

## 2. Shaping Waterloo Region's Urban Communities

Much of the region's growth over the past several decades has occurred in suburban areas that separated where people live from where they work and shop. This pattern of growth has increased the need for automobile travel and contributed to higher energy consumption, declining air quality and public health. The policies in this Chapter seek to alter this trend by promoting a more balanced approach to growth.

Achieving more balanced growth means directing a greater share of new development to the existing Built-Up Area to make better use of land, existing physical *infrastructure*, *community infrastructure* and *human services*. This also means building more compact, vibrant and *complete communities* in Urban and Township Designated Greenfield Areas, with walkable neighbourhoods and a better mix of employment, housing, shopping and services. Implementing these measures will, among other benefits, promote efficient development patterns and reduce the need to expand roads, watermains and wastewater collection systems.

This Chapter sets out a Planned Community Structure for the region's urban communities, and outlines the detailed policies for guiding and directing development within this structure. A fundamental objective of these policies is to more closely integrate land use and transportation planning decisions. Communities that focus on moving people and goods primarily by trucks and automobiles generally create a dispersed, auto-oriented urban form. By contrast, communities that focus Transit Oriented Development around a balanced network of roads, railways, sidewalks, cycling paths and transit routes help create a more compact and *pedestrian-friendly* urban environment. The policies in this Chapter seek to implement this important objective and promote the development of a more *sustainable* and *liveable* regional community.

**Overall Goal – Promote balanced growth by directing a greater share of urban development towards the existing Built-Up Area and by contributing to the creation of *complete communities* in Urban and Township Designated Greenfield Areas.**

### Objectives:

- 2.1 Establish a Countryside Line to contain future urban growth and protect farmlands and sensitive natural areas.
- 2.2 Support the development of a Planned Community Structure based on a system of nodes, corridors and other development areas linked together by an integrated transportation system.
- 2.3 Promote Transit Oriented Development with a diverse mix of land uses, housing types and open spaces in close proximity to each other.
- 2.4 Meet or, where feasible, exceed Provincially-directed density and *reurbanization* targets to make better use of land and *infrastructure*.

- 2.5 Anticipate and plan for growth in Urban and Township Designated Greenfield Areas and the Countryside/Future Urban Expansion Area to ensure sufficient lands are available for future residential, employment and other needs.
- 2.6 Strengthen the economic vitality of the region's townships by directing most of their growth into the Township Urban Areas.

## 2.A Population and Employment Forecasts

The region's population is anticipated to reach approximately 712,000 by the year 2029, which represents an increase of approximately 35 per cent over the region's population in 2009. This Provincial forecast will be used as the basis for planning and managing growth in the region. The amount of growth allocated to each Area Municipality has been determined by the Region in collaboration with Area Municipalities.

Most of the region's future population growth is expected to occur through in-migration. Over the forecast period, net migration to the region may account for nearly seventy-five percent of total population growth. By 2029, it is anticipated that almost one-third of new migrants to the region will have been born outside Canada, further enhancing the vibrancy and cultural diversity of the community. In addition, as the baby boom generation continues to age, the region will have a significantly higher percentage of seniors than in the past.

Achievement of the goals and objectives of this Plan will depend on the strength of the region's economy and employment growth. Over the forecast period, the regional economy is expected to remain robust as it continues to diversify.

- 2.A.1 The Region and Area Municipalities will use the population and employment forecasts shown on Table 1 as the basis for planning and growth management, determining future transportation requirements, calculating water and wastewater servicing needs, and planning for the delivery of a wide variety of public services and programs.
- 2.A.2 Longer-term forecasts beyond the 2029 planning horizon, prepared using the same methodology as the Regional population and employment forecasts contained in Table 1, may be used for *infrastructure* planning studies undertaken by or for the Region and/or Area Municipalities.
- 2.A.3 The Region, in collaboration with Area Municipalities, will review the population and employment forecasts contained in Table 1 in conjunction with any reviews undertaken by the *Province*. If necessary, any revisions to these forecasts, including Area Municipal allocations, will require an amendment to this Plan and will only be considered as part of a five-year *municipal comprehensive review*, or the completion of a *municipal comprehensive review* as otherwise initiated by Regional Council.

- 2.A.4 The Region will prepare and update a Regional Implementation Guideline for Population and Employment Forecasts. This guideline will provide details regarding forecasting methodology, the components of Regional population and employment, and five-year forecasts from 2006 to 2029 by Area Municipality.

**Table 1:  
Regional Population and Employment Forecasts**

	POPULATION		EMPLOYMENT	
	2006	2029	2006	2029
Cambridge	123,900	173,000	75,220	100,000
Kitchener	214,500	313,000	99,380	130,000
North Dumfries	9,200	16,000	6,080	8,400
Waterloo	101,700	137,000	64,070	88,000
Wellesley	10,100	12,000	3,290	4,100
Wilmot	17,700	28,500	6,730	9,700
Woolwich	20,100	32,500	13,540	18,800
<b>Region</b>	<b>497,200</b>	<b>712,000</b>	<b>268,310</b>	<b>359,000</b>

Notes:

1. This forecast is derived from the "Places to Grow" population forecast of 729,000 and employment forecast of 366,000 in 2031.
2. Population figures in this table show "census-based population plus 4% undercoverage." As such, it does not include university and college students who temporarily reside in the Region (either in student residences or other accommodation) to study at post-secondary institutions.
3. All population and employment in this table represent mid-year figures.

## 2.B Planned Community Structure

This Plan seeks to implement a Planned Community Structure based on a system of nodes, corridors and other development areas connected by a network of roads, transit routes, cycling paths and *pedestrian* connections. The components of the Planned Community Structure include the Urban Area, Township Urban Areas, Urban Growth Centres, Major Transit Station Areas, Reurbanization Corridors, Major Local Nodes, Urban Designated Greenfield Areas, the Prime Industrial/Strategic Reserve, Township Urban Growth Centres, Township Designated Greenfield Areas and the Highway 401/Regional Road 97 Employment Area.

This Planned Community Structure reflects the intent of the Regional Growth Management Strategy and provides a framework for decision-making on a wide range of issues, including land use and transportation planning, environmental protection, cultural heritage, economic development and priorities for strategic *infrastructure* investments.

Virtually all of the region's future growth will occur within the Urban Area and Township Urban Area designations, with a substantial portion of this growth directed to the existing Built-Up Area of the region through *reurbanization*. Focal points for *reurbanization* include Urban Growth Centres, Township Urban Growth Centres, Major Transit Station Areas, Reurbanization Corridors and Major Local Nodes. These focal points will make better use of existing urbanized land and *infrastructure* and reduce development pressure on farmlands and sensitive natural areas.

Most of the Built-Up Area consists of established residential neighbourhoods where the majority of buildings are not expected to change significantly in use or form during the planning horizon of this Plan. These neighbourhoods vary in age and style and contribute to the region's vitality and quality of life. Any future development within or adjacent to these neighbourhoods will need to respect the existing physical character of the area.

Major Urban Greenlands represent an important element of the Planned Community Structure. These public greenlands contribute to the beauty of local communities and provide many health and environmental benefits. This Plan seeks to strengthen and, wherever possible, enhance the unique qualities of these areas and ensure balance between the built and natural environments.

Although a key objective of this Chapter is to accommodate more growth through *reurbanization*, new development will also continue to occur in Urban and Township Designated Greenfield Areas. Future development in these areas will contribute to the creation of *complete communities* with a greater mix of land uses and development patterns that support trips by walking, cycling and, where available, transit services.

Maintaining a balanced supply of employment lands is fundamental to the region's future economic prosperity. Accordingly, this Chapter contains policies regarding the location of office and institutional uses, and the Prime Industrial/Strategic Reserve designation in the vicinity of the Region of Waterloo International Airport and within the Highway 401/Regional Road 97 Employment Area.

### The Countryside Line

2.B.1 The Countryside Line is designated as shown on Map 7. The Countryside Line represents the long-term boundary between the existing and future Urban Area/Township Urban Areas and the countryside. Where the Countryside Line coincides with the Protected Countryside designation as shown on Map 7, the Countryside Line will be considered a permanent boundary.

## Urban Area

- 2.B.2 The Urban Area is designated as shown on Map 3a. This designation contains the primary urban areas of the Cities of Cambridge, Kitchener and Waterloo and also extends into portions of the Township of Woolwich. The lands included within this designation are intended to accommodate the majority of the Region's growth within the planning horizon of this Plan, and will be planned and developed in accordance with the policies in Sections 2.C, 2.D, and 2.G and other applicable policies in this Plan.

## Urban Area Expansions

- 2.B.3 Future expansions to the boundaries of the Urban Area are only permitted onto the Countryside/Future Urban Expansion Area designated as shown on Map 7 where:
- (a) the expansion is justified through the preparation of a Regional Land Budget completed by the Region as part of a five-year *municipal comprehensive review* of this Plan, or the completion of a *municipal comprehensive review* as otherwise initiated by Regional Council;
  - (b) the density targets and *reurbanization* targets contained in this Plan have been met or exceeded for the Region as a whole, or it can be clearly demonstrated that achievement of such targets will not be hindered by the proposed expansion;
  - (c) sufficient opportunities to accommodate the population and employment forecasts in this Plan, through *reurbanization* and in Urban and Township Designated Greenfield Areas, are not available:
    - i) within the region as a whole; and
    - ii) within the applicable Area Municipality to accommodate the growth allocated to the Area Municipality by this Plan;
  - (d) the expansion provides sufficient lands for a time horizon not exceeding 20 years, using the density targets, *reurbanization* targets and other policies in this Plan;
  - (e) the existing or planned *infrastructure* required to accommodate the proposed expansion can be provided in a financially and environmentally *sustainable* manner and is consistent with any applicable Regional and/or Area Municipal *infrastructure* master plan;

- (f) the expansion is of a sufficient size to be developed as a *complete community* by itself, or can be integrated with existing development to contribute to a *complete community*;
- (g) any applicable *watershed studies* have been completed consistent with the policies in Section 7.F, prior to the approval of the expansion; and
- (h) for any proposed Urban Area expansions east of the Grand River, the Township of Woolwich and the City of Cambridge, in collaboration with the Region, have undertaken a planning process to determine the development densities, and general mix and location of land uses appropriate for that area.

### Township Urban Areas

- 2.B.4 Township Urban Areas are designated as shown on Maps 3b to 3e. This designation contains the primary urban areas of the Townships of North Dumfries, Wellesley, Wilmot and Woolwich that are not part of the Urban Area. The lands included within this designation are intended to serve as the primary focus for non-Urban Area growth within the planning horizon of this Plan, and will be planned and developed in accordance with the policies in Sections 2.C, 2.E and 2.G and other applicable policies in this Plan.

### Township Urban Area Expansions/Rationalizations

- 2.B.5 Future expansions to the boundaries of Township Urban Areas are only permitted onto lands currently designated as Countryside/Future Urban Expansion Area as shown on Map 7 in this Plan, and will be subject to the following:
- (a) the proposed expansion will be in conformity with the provisions set out in Policy 2.B.3 (a) to (g) inclusive; and
  - (b) the proposed expansion will maintain, or move significantly towards, a minimum of one full-time job per three residents within the Township Urban Area.
- 2.B.6 The Townships of North Dumfries, Wellesley, Wilmot and Woolwich may propose a rationalization of the boundaries of their respective Township Urban Areas and/or the Countryside Line applicable to a Township Urban Area, to be implemented through a further amendment to this Plan, provided that the rationalization:
- (a) only occurs at the time the Area Municipal official plan is first brought into conformity with this Plan;

- (b) takes into consideration existing property configurations, patterns of existing land use, natural and constructed features, and will not extend or promote strip development;
- (c) does not result in a net increase in the amount of land designated as Township Designated Greenfield Area and/or identified as Countryside/Future Urban Expansion Area, except as provided for in accordance with Policy 2.B.7; and
- (d) does not exchange *provincially constrained environmental areas* for unconstrained developable areas.

2.B.7 To further focus growth in Township Urban Areas, boundary rationalizations that would result in a net increase in the amount of land designated as Township Designated Greenfield Area and/or identified as Countryside/Future Urban Expansion Area may be permitted through a further amendment to this Plan where:

- (a) the boundary rationalization deletes areas from a Rural Settlement Area designation and adds it to a Township Urban Area designation in an Area Municipal official plan;
- (b) the area being transferred from the Rural Settlement Area to the Township Urban Area does not result in a net increase in the amount of developable land;
- (c) the area being deleted from the Rural Settlement Area designation is re-designated as Prime Agricultural Area, or Rural Areas, in the Area Municipal official plan; and
- (d) the boundary rationalization is in conformity with all other applicable policies in this Plan, including Policy 2.B.6 (a), (b), and (d).

## 2.C Reurbanization Target

As part of the implementation of the Growth Plan, the *Province* has delineated a *built boundary* for Waterloo Region that identifies the limits of the developed Urban Area and Township Urban Areas as of June 16, 2006. The purpose of the *built boundary* is to implement and monitor *reurbanization* targets established in accordance with the provisions of the Growth Plan.

New residential development occurring within the *built boundary* will be counted towards the achievement of the *reurbanization* target set out in this Plan. Lands that lie outside the *built boundary*, but within the Urban Area and Township Urban Areas, are subject to the policies and density targets in this Plan for Urban Designated Greenfield Areas and Township Designated Greenfield Areas.

- 2.C.1 The Built-Up Area is designated as shown on Maps 3a to 3e. This area identifies all lands within the *built boundary* of the Urban Area and Township Urban Areas as of June 16, 2006. This boundary was established by the *Province* and will remain fixed in place to monitor the density targets and *reurbanization* targets of this Plan.
- 2.C.2 Area Municipalities will establish policies in their official plans and other supporting documents to ensure that by 2015 and each year thereafter a minimum of 45 per cent of all new residential development occurring annually within the region as a whole will be constructed within the Built-Up Area.
- 2.C.3 The Region, in collaboration with Area Municipalities, will within one year of the approval of this Plan, carry out a process to determine how the *reurbanization* target in Policy 2.C.2 will be implemented across each of the Area Municipalities. This process will be used to:
- (a) establish *reurbanization* targets specific to each Area Municipality in order to achieve the overall *reurbanization* target on average over the entire Built-Up Area;
  - (b) in addition to the nodes and corridors identified in this Plan, identify other potential *reurbanization* areas in Area Municipalities to support the achievement of the *reurbanization* target; and
  - (c) where appropriate, establish minimum density targets for priority *reurbanization* areas consistent with existing or planned transit service levels.

## 2.D Urban Area Development Policies

The Urban Area designation broadly identifies where the majority of the region's future growth will occur. This designation contains the physical *infrastructure* and *community infrastructure* to support major growth, including transportation networks, *municipal drinking-water supply systems and municipal wastewater systems*, and a broad range of social and public health services. It is also well-served by the existing Regional transit system, which is intended to be further enhanced through the introduction of *rapid transit*. For these reasons, lands within the Urban Area have the greatest capacity to accommodate growth and serve as the primary focus for employment, housing, cultural and recreational opportunities in the region.

Within the Urban Area, most of the region's future growth will be directed to Urban Growth Centres, Major Transit Station Areas, Reurbanization Corridors, Major Local Nodes and Urban Designated Greenfield Areas. The planned function and development provisions for each of these areas are outlined in the policies below. In general, these areas will be planned to create a more compact urban form with a greater mix of employment, housing and services in close proximity to each other.

Many of the policies in this Section are grounded in the principles of Transit Oriented Development. This form of development is characterized by a greater mix of medium to high density land uses located within an easy walk of a Major Transit Station Area, or a higher frequency *transit stop*. Transit Oriented Development differs from conventional development in that the built form is specifically designed to integrate with transit and facilitate walking and transit use for everyday activities.

This Plan recognizes the different starting points, local conditions and growth potential of each of the identified Major Transit Station Areas. Not all station areas will achieve the same mix of land uses, or will reach their full development potential at the same time. Initially, some station areas may not be able to fully meet the Transit Oriented Development policies outlined in this Chapter. Over the long-term, however, it is the intent of this Plan that Major Transit Station Areas be developed in a manner consistent with these policies.

### General Development Policies

- 2.D.1 In preparing or reviewing planning studies, or in reviewing *development applications* or *site plans*, the Region and/or Area Municipalities will ensure that *development* occurring within the Urban Area is planned and developed in a manner that:
- (a) supports the Planned Community Structure described in this Plan;
  - (b) is serviced by a *municipal drinking-water supply system* and a *municipal wastewater system*;
  - (c) contributes to the creation of *complete communities* with development patterns, densities and an appropriate mix of land uses that supports walking, cycling and the use of transit;
  - (d) protects the natural environment, and surface water and groundwater resources;
  - (e) conserves *cultural heritage resources* and supports the adaptive reuse of historic buildings;
  - (f) respects the scale, physical character and context of established neighbourhoods in areas where *reurbanization* is planned to occur;
  - (g) facilitates residents' access to locally grown and other healthy foods in neighbourhoods; and
  - (h) promotes building designs and orientations that incorporate energy conservation features and the use of *alternative and/or renewable energy systems*.

### Transit Oriented Development Policies

- 2.D.2 In addition to the general development provisions described in Policy 2.D.1, the Region and Area Municipalities will apply the following Transit Oriented Development provisions in reviewing *development applications* or *site plans*, on or near sites that are served by existing or planned *rapid transit*, or higher frequency transit to ensure that *development*:
- (a) creates an interconnected and multi-modal street pattern that encourages walking, cycling or the use of transit and supports *mixed-use* development;
  - (b) supports a more compact urban form that locates the majority of transit supportive uses within a comfortable walking distance of the *transit stop* or Major Transit Station Area;
  - (c) provides an appropriate mix of land uses, including a range of food destinations, that allows people to walk or take transit to work, and also provides for a variety of services and amenities that foster vibrant, transit-supportive neighbourhoods;
  - (d) promotes medium and higher density development as close as possible to the transit stop to support higher frequency transit service and optimize transit rider convenience;
  - (e) fosters walkability by creating *pedestrian*-friendly environments that allow walking to be a safe, comfortable, barrier-free and convenient form of urban travel;
  - (f) supports a high quality public realm to enhance the identity of the area and create gathering points for social interaction, community events and other activities; and
  - (g) provides access from various transportation modes to the transit facility, including consideration of *pedestrian*, bicycle parking, and where applicable, passenger transfer and commuter pick-up/drop off areas.

### Urban Growth Centres

- 2.D.3 Urban Growth Centres are designated as shown conceptually on Map 3a. This designation identifies the region's primary business, civic, commercial and cultural centres that will be planned and developed:
- (a) to accommodate a significant share of the region's future population and employment growth;
  - (b) as focal points for investment in institutional and regional-scale *human services* as well as commercial, recreational, cultural and entertainment land uses;
  - (c) to accommodate applicable Major Transit Station Areas in accordance with Policies 2.D.6 and 2.D.7;
  - (d) to serve as high density major employment centres that will attract significant employment-related land uses; and
  - (e) to achieve, by 2029 or earlier, a minimum gross density of 200 residents and jobs combined per hectare for each of the Downtown Kitchener and Uptown Waterloo Urban Growth Centres, and 150 residents and jobs combined per hectare for the Downtown Cambridge Urban Growth Centre.
- 2.D.4 The Cities of Cambridge, Kitchener and Waterloo will delineate the boundaries of Urban Growth Centres and establish associated policies in their official plans to ensure that *development* within these areas is in conformity with the policies in this Plan.
- 2.D.5 The Region, in collaboration with Area Municipalities, will support growth and development within each Urban Growth Centre through *infrastructure* investments in such areas as:
- (a) the Regional transit system, including *rapid transit*;
  - (b) the Regional Road and cycling network and *pedestrian* environment;
  - (c) *municipal drinking-water supply systems* and *municipal wastewater systems*;
  - (d) *community infrastructure* including Regional buildings, facilities and associated *human services*; and
  - (e) participation in Area Municipal and Regional *Community Improvement Plans* and other programs that support the goals and objectives of this Plan, and plans for the respective Urban Growth Centres.

### Major Transit Station Areas

- 2.D.6 Major Transit Station Areas are lands typically located within a 600 to 800 metre radius of a *rapid transit* station. Following the completion of the Rapid Transit Environmental Assessment, the Region will designate these station areas conceptually on Map 3a through a future amendment to this Plan. Major Transit Station Areas will be planned and developed to achieve:
- (a) increased densities that support and ensure the viability of existing and planned *rapid transit* service levels; and
  - (b) a mix of residential, office, institutional and commercial development, wherever appropriate.
- 2.D.7 Area Municipalities, in collaboration with the Region, will prepare a Station Area Plan for each Major Transit Station Area located outside of an Urban Growth Centre. Each Station Area Plan will provide direction on how the Major Transit Station Area is to be developed and phased-in over time. Station Area Plans will include, but not be limited to, the following:
- (a) a comprehensive land use plan that defines the station area's boundaries, development concept, unique characteristics and minimum density requirements;
  - (b) design guidelines and development standards to implement Transit Oriented Development;
  - (c) a parking management strategy for land uses within the station area to maximize *reurbanization* opportunities, minimize surface parking areas and discourage auto-oriented land uses; and
  - (d) a description of the future actions required to implement the Station Area Plan, which may include Regional and/or Area Municipal *Community Improvement Plans* and associated financial incentive programs, and other appropriate implementation tools.
- 2.D.8 Area Municipalities will designate Major Transit Station Areas and establish associated policies for these areas in their official plans in conformity with the policies in this Plan. Following the completion of a Station Area Plan required under Policy 2.D.7, Area Municipalities will establish additional policies, as required, to incorporate the minimum density requirements, the land use mix and other key elements of the Station Area Plan into their official plans.
- 2.D.9 Existing developments within Major Transit Station Areas that do not meet the policies for Major Transit Station Areas outlined in this Chapter will be encouraged to redevelop in a manner consistent with those policies. Area

Municipalities are encouraged to apply flexible zoning regulations, reduced parking requirements and other incentives as necessary and appropriate to assist in facilitating redevelopment of such areas to support Transit Oriented Development.

- 2.D.10 Until such time as an Area Municipality has established policies for its respective Major Transit Station Areas in accordance with Policies 2.D.3(c) and 2.D.8, any *development applications* or *site plans* submitted within a Major Transit Station Area will be reviewed in accordance with the Transit Oriented Development provisions described in Policy 2.D.2. Any such applications that do not fully meet the Transit Oriented Development provisions may be permitted, provided the owner/applicant demonstrates, to the satisfaction of the Region and the Area Municipality, that the proposed *development* is designed in such a way that subsequent phases or infilling would meet the Transit Oriented Development provisions.

### Reurbanization Corridors

- 2.D.11 Reurbanization Corridors identify areas along Existing or Planned Transit Corridors that link directly with *rapid transit* and offer considerable potential for medium and higher density *reurbanization*. Following the completion of the Rapid Transit Environmental Assessment, the Region, in collaboration with Area Municipalities, will designate Reurbanization Corridors on Map 3a through a future amendment to this Plan. Reurbanization Corridors will be planned and developed to:
- (a) accommodate additional population and employment growth served by high frequency transit connections to the *rapid transit* system;
  - (b) achieve higher development densities to support and ensure the viability of existing and planned transit service levels;
  - (c) provide a mix of residential, office, institutional and commercial development, wherever appropriate; and
  - (d) connect and facilitate movement among Urban Growth Centres, Major Transit Station Areas and Major Local Nodes.
- 2.D.12 Area Municipalities will designate Reurbanization Corridors and establish associated policies in their official plans to ensure that *development* within these corridors is in conformity with the policies in this Plan. Area Municipalities may designate additional local *reurbanization* corridors in their official plans to accommodate additional growth consistent with existing or planned transit service levels.

- 2.D.13 When planning and undertaking public works within the right-of-way of a Reurbanization Corridor, the Region will endeavour to improve the corridor's *pedestrian* and cycling environment consistent with the Regional Transportation Corridor Design Implementation Guideline.

### Major Local Nodes

- 2.D.14 Major Local Nodes refer to existing or planned clusters of development located along or at the key intersections of Transit Corridors. These nodes will be planned and developed to accommodate additional population and/or employment growth consistent with existing or planned transit service levels.
- 2.D.15 Area Municipalities will, where applicable, designate Major Local Nodes and establish associated policies in their official plans to ensure that future development within these nodes is in conformity with the policies in this Plan.

### Urban Designated Greenfield Areas

- 2.D.16 Urban Designated Greenfield Areas are designated as shown on Map 3a. This designation identifies lands within the Urban Area that are located outside the *built boundary* as identified by the *Province*.
- 2.D.17 Area Municipalities, in collaboration with the Region, will ensure that *development* occurring in Urban Designated Greenfield Areas will be planned and developed to:
- (a) conform to the general development provisions described in Policy 2.D.1;
  - (b) achieve the following density targets:
    - i) areas serving primarily a residential function will meet or exceed a minimum density of 55 residents and jobs combined per hectare on lands not subject to a plan of subdivision application as of June 16, 2006;
    - ii) areas serving solely an employment function (serviced) will be planned to meet or exceed a minimum density of 40 residents and jobs combined per hectare;
    - iii) lands designated as Prime/Industrial Strategic Reserve (Serviced) as shown on Map 3a will be planned to meet or exceed a minimum density target of 25 jobs per hectare;

In all cases, densities will be measured on average over the entire Urban and Township Designated Greenfield Areas of the region in accordance

with the methodology established by the *Province*, which excludes only *provincially constrained environmental areas*.

- (c) establish a network of continuous sidewalks, community trails and bicycle pathways that provide direct, safe, comfortable and convenient linkages within the neighbourhood and externally to other neighbourhoods, including linkages to *transit stops*, *employment areas*, school sites, food destinations and community facilities;
  - (d) provide any required easements, land dedications and *pedestrian amenities* in accordance with Policy 5.A.3 to support walking, cycling and existing or planned transit services for everyday activities;
  - (e) ensure that the design of the road network provides for direct and efficient transit routes within and between communities;
  - (f) locate land uses such that the distance to a *transit stop* is generally within a 450 metre walking distance; and
  - (g) discourage the use of noise attenuation walls and berms through the use of *passive noise attenuation* measures in accordance with Policy 2.G.15.
- 2.D.18 The Region, in collaboration with Area Municipalities, will within one year of the approval of this Plan, carry out a process to determine how the density targets identified in Policies 2.D.17 and 2.E.6 will be distributed amongst each of the Area Municipalities. This process will identify the density targets for each Area Municipality to achieve the average minimum density target established by this Plan over the Urban and Township Designated Greenfield Areas.
- 2.D.19 Area Municipalities will develop and implement official plan policies, including phasing policies and other strategies for Urban Designated Greenfield Areas to ensure logical and orderly development so as to provide for the early introduction of transit services into new areas and minimize partially developed communities.
- 2.D.20 Area Municipalities are encouraged to prepare urban design guidelines to provide more detailed direction for *development* within Urban Designated Greenfield Areas.

#### **Prime Industrial/Strategic Reserve (Serviced)**

- 2.D.21 The Prime Industrial/Strategic Reserve (Serviced) is designated as shown on Map 3a. This designation identifies prime industrial lands in the vicinity of the Region of Waterloo International Airport. The main purpose of this designation is to ensure an adequate supply of industrial land is available within the region

for new large-lot manufacturing or business park land uses serviced by a *municipal drinking-water supply system* and a *municipal wastewater system*.

- 2.D.22 Lands within the Prime Industrial/Strategic Reserve (Serviced) designation will be developed for fully serviced employment and ancillary land uses. Unless otherwise compromised by design limitations associated with *environmental features*, property configurations, the provision of new local roads or existing development, the lands will be developed as parcels greater than eight hectares in size.
- 2.D.23 Notwithstanding Policy 2.D.22, where monitoring clearly demonstrates that there will be a critical shortfall in the inventory of lands available in the short to medium term to meet the needs of new and expanding businesses requiring lot sizes less than eight hectares, the Area Municipality may permit, through amendment to its official plan, the creation of smaller parcels to meet those needs.
- 2.D.24 Employment land uses that can be accommodated in unserviced ("dry") industrial areas and/or are high traffic generators will be discouraged from locating within the Prime Industrial/Strategic Reserve (Serviced). Any proposals to establish such land uses within the Prime Industrial/Strategic Reserve (Serviced) will require the submission of supporting studies demonstrating that the proposed use:
- (a) will not negatively impact the planned function of the Regional Road network, taking into consideration all vacant and/or underutilized land within the Urban Area and the Countryside/Future Urban Expansion Area; and
  - (b) will not compromise comprehensive planning for future development of the lands consistent with the goals and objectives of this Plan.
- 2.D.25 The necessary environmental, water and wastewater servicing and transportation studies will be completed and approved by the Region, the Area Municipality and the Grand River Conservation Authority, as appropriate, before the approval of *development applications* applicable to lands within the Prime Industrial/Strategic Reserve (Serviced).
- 2.D.26 Prior to the land designated in this Plan as Prime Industrial/Strategic Reserve (Serviced), located south of Allendale Road, being designated for such uses in the City of Cambridge Official Plan, appropriate road access to both King Street East and Maple Grove Road will be secured through appropriate levels of approval by all applicable agencies having jurisdiction over such matters, or other transportation solutions to permit development of the subject land have been identified through the Regional Transportation Master Plan process.

2.D.27 Prior to the lands designated in this Plan as Prime Industrial/Strategic Reserve (Serviced), located both north of Allendale Road and west of Fountain Street North, and east of Speedsville Road and north of Maple Grove Road being designated for such uses in the City of Cambridge Official Plan, transportation solutions to permit development of the subject lands will have been identified through the Regional Transportation Master Plan process.

### Special Policies for Urban Areas

2.D.28 Notwithstanding the policies in this Plan, the lands designated as the Stockyards Industrial/Commercial Area in the Township of Woolwich Official Plan will be subject to the following:

- (a) consideration may be given to the development of a Power Centre of up to a maximum of 28,334.5 square metres (305,000 square feet) on the lands identified as Power Centre Commercial in Township of Woolwich Official Plan Amendment No. 49 adopted by Township Council as By-law 80-2000 on November 7, 2000;
- (b) with the exception of the lands identified as Power Centre Commercial under Policy 2.D.26(a), *development* within the Stockyards Industrial/Commercial will be in conformity with the policies contained in the Township of Woolwich Official Plan, as further clarified in the Stockyards Industrial/Commercial Area Implementation Plan adopted by the Council of the Township of Woolwich on March 22, 2005;
- (c) any proposals to increase the range of commercial uses currently permitted on the lands subject to Policy 2.D.28(b) will require amendments to both this Plan and the Township of Woolwich Official Plan, and will only be considered as part of a *municipal comprehensive review*, which includes:
  - i) an assessment of the planned function of the Stockyards Industrial/Commercial Area in the context of the Planned Community Structure set out in this Chapter;
  - ii) a review of the relationship between the Stockyards Industrial/Commercial Area and the Regional transit system; and
  - iii) an evaluation of the planning and development impacts and implications related to such a proposal; and
- (d) *development applications* proposing the use of individual wastewater treatment systems may be permitted where it is demonstrated to the satisfaction of the Region that it is not feasible to extend servicing from a *municipal wastewater system*.

2.D.29 Notwithstanding the policies in this Plan, the lands within the Township of Woolwich legally described as Part of Lots 105, 106, 107 and 108, Germany Company Tract, and located on the east side of Hopewell Creek, south of Victoria Street, may be developed for dry industrial uses utilizing private wells and individual wastewater treatment systems where it is demonstrated, to the satisfaction of the Region, that it is not feasible to extend servicing from a *municipal drinking-water supply system* or a *municipal wastewater system*.

## 2.E Township Urban Areas Development Policies

The region contains several smaller urban areas located within the Townships of North Dumfries, Wellesley, Wilmot and Woolwich. These urban areas, which vary in size and level of economic activity, are designated as Township Urban Areas. Historically, these urban areas developed to serve the region's farming communities, but have since grown to become larger, more self-sufficient communities that offer people an alternative to larger city lifestyles. The primary role of these urban areas is to continue to serve as the focus for social, cultural and economic development activities within the townships.

Township Urban Areas include Ayr, Baden, Elmira, New Hamburg, St. Jacobs and Wellesley, each of which is serviced by *municipal drinking-water supply systems* and *municipal wastewater systems*. Future growth within Township Urban Areas will be directed mainly to Township Urban Growth Centres and Township Designated Greenfield Areas. The planned function and development provisions for these areas are outlined in the policies below.

### General Development Policies

2.E.1 In preparing or reviewing planning studies, or in reviewing *development applications* or *site plans*, the Region and/or Area Municipalities will ensure that *development* occurring within Township Urban Areas is planned and developed in conformity with Policy 2.D.1 (a) and (c) to (h).

### Township Urban Growth Centres

2.E.2 Township Urban Growth Centres are designated as shown conceptually on Maps 3b to 3e. This designation generally coincides with the traditional core areas of the Township Urban Areas that will be planned and developed:

- (a) to accommodate additional population and employment growth consistent with their traditional role as the focus for social, economic and cultural activities in the townships;
  - (b) as focal points for investment in institutional and local *human services* as well as commercial, recreational, cultural and entertainment land uses;
- and

- (c) to provide for a development pattern that supports the integration of Regional transit services, where planned to be available in the future.
- 2.E.3 Area Municipalities will designate Township Urban Growth Centres more precisely in their official plans and establish associated policies in conformity with the policies in this Plan.
- 2.E.4 A high priority will be given to the location and enhancement of appropriate Regional services and facilities within Township Urban Growth Centres, consistent with the provisions of Policy 2.D.5 (b) to (e).

### Township Designated Greenfield Areas

- 2.E.5 Township Designated Greenfield Areas are designated as shown on Maps 3b to 3e. This designation identifies lands within Township Urban Areas that are outside the *built boundary* as identified by the *Province*.
- 2.E.6 Area Municipalities, in collaboration with the Region, will ensure that *development* occurring in Township Designated Greenfield Areas will be planned to:
- (a) conform to Policy 2.D.17 (a), (c), (d) and (g);
  - (b) achieve the following density targets:
    - (i) areas serving primarily a residential function will meet or exceed a minimum density of 45 residents and jobs combined per hectare on lands not subject to a plan of subdivision application as of June 16, 2006;
    - (ii) areas serving solely an employment function (serviced) will be planned to meet or exceed a minimum density of 40 jobs per hectare;
    - (iii) areas serving primarily an employment function (unserved) will be planned to meet or exceed a minimum density of 25 jobs per hectare.

In all cases, densities will be measured on average over the entire Urban and Township Designated Greenfield Areas of the Region in accordance with the methodology established by the *Province*, which excludes only *provincially constrained environmental areas*.

- (c) provide a development pattern and road network that supports the integration of transit services, where planned to be available in the future; and

- (d) require *development* to be serviced by a *municipal drinking-water supply system* and a *municipal wastewater system*.
- 2.E.7 Area Municipal-specific density targets for Township Designated Greenfield Areas will be determined in accordance with Policy 2.D.18.
- 2.E.8 Area Municipalities will develop and implement official plan policies, including phasing policies and other strategies for Township Designated Greenfield Areas to ensure a logical and orderly progression of development and minimize partially developed communities.
- 2.E.9 Area Municipalities are encouraged to prepare urban design guidelines for *development* within Township Designated Greenfield Areas.
- 2.F Highway 401/Regional Road 97 Employment Area**
- 2.F.1 The Highway 401/Regional Road 97 Employment Area is designated as shown on Map 3e. Lands within this designation are intended to provide additional opportunities for employment growth and business development within the Township of North Dumfries. *Development* within this designation will generally be limited to privately serviced logistics and warehousing uses that require close access to the Highway 401 corridor to efficiently move goods into and out of the region.
- 2.F.2 A portion of the 100 hectares of land, previously justified for inclusion in the Highway 401/Regional Road 97 Employment Area, are designated as Prime Industrial Area/Strategic Reserve (Unserviced) as shown on Map 3e. The balance of the lands will be identified and designated through a future amendment to this Plan. Lands designated as Prime Industrial/Strategic Reserve (Unserviced) will be developed as parcels greater than eight hectares in size, unless otherwise compromised by such considerations as design limitations associated with *environmental features*, property configurations, the provision of new local roads or existing development.
- 2.F.3 Notwithstanding Policy 2.F.2, where monitoring clearly demonstrates that there will be a critical shortfall in the inventory of unserviced lands available in the short to medium term to meet the needs of new and expanding businesses requiring lot sizes less than eight hectares, the Township of North Dumfries may permit, through an amendment to its Official Plan, the creation of smaller parcels to meet those needs.
- 2.F.4 Lands within the Highway 401/Regional Road 97 Employment Area designation will be planned to meet or exceed a density target of 25 jobs per hectare.

## 2.G General Policies for Urban Development

The policies in this Section apply to all lands in the region where urban development may be permitted.

### Major Urban Greenlands

- 2.G.1 Major Urban Greenlands are relatively large, publicly accessible parklands or open spaces located within urban areas that are owned and maintained by the Region, Area Municipalities or the Grand River Conservation Authority. These urban greenlands are valued for their environmental, hydrological, recreational and public health benefits, and are intended to help maintain a balance between the built and natural environment in urban areas.
- 2.G.2 Area Municipalities, in collaboration with the Region and the Grand River Conservation Authority, will designate Major Urban Greenlands and establish associated policies for these areas in their official plans that:
- (a) provide long-term protection from inappropriate development;
  - (b) require *development* on adjacent lands to not have an *adverse effect* on the valued characteristics of Major Urban Greenlands;
  - (c) facilitate public access to the Major Urban Greenlands through connections with transit, cycling and *pedestrian* facilities; and
  - (d) provide for recreational and/or visitor services, wherever appropriate.
- 2.G.3 Area Municipalities, in collaboration with the Region, the Grand River Conservation Authority and other stakeholders, will develop and implement an Urban Greenlands Strategy that:
- (a) identifies a system of natural areas and open spaces, including Major Urban Greenlands, that enhance quality of life and public health within urban areas;
  - (b) helps mitigate air pollution, “heat island effect” and stormwater runoff within urban areas;
  - (c) promotes green roofs, community gardens and tree planting in urban areas;
  - (d) secures additional public urban greenlands through the *development* review process; and
  - (e) provides a range of open-space amenities.

### Retail Commercial Centres

- 2.G.4 New *retail commercial centres* will be required to locate in Urban Growth Centres, Township Urban Growth Centres, Major Transit Station Areas, Reurbanization Corridors or Major Local Nodes.
- 2.G.5 *Development applications* to establish a new *retail commercial centre*, or expand an existing development into a *retail commercial centre*, will be in conformity with all applicable policies in this Plan and will be subject to Regional approval of a Transportation Impact Study in accordance with Policy 5.A.25.
- 2.G.6 New *retail commercial centres* exceeding 42,000 square metres of *gross leasable area*, or the expansion of an existing *retail commercial centre* to a *gross leasable area* exceeding 42,000 square metres, will only be permitted within Urban Growth Centres, Major Transit Station Areas or Major Local Nodes. Applicable *development applications* will be in conformity with the policies in this Plan and will be subject to Regional approval of:
- (a) a Transportation Impact Study in accordance with Policy 5.A.25;
  - (b) a Retail Commercial Market Impact Study demonstrating that the proposed *development application* does not adversely affect the planned function of any Urban Growth Centre, Township Urban Growth Centre or Major Transit Station Area;
  - (c) a land use study demonstrating how the proposed *development application* supports the Planned Community Structure of this Plan; and
  - (d) a water and wastewater servicing plan demonstrating that the proposed *development application* can be adequately serviced.

### Offices and Institutional Land Uses

- 2.G.7 *Major offices* and appropriate major institutional development should be located in Urban Growth Centres, Major Transit Station Areas, Reurbanization Corridors or Major Local Nodes.
- 2.G.8 *Development applications* to establish a new use identified in Policy 2.G.7, or which would expand an existing development to become such a use, will be in conformity with all applicable policies in this Plan and will be subject to Regional approval of a Transportation Impact Study in accordance with Policy 5.A.25.

### General Intensification

- 2.G.9 Area Municipalities will establish policies in their official plans and, where appropriate, *Community Improvement Plans* and other implementation tools that promote the development of previously developed land, such as *brownfield* sites and *greyfield* sites located throughout the Urban Area and Township Urban Areas.

### Land Use Compatibility

- 2.G.10 Area Municipalities will establish policies in their official plans to prevent or minimize potential *adverse effects* due to the encroachment of *sensitive land uses* and potentially incompatible uses on one another. Such policies may include requirements for noise and other applicable technical studies, building setbacks, separation distances, berms, security fencing, and noise attenuation and other measures.
- 2.G.11 The Region will consider the *adverse effects* associated with the operation of *municipal wastewater systems* on *sensitive land uses* during the *Environmental Assessment* and *development application* review processes and may require the use of separation distances or other mitigation measures.
- 2.G.12 The Region will investigate operating and closed Regional waste management facilities to establish ranges of influence within which *adverse effects*, resulting from the use of these facilities are, or could be, experienced. *Development applications* will not be approved within the identified ranges of influence until satisfactory measures have been implemented to mitigate the impacts, except where the *development application* would bring the existing situation into conformity with the intent of this policy. Until the ranges of influence have been determined, all *development applications* proposed within 500 metres of the perimeter of a closed or operating Regional waste management facility will be required to submit studies, as appropriate, to evaluate the presence of any *adverse effects* and to identify necessary remedial measures, in accordance with Provincial legislation, policies and guidelines.

### Noise from Transportation Sources

- 2.G.13 Where a *development application* for a *sensitive land use* is submitted in the vicinity of an Existing Regional Road, *Provincial Highway*, Planned Regional Road or *Provincial Highway*, the *rapid transit* system, transit terminals, railways or Area Municipal roads, a noise study may be required in accordance with the provisions of the Regional Implementation Guideline for Noise Policies. The noise criteria shown on Table 2 will be used in determining appropriate noise mitigation measures for the proposed development. Any required noise mitigation measures will be implemented through the *development application* review process.

- 2.G.14 Where projected noise levels exceed the noise criteria shown in Table 2 appropriate noise warning and/or noise attenuation measures will be required prior to, or as a condition of approval of the *development application* in accordance with the provisions of the Regional Implementation Guideline for Noise Policies. Such measures may include site design and building layout, noise warning clauses, noise attenuation barriers, air conditioning, and/or structural design measures such as multiple glazed windows and brick wall construction. Notwithstanding the above, *sensitive land uses* will be prohibited where the projected attenuated daytime noise level in the associated *outdoor living area* exceeds 70 dBA.
- 2.G.15 The Region will require consideration of *passive noise attenuation measures* during the preparation of *development applications* as a preferred means of reducing the use of noise attenuation barriers.

**Table 2:  
Noise Criteria for Noise Sensitive Land Uses**

Receiver Category	Time Period	Road Traffic	Rail Traffic
<i>Outdoor Living Area</i>	0700 - 2300	Leq = 55 dBA	Leq = 55 dBA
Indoor Living Area	0700 - 2300	Leq = 45 dBA	Leq = 40 dBA
Indoor Living Area (Sleeping Quarters)	2300 - 0700	Leq = 40 dBA	Leq = 35 dBA

Leq means average sound level  
dBA is a unit of measurement for sound levels

- 2.G.16 The impact of noise generated by increased traffic volumes that result from proposed Regional Road system expansions will be considered prior to approval of the project, where such projects are located adjacent to existing *sensitive land uses*. During the review of these projects, consideration will be given to implementing noise attenuation measures in accordance with the provisions of the Regional Implementation Guideline for Noise Policies.
- 2.G.17 In the vicinity of the Region of Waterloo International Airport:
- development applications* proposing new residential development or other *sensitive land uses* will not be permitted in areas above 30 Noise Exposure Forecast (NEF);
  - appropriate warning and/or noise attenuation measures will be required as a condition of approval for any *development applications* proposing new residential development or other *sensitive land uses* in areas between 25 and 30 NEF, including the requirement for permanent signage at the

entrance to subdivisions identifying the presence of aircraft noise and other necessary noise attenuation measures; or

- (c) *development applications* proposing redevelopment of existing residential land uses or other *sensitive land uses*, or infilling of residential or other *sensitive land uses*, in areas above 30 NEF may only be permitted where the proposed development:
- i) will not negatively impact the long-term function of the Airport; and
  - ii) incorporates appropriate warning and/or noise attenuation measures, including noise warning and other necessary noise attenuation measures.

The NEF contours established under the Region of Waterloo International Airport Business Plan will be used for the purposes of implementing this policy and any other policies or legislation administered by the Provincial or Federal governments.

### Contaminated Sites

- 2.G.18 Where a *development application* is proposed on, or adjacent to, a known or potentially contaminated site, planning approvals will be subject to the submission of a Record of Site Condition in accordance with the provision of the Regional Implementation Guideline for the Review of Development Applications On or Adjacent to Known and Potentially Contaminated Sites.
- 2.G.19 Where a road widening, required for a Regional Road in accordance with Policies 5.A.34 and 5.A.35, is on, or adjacent to, a potentially contaminated site, or a known contaminated site, such road widening will be dedicated to the Region in accordance with the provisions of the Regional Implementation Guideline for Road Allowance Dedications On or Adjacent to Known and Potentially Contaminated Sites, in addition to any other applicable policies in this Plan.