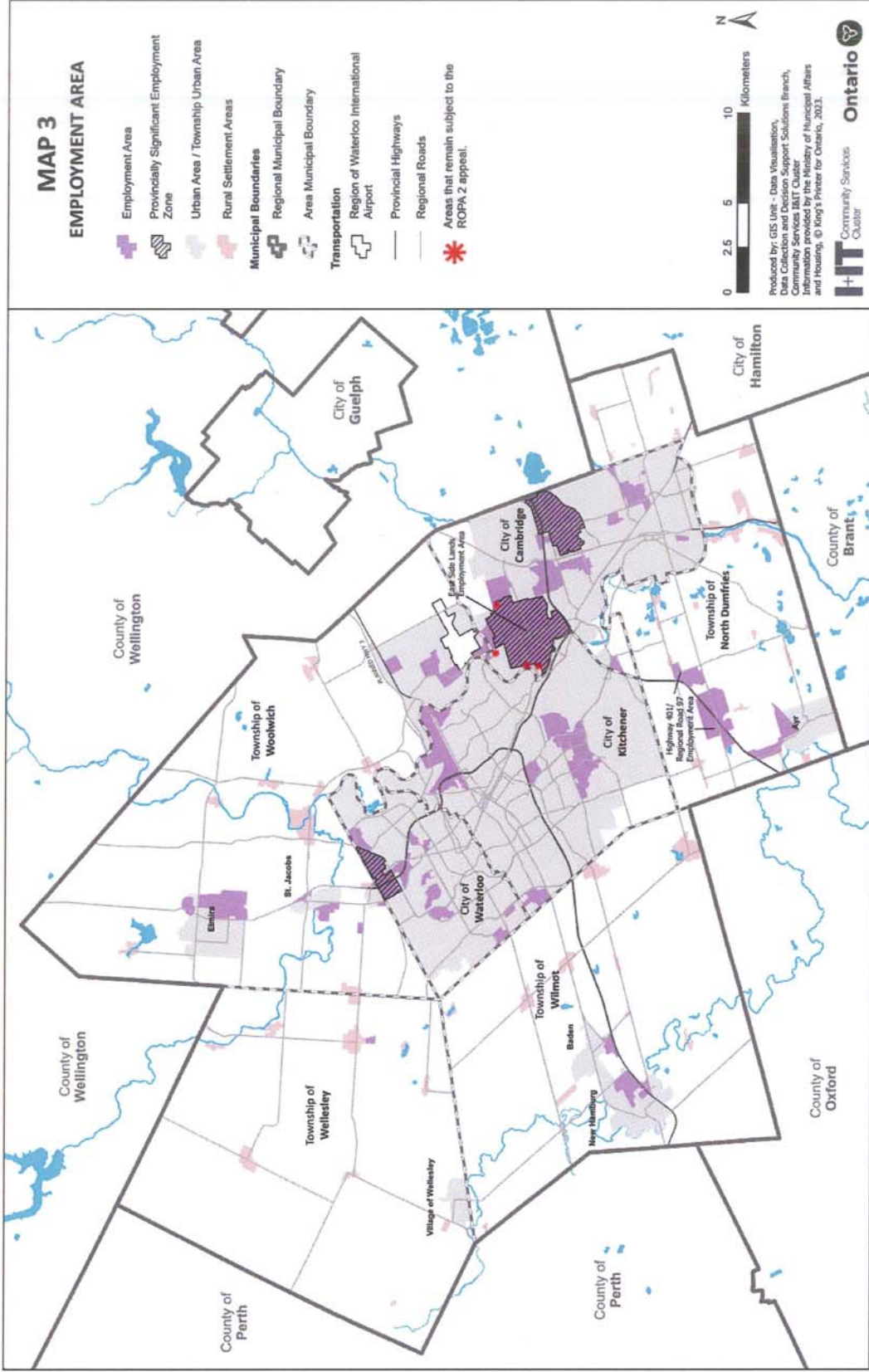
Appendix B







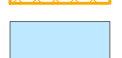





Appendix E



Attachment 2
Report DS-2023-12

-  Countryside Line
-  Original Urban Area Boundary
-  Proposed ROPA 6 Community Area
-  Proposed ROPA 6 Employment Area
-  Approved ROPA 6 Community Area
-  Approved ROPA 6 Employment Area

