



THIS MEETING WILL BE WEBCAST ON THE [CITY'S PUBLIC YOUTUBE SITE](#) (CITYWATERLOO) AND MAY BE TELECAST ON PUBLIC TELEVISION



## **COUNCIL MEETING AGENDA - REVISED**

Monday, June 26, 2023  
2:00 PM

Mayor McCabe in the Chair

1. **DISCLOSURE OF PECUNIARY INTEREST AND THE GENERAL NATURE THEREOF**
2. **CLOSED MEETING**

### **Recommendation:**

That Council hold a closed meeting for the purposes of considering the following subject matter:

- a) educating or training the members and discussion will not deal with any matter in a way that materially advances the business or decision-making of the council, local board or committee (council orientation);
- b) advice that is subject to solicitor-client privilege, including communications necessary for that purpose (OLT Appeals, **acquisition/disposition of city-owned lands**);
- c) litigation or potential litigation, including matters before administrative tribunals, affecting the municipality or local board (OLT Appeals); and,
- d) **a proposed or pending acquisition or disposition of land by the municipality or local board (acquisition/disposition of city-owned land).**

**COUNCIL MEETING WILL RECESS AND  
RECONVENE AT 4:00 PM**

3. **TERRITORIAL ACKNOWLEDGEMENT**
4. **MOMENT OF REFLECTION**
5. **DISCLOSURE OF PECUNIARY INTEREST AND THE GENERAL NATURE THEREOF**
6. **APPROVAL OF MINUTES**

That the previous meeting minutes be approved.

**a) May 29, 2023 – Council Meeting**

**Recommendation:**

That the minutes of the Council meeting held on May 29, 2023 be approved as printed.

**7. CONSENT MOTION**

That consent motion items (a) through (c) be approved.

- a) Title: 2023 Audit Committee Recruitment**  
Report No.: CORP2023-026  
Prepared By: Kevin Gerlach

**Recommendation:**

1. That staff report CORP2023-026 be approved.
2. That Council enact the appropriate by-law to appoint the recommended candidates to the Audit Committee.

- b) Title: Kitchener-Waterloo Siskins 2023-2025 License Renewal**  
Report No.: COM2023-023  
Prepared By: Jillian Fleming

**Recommendation:**

1. That Council approve report COM2023-023.
2. That Council direct staff to formalize a license renewal for 2023-2025 with the Kitchener-Waterloo Siskins Jr B Hockey Club, per report COM2023-023.

3. That the Mayor and City Clerk be authorized to execute and sign the Kitchener-Waterloo Siskins Jr. 'B' Hockey Club 2023 – 2025 License Renewal.

**c) Title: License of Land for Public  
Recreational Purposes**

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Report No.: IPPW2023-041  
Prepared By: Chris Hodgson

**Recommendation:**

1. That Report IPPW2023-041 be approved.
2. That the Mayor and Clerk be authorized to sign the Hydro One licence agreement for Licence of Land for Public Recreational Purposes and any other related documents, subject to the licence agreement being acceptable to the City Solicitor and Chief Financial Officer.

**8. ITEMS REMOVED FROM THE CONSENT MOTION**

**9. STAFF REPORTS**

**a) Title: 2023-2026 Final Strategic Plan**

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Report No.: CAO2023-022  
Prepared By: Sandy Little

**Presentation:** Sarah Lewis, Manager, Deloitte

**Recommendation:**

1. That Council approve staff report CAO2023-022.
2. That Council approve the 2023-2026 City of Waterloo Strategic Plan.

**b) Title: Award of Tender RFT23-15 Highpoint  
Avenue CIPP Watermain Lining**

Report No.: IPPW2023-033  
Prepared By: Caroline Amyot

**Recommendation:**

1. That IPPW2023-033 be approved.

2. That Council approve the award of RFT23-15 Highpoint Avenue CIPP Watermain Lining to Fer-Pal Construction Ltd. for the submitted price of \$1,558,321.00 plus unrecoverable HST in the amount of \$27,426.45 for a total award value of \$1,585,747.45.
3. That the Mayor and Clerk be authorized to sign the Agreement between The Corporation of the City of Waterloo and Fer-Pal Construction Ltd., and any other documents related to this project, subject to the satisfaction of the City's Solicitor.

c) **Title:** **2023 Laurel Creek Culvert Inlet Deck Repair – Funding Request**  
**Report No.:** IPPW2023-038  
**Prepared By:** Michael Stewart

**Recommendation:**

1. That IPPW2023-038 be approved.
2. That Council approves \$500,000 in capital funding in 2023 for the Laurel Creek Culvert RS-064 Inlet Deck Repair project, funded \$250,000 from the Stormwater Management Reserve (SWM), \$150,000 from the Capital Infrastructure Reinvestment Reserve Fund (CIRRF), and \$100,000 transferred from project 230060 IPPW-TS-Various Resurfacing.

## **COUNCIL MEETING WILL RECESS AND RECONVENE AT 6:30 PM**

10. **DISCLOSURE OF PECUNIARY INTEREST AND THE GENERAL NATURE THEREOF**

11. **STAFF REPORTS continued**

d) **Title:** **Winter Sidewalk Maintenance Service Enhancement Recommendations**  
**Report No.:** IPPW2023-040  
**Prepared By:** Bob Henderson, Robin Milne,  
Nicole Papke, Cari Van Niekerk

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**Introductory Remarks:** Bob Henderson



**Delegations:**

1. Daisy Arseneault, Resident of Waterloo

**Recommendation:**

1. That Council approve report IPPW2023-040.
2. That Council approve the winter sidewalk service enhancement recommendations as outlined in report IPPW2023-040.
3. That Council direct staff to add the winter sidewalk maintenance service enhancements to the 2024-2026 operating and capital budgets for consideration.

- e) **Title:** Inclusionary Zoning - Recommended Policy and Implementation Directions  
**Report No.:** IPPW2023-028  
**Prepared By:** Michelle Lee

**Presentation:** Michelle Lee

**Correspondence:** Waterloo Region Home Builders' Association

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**Recommendation:**

1. That Council approve report IPPW2023-028.
2. That staff, in coordination with the Cities of Kitchener and Cambridge, and the Region of Waterloo, be directed to use the policy directions in Appendix A to IPPW2023-028 (Inclusionary Zoning Discussion Paper) as the basis for further consultation with the development industry, affordable housing providers, other affected groups, and the public.
3. That staff, in coordination with the Cities of Kitchener and Cambridge, and the Region of Waterloo, be directed to develop draft Inclusionary Zoning Official Plan policies and implementing Zoning By-law provisions, for council's consideration via City initiated amendments to the Official Plan and Zoning By-law 2018-050. Such policies and provisions to be in general accordance with the directions set out in Appendix A to IPPW2023-028 (Inclusionary Zoning Discussion Paper), and have regard to input received through the consultation process.

- f)     **Title:**               **2022 Consolidated Financial Statements**  
Report No.:   CORP2023-037  
Prepared By:  Mary Zubert

**Presentation:** Paul Hettinga

**Recommendation:**

1.     That Council approve CORP2023-037
2.     That Council approve the 2022 Consolidated Financial Statements of the Corporation of the City of Waterloo.

- g)     **Title:**               **Delegation of Authority – Heritage Permits**  
Report No.:   IPPW2023-030  
Prepared By:  Dominik Simpson

**Recommendation:**

1.     The Council approve report IPPW2023-030.
2.     That Council delegate authority to the City's Director of Planning or their designate to consent to, and grants permits for, alterations to designated heritage properties pursuant to Sections 33 and 42 of the Ontario Heritage Act, R.S.O. 1990, c.O.18.

## **12. PUBLIC MEETINGS**

### **Formal Public Meeting**

- a)     **Title:**               **General Amendments to Zoning By-law 2018-050**  
Report No.:   IPPW2023-035  
Prepared By:  Tristin Deveau  
Ward No.:     All Wards

**Presentation:**       Tristin Deveau

**Recommendation:**

1.     That Council approve report IPPW2023-035.
2.     That Council approve Zoning By-law Amendment Z-23-01, General Amendments to Zoning By-law 2018-050, as set out in Schedule 'A' to IPPW2023-050.

<b>b)</b>	<b>Title:</b>	<b>Official Plan Amendment No. 44 – Bill 109 Implementation (Housekeeping)</b>	<b>Page 110</b>
	Report No.:	IPPW2023-031	
	Prepared By:	Dominik Simpson	
	Ward No.:	City-Wide	

**Recommendation:**

1. That Council approve report IPPW2023-031.
2. That Council adopt Official Plan Amendment No. 44 (OPA 44) – Bill 109 Implementation, Housekeeping Amendment to the Official Plan, as set out in Appendix 'A' to IPPW2023-031.
3. That Council request that the Regional Municipality of Waterloo approve Official Plan Amendment No. 44 (OPA 44).
4. That Council approve the Corporate Procedure as set out in Appendix 'B' to IPPW2023-031 regarding the withdrawal and lapsing of development applications.
5. That Council approve a by-law to delegate authority to the Director of Planning to
  - (a) pass by-laws under Section 34 of the Planning Act that are of a minor nature, as enabled by Policy 12.2.17 (as amended) of the City's Official Plan; and
  - (b) approve exemptions under Section 40 of the Planning Act (Parking Exemptions),
 and to delegate authority to the Commissioner of Integrated Planning & Public Works to execute agreements and other documents under Section 40 of the Planning Act (Parking Exemptions), as set out in Appendix 'C' to IPPW2023-031, subject to the form and content of such by-law or agreement being acceptable to the City Solicitor.
6. That Council approve the hiring of two (2) new Senior Development Planners, to be funded from staff savings in 2023, and that the financial implications of said positions be referred to the 2024-2026 operating budget for permanent ongoing funding.

**13. CONSIDERATION OF NOTICE OF MOTION GIVEN AT PREVIOUS MEETING**

None

**14. NOTICE OF MOTION**

None

**15. COMMUNICATIONS AND CORRESPONDENCE**

None

**16. UNFINISHED BUSINESS**

None

**17. QUESTIONS**

**18. NEW BUSINESS**

- a) Regional All-Council Meeting (Training) – September 15, 2023, 1:00pm-3:30pm

**19. ENACTMENT OF BY-LAWS**

**Recommendation:**

That the By-laws listed below be read a first, second and third time and finally passed, numbered sequentially commencing with By-law Number 2023-066 and that the Mayor and Clerk be authorized to sign them accordingly.

- a) By-law to amend By-law 2023-003, being a by-law to provide for the appointment of community representatives of the City of Waterloo on the Appeals Tribunal, Audit Committee, Committee of Adjustment, Fence Variance Committee, and the Waterloo Public Library Board for the term ending November 2026 (CORP2023-026, Council, June 26, 2023)
- b) By-law to amend No. 08-077, a By-law to Regulate Traffic and Parking on Highways under the Jurisdiction of the City of Waterloo (IPPW2023-001, Council February 27, 2023)
- c) By-law to delegate Council's authority to consent to/grant permits for the alteration of designated heritage properties to the Director of Planning or their designate (IPPW2023-030, Council June 26, 2023)
- d) By-law to amend the City of Waterloo Official Plan. Housekeeping amendments to the Official Plan to streamline development approval processes in response to Bill 109. (Official Plan Amendment No. 44, IPPW2023-031, Council June 26, 2023)

- e) By-law to amend the City of Waterloo Zoning By-law 2018-050 being a Zoning By-law controlling land use development in the City of Waterloo to amend definitions and regulations related to Additional Dwelling Units and Coach Houses to align with recent changes to Provincial Legislation. (Zoning By-law Amendment Z-23-01, IPPW2023-035, Council June 26, 2023)
- f) By-law to amend the City of Waterloo Zoning By-law 2018-050 being a Zoning By-law controlling land use development in the City of Waterloo to amend Residential Northdale Zones (RN-6, RN-8, RN-12, and RN-25) to remove Site Plan Control endorsement as a condition of Holding (H) symbol removal. (Zoning By-law Amendment Z-23-01, IPPW2023-035, Council June 26, 2023)
- g) By-law to amend the City of Waterloo Zoning By-law 2018-050 being a Zoning By-law controlling land use development in the City of Waterloo to improve clarity, correct errors and address omissions. (Zoning By-law Amendment Z-23-01, IPPW2023-035, Council June 26, 2023)
- h) By-law to delegate Council's authority to the Director of Planning or their designate to: pass by-laws under Section 34 of the Planning Act that are of a minor nature; and exemption and approve agreements under Section 40 of the Planning Act. (IPPW2023-031, Council June 26, 2023)
- i) By-law to confirm all actions and proceedings of Council, June 26, 2023

## 20. ADJOURNMENT



## **STAFF REPORT Transportation Services**

Title: Licence of Land for Public Recreational Purposes  
Report Number: IPPW2023-041  
Author: Chris Hodgson  
Council Date: June 26, 2023  
File: 150040  
Attachments: Appendix 1 – Licence Agreement  
Ward No.: Ward 2 Northwest

### **Recommendations:**

1. That Report IPPW2023-041 be approved.
2. That the Mayor and Clerk be authorized to sign the Hydro One licence agreement for Licence of Land for Public Recreational Purposes and any other related documents, subject to the licence agreement being acceptable to the City Solicitor and Chief Financial Officer.

### **A. Executive Summary**

A Licence of Land for Public Recreational Purposes is required between the City of Waterloo and Hydro One for the construction of a City multi-use-trail within the hydro transmission corridor on the West Side, between Erb Street and Columbia Street. The trail will provide an active transportation connection between Copper Street and an existing multi-use-trail that currently ends at St. Moritz Avenue. The trail was identified as a key active route in the Transportation Master Plan 2020 Update. The licence is for a 5 year term (with the potential for renewal), and outlines a number of obligations including maintenance requirements.

### **B. Financial Implications**

If Council approves the licence agreement, the City will pay five Canadian dollars (\$5.00) plus a 50% share of the property taxes of the trail area for the duration of the initial lease term of five years. The fee structure of the property tax payments in lieu are set annually by legislation under Municipal Act Reg. 387-98 and the Education Act 392-98. Valuation will be based on the Municipal Property Assessment Corporation (MPAC) and is estimated that the City portion will be \$455 for the first year starting in 2023.

The cost of the annual lease will be covered by the Parks, Forestry and Cemetery Services operating budget.

### **C. Technology Implications**

There are no technology implications with this report.

### **D. Link to Strategic Plan**

(Strategic Objectives: Equity, Inclusion and a Sense of Belonging; Sustainability and the Environment; Safe, Sustainable Transportation; Healthy Community & Resilient Neighbourhoods; Infrastructure Renewal; Economic Growth & Development)

(Guiding Principles: Equity and Inclusion; Sustainability; Fiscal Responsibility; Healthy and Safe Workplace; Effective Engagement; Personal Leadership; Service Excellence)

Equity, Inclusion and a Sense of Belonging:

Expansion of the trail system and connections to neighbourhoods and the broader active network will offer a free and inclusive activity for the local and broader community.

Sustainability and the Environment:

Focus on sustainable transportation and supporting alternate modes of travel, thereby contributing towards fewer auto trips and ultimately, a reduction in CO2 emissions.

Sustainable Transportation:

Expanding, enhancing and connecting the active network will offer additional off-road route options for pedestrians and cyclists.

### **E. Previous Reports on this Topic**

None



#### **Licence of Land for Public Recreational Purposes IPPW2023-041**

##### **1.0 Background**

A 450 metre long Multi-Use Trail (MUT) is planned to be constructed through the Hydro One transmission corridor, providing an active transportation connection between Copper Street and an existing MUT that currently ends at St. Moritz Avenue (see Map 1: Location Plan). The MUT was identified as a key active transportation route/connection in the Transportation Master Plan 2020 Update.

A Licence of Land for Public Recreational Purposes agreement is required between the City of Waterloo and Hydro One in order for the MUT to be constructed by the City. The licence agreement is for a 5 year term (with the potential for renewal), and outlines a number of obligations including maintenance requirements and standards expected to be met by the City for both the construction and operation of the MUT. Legal Services have completed their review of the licence agreement, and provided acceptance of the conditions within the agreement.

The design of the MUT and related works is complete and it is currently being progressed towards tender with construction targeted this summer, subject to the Licence of Land for Public Recreational Purposes agreement being signed.

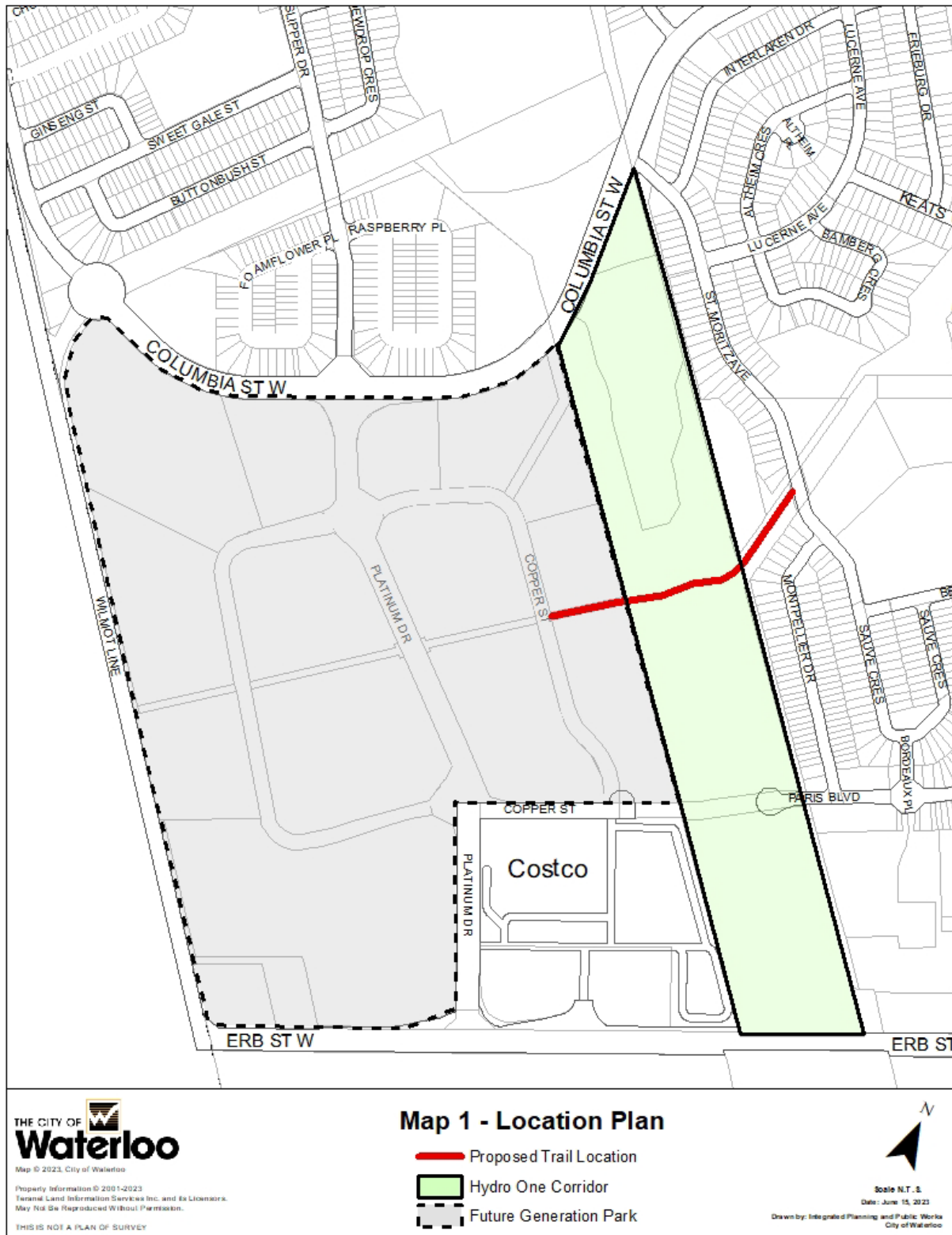
##### **2.0 Conclusion and Recommendation**

Staff recommend that the Mayor and Clerk be authorized to sign the Hydro One licence agreement for the following reasons:

- to help progress the MUT construction this year;
- to extend the existing off-road trail system in west Waterloo; and
- to provide an off-road connection to the future Generation Park, which will provide an opportunity for employees to travel to and from work using active modes of transportation.



Map 1



**Appendix 1**

**Licence of Land for Public Recreational Purposes**

**LICENCE OF LAND FOR PUBLIC RECREATIONAL PURPOSES**

**BETWEEN:**

**HIS MAJESTY THE KING IN RIGHT OF ONTARIO  
as represented by THE MINISTER OF INFRASTRUCTURE**

(hereinafter called the "Licensor")

- and -

**THE CORPORATION OF THE CITY OF WATERLOO**

(hereinafter called the "Licensee")

**RECITALS:**

A. The Licensor is the owner in fee simple of certain lands located in the City of Waterloo, in the Regional Municipality Waterloo described as part of lot 41, German Company Tract (GCT) and as shown hatched on the sketch attached hereto as Schedule "A" (hereinafter referred to as the "Lands"), comprising an approximate area of 4.7 acres for the purpose of a recreational multi use trail consisting of 1.078 acres ( the "Trail Area"), and maintenance area consisting of 3.622 Acres (the "Maintenance Area").

B. The Licensee acknowledges that the fee simple interest in the Lands was transferred to His Majesty The King in right of Ontario pursuant to section 114.2(1) of the *Electricity Act (Ontario)* (the "Electricity Act"), and that pursuant to section 114.5(1) of the Electricity Act, Hydro One Networks Inc., being a subsidiary of Hydro One Inc. has the right to use the Lands to operate a Transmission System or Distribution System.

C. His Majesty The King in right of Ontario confirms that an authorized signing officer of Ontario Infrastructure and Lands Corporation ("OILC") has the authority to execute this Licence on behalf of His Majesty The King in right of Ontario, and His Majesty The King in right of Ontario and OILC are and shall be bound by all the Licensor's covenants, representations and warranties as provided herein.

D. The Licensee has offered to purchase for consideration a Licence to use the Lands for public recreational purposes of a multi-use trail and maintenance only.

**IN CONSIDERATION** of the mutual covenants hereinafter set forth and other good and valuable consideration, the Licensor and Licensee hereto agree as follows:

**Definitions**

1. As used in this Licence, the following terms shall have the following meanings:

- (a) **"Authority"** means any governmental authority, quasi-governmental authority, agency, body or department whether federal, provincial or municipal, having jurisdiction over the Lands, or the use thereof.

- (b) **“Business Day”** means any day on which the Government of Ontario normally conducts business.
- (c) **“Distribution System”** shall have the same meaning as defined in the Electricity Act and for the purpose of this Licence includes any part of a Distribution System located on the Lands.
- (d) **“Environmental Contaminant”** means (i) any substance which, when it exists in a building or the water supplied to or in a building, or when it is released into a building or any part thereof, or into the water or the natural environment, is likely to cause, at any time, material harm or degradation to a building or any part thereof, or to the natural environment or material risk to human health, and includes, without limitation, any flammables, explosives, radioactive materials, asbestos, lead paint, PCBs, fungal contaminants (including stachybotrys chartarum and other moulds), mercury and its compounds, dioxans and furans, chlordane (DDT), polychlorinated biphenyls, chlorofluorocarbons (CFCs), hydrochlorofluorocarbons (HCFCs), volatile organic compounds (VOCs), urea formaldehyde foam insulation, radon gas, chemicals known to cause cancer or reproductive toxicity, pollutants, contaminants, hazardous wastes, toxic or noxious substances or related materials, petroleum and petroleum products, or (ii) any substance declared to be hazardous or toxic under any Environmental Laws now or hereafter enacted or promulgated by any Authority, or (iii) both (i) and (ii).
- (e) **“Environmental Laws”** - means any federal, provincial or local law, statute, ordinance, regulation, policy, guideline or order and all amendments thereto pertaining to health, industrial hygiene, environmental conditions or Environmental Contaminants, including, without limitation, the *Environmental Protection Act* (Ontario), the *Environmental Assessment Act* (Ontario), the *Ontario Water Resources Act* (Ontario), the *Occupational Health and Safety Act* (Ontario), the *Safe Drinking Water Act* (Ontario), and applicable air quality guidelines, as such statutes, regulations and guidelines may be amended from time to time.
- (f) **“Licensee”** includes the successors and permitted assigns of the Licensee.
- (g) **“Licensor”** includes His Majesty The King in right of Ontario, and for the purpose of any exculpatory clause and/or indemnity included in this agreement in favour of the Licensor, Ontario Infrastructure and Lands Corporation and the successors and permitted assigns of the Licensor.
- (h) **“Open Data”** means data that is required to be released to the public pursuant to the Open Data Directive.
- (i) **“Open Data Directive”** means the Management Board of Cabinet’s Open Data Directive, updated on April 29, 2016, as amended from time to time.
- (j) **“Permittee”** means any existing or contemplated tenant, subtenant, invitee, licensee, permittee, grantee, mortgagee, security holder or other person including any competent authority.
- (k) **“Transmission System”** shall have the same meaning as defined in the Electricity Act, as amended and for the purpose of this Licence includes any part of a Transmission System located on the Lands.

All references to a statute or regulation includes all amendments, re-enactments or replacements of the statute or regulation.

### **Grant of Licence, Term, Fee**

2. The Licensor hereby grants permission to the Licensee on a non-exclusive basis, to use the Lands for recreational purposes only as a multi-use pathway, for a term of Five (5) years commencing on the 1<sup>st</sup> day of July, 2023\_ (hereinafter referred to as the

“Term”), and subject to the terms and conditions set out in this Licence and which the Licensee hereby accepts and agrees to perform and abide by.

3. For the permission granted herein, the Licensee shall pay to the Licensors a fee in the sum of FIVE Canadian Dollars (\$5.00) and the taxes set out in clause 4 below (the “Fee”) as good and valuable consideration, which Fee the Licensors acknowledge it has received.
4. The Licensee shall pay to the Licensors within thirty (30) days of written demand, in addition to any other monies payable hereunder during the Term of this Licence or any extension thereof, 50% of all taxes, rates or grants in lieu thereof assessed or levied against the Trail Area in each and every year during the Term or pay to the Licensors an amount equal to 50% of the amount of the annual taxes, rates or grants in lieu of taxes paid by the Licensors in each and every year of the Term for the 1.078 Trail Area.
5. The Licensee shall also pay to the Licensors within thirty (30) days of written demand, in addition to any other monies payable hereunder during the Term of this Licence or any extension thereof, any additional taxes, grants, rates, fees or other assessments or payments in lieu thereof that the Licensors, in its sole and absolute discretion, but acting reasonably, determines represents the reasonable allocation or assessment of such charges or levies applicable to the Lands as owned by the Licensors and used by the Licensee pursuant to this Licence for the purposes stated herein.
6. The Licensee shall pay all applicable taxes on any and all payments, if required by law.

#### **Use of Lands**

7. The permission granted herein does not confer any rights in regard to any lands and roadways which are not under the Licensors’ jurisdiction and control.
8. (a) The Licence is subject to the primary right of Hydro One Networks Inc. to use the Lands to operate a Transmission System or Distribution System pursuant to section 114.5(1) of the Electricity Act, to the subsurface easement in favour of Acronym Solutions Inc. (formerly Hydro One Telecom Inc.) and to all leases, subleases, easements, licences, permits, rights of use or occupation, secondary uses or other rights now existing or hereafter renewed or extended or entered into by the Licensors or Hydro One Networks Inc., and despite anything to the contrary, it is agreed that the Licensors and Hydro One Networks Inc. hereby reserve the unrestricted right in their sole discretion without any claim or compensation to the Licensee, to renew, extend, issue or grant such rights aforesaid on terms and conditions entirely satisfactory to the Licensors or Hydro One Networks Inc.
- (b) For the sake of clarity, and in no way limiting anything in clause 8(a), the Licensee explicitly acknowledges and agrees that Hydro One Networks Inc. has first priority to use the Lands for the purposes of transmission and/or distribution and that this Licence is subordinate to that prior and primary right of Hydro One Networks Inc.
9. The Licensee acknowledges that no representations or warranties have been made by the Licensors, or anyone acting on its behalf, as to the condition of or title to or the use or zoning of or with respect to any other matter or thing in connection with the Lands or as to the performance of any parts thereof or as to the presence or absence of hazardous substances on the Lands including, without limitation, urea formaldehyde foam insulation and any Environmental Contaminant. The Licensee acknowledges that the Lands are licensed on an “as is, where is” basis and without any representation, warranty, covenant or condition as to title, description, fitness for purpose, or use, zoning physical condition, environmental condition, soil condition, quantity or quality thereof or in respect of any other thing whatsoever and the Licensee shall complete the term of this Licence or any extension thereof without abatement of the Licence Fee or any other claim in respect of the Lands or the use thereof. The Licensee acknowledges and agrees that the Licensors shall not be required to undertake any work whatsoever with respect to the Lands.
10. The location and plans of any area or areas for the parking of motor vehicles must have the prior approval of the Licensors in writing and unless otherwise stipulated herein must not exceed 10% of the area of the Lands. Except for the parking of motor vehicles in

such designated areas, all motorized vehicles and equipment other than those of the Licensee used for maintenance purposes shall be prohibited.

11. The construction or reconstruction or location of all initial and future improvements, buildings and structures and the grading and planting of trees on the Lands is subject to the prior written approval of the Licensors and Hydro One Networks Inc.

#### **Licensee's Covenants**

12. The Licensee shall, except in the case of emergency, before commencing any work authorized by this Licence or intended so to be, give to the Licensors 3 Business Days prior written notice, and in cases of emergency such previous notice as is reasonably possible, and during any construction work, repair and maintenance, the Licensors and/or Hydro One Networks Inc. may have its/their representatives present, for whose time and necessary expenses the Licensee shall pay on presentation of invoices therefor.
13. The Licensee shall comply with all provisions of law, including, without limitation, all federal and provincial legislative enactments, municipal by-laws and any other governmental or municipal by-laws, regulations and orders, that relate to the Lands, the Licence or the exercise of any of the rights or obligations in the Licence herein granted.
14. The Licensee shall comply with the design standards of Hydro One Networks Inc., Canada Standards Association Standard C-22.3, the 'Safety Rules and Standards Protection Code' of Hydro One Networks Inc., *The Occupational Health and Safety Act (Ontario)* and any amendments thereto and any regulations passed thereunder when using heavy equipment during any construction or maintenance.
15.
  - (a) The Licensee shall use its continuing efforts to ensure that it shall not, except as expressly permitted by this License: (i) use or permit to be used any part of the Lands for any dangerous, noxious or offensive activity; and (ii) do or bring anything or permit anything to be done or brought on or about the Lands which the Licensors may reasonably deem to be hazardous or a nuisance to any other Licensee on the Lands, if applicable, or any other persons permitted to be on the Lands.
  - (b) The Licensee shall not store, bring in or permit the presence of any Environmental Contaminant in or on the Lands except if such is required for the Licensee's use of the Lands as permitted by this License, and then only if the Licensee is in strict compliance with all laws and requirements of all relevant Authorities, including, without limitation, Environmental Laws, occupational health and safety laws, regulations, requirements, permits and by-laws.
  - (c) The Licensee shall use its continuing efforts to ensure that it shall not cause the mobilization or migration of any existing contaminants, and if it does, the Licensee shall immediately clean up and remove same, at its sole cost and expense.
  - (d) If the Licensee shall bring or create upon the Lands, any Environmental Contaminant contrary to the terms of this Agreement, then such Environmental Contaminant shall be and remain the sole property of the Licensee and the Licensee shall remove same, at its sole cost and expense as soon as directed to do so by any Authority, or if required to effect compliance with any Environmental Laws, or if required by the Licensors and/or Hydro One Networks Inc. If any such Environmental Contaminant is not removed forthwith by the Licensee, the Licensors shall be entitled, but not required, to remove the same on the Licensee's behalf, and the Licensee shall reimburse the Licensors for the cost and expense thereof.
  - (e) In addition to and without restricting any other obligations or covenants herein, the Licensee covenants that it will:
    - (i) comply in all respects with all Environmental Laws relating to the Lands or the use thereof;

- (ii) promptly notify the Licensor in writing of any notice by any Authority alleging a possible violation of or with respect to any other matter involving any Environmental Laws relating to the Lands, or relating to any person on or about the Lands for whom the Licensee is in law responsible, or any notice from any other party concerning any release or alleged release of any Environmental Contaminant from the Lands;
  - (iii) promptly notify the Licensor of the existence of any Environmental Contaminant on the Lands to the extent released, deposited, placed or used upon the Lands by the Licensee or any person for whom the Licensee is responsible in law; and
  - (iv) provide the Licensor and Hydro One Networks Inc. with copies of all environmental studies and reports that it possesses or enters into respecting the Lands.
- 16. In addition to and without restricting any other obligations or covenants contained herein, the Licensee shall indemnify and hold the Licensor and Hydro One Networks Inc. harmless at all times from and against any and all losses, damages, penalties, fines, costs, fees and expenses (including legal fees on a solicitor and client basis and consultants' fees and expenses) resulting from:
  - (a) any breach of or non-compliance with the foregoing environmental covenants of the Licensee; and
  - (b) any legal or administrative action commenced by, or claim made or notice from, any third party, including, without limitation, any Authority, to or against the Licensor and/or Hydro One Networks Inc., arising from the introduction of Environmental Contaminants onto, or the release of Environmental Contaminants from, the Lands by the Licensee or those for whom it is responsible in law, including any and all costs associated with air quality issues.
- 17. The Licensee shall not in any way use or trespass on any lands adjoining the Lands.
- 18. The Licensee shall not pile snow on the Lands or on any of the Lands adjoining the Lands which would result in piles exceeding two metres (6.5 ft.) in height or being closer than eight metres (26.2 ft.) from any of Hydro One Networks Inc.'s Transmission System or Distribution System. In the event of the Licensee acting in breach of this condition, the Licensor may remove any such pile, and the Licensee shall pay to the Licensor forthwith upon demand all costs of the Licensor for the removal of any such pile of snow.
- 19. The Licensee, at its own expense, shall remove snow and ice from any public walkway abutting or included in the Lands, if such removal is required by any municipal by-law.
- 20. The Licensee shall prohibit kite flying and model airplane flying and any other activities which in the opinion of the Licensor or Hydro One Networks Inc. might interfere with the safe and efficient operation of its works or Hydro One Networks Inc.'s Transmission System or Distribution System or be offensive, annoying or dangerous and at its expense shall post signs in suitable locations on the Lands stating that kite flying and model airplane flying and other activities are prohibited.
- 21. The Licensee shall maintain the Lands and any of the Licensee's installations thereon in a good and substantial state of repair and in a neat and tidy condition satisfactory to the Licensor. In the event the Licensor and/or Hydro One Networks Inc., in its or their absolute discretion, consider it necessary that anti-climbing devices must be installed on its or their equipment, facilities or structures, this work shall be carried out by Hydro One Networks Inc. or its contractor(s), at the Licensee's expense and the Licensee shall pay to the Licensor forthwith upon demand all costs of the Licensor in installing any such fences or barriers.
- 22. The Licensee covenants and agrees that the Licensee, its uses, works, installations, equipment, improvements, property and Permittees shall not in any way interfere with, obstruct, delay or cause any damage or inefficiencies to any works of the Licensor or of

the Licensor's Permittees, or to the Transmission System or Distribution System of Hydro One Networks Inc. now or hereafter constructed or contemplated on, in or in respect of all or any portion of the Lands from time to time, and without limiting the generality of the foregoing, the Licensee shall ensure that the height of any vehicle, load or other object, including attachments, or people standing thereon near Hydro One Networks Inc.'s Transmission System or Distribution System does not exceed 4.115 m (13.5 ft.) above the existing grade.

23. In the event the Licensor considers it necessary that fences or barriers be installed or any part or parts of the perimeter of the Lands or around any of the Licensee's installations, the Licensee shall install such fences or barriers at its expense according to the specifications of the Licensor or Hydro One Networks Inc.
24. Upon termination of this Licence, the Licensee, at its own expense, shall remove any of its installations and facilities from the Lands and restore the Lands to a condition satisfactory to the Licensor, unless notified in writing by the Licensor to the contrary. If the Licensor provides such written notice to the Licensee, all improvements to the Lands shall become the property of the Licensor without costs.

### **Default**

25. If at any time the Licence Fee or any other amount payable hereunder is not paid when due, the Licensor shall provide written notice to the Licensee of such arrears and the Licensee shall have ten (10) consecutive days from the delivery of such notice within which to pay such arrears, failing which the Licensor may terminate this Licence without any further notice.
26. In the event of default in payment of any amount due by the Licensee hereunder, interest shall accrue and be payable on such amount at that rate of interest per annum posted and charged from time to time by the Minister of Finance, compounded monthly until paid. Acceptance of any overdue payment or interest shall not constitute a waiver of any rights or remedies that the Licensor may have hereunder or at law.
27. In the event of default of any of the terms or obligations in this Licence by the Licensee other than payment of any amount due hereunder, the Licensor may provide written notice to the Licensee specifying the failure, and if the failure is not remedied or if adequate and sufficient measures are not being taken to satisfactorily remedy the same within ten (10) consecutive days of the delivery of the notice, the Licensor may terminate this Licence immediately upon the expiration of the ten-day period aforesaid without any further notice.
28. In the event of any default of the Licensee in performing any work, repairs, or other obligations of Licensee under this Licence or making any payments due or claimed due by the Licensee to third parties, the Licensor may perform any such work, repairs, or other obligations of Licensee or make any payments due or claimed to be due by the Licensee to third parties, and without being in breach of any of the Licensor's covenants hereunder and without thereby being deemed to infringe upon any of the Licensee's rights pursuant hereto, and, in such case, the Licensee shall pay to the Licensor forthwith upon demand all amounts paid by the Licensor to third parties in respect of such default and all costs of the Licensor in remedying or attempting to remedy any such default.

### **Right to Enter or Terminate**

29. The Licensor reserves the right to inspect the Lands at any time. If in the opinion of the Licensor or Hydro One Networks Inc. the Licensee does anything or permits anything to be done on the Lands or the adjacent lands of the Licensor which may be a nuisance, cause damage, endanger or interfere with access for the Transmission System or Distribution System of Hydro One Networks Inc. or be considered dangerous or offensive by the Licensor or Hydro One Networks Inc. acting reasonably, the Licensor may at the Licensee's expense, forthwith remove, relocate or clear the offending work from the Lands and/or the Licensor's adjacent lands without being liable for any damages caused thereby and the Licensee shall reimburse the Licensor for all expense to the



Licensor in so doing or the Licensor may require the Licensee to immediately remove, relocate, clear or cease such activity.

30. The Licensor, Hydro One Networks Inc. and anyone acting pursuant to its authority may at any time upon twenty-four hours' prior written notice to the Licensee or at any time without notice in case of emergency enter on the Lands and inspect, operate maintain, repair, re-arrange, add to, upgrade, reconstruct, replace, relocate and remove any of the Licensor's works or equipment or the Transmission System or Distribution System of Hydro One Networks Inc. and further may construct, add, inspect, maintain, repair, alter, re-arrange, relocate and remove such new works or equipment or new Transmission System or Distribution System as the Licensor or Hydro One Networks Inc. determines necessary or desirable and the Licensor and Hydro One Networks Inc. shall not be liable for and are hereby released from all damages, losses, injuries, costs, charges, expenses, suits, proceedings, claims and demands arising in connection with carrying out the work aforesaid, including, without limitation, all claims for damages, indemnification, reimbursement or compensation by reason of loss, interruption or suspension of business or interference or inconvenience howsoever caused or physical damage to the Lands.
31. Despite anything to the contrary in this Licence and without prejudice to the rights of the Licensor hereunder or otherwise, the Licensor shall have the option in its sole discretion at any time(s), to be exercised in each instance by at least ninety (90) days' prior written notice to the Licensee, to terminate this Licence in whole or in part, as the case may be, if (a) the Licensor considers all or any portion(s) of the Lands to be necessary or desirable from time to time for the works of the Licensor or the Licensor's Permittees or the Transmission System or Distribution System of Hydro One Networks Inc.; or (b) the Licensee, its permitted uses, works, installations, equipment, improvements, property and Permittees in any way interfere with, obstruct, limit or impede the right of Hydro One Networks Inc. to use the Lands to operate a Transmission System or Distribution System pursuant to section 114.5(1) of the Electricity Act, all without any claim by or compensation for the Licensee including without limitation for any inconvenience, interruption, nuisance, discomfort, relocation or removal costs caused thereby, but subject to an adjustment in the Licence Fee payable hereunder.
32. If the Licensor delivers notice of termination pursuant to this Licence, then all or such portion of the Lands suitable for existing or contemplated works of the Licensor or the Licensor's Permittees or for the existing or contemplated Transmission System or Distribution System of Hydro One Networks Inc. shall be deemed deleted from this Licence effective on the date set out in such notice (the "Effective Date") and the Licence shall be deemed to have been terminated or amended, as the case may be, in respect of such specific area(s) as of the Effective Date. In the event of delivery of notice of termination aforesaid, the Licensee shall at its sole expense and without claim or compensation of any kind remove or cause its works to be removed from the Lands or such specific area(s) on or before the Effective Date in the manner set out in clause 31 herein. Without prejudice to the rights of the Licensor hereunder, the Licensor will consider any reasonable request from the Licensee to continue beyond the Effective Date the Licensee's use of the Lands for recreational purposes.
33. The Licensor reserves the right to terminate this Licence in its entirety if the Licensor, in its sole discretion, determines that the Lands are required for the Licensor's purposes or if the Lands or any part thereof are required by any governmental authority. The Licensor shall provide the Licensee with six (6) months notice in writing and the Licensor shall not be obligated to pay the Licensee any compensation therefore subject to an adjustment in the annual Licence Fee payable hereunder.

### **Indemnity and Release**

34. (a) All persons and property at any time on the Lands shall be at the sole risk of the Licensee, and neither the Licensor nor Hydro One Networks Inc. shall be liable for any loss, damage, or injury, including loss of life, to them or it however occurring and the Licensee releases both the Licensor and Hydro One Networks Inc. from all claims and demands in respect of any such loss, damage or injury.
- (b) The Licensee shall assume all liability and obligation for any and all loss, damage, or injury, including death, to persons or property that happens as a result

of or arises out of the use and occupation of the Lands by the Licensee or members of the public and the Licensee shall at all times indemnify and save harmless the Licensors and its successors, administrators, permitted assigns, directors, officers, employees, agents, servants, representatives, appointees and all others the Licensors is responsible for in law and Hydro One Networks Inc. and its affiliates and their respective successors, administrators, permitted assigns, directors, officers, employees, agents, servants, representatives, appointees and all others for whom Hydro Networks Inc. is responsible in law from and against all such loss, damage, or injury and all actions, suits, proceedings, costs, charges, damages, expenses, claims or demands arising therefrom or connected therewith. The Licensee expressly recognizes and acknowledges that Hydro One Networks Inc. has installed and maintained or has the right to install and maintain a Transmission System or Distribution System on the Lands, and willingly assumes any and all risks associated with its proposed activities in such close proximity to such systems. Notwithstanding the above, the Licensee shall not be liable hereunder for any loss, damage or injury to the extent that it arises from the gross negligence of the Licensors or Hydro One Networks Inc.

- (c) The Licensee shall at its own expense, arrange and maintain a liability insurance policy satisfactory to the Licensors in the minimum amount of Five Million (\$5,000,000.00) dollars in order to indemnify the Licensors and Hydro One Networks Inc. as provided in subsection 34(b) of this Licence. The Licensee shall pay any and all deductibles with respect to any claim arising thereunder. Such insurance shall (a) name His Majesty The King in right of Ontario, as represented by the Minister of Infrastructure, and OILC and Hydro One Networks Inc. as additional insureds, (b) contain a cross liability clause, and (c) specify that it is primary coverage and not contributory with or in excess of any insurance maintained by the Licensors or Hydro One Networks Inc. A certified copy of such policy or satisfactory certificate in lieu thereof shall be delivered to the Licensors prior to the commencement of the Term or any extension thereof.
35. In order to induce the Licensors to grant this Licence and for other good and valuable consideration (the receipt and sufficiency of which is hereby acknowledged), the Licensee on behalf of itself, its successors and assigns, hereby
- (a) releases and forever discharges the Licensors and Hydro One Networks Inc. and each of their respective successors and assigns, from any and all actions, causes of action, claims and demands for damages, loss or injury, howsoever arising, which heretofore may have been and which may hereafter be sustained by the Licensee, its successors and assigns, in respect or in consequence of the termination of this Licence in whole or in part(s), as the case may be, including all damages above described as well as all damage, loss or injury not now known or anticipated but which may arise in the future and all effects and consequences thereof;
  - (b) agrees not to make any claim or take any proceedings against any other person or corporation who might claim contribution or indemnity under the common law or under the provisions of the *Negligence Act* and the amendments thereto from the Licensors or Hydro One Networks Inc.; and
  - (c) agrees that the Licensors and Hydro One Networks Inc. may plead this Licence as an estoppel.

### **Assignment**

36. The Licensee may permit members of the public to use the Lands for the purposes set out in accordance with the terms hereof, but the Licensee shall not assign, transfer, sublease, part with possession or dispose of all or any part of the Lands or this Licence or any privileges or interests hereby granted to it without the prior written consent of the Licensors, acting reasonably.

### **General**

37. The Licensee acknowledges that this Agreement and any information or documents that are provided to the Licensors may be released pursuant to the provisions of the *Freedom of Information and Protection of Privacy Act* (Ontario) or *Municipal Freedom of*

*Information and Protection of Privacy Act* (Ontario) and Open Data may be released pursuant to the Open Data Directive. This acknowledgment shall not be construed as a waiver of any right to object to the release of this Agreement or of any information or documents.

38. The failure of any party to exercise any right, power or option or to enforce any remedy or to insist upon the strict compliance with the terms, conditions and covenants under this Licence shall not constitute a waiver of the terms, conditions and covenants herein with respect to that or any other or subsequent breach thereof nor a waiver by that party any time thereafter to require strict compliance with all terms, conditions and covenants hereof, including the terms, conditions and covenants with respect to which the party has failed to exercise such right, power or option. Nothing shall be construed or have the effect of a waiver except an instrument in writing signed by a duly authorized officer of the applicable party which expressly waives a right, power or option under this Licence.
39. The Licensee and any of its successors, administrators, permitted assigns, directors, officers, employees, agents, servants, representatives, and appointees shall not engage in any activity where such activity creates a conflict of interest, actual or potential, in the sole opinion of the Licensor, with the Licence or the exercise of any of the rights or obligations of the Licensee hereunder. The Licensee shall disclose to the Licensor in writing and without delay any actual or potential situation that may be reasonably interpreted as either a conflict of interest or a potential conflict of interest.

For clarification, a “conflict of interest” means, in relation to the performance of its contractual obligations pursuant to this Licence, the Licensee’s other commitments, relationships or financial interests (i) could or could be seen to exercise an improper influence over the objective, unbiased and impartial exercise of its independent judgment; or (ii) could or could be seen to compromise, impair or be incompatible with the effective performance of its contractual obligations pursuant to this Licence.

40. Where this Licence requires notice to be delivered by one party to the other, such notice shall be given in writing and delivered either personally, or by pre-paid registered post or by telecopier, by the party wishing to give such notice, or by the solicitor acting for such party, to the other party or to the solicitor acting for the other party at the addresses noted below. In the case of notice to the Licensor, to it in care of

c/o Ontario Infrastructure and Lands Corporation  
Real Estate Transactions  
1 Dundas Street West, Suite 2000  
Toronto, Ontario,  
M5G 1Z3

Attention: Director, Hydro Land Transactions  
Telephone: (437) 537-5511  
Facsimile: (416) 327-3942

With a copy to:

Attention: Director, Legal Services (Real Estate)  
1 Dundas Street West  
Suite 2000  
Toronto, ON M5G 1Z3  
Facsimile: 416-327-3376

and, in the case of notice to the Licensee, to it in care of:

Community Services, City of Waterloo  
265 Lexington Court  
Waterloo ON N2J 4A8

Attention: Robin Milne, Director of Parks, Forestry and Cemetery Services  
Telephone: 519-886-2310 x 30237  
Telecopier:

41. The provisions of this Licence shall be binding upon and enure to the benefit of the Licensor and the Licensee.
42. No interest in the Lands is being conveyed by the granting of this Licence and the Licensee shall not register the Licence or any notice in respect thereof on title without the prior written consent of the Licensor, which consent may be arbitrarily withheld.
43. This Licence shall be construed and enforced in accordance with, and the rights of the parties shall be governed by, the laws of the Province of Ontario and the laws of Canada applicable therein and the Parties hereto irrevocably attorn to the exclusive jurisdiction of the courts of the Province of Ontario in the event of a dispute hereunder.
44. This Licence may be offered and accepted by electronic or facsimile transmission and by different parties in separate counterparts, each of which when so executed shall be deemed to be an original and all of which taken together shall constitute one and the same agreement. Delivery by facsimile or by electronic transmission in portable document format of an executed counterpart is as effective as delivery of an originally executed counterpart.

**IN WITNESS WHEREOF** the parties hereto have executed this Licence.

Signed by the Licensee at \_\_\_\_\_ this \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

**THE CORPORATION OF THE CITY OF  
WATERLOO**

**Per:** \_\_\_\_\_

**Name:**  
**Position:**

**Per:** \_\_\_\_\_

**Name:**  
**Position:**

**I/We have authority to bind the Corporation.**

Signed by the Licensor at \_\_\_\_\_ this \_\_\_\_ day of \_\_\_\_\_, 20\_\_.

**HIS MAJESTY THE KING IN RIGHT  
OF ONTARIO as represented by, THE  
MINISTER OF INFRASTRUCTURE  
as represented by, ONTARIO  
INFRASTRUCTURE AND LANDS  
CORPORATION**

**Per:** \_\_\_\_\_

**Name:**  
**Title:**

**Authorized Signing Officer**

Schedule “A”

**HONI File:** WATERLOO 632.1-8284



**Tenant:** THE CORPORATION OF THE CITY OF WATERLOO

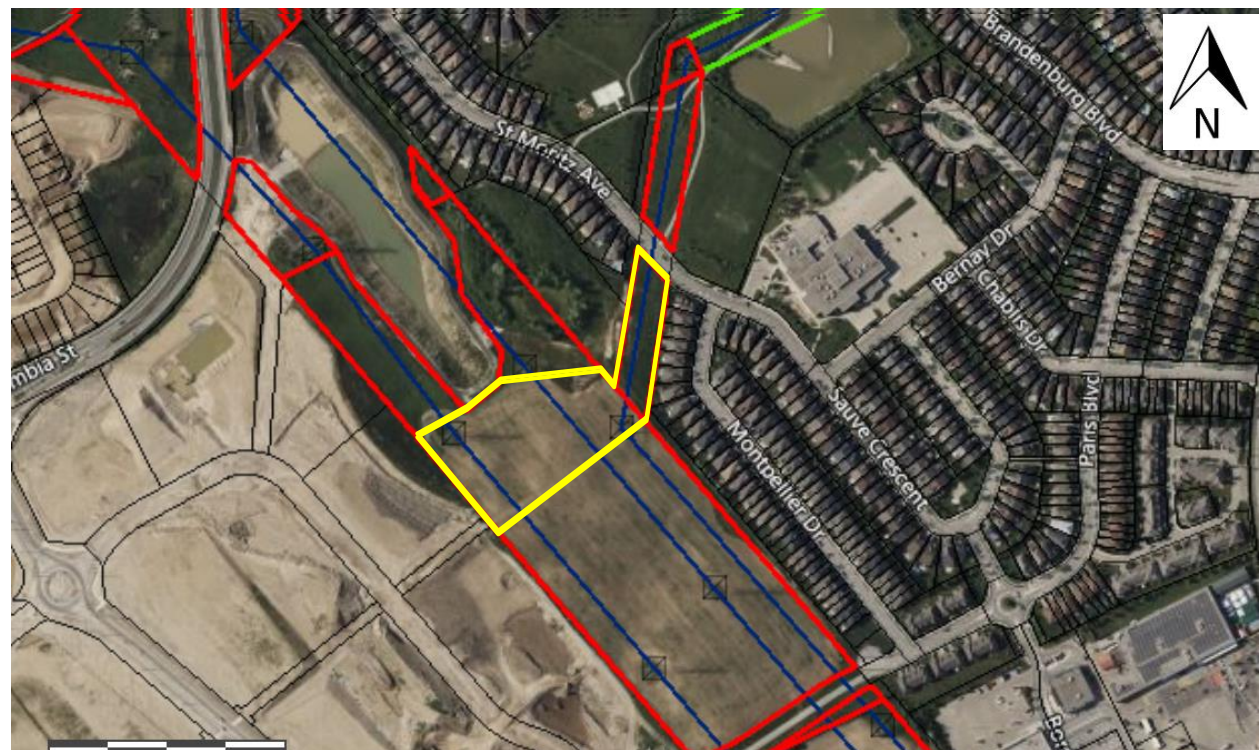
**Legal Description:** Part of lot 41, German Company Tract (GCT)

City of Waterloo, in the Regional Municipality Waterloo

**Licensed Area:** 4.7 acres

**Trail Area:** 1.078 acres

-  Lands Owned by His Majesty the King in the Right of Ontario
-  Licence Lands



Trail and Maintenance Area:





**STAFF REPORT**  
**Chief Administrative Officer**

Title: 2023-2026 City of Waterloo Strategic Plan  
Report Number: CAO2023-022  
Author: Sandy Little  
Council Date: June 26, 2023  
File: N/A  
Attachments: Appendix A – 2023-2026 City of Waterloo Strategic Plan  
Appendix B – Draft Strategic Plan Comments  
Ward No.: All Wards

**Recommendations:**

1. That Council approve staff report CAO2023-022.
2. That Council approve the 2023-2026 City of Waterloo Strategic Plan.

**A. Executive Summary**

The strategic plan is an opportunity for our organization to reflect on what is important to the community, Council and staff of the City of Waterloo. The strategic plan allows us to align our resources on targeted outcomes for the current term of Council. The City of Waterloo follows a hybrid approach to strategic planning which means the strategic plan is a plan for the City including Council, leadership and staff as well as for the community. As a result, it was important that this new strategic plan was reflective of feedback received from the City and from community members throughout the process. The foundation of the new strategic plan is rooted in deep, meaningful and targeted engagement which became a defining characteristic in the development of the plan.

The first phase of the process involved the onboarding of Deloitte in September 2022. Engagement was a key component of Phase 2 and spanned more than five months. Council and staff were all engaged throughout the process which included interviews, workshops and an online survey for staff.

In addition to engaging Council and staff, it was also vital to engage the larger community. A variety of engagement opportunities were planned to solicit feedback that would play a strong role in the development of the strategic plan.



In addition to overall community feedback, significant efforts were placed on engaging equity-deserving groups in the community. From the start of the process to develop the City of Waterloo Strategic Plan, staff knew it was important to engage with groups that may not have been involved in City plans and strategies in the past. It was vital that the approach was targeted, thoughtful and ongoing. This was not intended to be a “one and done” approach. The final scan report highlighted key plans and strategies and provided an overview of all of the feedback received throughout the process.

Phase 3 included the draft strategic plan. The draft strategic plan included a new vision, mission, guiding principles, strategic priorities, objectives and actions. The draft strategic plan was made available for comment in advance of the May 8<sup>th</sup> Council meeting where it was formally presented. Staff wanted to ensure there was sufficient opportunity for the community to provide feedback on a document that was developed through the feedback they provided. Comments received will be discussed below.

This report is the culmination of all of the work from the previous three phases and satisfies Phase 4 – Final Strategic Plan and Implementation Measures. Following thorough review of all of the comments received from conversations and formal comments, the final strategic plan strikes a balance between the feedback we heard from all sources and builds upon all of the work done in the past and previous strategic plans. It is important to view this final strategic plan not as a new start but a continuation of all of the hard work that has been done and will lay the groundwork for a successful three year budget, new round of business planning and ongoing conversations with the community. The final strategic plan can be found in Appendix A.

## **B. Financial Implications**

The 2023-2026 Strategic Plan was funded through the approved 2022 capital budget. The approved 2023-2026 Strategic Plan is one of the key influencers of the proposed 2024-2026 budget to be released in December 2023.

## **C. Technology Implications**

None.

## **D. Link to Strategic Plan**

(Strategic Objectives: Equity, Inclusion and a Sense of Belonging; Sustainability and the Environment; Safe, Sustainable Transportation; Healthy Community & Resilient Neighbourhoods; Infrastructure Renewal; Economic Growth & Development)

(Guiding Principles: Equity and Inclusion; Sustainability; Fiscal Responsibility; Healthy and Safe Workplace; Effective Engagement; Personal Leadership; Service Excellence)

This report presents the 2023-2026 City of Waterloo Strategic Plan.



**E. Previous Reports on this Topic**

CAO2023-008: 2023-2026 Strategic Plan – MSSA Results Summary

CAO2023-010: 2023-2026 Strategic Plan – Council Workshop #1

CAO2023-012: 2023-2026 Strategic Plan – Council Workshop #2

CAO2023-014: 2023-2026 Strategic Plan – Council Workshop #3

CAO2023-015: 2023-2026 Strategic Plan – Draft Scan Report

CAO2023-019: Close-Out of the 2019-2022 Strategic Plan and the 2023-2026 Draft Strategic Plan



**2023-2026 City of Waterloo Strategic Plan  
CAO2023-022**

## **1.0 Background**

The strategic plan is an opportunity for our organization to reflect on what is important to the community, Council and staff of the City of Waterloo. The strategic plan allows us to align our resources on targeted outcomes for the current term of Council. The City of Waterloo follows a hybrid approach to strategic planning which means the strategic plan is a plan for the City including Council, leadership and staff as well as for the community. As a result, it was important that this new strategic plan was reflective of feedback received from the City and from community members throughout the process. The foundation of the new strategic plan is rooted in deep, meaningful and targeted engagement which became a defining characteristic in the development of the plan.

The process to develop the new strategic plan followed four phases:

- Phase 1 – Project Initiation
- Phase 2 – Scan and Engagement
- Phase 3 – Draft Strategic Plan
- Phase 4 – Final Strategic Plan and Implementation Measures

The first phase of the process involved the onboarding of Deloitte in September 2022 and the start of significant work to review key plans and strategies developed and approved in recent years. The review of these plans and strategies helped identify key themes that could play a role as part of the new strategic plan.

Engagement was a key component of Phase 2 and spanned more than five months. Since the City of Waterloo follows a hybrid approach to strategic planning, it was important that engagement involve all of the partners that are affected by the strategic plan. Staff worked closely with Deloitte to design an engagement approach that was targeted and meaningful. Council and staff were engaged throughout the process which included interviews, workshops and an online survey for staff. Since staff play a critical role as part of implementation, it was important to connect with staff to find out about what they are most proud of in terms of the work they do, what they think the City's top priorities should be and what we should be communicating to the community about the work that the City does.

In addition to engaging Council and staff, it was also vital to engage the larger community. The Municipal Services Satisfaction Assessment (MSSA), which was a phone survey of Waterloo residents, was completed in November 2022 and revealed that although there is always room for improvement, **92% of respondents indicated that the quality of life in Waterloo is very high**. More importantly, despite the various challenges we have all faced in the last three years, the survey results largely mirror those that were obtained in 2018. Moreover, strategic partner interviews were also conducted which not only provided insights into the new strategic plan process but also revealed ways that we can continue to build on relationships involving the City and community partners. There was a strong desire to continue to strengthen existing relationships and continue to explore innovative ways to address complex community challenges. A total of five workshops were held throughout the community in a variety of locations, both in person and virtual. The intent of these sessions was to have real conversations with community members focused on the strengths of Waterloo, some of the challenges to obtaining our vision and ways we can look to address barriers. An additional workshop was also held with representation from the City's various advisory committees. This created an opportunity to have numerous perspectives presented at one engagement session which highlighted the interconnectedness of all of the important work these committees do for the City. Furthermore, a free community skate was held at RIM Park in April 2023 which was aimed to engage youth in our community with more than 120 attendees. Staff heard firsthand about what youth in our community love about Waterloo and things they want us to improve on. Finally, a survey was hosted on Engage that garnered hundreds of responses on a number of areas that influenced the development of the strategic plan.

In addition to overall community feedback, significant efforts were placed on engaging equity-deserving groups in our community. From the start of the process to develop the strategic plan, staff knew it was important to engage with groups that may not have been involved in City plans and strategies in the past. It was vital that the approach was targeted, thoughtful and ongoing. This was not intended to be a "one and done" approach. The success of this engagement is based on future and ongoing conversations. The participation from equity-deserving groups exceeded expectations. A summary of the engagement conducted throughout the process can be found in the Final Scan Report in CAO2023-015 which highlighted key plans and strategies and provided an overview of all of the feedback received throughout the process. All of the countless conversations that we participated in helped to inform the final strategic plan.

Phase 3 included the draft strategic plan. The draft strategic plan included a new vision, mission, guiding principles, strategic priorities, objectives and actions. The draft strategic plan was made available for comment in advance of the May 8<sup>th</sup> Council meeting where it was formally presented to Council. Staff wanted to ensure there was

sufficient opportunity for the community to provide feedback. The comment period lasted four weeks and comments received during this time will be discussed below.

This report is the culmination of all of the work from the previous three phases and satisfies Phase 4 – Final Strategic Plan and Implementation Measures. Following thorough review of all of the comments received from conversations and formal comments submitted, the final strategic plan strikes a balance between the feedback we heard from all sources and builds upon all of the work done in the past which aligned with previous strategic plans. It is important to view this final strategic plan not as a new start but a continuation which will enable a successful three year budget, a new round of business planning and ongoing conversations with the community.

## **2.0 Final Strategic Plan**

The final strategic plan represents the roadmap for the City and the community through to 2026. It represents the city's past, where we are today and our goals for the future. It consists of a brand new vision, mission, guiding principles, strategic priorities, objectives and actions. It is important to note that all of the elements of the strategic plan are interconnected and should not be looked at in isolation and should be examined holistically. The City of Waterloo Strategic Plan is available in Appendix A.

## **3.0 Comments Received**

The City provided four weeks to receive comments from the public on the draft strategic plan. The draft strategic plan was made available on the Engage Waterloo strategic plan project page and was downloaded a number of times which shows interest in the process. A link to the report was also provided to all individuals that participated as part of the community engagement sessions as well as the advisory committee joint engagement session. City staff also provided information related to the draft strategic plan to partners and organizations involved as part of the targeted engagement sessions held with equity-deserving groups.

Comments were received from the following:

- Sustainability Advisory Committee (SAC);
- Waterloo Park Advisory Committee (WPAC);
- Age Friendly Waterloo Committee; and
- Waterloo Economic Development Advisory Committee (WEDAC).

All comments can be found in Appendix B and are summarized below.

The SAC comments included commending the City on taking positive steps towards a sustainable future for Waterloo and embedding sustainability throughout the strategic plan. The SAC made some suggestions for revisions that were considered as part of the final strategic plan. The committee also strongly suggested a clear measurement framework and more clarity regarding the connection between the strategic plan and the business planning process. A measurement framework will be established following approval of the strategic plan and the clarity around the strategic plan and business plans will be provided as the approach to the next round of business plans is developed in the coming months. This will be communicated as part of implementation of the strategic plan, especially during the Community Conversations which is discussed in more detail below.

The WPAC provided comments with a focus on the strategic priorities applicable to their work. Four of the five strategic priorities can be mapped back to the work that is ongoing for the WPAC. Of note is the planned 2025 Master Plan update for Waterloo Park which will support the Reconciliation, Equity, Accessibility, Diversity and Inclusion strategic priority by ensuring decision-making is informed using equity and Reconciliation frameworks. Furthermore, the WPAC highlighted the importance of the various naturalized areas within Waterloo Park to support the city's natural ecosystem, the importance of the park as a public space which contributes to the City's goals towards creating a complete community and the City's ongoing commitment to active transportation connections that include the park.

The Age Friendly Waterloo Committee stressed the importance of building on the progress made with past strategic plans. This is a concept that has been strongly supported throughout the development of the new strategic plan. Although we may be working towards revised or new goals, we are building on the successes and learnings of the past to move the City forward. The committee highlighted several key areas of the new strategic plan that support the work they are doing including the mission, vision and guiding principles. Regarding the strategic priorities, the Age Friendly Waterloo Committee was able to identify a number of alignments with all of the strategic priorities and their mandate. The committee also highlighted the importance of social innovation in the areas of health care and social isolation for older adults.

The WEDAC discussed the strategic plan at their May 16<sup>th</sup> meeting and passed a motion in support of the draft strategic plan. Although all of the strategic priorities can be mapped back to work related to economic development, the Innovation and Future-ready strategic priority represents a strong focus on economic development and stresses the importance of continuing to invest in a diversified economy.

The work that all of the City's advisory and multi-agency committees do is incredibly important to the City and many of these committees are already seeing how the strategic plan can be used to further their work in their respective areas.

#### **4.0 Staff Engagement**

In addition to engaging Council and leadership as part of the strategic plan, it was vital to also engage staff as a lot of the work done as part of implementation of the strategic plan is done by staff. Through sessions held with leadership, Deloitte and staff leading the strategic planning process heard first hand of the ways that staff could be engaged as part of the project which included divisional meeting presentations, in person events and virtual engagement opportunities. Based on various factors, it was decided to focus staff engagement around an online survey in hopes that an in person event could be planned as part of the launch of the strategic plan in fall 2023.

A short survey was created to receive feedback from staff focused on implementation rather than the development of the strategic plan. The reason for this is that given that staff are responsible for implementation, their feedback would play a vital role in designing how best to implement the strategic plan. Furthermore, it was evident throughout community engagement that many community members are not well informed about all of the important work that City staff do on a variety of fronts including sustainability and climate change, affordable housing, planning and development and work related to our active transportation network. Moreover, the hope through the survey was to identify ways to celebrate all of the amazing work done by staff and work on ways of connecting the strategic plan to all of the work staff does.

Based on all of these factors, the survey, which was active from March 21<sup>st</sup> through to April 19<sup>th</sup>, included the following key questions:

1. What are you most proud of in terms of the work that you do?
2. What is one area the City should focus on to better serve the residents of Waterloo?
3. What information about your work do you want the community to know and be aware of?

It was evident that staff is most proud of the value that the work they do brings to the residents of Waterloo, the impact on improving the quality of life of Waterloo's diverse community and increasing and strengthening connections within the community. Staff also highlighted the importance of strengthening the connections between staff as part of the work that is done.

In terms of things that the City should focus on to better serve residents, staff feel that barriers should be removed related to red tape and barriers related to diversity, equity

and inclusion to ensure wider participation in City services and programs. There is significant interest in maintaining existing infrastructure and the provision of new infrastructure to meet the needs of the growing community. Staff also highlighted the importance of improving digital services, the provision of City-run creative spaces and continuing efforts to strengthen connections between departments and divisions.

Regarding the information about the work staff does and what they want the community to be aware of, it can best be summarized by saying that the City of Waterloo is made up of a large team of people who work to build a community and improve that community a little bit every single day. Staff are truly dedicated to the work and they work hard to better the community as a whole.

The information obtained through the staff engagement will be used as part of the performance measurement framework discussed below. It will also be used to raise awareness in the community of the work that staff is doing to implement the strategic plan as part of the Community Conversations initiative.

## **5.0 Performance Measurement**

The performance measurement framework can be found as part of the strategic plan in Appendix A. A framework is required as it will help the City to measure and monitor our progress on implementing the strategic plan. With the approval of the Director of Strategic Initiatives as part of the one year budget approved in February, the City now has a permanent position that will oversee the implementation of the strategic plan. This will facilitate an ongoing implementation process. A number of actions will help to implement the strategic plan and they include:

- 2024-2026 Business Plans aligned with the three year budget process;
- Performance metrics; and
- Community Conversations.

The strategic plan, business plan and budget processes are inextricably linked. The three year budget must be aligned with the strategic plan and the business plans must implement the three year budget. There are connections between all three processes and it is vital that these connections be strengthened as we move from the strategic plan to the budget and business planning processes.

In order to be transparent regarding how the City is implementing the strategic plan, staff is recommending an annual progress report. This report will reflect the work of all departments and divisions related to implementation and will include a summary of some of the actions noted above. The first component of the progress report will be a status update on the initiatives contained in the 2024-2026 Business Plans. The

initiatives contained within the business plans directly align with the three year budget which also aligns with the new strategic plan. The status update will provide a snapshot of whether the initiatives are on track, delayed or on hold and will allow us to redirect resources if barriers to action are identified. The second component of the progress report is performance metrics. Upon approval of the strategic plan, staff will work to identify key performance indicators that represent a tangible way of measuring the City's progress. It will be important to work closely with staff to identify the indicators that we may already be collecting data on to minimize duplication of work and choose the indicators that are representative of each of the strategic priorities. It will also be important to utilize, where possible, the indicators and targets used as part of the UN Sustainable Development Goals (SDGs) which will further assist the City in its efforts to localize the SDGs. The third and final component of the progress report and an essential part of implementation is Community Conversations. This component highlights the importance of the intangible measurements of success of implementation and ensures ongoing conversations with members of the community. Through Community Conversations the City will identify how feedback received throughout the process was incorporated in the final strategic plan, highlight the work being done across the corporation related to the strategic plan and have real conversations on further actions we can take. Each Community Conversation will be focused on each of the five strategic priorities with more details to be released in the fall.

## **6.0 Next Steps**

The nature of strategic planning has changed. It goes beyond an approved plan and recognizes that in order to reach a defined set of goals as a community we can take various routes to get there. There is no single journey and in many cases the journey is impacted by challenges we face. This strategic plan is not intended to be a "one and done" approach. The approval of the strategic plan is just another step in this process. Staff will be working to design and develop the final version of the strategic plan to be used across the corporation. Staff will also share some of the feedback we received throughout the process with area municipalities, the Region and key community partners which may help with their respective strategic planning processes. The strategic plan will be formally launched in the fall and will recognize all of the work that went into this process. In terms of implementation, it will be an ongoing set of actions and not limited to a yearly progress report. Staff will commence work on Community Conversations and launch that initiative in the fall and the first progress report will be presented to Council in fall 2024.

It is as a result of collaboration with Council, staff and the community that we have developed a strategic plan that ensures we remain strong, sustainable, together.





**Deloitte.**

## City of Waterloo

2023-2026 Strategic Plan

June 2023

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# Introduction

# Introduction

Situated in Southwestern Ontario, with a population of 147,350 (2021) the City of Waterloo (“Waterloo”) is located in one of the fastest growing regions in Canada in terms of both population and employment. Home to three leading post-secondary institutions, it attracts some of the best and brightest talent from Canada and around the world. Many people have chosen Waterloo as a place to live, work, play and learn as it offers a harmonious balance of open space, amenities, employment opportunities and a vibrant uptown. However, Waterloo has emerged from the peak of the Covid-19 global pandemic a changed city.

As the city moved through the height of the pandemic, urgent issues such as declining housing affordability, growing awareness related to Reconciliation, equity, accessibility, diversity and inclusion and the increasing urgency for action to address climate change continued to emerge. Waterloo has already taken significant steps to try and address these challenges with the approval of its first Affordable Housing Strategy, the declaration of a climate emergency in November 2019, subsequent adoption of ambitious greenhouse gas emissions reduction targets of 50% by 2030 and 80% by 2050 and the creation of an internal staff team that is enabling the City to address Reconciliation, equity, accessibility, diversity and inclusion within the corporation and the community. At the same time, Waterloo has recognized the importance of growing a diversified economy, providing its residents with a complete community that includes resilient infrastructure and access to safe, sustainable transportation solutions.

There is more that needs to be done and Waterloo has committed itself to an equitable pandemic recovery so that the community can face these challenges with a fully engaged community. Waterloo is working to identify a new path forward to address the challenges ahead and position itself to be future-ready. The development of a new strategic plan is an essential requirement in this process, as it will provide a guide for this new path, which will be based on equity and inclusion and will foster a sense of belonging for the whole community.





# Executive Summary



# Executive Summary

The City of Waterloo follows a hybrid approach to strategic planning. The strategic plan is for the City of Waterloo and for the community. As a result, it was important that the development of the strategic plan consisted of a balanced approach. The process to develop the new strategic plan is rooted in deep and meaningful engagement. The plan itself includes a strong framework that will enable the City and the community to work together to address the challenges of today while preparing us to be future-ready to face the challenges of tomorrow.

The strategic plan serves as a roadmap for the new term of Council to guide decisions, planning and budgeting for the next four years. The 2023-2026 Strategic Plan, when implemented, will enable Council and staff to advance City and community priorities, strengthen municipal operations, allocate resources effectively and achieve desired outcomes.

The strategy development was designed to be comprehensive, inclusive and transparent. Engagement was completed over the course of a six-month period and included connecting with Council, staff and the community with a heightened focus on equity-deserving groups. Community consultations offered local partners and residents the opportunity to share experiences, knowledge and aspirations.

In addition to engagement, the strategic planning process included a review of key plans and strategies, the development of a community profile based on a variety of socio-economic factors and demographic data and a review of the current community context that was not reflected in the City's policy framework. Challenges such as COVID recovery, housing and homelessness and the urgency of sustainability and climate change are current issues that needed to be considered as part of the process.

Specific ideas for shaping the strategic plan were supplied via 26 one-on-one community and partner interviews, with more than 500 survey responses in the Municipal Service Satisfaction Assessment (MSSA), 340 responses to the Engage Waterloo online survey, a number of community workshops involving nearly 300 participants, a free community skate aimed at engaging youth and community intercept interviews that were held to survey older adults.

The City of Waterloo led a series of community engagement initiatives to ensure the priorities of equity-deserving groups were integrated in the development of the City’s strategic plan. In total, more than 300 children, youth and adults participated in these focused community engagement efforts. These efforts included 50 responses to a tailored survey, eight community workshops involving 240 community members and several one-on-one interviews.

Council also provided meaningful input to the process, reflecting on the observations shared and providing leadership and direction to narrow the focus. City of Waterloo leadership also participated by providing important insights on the vision, mission, guiding principles and strategic priorities. Staff participated in a survey that focused on identifying ways to recognize the hard work involved in implementing the strategic plan and identifying things that the City can do to better communicate the work that the City does. There were also regular updates on the progress of the plan throughout the process.

As a result of the process, a series of foundational statements, strategic priorities, objectives and actions were prepared. The pages that follow reflect the ambitions and aspirations of Council, staff and the community.





**Vision:** The City's new vision statement showcases a positive perspective on the future, telegraphing hope and optimism:

**A leader in sustainability and a future-ready community for all**

**Mission:** The City's mission statement explains the municipality's reason for being:

**To actively engage, collaborate with and respond to Waterloo's diverse community through bold leadership, empathy and accountability.**

**Guiding Principles:** The City's Guiding Principles serve as a lens through which all decisions are evaluated. They represent the values of the municipal corporation:

- **Equity and Inclusion:** We build relationships with First Nations, Métis and Inuit Peoples and equity-deserving groups and embrace Reconciliation, equity, accessibility, diversity and inclusion
- **Sustainability:** We plan for the long term, prioritizing sustainability and take meaningful action to address environmental, social and economic goals
- **Integrity:** We operate with integrity and transparency, we strive for well-considered comprehensive, responsive, diligent and thoughtful decision-making
- **Workplace Wellbeing:** We commit to promoting wellbeing and providing a healthy, safe and enjoyable work environment for all employees and volunteers of the organization
- **Community-centred:** We support strong and liveable neighbourhoods, prioritizing community engagement grounded in empathy and understanding
- **Operational Excellence:** We provide fiscally responsible, exceptional service that meets the needs of residents, partners and equity-deserving groups, employees and volunteers of the City

**Strategic Priorities:** The collective input from Council, leadership, staff and the community helped to identify five Strategic Priorities to be addressed over the next four years. The following themes are grounded in a collaborative corporate culture, upon which the Strategic Plan is built:

- **Reconciliation, Equity, Accessibility, Diversity and Inclusion**
- **Environmental Sustainability and Climate Action**
- **Complete Community**
- **Infrastructure and Transportation Systems**
- **Innovation and Future-Ready**

**Objectives and Actions:** The City further developed 17 Strategic Objectives based on the strategic priorities, focusing on the City's ability to influence change. Actions are outlined under the objectives. Each action has been tailored with input from the City to encompass a breadth of issues to be further addressed in separate department and division business plans and other strategies and initiatives.



## Project Overview

# Project Overview

The strategic plan will form the foundation for day-to-day decision-making by City of Waterloo Council and staff, informing budget processes and business planning in the years to come. The 2023-2026 strategic plan was developed through an extensive community engagement and strategic planning process involving information sharing and conversations with Council, staff and the community.

The engagement approach used to develop this strategy involved Council, staff and the community with a focus on equity-deserving groups. The process also looked at the internal City structure and considered the interconnectedness among and between departments and divisions and enhanced the understanding about roles in relation to the organization's strategic direction. External engagement included key partners from business and industry, education, other levels of government and a variety of sectors.

## Approach

The planning approach was to divide this project into four phases in Figure 1 below:



Figure 1: The four phases of the Waterloo Strategic Plan Project from initiation to implementation.

### Phase 1: Project Initiation

The project started with the Consulting Team meeting with the City of Waterloo to develop a common understanding of goals and objectives and to identify background documents, reports and strategies for review. This project phase set the stage for clear and consistent communication between all relevant parties.

## **Phase 2: Scan and Engagement**

The Consulting Team undertook a series of scans of other relevant strategies and community, employment and business demographics and then established a scan report that reflected key learnings from the analysis process. Details of the scan report were presented as a separate report and are included in the next section. The scan report included summaries of engagement completed by both the Consultant and the City of Waterloo and provided additional context of the strengths, opportunities and desires of the residents of Waterloo.

## **Phase 3: Draft Strategic Plan**

Community engagement including surveys, discussions and workshops were facilitated from November 2022 through April 2023. All comments received were captured and integrated into a draft strategic plan. A working draft of the strategic plan including all key components was developed. This document served as an input platform with leadership, Council, partners and collaborating organizations. The reporting framework will be based on the strategic priorities, goals and actions and will be developed as part of implementation.

## **Phase 4: Final Plan and Implementation Measures**

The draft strategic plan was presented to Council in May 2023. Once the draft was presented, the City sought feedback regarding the draft strategy from Council and the public over several weeks. The feedback was then incorporated into this final version of the strategic plan.

The final strategic plan was presented to Council by the Project Lead and Staff Lead in June 2023. The presentation highlighted the core elements of the strategic plan and emphasized the important contributions of the internal and external engagement processes. With the approval of the strategic plan, the project moves to implementation, which will focus on ongoing conversations within the City and the community.





# Scan Report

# Scan Report

Waterloo engaged in the strategic planning process through workshops and focus groups, collaborator and community partner interviews and community surveys. The engagement outcomes, combined with a community profile, including socioeconomic data and reviews of local and regional reports, were analyzed to create a scan report.

The scans and engagement summaries inform the report's SOARR analysis at the community and corporate level by considering the following factors: Strengths, Opportunities, Aspirations, Risks and Results. This foundational information was used to identify priorities, goals, objectives and performance measurement considerations for the City of Waterloo.

## Scan Report Highlights

There were notable key themes that emerged throughout the research and engagement process that informed the scan report and influenced the thinking behind the strategic plan. These themes were identified through the policy framework and/or mentioned by residents, community partners and staff through the various types of engagements. These themes, detailed below, were important to many in the community and directly influenced the 2023-2026 Strategic Plan.

### Reconciliation, Equity, Accessibility, Diversity and Inclusion

Staff at the City of Waterloo led a series of community engagement initiatives to ensure the priorities of equity-deserving groups were evident in the development of the City's strategic plan. In total, more than 250 children, youth and adults attended these focused community engagement efforts.

There was a strong desire from community members for the City to address Reconciliation, equity, accessibility, diversity and inclusion in meaningful ways. Below are the most common recommendations that emerged from community consultations:

- Build strong inclusive communities and neighbourhoods
- Address the affordability crisis and access to social housing, as well as services like childcare and health care
- Increase diverse representation and ongoing skill building to address Reconciliation, equity, accessibility, diversity and inclusion in the community

### Affordable Housing

Affordable housing was mentioned frequently by community members as an area of concern. New pressures that the community is facing have increased housing prices, such as an increase in migration from the Greater Toronto Area. The increase in housing costs is a barrier to the city for immigrants and those with lower incomes. Below are the most common recommendations that emerged from community consultations:

- Develop programming to help address increasing housing costs
- Improve housing diversity options across the city
- Increase and communicate the benefit of densification of the city with more mid-rise housing

### Climate Action

Climate action is embedded in the City's policy framework and was identified consistently as a priority throughout engagement. There was an awareness around the urgency of environmental sustainability and climate action, however it was not always evident what the City was doing to address this emergency. The community recognizes the importance of the city growing in a sustainable way to ensure our community is a place to call home for all in the future. The United Nations Sustainable Development Goals (SDGs) are a leading framework to address this area and were mentioned in consultations. Below are the most common recommendations that emerged from community consultations:

- Create a single vision for a sustainable city
- Make the city as sustainable as possible
- Increase the green space and park space in the city

### Transportation

Transportation across its many forms was a topic of discussion for many community members related to improving the active transportation network, improving connections to public transit and improving connections with nearby regions for enhanced connectivity. Below are the most common recommendations that emerged from community consultations:

- Improve connections to Toronto Pearson International Airport
- Increase the number of walking and cycling trails in Waterloo to improve the active transportation network
- Create walkable neighbourhoods with local amenities

## SOARR Assessment

A Strengths, Opportunities, Aspirations, Risks and Results (SOARR) Assessment is a forward-focused model used to reflect on strategic directions. It assembles research, consultation, as well as partner and collaborator insights to outline 'what has been learned' and shift to 'what needs to happen' to set strategic plan goals and objectives. This assessment takes elements of what would traditionally be affiliated with a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis and builds on it through the forward-looking lens of the Appreciative Inquiry approach<sup>1</sup>, focusing on the Results and building on what works best to ensure continued success.

### Strengths of Waterloo

The strengths of Waterloo identified in the SOARR Assessment included the successful beautification of uptown Waterloo, expansions in the public transit network within the city and with wider transit networks, a vibrant arts and culture scene with well recognized community events run by the City, high satisfaction with overall services including community services and recreational amenities, world-class post-secondary institutions and that Waterloo has a strong, well-educated workforce, including the contributions of post-secondary students in the community and to the economy, among others.

### Opportunities for Waterloo

The opportunities for Waterloo identified in the SOARR Assessment included continuing to enhance customer service standards to improve and build on the support for services, align economic development with sustainability goals and manage low land availability, make the most of the momentum being made on building stronger relationships and trust with equity-deserving groups, improve parks with expanded trails systems along rivers, increase connections to the airports and to bring attention and action to housing-related social programming within Waterloo, among others.

### Aspirations of Waterloo

Aspirations for Waterloo identified in the SOARR Assessment included to be a leader in actions and policies related to environmental sustainability and set the example for other municipalities and organizations, be an accessibility and inclusion leader, be known as an international hub for innovation, technology, research and education while also growing other sectors, celebrate and grow arts and culture offerings in Waterloo, be known as an excellent place to raise a family and live in strong neighbourhood communities and offer attainable and affordable housing, among others.

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<sup>1</sup> Appreciative Inquiry is a strength-based approach to facilitating positive developments for future planning and building capacity in organizations while being aware of risk considerations rather than seeking to overcome or minimize weaknesses. This results in an optimistic perspective to informing next steps instead of a "problem-solving" approach which may be seen as negative by implying criticism and remediation.



### Risks to Waterloo

Risks to Waterloo, identified in the SOARR Assessment included increased efforts to recognize equity-deserving groups within Waterloo and the work needed to make progress on Reconciliation, equity, accessibility, diversity and inclusion efforts, support for older adult programming and inclusiveness for aging adults, public concern around what intensification represents for the future of Waterloo, social services and support services for rising homelessness, sufficient transportation within the city and connections to other communities, the relationship between students and the wider Waterloo population and the lack of land in city borders to grow residential or employment lands, among others.

### Results Expected of Waterloo

Results that are expected of Waterloo that were identified in the SOARR Assessment included the continued high resident satisfaction rates, carbon emission reduction targets, strategic internal infrastructure and equipment investments, development of partnerships that realize diverse affordable housing options and attainable housing, demonstrated City and community support for equity-deserving groups, employee satisfaction and maintenance of staff engagement, review of an active transportation standard for trails and bike lanes and to partner with relevant organizations for a seamless transit experience throughout the community and to major centres.



# Corporate Vision and Mission

# Corporate Vision and Mission

## Vision Statement

The vision statement for an organization is an aspirational description of what the community would like to achieve or accomplish in the mid to long-term future. It provides the foundation for how to get there through future actions.

### **A leader in sustainability and a future-ready community for all**

**What does it mean?** Residents of Waterloo and community leadership have emphasized a focus on sustainability and climate leadership as a primary driver for the strategic plan. This was reflected through engagement including the Municipal Services Satisfaction Assessment (MSSA) and workshops with Council and leadership. The vision evokes optimism for the future and a long-term approach to decision-making. Waterloo is also known as an innovative, well-educated community that focuses on doing things differently. The vision closes with the addition of ‘for all’ to ensure the strength of Waterloo’s commitment to building an equitable and inclusive community for everyone.

## Mission Statement

The mission statement for an organization outlines its reasons for being. It answers the following questions: What is the organization? Why does it exist? Who are the primary customers? What are the products and services?

### **To actively engage, collaborate with and respond to Waterloo’s diverse community through bold leadership, empathy and accountability.**

**What does it mean?** City of Waterloo staff are dedicated to delivering service excellence, strive for boldness and complete work that is meaningful to the community. The City of Waterloo remains committed to bold decision-making and delivering programs and services in a way that engages residents and responds to the perspectives of all in the community. The City will continue to respond to the needs of the community while also remaining accountable for the decisions that are made.





## Guiding Principles

# Guiding Principles

Guiding principles encompass the values of the community and the municipal corporation.

They guide the decisions of the organization and outline expected behaviours of its employees and leaders. These principles help guide interactions with internal and external customers and should be considered with every decision made. They support the development of a culture where everyone understands what is important.



## **Equity and Inclusion**

We build relationships with First Nations, Métis and Inuit Peoples and equity-deserving groups and embrace Reconciliation, equity, accessibility, diversity and inclusion.



## **Sustainability**

We plan for the long term, prioritizing sustainability and take meaningful action to address environmental, social and economic goals.



## **Integrity**

We operate with integrity and transparency, we strive for well-considered comprehensive, responsive, diligent and thoughtful decision-making.



## **Workplace Wellbeing**

We commit to promoting wellbeing and providing a healthy, safe and enjoyable work environment for all employees and volunteers of the organization.



## **Community-centred**

We support strong and liveable neighbourhoods, prioritizing community engagement grounded in empathy and understanding.



## **Operational Excellence**

We provide fiscally responsible, exceptional service that meets the needs of residents, partners and equity-deserving groups, employees and volunteers of the City.





## Strategic Priorities

# Strategic Priorities

While the vision, mission and guiding principles outline where Waterloo wants to be, why the City does what it does and how it will accomplish the work, the strategic priorities will start to prioritize the direction the City needs to go.

These directions are generally broader themes and will help guide departmental planning and future decision-making. These directions will be used as a foundation for goals and objectives as well as mapping out deliverables and performance metrics throughout all municipal planning processes. These strategic priorities are designed to be interconnected and work together. Actions identified for a strategic priority may support the outcomes of another and should be interpreted holistically.

## Reconciliation, Equity, Accessibility, Diversity and Inclusion

Value that an inclusive city is one that recognizes differences and diversity in planning, decision-making and service delivery for all residents to have equal opportunities and benefits. Through a commitment to Reconciliation, justice, equity and inclusion for all, the City will disrupt and dismantle all forms of discrimination and systemic oppression.

## Environmental Sustainability and Climate Action

Become a leader in environmental sustainability practices and climate action by making transformational changes related to City operations and services while working with the community towards climate change mitigation and adaptation goals.

## Complete Community

Achieve a high quality of life for all residents and overall community vibrancy through strategic density, diverse housing options and equitably available parks, public spaces and other recreational and cultural amenities.

## Infrastructure and Transportation Systems

Expand and support infrastructure and transportation systems in an environmentally and fiscally sustainable manner that provides residents with resilient public infrastructure and sustainable transportation solutions.

## Innovation and Future-Ready

Demonstrate resiliency and readiness to do things differently, address social developments and integrate new ideas through collaboration with key partners while continuing to grow a diversified economy and innovation ecosystem.





## Strategic Priorities and Objectives



# Strategic Priorities and Objectives

The vision, mission and guiding principles of the strategic plan set out the desired future of Waterloo, while the strategic priorities connect the actions with the strategic direction and set associated goals to track progress over the period of the strategy.

The City of Waterloo strives to be a leader in sustainability and for future-readiness, to be prepared for the challenges ahead whether known or unknown. The next portion of the strategic plan outlines the strategic priorities, goals and objectives that align with the vision. Measuring these goals and objectives will ensure accountability and awareness of the community's progress and achievements.

The 2030 Agenda for Sustainable Development, adopted by the United Nations in 2015, provides a shared blueprint for prosperity for people and the planet, now and into the future. At its heart are the 17 Sustainable Development Goals (SDGs)<sup>2</sup>, which are an urgent call for action. The UN's Department of Economic and Social Affairs<sup>3</sup> emphasizes that the principle of "think globally, act locally" is essential and action at the local level by local governments is a critical part of achieving the SDGs. The following figure showcases all 17 SDGs for reference:



The City of Waterloo is in alignment with a focus on economic, social and environmental impacts and the strategic plan goals have been linked back to the SDGs. This will strengthen the City's ongoing work with respect to the localization of the SDGs.

<sup>2</sup> <https://sdgs.un.org/goals>

<sup>3</sup> <https://sdgs.un.org/partnerships/creation-local-sdg-platform-support-efforts-local-governments-toward-achieving-sdgs#:~:text=Action%20at%20the%20local%20level,a%20platform%20for%20exchanging%20information.>

# Strategic Priority 1: Reconciliation, Equity, Accessibility, Diversity and Inclusion



Value that an inclusive city is one that recognizes differences and diversity in planning, decision-making and service delivery for all residents to have equal opportunities and benefits. Through a commitment to Reconciliation, justice, equity and inclusion for all, the City will disrupt and dismantle all forms of discrimination and systemic oppression.

## Objective 1: Invest in accessibility and inclusion to enhance belonging

- Leverage the Accessibility and Inclusion Review to create an action-oriented Multi-Year Accessibility Plan.
- Support an enhanced sense of belonging within all City buildings, operations and service delivery in ways that strengthen relationships with and within equity-deserving groups.
- Prioritize the intersectional needs of youth, older adults, women, faith communities, people with disabilities, racialized peoples, Indigenous peoples, people living on low incomes, newcomers and 2SLGBTQ+ through inclusive and culturally responsive programs, services, policies, funding and communication strategies.
- Proactively respond to identity-based discrimination protected under the Ontario Human Rights Code including, but not limited to, ableism, ageism, homophobia, queerphobia and transphobia, and sexism.

## Objective 2: Embed Reconciliation, equity, accessibility, diversity and inclusion across the organization

- Advance community priorities by developing and strengthening relationships with equity-deserving groups outside of the organization and take action on their priorities.
- Strengthen alliances with support/service organizations to foster system action.
- Incorporate Reconciliation, equity, accessibility, diversity and inclusion into the organization's policies and practices so that gains achieved are enduring and meaningful across time.
- Implement accountability structures so that the organization is required to take action on disparities that detail inequities for equity-deserving groups.
- Inform decision-making across the organization and review all relevant corporate policies, programs and services using equity and Reconciliation frameworks with a restorative justice approach.
- Become municipal leaders in accessibility and inclusion practices by exceeding minimum Accessibility for Ontarians with Disabilities Act, 2005 (AODA) standards.

- Collect data to measure disparity and disproportionality within the organization and in the community. Where possible, contribute to data collection of external organizations in meaningful ways.

### **Objective 3: Advance Reconciliation**

- Respond to the 94 Truth and Reconciliation Calls to Action, the Missing and Murdered Indigenous Women and Girls Calls to Justice and the United Nations Declaration of the Rights of Indigenous People.
- Strengthen the City's leadership in Reconciliation through becoming trustworthy partners with Indigenous Leaders and their respective communities.

### **Objective 4: Action anti-racism**

- Proactively respond to identity-based hate including, but not limited to, antisemitism, islamophobia, anti-Black racism, anti-Indigenous racism and additional forms of identity-based violence.

## Strategic Priority 2: Environmental Sustainability and Climate Action



Become a leader in environmental sustainability practices and climate action by making transformational changes related to City operations and services while working with the community towards climate change mitigation and adaptation goals.

### Objective 1: Climate leadership

- Work together with organizational and community champions to align activities and achieve climate action mitigation and adaptation goals to create a more resilient community.
- Continue to work towards the City's corporate greenhouse gas emission reduction goals through the continued electrification of our fleet, low carbon retrofitting of existing facilities and adherence to low-carbon ready new construction.
- Utilize our data-driven solutions to address present and historical impacts of climate change for impacted communities.
- Invest in public open spaces and naturalization efforts to preserve and enhance the natural ecosystems in the city.

### Objective 2: Environmentally sustainable economy

- Encourage and cultivate environmentally sustainable development practices including implementation of the environmental sustainability standards for Generation Park Waterloo.

### Objective 3: Environmental sustainability mindset

- Embed environmental sustainability into internal operational decision-making and evaluate operational decisions with consideration for the City's greenhouse gas mitigation and adaptation goals.
- Strengthen education and awareness regarding climate change mitigation and adaptation actions within the City and the community to advance climate action goals.

## Strategic Priority 3: Complete Community



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Achieve a high quality of life for all residents and overall community vibrancy through strategic density, diverse housing options and equitably available parks, public spaces and other recreational and cultural amenities.

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### Objective 1: Invest in arts experiences

- Invest in arts events and experiences in the city, celebrating diversity and uplifting diverse communities.
- Advance the Museum Strategy to maintain and create safe and vibrant public spaces that will promote opportunities for diverse use including investigating future space needs for the City of Waterloo Museum.

### Objective 2: Vibrant public spaces

- Leverage investments in community services and infrastructure to comprehensively plan for context-sensitive intensification.
- Commit to and plan for built environments that reduce reliance on automobiles.
- Plan for welcoming, inclusive and accessible spaces.

### Objective 3: Complete neighbourhoods

- Support the Region of Waterloo and collaborate with area municipalities and community partners on housing initiatives in our community including homelessness.
- Implement the Affordable Housing Strategy to increase the supply and mix of affordable housing.
- Carry out and monitor the City's Housing Pledge, planning for 16,000 new residential units by 2031.
- Continue to implement and revise the Neighbourhood Strategy to improve neighbourhood interaction, safety and relationships; promote the Neighbourhood Matching Fund and develop plans for age-friendly initiatives in support of the City's membership in the Global Network of Age-friendly Cities and Communities.

### Objective 4: Actions to meet community needs

- Optimize the use of City-owned lands to achieve strategic objectives.
- Ensure community amenities and facilities are welcoming and accessible to all residents across the community.
- Renew the Community Grants Program in order to improve the grant structure and process, with an emphasis on the changing needs and priorities of the community for the greatest impact.
- Develop new program opportunities that offer a variety of accessible and inclusive services, programs and amenities that meet the diverse needs of the community at large.

## Strategic Priority 4: Infrastructure and Transportation Systems



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Expand and support infrastructure and transportation systems in an environmentally and fiscally sustainable manner that provide residents with resilient public infrastructure and sustainable transportation solutions.

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### Objective 1: Sustainable infrastructure planning

- Prioritize environmentally sustainable infrastructure development to improve infrastructure resilience in order to meet the needs of future generations.
- Assess and address the infrastructure gap.
- Identify and plan for required operational, maintenance and rehabilitation/replacement needs associated with new and existing infrastructure while considering ways to minimize the impacts of life cycle costs.
- Construct, upgrade and manage essential infrastructure for indoor and outdoor facilities, water, wastewater, stormwater, underground utilities and other municipal assets to support the long-term needs of the community and natural environment.

### Objective 2: Mobility and a connected community

- Continue to further Vision Zero, a strategy to eliminate traffic fatalities and severe injuries, while increasing safe, healthy, equitable mobility for all.
- Expand year-round transportation systems to increase connectivity and availability of travel options across socio-economic communities and for persons with disabilities.
- Enhance connections and linkages with external transit systems to support commuting and recreational travel throughout the region and the province while strengthening connections to airports.

### Objective 3: Investment in active transportation

- Expand the City's active transportation network to increase community connections and mobility for all.
- Explore ways to improve safety of cycling lanes and pedestrian connections to increase wider utilization.

## Strategic Priority 5: Innovation and Future-Ready



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Demonstrate resiliency and readiness to do things differently, address social developments and integrate new ideas through collaboration with key partners while continuing to grow a diversified economy and innovation ecosystem.

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### Objective 1: Support a diversified economy and innovation ecosystem

- Encourage and support a healthy and diverse economy grounded in innovation that embraces partnerships with post-secondary institutions, not-for-profit organizations and businesses to further develop Waterloo's globally recognized innovation ecosystem.
- Support, invest and collaborate with the growing post-secondary institutions through continued and new partnerships that advance our collective strategic priorities. Leverage the strength of the institutions' problem solvers and leaders to find creative solutions that address complex community needs and challenges.
- Collaborate with community partners on workforce development to help attract and retain diverse talent.

### Objective 2: Partner for social innovation

- Identify opportunities and advocate for new and accessible health care services, including a new hospital in Waterloo Region.
- Collaborate with social enterprises to advance the City's strategic priorities, in association with for-profit entities and post-secondary institutions.
- Implement and build on the recommendations of Waterloo Region's Community Safety and Wellbeing Plan framework and other related action plans.

### Objective 3: Digital opportunities for the future

- Identify and evaluate digital opportunities for services with an intent to improve customer service and ensure coordination across the organization.
- Align digital service projects and programs with inclusion efforts, prioritizing accessibility for all residents in the community.





## Performance Measurement



# Performance Measurement

Performance measurement is a diagnostic tool that focuses on energy, attention and effort, helping to support the City's commitment to its guiding principles and strategic priorities. Throughout the life cycle of the strategic plan Council, staff and community members will seek to evaluate the quality and effectiveness of the City's ability to implement the strategic plan. Through an annual strategic plan progress report staff can apply an implementation framework and determine the best ways to implement the strategic plan.

## Strategic Plan Progress Report

The strategic plan provides a road map for Council, staff and members of the community by identifying strategic priorities for the new term of Council. It is important that a performance measurement framework is designed to measure and monitor the City's progress on implementing the strategic plan. Implementation of the strategic plan will be done through a variety of actions including:

- 2024-2026 business planning coordinated with the three-year budget;
- The application of performance metrics; and
- An initiative called Community Conversations.

The strategic planning process does not end with the approval of the strategic plan. It is a process that includes a final strategic plan but also focuses on how to implement that plan throughout its life cycle. Implementation of the strategic plan needs to be transparent and include progress reporting which reflects the work of all departments and divisions to implement the strategic plan. The annual progress report will include three components that all connect to create the new performance measurement framework for the City's strategic plan.

Business plans are developed by each department and division in the City. The 2024-2026 Business Plans will be approved in early 2024 and will implement the strategic plan and align with the three-year budget.

The first component of the progress report will include the status of business plan initiatives which allows the City to identify possible barriers to progress and takes a solutions-oriented approach. Business plan initiatives will be categorized to represent actions that are completed, on track, delayed or on hold.

- **Completed** – These initiatives have been completed as per identified targets in the business plan.
- **On Track** – These initiatives have progressed on schedule and are on track to be completed as per identified targets in the business plan.
- **Delayed** – These initiatives are still in progress but have been delayed for various reasons.
- **On Hold** – These initiatives have not been started or have been stopped due to specific reasons and there is a high probability the initiative will not move forward.

The second component of the annual progress report will focus on defined indicators and targets. These indicators and targets are used to identify opportunities for additional focus or targeted resources. Staff are exploring how the indicators and targets used as part of the United Nations SDGs can contribute to progress reporting. The indicators and targets are being discussed and will be determined in the months following approval of the strategic plan.

The third and final component of the progress report will be focused on Community Conversations to introduce a strong human element to the reporting framework. It is vital that implementation of the strategic plan not solely be measured according to tangible data. The City's strategic plan process was rooted in deep and meaningful engagement with a focus on equity-deserving groups and staff want to ensure the new strategic plan is a starting point for continuing conversations. These sessions will be themed around each of the five strategic priority areas. Each session will include people from the community that have a vested interest in each of the strategic priority areas. Community Conversations will be a joint effort with Council, staff and willing members of the community for ongoing discussion of how the City can continue to work to meet the needs of all members of the community. The progress report will provide an overview of the Community Conversations and the feedback received through the sessions.

In addition to engaging the overall community throughout the process, the City also engaged with staff. This engagement was focused on reflecting on what staff is most proud of, determining areas of focus for the City and sharing ideas on what to share with the community in terms of the work the City does. The feedback received from staff will play an important role in the Community Conversations and will be an opportunity to share the work that the City is doing with respect to each strategic priority area and how the City is implementing the strategic plan.

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# Feedback on the 2023-26 Draft Strategic Plan

Prepared by the Sustainability Advisory Committee

## Summary

Overall, the Sustainability Advisory Committee (SAC) of the City of Waterloo would like to commend the City staff and Council for the development of the 2023-26 Draft Strategic Plan. There are many themes and inclusions that are positive steps for the City to strive for a prosperous, equitable, and sustainable future that we hope to see retained in the final version. And there are several areas where SAC would suggest improvements.

Several areas that SAC was particularly supportive of, included:

- SAC is very supportive of seeing sustainability as part of the vision statement. We strongly encourage this to be retained in the plan's final version, as it is an anchor for everything else. We also encourage the City to interpret “sustainability” in this statement holistically - referring to integrated economic, social, and environmental wellbeing.
- We are encouraged by how sustainability is woven through the document - including deeper connections to the UN Sustainable Development Goals (SDG), and clear sections on climate, environment, and sustainable transportation.
- SAC is impressed by the deep level of engagement presented that went into the consultation for the plan, particularly with an effort to connect with marginalized and equity-deserving groups. SAC applauds this commitment from staff and Council.
- We welcome a section and clear focus on climate action; as a high priority that will need to be rallied across all City activities, it requires and has been given strong placement in the Draft Strategic Plan.

Several areas where SAC would encourage improvements or revisions would include:

- Recommend the City remove the reference to SMART goals, or turn them into SMART goals. As currently listed, none of the objectives are “SMART” goals. That is; they are general objectives rather than specific goals, outcomes do not have a measurable component, and there are no timelines associated. These are finely crafted, broad statements of action and priority, but SMART goals would be distinct from broad objectives.
- Notwithstanding the previous comment, SAC would strongly encourage the City to develop a clear and transparent measurement framework that complements the goals and objectives of the Strategic Plan. Using the previous Strategic Plan as an example, including in comments made in the introduction and context for the 2023-26 plan, it is difficult to see how progress was made against the Plan’s commitments and priorities, and SAC sees a risk of a similar gap and/or inability to adequately monitor progress beyond specific actions that are “completed or ongoing.” Sustainability commitments

should be grounded in measurable/verifiable progress indicators publicly available to the community.

- Flowing from this, SAC expresses some concerns about the precision of language throughout the draft Strategic Plan - where wording such as *continue to work towards*, *acknowledge*, *encourage*, *align*, etc. can be very broad and potentially very low-impact depending on how they are interpreted. Again, a robust measurement framework would strengthen this.
- Finally, SAC hopes that the City can clarify how the Strategic Plan will inform business unit decision-making, and what the financial and human resource implications are to see this fully achieved.

Thank you for the opportunity to provide comments, and we hope the above is taken as helpful commentary. Additional detail on the above points can be found in appendices 1, 2, and 3 below.

Should staff or Council wish, SAC would happily provide further information or feedback.

We look forward to providing support for the implementation of this exciting vision.

Sincerely,

City of Waterloo Sustainability Advisory Committee

# APPENDIX 1 - Supportive Comments

- Thrilled to see sustainability core to the vision
- The vision is inspiring “A leader in sustainability and a future-ready community for all.”
- the specific targets toward meeting sustainability goals mentioned in the second paragraph “and the increasing urgency for action to address climate change and ensure community sustainability continue....the declaration of a climate emergency in November 2019, and through the adoption of ambitious greenhouse gas emissions reduction targets of 50% by 2030 and 80% by 2050.”
- There are a lot of sustainability-related tie ins across the priorities, and the continued emphasis is very encouraging
- Glad to see engagement efforts that reached quite a few people (I admit I had not heard of them myself until SAC) - and very much appreciate the additional focus on engaging equity-deserving communities. Kudos to the City for prioritizing that
- “The process to develop the new strategic plan is rooted in deep and meaningful engagement.” The fact that I can provide my comments on the strategic plan draft proves this statement. Also, community engagement efforts are well-structured and represented in the introduction on p.140
  - I second this comment! It is encouraging to see such a comprehensive and inclusive engagement process
- Transportation p.148: “Improve connections to Toronto Pearson International Airport”, this is an excellent point- the whole point of Waterloo’s connection to neighbouring cities should be revisited. Also, train tickets are expensive for students and buses are time-consuming.
- I like the photo of people swinging at the beginning of the document because this is one of the places in Waterloo that I sensed livability and dynamics of a space p.137
- “Aspirations for Waterloo identified in the SOARR Assessment included to be a leader in actions and policies related to environmental sustainability and set the example for other municipalities and organizations” p.149: I strongly agree that Waterloo can achieve this goal and set an example for others due to its social structure and urban setting. The same applies to obj 2: “minimum accessibility for Ontarians with disabilities” p.158
- I am happy to see “faith communities” included with the diverse segments of the community p.158. The same applies to obj4: p. 158: action anti-racism
- Happy to see ‘sustainability’ is a leading value in the strategic plan, and presented through several lenses, including the environment, economy and community. Recognizing that community and economic activity occurs within environmental, or ecological, limits.
- I like the empathetic and inclusive tone
- A leader in environmental sustainability - beauty!

- Sustainability is a core goal that guides all the aspects of the Strategic Plan, which is fantastic.
- Appendix J: The feedback from the city staff is overall very encouraging, with staff envisioning a more sustainable and healthier city. p.128
  - Agreed - it was encouraging to see how city staff prioritized environmental sustainability in their feedback.
- Not part of the Strategic Plan, but I was very excited to see the 7km MUP encircling Laurel Creek Conservation Area on the agenda.
- Under Objective 1 - Climate Leadership, the objective to “Strengthen education and awareness regarding climate change mitigation and adaptation actions within the City and the community to advance climate action goals” is excellent. However, it could be strengthened, as noted below.

## APPENDIX 2 - Things that could use improvement:

- Page 23 states that SMART goals are a best practice, but almost none of the goals/objectives listed throughout the following section are actually SMART goals. Many are actions, not outcomes, and are extremely broad. This may be fine if the idea is to simply map out action/focus areas, but they shouldn’t be confused for SMART objectives. For many, it is not clear how it will be determined whether the goals have been met or not met.
  - As a follow-up to this, in the previous strategic plan close-out, it states that of the 79 initiatives from *business plans*, 81% had been completed *or remained ongoing*. I’m honestly not sure how to interpret that - is there a description of those somewhere? How do we know?
  - I had the same comment on the SMART goals, and how it rounded to SDGs. I appreciate the SDGs; however, I was excited to see the SMART goals, which would be customized and contextualized to Waterloo. We have to acknowledge that SDGs is a global and extremely broad framework to work with. We can still show that SMART goals align with SDGs with a diagram (infographic).
- In the activities listed under various goals, I see a lot of “stretch” verbs - things that are, again, impossible to measure and are sort of weasel-words in some senses. Things like “continue to work towards,” “acknowledge,” “encourage”, “strengthen” “work together with,” and “align.” None of these are very descriptive, and a lot of the language could mean anything you want to mean or be interpreted however it is wanted to be interpreted.
  - For example, under Objective 1: Climate leadership: this could be translated into several meaningful, and pretty close to SMART statements (also aligned with TransformWR objectives)
    - Implement actions from Waterloo’s CORCAP + ECDM plan to achieve an X% reduction in emissions from city facilities by 202X, including from fleet and buildings.



- Complete implementation of all City-focused actions under the TransformWR framework
  - Similarly, under objective 2: Environmentally sustainable economy,
    - Implement the approved environmental sustainability standards for the development of Generation Park, Waterloo
    - Develop requirements and standards to guide net-zero, sustainable, and ecologically appropriate development practices
- Again, it is OK that statements are broad, but they must be helpful in driving decision-making. Perhaps this is a “clarification” question, but I have no idea how to interpret the following statements. How will those drive decisions? What actions will flow from them?
  - “Acknowledge the needs of communities most impacted by climate change to ensure our data-driven solutions address present and historical impacts.” I fully understand and am incredibly supportive of the concept, but I have no idea what the City will do with a statement like this
  - “Invest in public open spaces and more living streets to preserve and enhance the natural ecosystems in the city.” There are some buzzwords here that sound good, but again I have no idea what they mean absent any other context. Are these renaturalization projects? Parks? “Complete streets”? Boulevard wilding? All of the above?
- While I appreciate the focus on climate change, as it is by far the most material, would there not be a benefit in calling out other activity areas that contribute to climate change beyond fleet and buildings? These are things like procurement (MASSIVE impact, especially in embodied carbon), waste, biodiversity, local food systems, water management, etc.
  - Agreed! There are many high-impact areas that must be actioned (and measured!) - stronger connections with existing plans may help to build a more comprehensive document.
- Not sure clumping “environmental and economic” here makes it clear which goal is prioritized. Would ideally reiterate the commitment and prioritization to reaching the greenhouse gas reduction target. “We plan for the long term, prioritizing sustainability, and take meaningful action to address environmental, social, and economic goals.” Under Guiding Principles, page 153
- Page 155, perhaps, and the word “including by” after “becoming a leader in environmental sustainability..” - “Becoming a leader in environmental sustainability practices and climate action by making transformational changes related to City operations and services while working with the community to work towards greenhouse gas (GHG) mitigation and adaption goals.”
- The four phases of the project p.144: the diagram needs to be more complex, non-linear and provides a timeline for the phases.
- Transportation p.148: “Increase the number of walking and cycling trails in Waterloo to improve the active transportation network.” What about introducing a “park n’ ride” system? From a personal point of view, as an international student, I find it difficult to owe and be responsible for a bike. I am thinking about a system like the one in London, UK.

- “measure disparity and disproportionality in the community” p.158 can we use this objective to address international students’ struggles with IRCC. There are some horrific stories and I have been living one of them. If we think about capacity building and skills development, we have to take care of the students’ wellbeing.
- Social, economic and environmental conditions determine community well-being. It is integrated loosely into Strategy, however. I would like to see it explicitly stated by incorporating a Health in All Policies” (HiAP) approach that systematically considers the health and social implications of policies contemplated by all departments of the municipality to minimize social and health-related harms
- Housing is a key social determinant of health, and happy to see it included in the strategy. However, further emphasis on the other social determinants of health is required, with a particular emphasis on food security, income and education.
- The strategy notes operational excellence as an essential principle. This could be further enhanced by noting the need to qualify operational excellence through meaningful indicators/measurements that would be regularly monitored, development of service performance standards, develop key tracking performance indicators against goals and reporting results, identify best practices and appropriate benchmarking.
- Happy to see ‘sustainability’ is a leading value in the strategic plan, and presented through several lenses, including the environment, economy and community. Recognizing that community and economic activity occurs within environmental, or ecological, limits. However, when presented in the priorities section,, it reverts to only ‘environmental sustainability’ - this needs to be considered by including an economic and community sustainability lens.
- The strategy states that the “The City’s Guiding Principles serve as a lens through which all decisions are evaluated” and represent the values of the municipal corporation. I think critically, decision supported by evidence and data is missing. Recommended including ‘evidence-informed.’ This will help inform the decision-making process and separate personal beliefs vs objective beliefs from the decision-making process.
  - I would like to emphasize the above point as crucial.
- The strategy promotes innovation and future-ready - who develops this? The staff and volunteers. Therefore there has to be commitment and investment from the city in human capital to ensure staff are supported, and have the skills and resources to do the work - I acknowledge this is from an internal lens, but in my mind, it is critical. As an employer, you want to employ people who make a positive difference by attracting, retaining and developing highest quality staff.
- The ‘Complete Community’ section is missing programs and services and the importance and role of businesses in the City supporting and promoting well-being (economic, access to goods and services).
- Throughout the document, a lot of verbiage or jargon is used to limit actions and claim results achieved that are entirely subjective. I would like to see more concrete examples of programs and projects or benchmarks to guide and prove success.
- Affordable Housing Strategy Discussion Paper is shown to not include “some content relating to the theme” of “Health and Wellbeing”, p.44. Housing has a well-established

role in the social determinants of health, to not recognize this is to fundamentally misunderstand the importance of housing for all

- Transportation Master Plan 2020 Update is shown to not include “some content relating to the theme” of “Health and Wellbeing” and “Climate Change and Environment” p.44. Active transportation is mentioned many times in the Strategic Plan, yet the city is not connecting the dots here that a more active city is healthier. Climate change (mental/emotional stress, heat waves, more severe and higher intensity snow and thunderstorms, etc.) will all play a role in the health of every resident. Decreasing needs on automobile (EV and ICE) will reduce the amount of particulates in our urban air, reducing several chronic respiratory and other chronic ailments.
- p.49 “a green City with healthy green spaces, land, water and clean air”  
To achieve this, the city needs to actively support residents to do away with lawns, aggressively restore the green wooded spaces we have (remove invasives such as Garlic Mustard, Common Buckthorn, Periwinkle... and plant only native plants in natural areas and planned garden landscaping). Healthy green spaces require interconnectedness and support a diverse ecological landscape from the ground up. To help do this the city should focus on fostering community stewardship of our greenspaces. Perhaps create and advertise the formation of community groups within or a part of neighbourhood associations, such as a new Friends of Forwell Creek or Friends of Sugarbush Park. This could be in conjunction with an expanded Pollinator Working Group and the Parks Department. Again, more concrete examples or benchmarks of what a “green City with healthy green spaces, land, water and clean air” means.
- Re: p. 25/182 - “The City of Waterloo’s new strategic plan will balance innovation with sustainability, and a vision of service excellence with fiscal responsibility” - this presents a false dichotomy. Should we not create a strategy where innovation, sustainability, service excellence and fiscal responsibility are optimized, not positioned as a “this or that”?
- Under Strategic Priority 2, Objective 1 - Climate Leadership, the objective to “Strengthen education and awareness regarding climate change ... within the City. Hopefully this includes every department having a sustainability liaison that helps to consider everything the City does through an environmental lens. And have those liaisons regularly report to the CAO on progress, barriers, and opportunities to move the City forward.
- When the City declared a climate emergency in November 2019. Council directed the City to reduce its emission of greenhouse gasses by 80 percent by 2050. The city also committed to investigate ways to help limit global warming, and to measure and report on progress.

Searching the City website no explicit link to “climate emergency” could be found. Digging deeper, the Climate Adaptation Plan and an ENERGY CONSERVATION AND DEMAND MANAGEMENT PLAN (2019) were found. The ECDM Plan, under 12.0 Monitoring & Implementation contains an initiative “To track and report on the progress

of the ECDM Plan initiatives.” Again no report on progress or otherwise was found on the City’s website.

Following these commitments and reporting on progress would provide feedback to the community on measurable and time sensitive goals under Strategic Priority 2 in the new Strategic Plan

## APPENDIX 3 - Things needing clarification:

- On pages 10 and 13-15 (144 and 147-149) of the Strat Plan there is talk of the Scan Report. While I appreciate there is more background in a separate report, as mentioned, there could be some clarity in this as to what the Scan Report is. It should be stand alone and not assumes the reader is aware
- In the previous Strat Plan, the broad goals/objectives were to be translated into the business plans of the operational units. I don’t think there was ever transparency in how that developed - I may be wrong, but really there was no clear reporting framework on the actions taken to advance the strategic plan? And is the same approach being followed here (broad statement translating to business unit plans/actions)? If so, SAC was very frustrated with this last time, for a number of reasons, but primarily because of transparency, dilution, and lack of strategic clarity.
  - As precedence, in searching through the previous strat plan updates to council, the most recent one I found (based on the 2023-26 documentation) was a Sept. 12 2022 report listing all initiatives aligned with the strategic plan. While I acknowledge this may not be exhaustive... of the objectives that were completed, the green fleet procurement seemed the only one really strongly aligned with sustainability. I counted maybe 6-7 others that still had ongoing action, but no mention of ECDM plan, CORCAP, or any other translation of strategic plan themes/objectives that was translated into a business plan *that was reported on*. We know activities happened! But my point is that it’s unclear why these aren’t being rolled up into those strat plan objectives more directly, and I’d be worried about the same happening for 2023-26?
- The sentences at the start of each priority area goal/objective section are quite a mouthful... I had to reread some of them several times to grapple with the sentence structure
- Page 149, more clarity on “align economic development with sustainability goals and manage low land availability”
- Community engagement cycles of feedback and implementation and future plans of engagement needs to be clarified. Why? Because according o the document, community engagement is well-embedded in the new strategic plan.
- On the socioeconomic level: what is missing is a strategy (or maybe a clear and identified goal with objectives and actions) for the capacity building and skills development. Since Waterloo is the home of 3 world-class educational institutions and it

attracts international students, capacity building needs to be taken into consideration. I have to note that efforts exist, however, we need to see them incorporated into the plan.

- Climate action p.148: “Create single vision for a sustainable city, Make the city as sustainable as possible” – very broad sentences and lack scope and details- maybe we should mention real problems from the community answers.
  - Building on above, there are a few instances of statements that are ‘broad’. Another example is in the Mission Statement (p. 17 or 151) under “what does it mean?”. In this section the phrases ‘strive for boldness’ and ‘committed to bold decision-making’ are present. What exactly is meant by ‘bold’. For example, bold can be considered obnoxious if not done appropriately. Not sure how to address this, but it needs clarity.
- P. 21 or 155. There should be mention that the Strategic Priorities are interconnected, right at the beginning. As an example, need to recognize that (for example), deliverables associated with Infrastructure will also improve Climate Action. State right at the beginning that these ‘work together’.
- The Vision Statement: “To be a leader in sustainability” p.141, what is the city actually doing to be a leader? What does the city mean by leader? Is the city following other cities on programs and strategies or is the city willing to take risks on new and innovative ideas of sustainability (environment, land use, building codes, neighborhoods...)?
- Re: p 16/182 - the previous strategic plan close-out states that of the 79 initiatives from *business plans*, 81% had been completed *or remained ongoing*.. This is vague and potentially confusing (a more transparent metric may include the percentage of projects that had been completed and the percentage of projects that remained ongoing, which can be found in the progress report on p. 48/182) - given that just 20 of 79 projects had been completed, additionally, how will these “ongoing projects” be incorporated in the 2023 - 2026 plan?
- Use of the terms “sustainability” and “environmental sustainability” needs to be clear and consistent - consider clarifying early on in the plan.
- Re: p 151/182 - the vision and mission state that we will be “a leader in sustainability.... respond with bold leadership....and accountability”... in what way does this plan position us as a leader? I am confused by the promise of “bold leadership” (what does that mean?) and accountability... as MT mentioned above, accountability requires measurable goals. The use of ‘stretch verbs’ used throughout the strategic priorities along with “nice-sounding” actions (and a lack of SMART goals) moves us away from accountability!
- Opportunity to more clearly connect how strategic priorities are connected to and localize the SDGs

## Other observations/interesting notes

- Encouraging to see that climate and bike lanes were identified by residents as opportunity areas for improvement, and a lot of sustainability-aligned themes in the survey.

- Some comments on the presentation of the document: 1- The City Guiding Principles lens in p.141: needs a visual representation 2- Guidelines priorities objectives actions p.142: needs a sort of a visual map 3- Visual aid to represent the SOARR assessment results p.149 4- SMART goals alignment with SDGs diagram p.158 5- SDGs icons size and arrangement throughout the document p.158-163
- Under Strategic Priorities (p. 21 or 155) I appreciate the description of Reconciliation, Equity, Diversity and Inclusion. However, Under Guiding Principles (p. 19 or 153) there is a focus under Equity and Inclusion on First Nations, Metis and Inuit. Equity seems to reference other 'deserving communities'. No concerns with the focus, but think may want to add some descriptors as to what 'deserving communities' means. Could explain that this could be cultural, social, religious etc. Seems to limit the way it is written
- "plan for context-sensitive intensification" This could be reasonable or a purposeful framing of allowing a few noisy "NIMBY" residents to blockade much-needed intensification. p.160
- "Low land availability", p.149. Is there low availability or just poor use of the land we have? Uptown as an example has an incredible abundance of surface area dedicated to parking.
- No mention of community stewardship to help grow communities and develop programs or initiatives to protect and improve natural areas and community groups.
- Despite repeated mentions of improving and protecting the natural environment and our green spaces, the opportunity to acknowledge and work towards the goals of the COP15 Montreal agreement (2022 United Nations Biodiversity Conference) that Canada signed on to and that we are in the UN Decade on Ecosystem Restoration.

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Waterloo, ON N2J 4A8

By e-mail: [strategicplan2023@waterloo.ca](mailto:strategicplan2023@waterloo.ca)

May 31, 2023

Dear Ms. Sandy Little,

The Waterloo Park Advisory Committee would like to thank Council and City of Waterloo staff for the opportunity to review and provide feedback on the Draft 2023-2026 Strategic Plan. Our comments are provided with acknowledgement of the Committee's mandate to advise council on matters pertaining to the implementation of the master plan associated with Waterloo Park.

Our comments on the draft Strategic Plan as they relate to Waterloo Park are as follows:

**Strategic Priority 1: Reconciliation, Equity, Diversity, and Inclusion**

Waterloo Park offers a safe and supportive environment for diverse equity deserving communities. It provides opportunities for youth, older adults, women, faith communities, people with disabilities, Indigenous peoples, people living on low incomes, newcomers, and 2SLGBTQ+ to gather as a community in recreation and celebration or to quietly contemplate nature as individuals. The planned 2025 Master Plan update for Waterloo Park will support Strategic Plan Priority 1 by ensuring decision-making is informed using Equity and Reconciliation frameworks. It will also offer an opportunity to consider how future park planning can demonstrate leadership in accessibility and inclusion practices by exceeding minimum Accessibility for Ontarians with Disabilities Act, 2005 (AODA) standards, as well as responding to the 94 Truth and Reconciliation Calls to Action, the Missing and Murdered Indigenous Women and Girls Calls to Justice, and the United Nations Declaration of the Rights of Indigenous People.

**Strategic Priority 2: Environmental Sustainability and Climate Action**

We recognize that the draft Strategic Plan identifies an "increasing urgency for action to address climate change and ensure community sustainability", as well as "ambitious greenhouse gas emissions reduction targets of 50% by 2030 and 80% by 2050". As such, the Waterloo Park Advisory Committee would like to suggest that the City of Waterloo consider utilizing Waterloo Park as a demonstration area for implementing best environmental management practices, new green infrastructure and technologies, and sustainable materials that showcase the City's climate action leadership. We would also suggest investing in the natural ecosystems found within Waterloo Park, recognizing the important role that the forests, wetlands and natural riparian areas play in mitigating the impacts of climate change, and maintaining biodiversity. These future habitat restoration efforts, as well as landscaping should prioritize the use of native and pollinator friendly species.



As the City's premier park, we believe that there is a unique opportunity to utilize Waterloo Park to exemplify the City's commitment to taking action on climate change and sustainability by ensuring that the design and construction of all new capital and park infrastructure renewal projects, as well as the day-to-day operations of Waterloo Park, achieve climate action mitigation and adaptation goals to create a more resilient community. This would include electrification of the Park's operational fleet vehicles, ensuring that operational decisions meet the City's greenhouse gas mitigation and adaptation goals, low carbon retrofitting of existing facilities, and adherence to low-carbon new construction. We also believe continued efforts should be taken to expand tree cover and improve the natural areas, so that Waterloo Park can reduce the urban heat island effect in Uptown Waterloo, aid in upstream floodwater attenuation, promote groundwater recharge, and contribute to carbon sequestration. Furthermore, with its central location and high community usership, Waterloo Park could be used to educate and bring awareness to climate change mitigation and adaptation actions being implemented by the City and serve as a call to action for the broader community to advance climate action goals.

### **Strategic Priority 3: Complete Community**

We recognize the important part that Waterloo Park can play in demonstrating the City's priority of creating a complete community. The City of Waterloo has established numerous events for residents that take place in Waterloo Park which increase the connectedness between individuals in the community and improves the overall quality of place for the city. This includes the Movies in the Park summer event series, the July 1 Community Picnic, Show Me the City Virtual Walking Tour of Waterloo Park, Day of Play, Lumen, Waterloo Park Art Walk, Wonders of Winter, Centennial Celebrations, as well as many events hosted by Friends of Waterloo Park.

We hope that the City will continue to recognize the importance of Waterloo Park as a vibrant public space and a place for continued investment in arts events and experiences in the city; activities which celebrate diversity and uplift diverse communities. We believe that with continued investment, Waterloo Park can be further enhanced to ensure that is a welcoming, inclusive and accessible space for all residents from across the community: an outdoor space that offers the potential for new program opportunities which are accessible and can meet the diverse needs of older adults and the community at large.

### **Strategic Priority 4: Infrastructure and Transportation Systems**

The upcoming Waterloo Park Master Plan update will consider the need to assess and address the infrastructure gaps and prioritize the development of environmentally sustainable infrastructure within the park which address the needs of future generations and improve the Park's the natural environment. We also believe that the planned Waterloo Park Circuit project, which is currently underway, will help to address the community priority and Strategic Plan objective of ensuring mobility for all by providing a connected, accessible community. The City's investment in this project will expand community trail connections in Waterloo Park to support Waterloo's Active Transportation network and to provide safe, healthy, equitable mobility for all. It will also facilitate improved access to the park by providing nearby neighbourhoods more opportunities to enter and exit the Park, enhance connections to regional trail systems, and provide linkages to external transit systems.

In conclusion, we would like to commend City staff for their comprehensive and timely consultation process which provided a variety of modes to elicit feedback, such as the “Community Skate and Strat Chat”, both in-person and virtual group sessions, as well as one-on-one community and partner interviews. We believe it was a very ambitious and comprehensive consultation process and applaud the City and its consultant’s ability to achieve this level of consultation over a six month timeframe. With the impending update of the Waterloo Park Master Plan, we would welcome the opportunity to discuss the lessons learned from this endeavour so that it may inform our own future community consultation process.

The Waterloo Park Advisory Committee also acknowledges some of the key findings of the Strategic Plan consultation process that will be considered in the upcoming Waterloo Park Master Plan process, noting that when asked about their vision for the community of Waterloo in 5-10 years survey respondents most commonly mentioned that they hoped for a walkable/accessible City (31%), as well as more green spaces and improved parks/trails (28%). The committee also recognizes that the Children and Youth Engagement Summary identified the importance of recreation opportunities for outdoor sports facilities such as basketball courts, soccer fields, pools, and winter activities such as sledding and skiing, plus their enjoyment of City parks such Waterloo Park, with its playgrounds and trails.

We look forward to the presentation to Council on June 26, 2023, and the report with details regarding the launch of the plan, a reporting framework, and implementation. We would welcome the opportunity to have a continued discussion with City staff about moving forward with the new strategic plan, particularly as it relates to the pending update to the Waterloo Park Master Plan, the community consultation process, and its subsequent implementation.

Gordon Greavette  
Chair  
Waterloo Park Advisory Committee

# **Age Friendly Waterloo Committee**

## **Comments on Draft City of Waterloo Strategic Plan 2023-2026**

**May 25, 2023**

### **1. Introduction**

On behalf of The Waterloo Age Friendly Multi-Agency Committee, we would like to thank you for this opportunity to comment on the Draft City of Waterloo Strategic Plan 2023-2026. A Strategic Plan is the most important document for a City as it sets out a clear direction for the community. This document will help guide the decision makers, set clear expectations for those implementing the plan and inform the citizens of what they can expect in the next 3 years. We believe this draft document is well conceived and speaks to the needs of our community. We strongly support this draft Strategic Plan and have provided some comments that we hope will enhance it even further.

### **2. A Little bit about our committee**

The Waterloo Age Friendly Multi-Agency Committee, more informally known as Age Friendly Waterloo, is a committee of volunteer citizens whose role is to:

- provide advice to Council;
- provide outreach to the community; and,
- be advocates for the city's older adult population.

The committee is linked to International, Federal, Provincial and Regional networks and organizations that promote healthy and active ageing.

The City of Waterloo was recognized by the World Health Organization's (WHO) age-friendly city designation in 2012. This designation recognizes the City of Waterloo as a place where all residents could age safely, enjoy good health, and participate fully in a vibrant and inviting community.

Age-friendly environments enable all people to:

- ✓ Age well in a place that is right for them.
- ✓ Continue to develop personally.
- ✓ Be included.
- ✓ Contribute to their communities.
- ✓ Enjoy independence and good health.

As established by the World Health Organization, eight Age-friendly Domains guide the work

of an age-friendly committee. We note that many of these eight domains nicely fit with the Draft City of Waterloo Strategic Plan 2023-2026.



The Age Friendly Committee's spheres of concern include everything from ensuring transportation options are accessible for all ages and abilities, to promoting inclusive communities, and equitable housing options.

### 3. Link to 2019-2022 Strategic Plan

As one Strategic Plan comes to its end the next one needs to pick up where the last one left off. This allows the plans to build upon one another, rather than being a series of one-off plans. This ensures that our community continues to meet the needs of its citizens in a planned and orderly manner.

The Age Friendly Waterloo Committee prepared a Strategic Plan in 2020 that aligned with the City Strategic Plan. By ensuring alignment, we were confident that the things we were working on were things the City and Community wanted worked on. One of the goals of the previous City Strategic Plan was "Equity, inclusion and a sense of belonging - strengthen Waterloo as a diverse and inclusive community." Objective 3 under this goal stated "Address the needs of an aging population through responsive development, programming and communications strategies." Since an aging population is specifically identified, it was clear that there is a need in this age group now and in the future. Some of the key strategic accomplishments include:

- The new 25,000 square foot senior pavilion at the Waterloo Memorial Recreation Complex.
- Program Review of staff structure to deliver recreation programming, including programming for older adults; some realignment did happen to ensure our community receives high quality service.
- Increased attention to equity, diversity and inclusion in program delivery – recognition that older adults have multiple identities and ensure that programs are welcoming to all.
- Age Friendly committee input into the Affordable Housing Strategy.

We are pleased to see that the Draft City of Waterloo Strategic Plan 2023-2026 continues this theme in "Strategic Priority 3: Complete Community, Objective 3:

Complete Neighbourhoods” where it states “... and develop plans to reflect the direction of the Age Friendly Committee of Waterloo.” Further, “Objective 4: Actions to meet community needs” states the following: “Develop new program opportunities that offer a variety of accessible and inclusive services, programs, and amenities that meet the diverse needs of older adults and the community at large.” These key statements are strongly supported by our committee and are vital in the continued progression of having an Age Friendly City.

#### **4. Demographics**

The data provided in the Deloitte report, titled “City of Waterloo Strategic Plan: 2023-2026, Final Scan Report, April 2023” identifies that in 2021 the following: Late Career & Early Retirement (55-64) cohort represents 11.7% of Waterloo’s population; Young Senior (65-74) cohort represents 8.4%; Elderly (75+) cohort represents 7.1%. Together this group is also known as 55+ age group which represents 27.2%. In other words, in 2021 more than a quarter of Waterloo’s population was 55+. This information is backed up by recent demographic analysis by the Waterloo Public Library in April 2023. It finds that in 2022, 33,253 people or 26.92% were 55+ and by 2026, 35,731 or 28.05% will be in the 55+ cohort.

The Age Friendly Waterloo Committee had a similar analysis completed under the guidance of Dr. John Lewis from the University of Waterloo. In 2016 there were approximately 25,600 older adults in Waterloo. By 2026 that number is expected to grow to almost 40,000 and will continue to rise. To put this in perspective, the older adult cohort is growing faster than any other cohort group, and by 2030 older adults will be the dominate cohort. It is clear that one of the fastest growing segments of our community are those aged 55+.

These trends have been recognized by Federal and Provincial authorities resulting in policy directions to accommodate this growing age group, sometimes called the “Grey or Silver Tsunami”. These demographics illustrate the need to plan for and provide support and services for older adults now and in the future.

#### **5. Comments on the DRAFT City of Waterloo Strategic Plan 2023-2026**

An age-friendly community builds on the World Health Organization’s (WHO) Active Ageing Framework, by:

- recognizing the wide range of capacities and resources among older people,
- anticipating and responding flexibly to aging-related needs and preferences,
- respecting residents’ decisions and lifestyle choices,
- protecting those who are most vulnerable, and
- promoting older adults’ inclusion in and contribution to all areas of community life.

Based on this internationally recognized and respected framework we are pleased to provide our thoughts. The comments provided in this section should not be read in isolation, but rather, considered as a part of this entire submission as we feel this document needs to be read as a whole. We will provide comments for each section of the Plan from an Age Friendly Waterloo perspective and will resist the urge to wordsmith.

### **Vision Statement:**

**“A leader in sustainability and a future-ready community for all.”**

- We support this statement.
- Key words are “future-ready” because it speaks to the demographics of our community and the need to plan for its aging population.

### **Mission Statement:**

**“To actively respond to our diverse community with bold leadership, empathy, and accountability.”**

- We support this statement.
- Key words are “diverse community” and “empathy” because it recognizes the diversity in our community be it age, gender, cultural, race, backgrounds, interests and beliefs and the need to be empathic when addressing these diverse needs.

### **Guiding Principles:**

#### **Equity and Inclusion**

- We support this statement.
- The phrase “equity deserving communities” seems vague and could benefit from further clarification.
- “equity, diversity, and inclusion” are key elements for an Age Friendly City.
- Older immigrants are at greater risk of social isolation.

#### **Sustainability**

- We support this statement.
- “plan for the long term” and “take meaningful action to address ..... social ..... goals” are important statements that can help address ongoing needs of an aging population.

#### **Integrity**

- We support this statement.

#### **Workplace Wellbeing**

- We support this statement.
- Recognition of “volunteers” is important as seniors can bring wisdom and experience.

#### **Community-centred**

- We support this statement.
- “livable neighbourhoods”, “empathy and understanding” are key phrases that recognize the diverse needs of a community.



- We believe that there is a need to bring an Older Adult Lens to community planning initiatives.
- Seniors can play an active role within a community, but they can also be overlooked leading to social isolation and deteriorating health.

### **Operational Excellence**

- We support this statement.

### **Strategic Priorities and Objectives:**

#### **1. Reconciliation, Equity, Diversity, and Inclusion**

- Objective 1: Invest in communities to enhance belonging.**
- Objective 2: Embed REDI across the organization.**
- Objective 3: Advance Reconciliation.**
- Objective 4: Action anti-racism.**

Comment:

- We strongly support this section as equity, diversity and inclusion are all important elements for an Age Friendly City.
- It recognizes that individual needs are varied and require unique solutions.
- Objective 1 recognizes “older adults” as a priority group.
- Objective 2 speaks to “strengthening relationships with groups outside of the organization” – Age Friendly Waterloo does this now and looks to expand with other partners.
- Objective 3 Advance Reconciliation - Age Friendly Waterloo supports this action and had organized a Metis Art Class to promote intergenerational and cultural integration.
- Objective 4 We suggest that “Ageism” be added to those already listed.

#### **2. Environmental Sustainability and Climate Action**

- Objective 1: Climate leadership.**
- Objective 2: Environmentally sustainable economy.**
- Objective 3: Environmental sustainability mindset.**

Comment:

- We support this section recognizing the importance of the environment and climate action; however, we do recognize that these objectives do not directly speak to Age Friendly Waterloo.
- Recognizing that seniors make up over 25% of the population, we would suggest that you draw on this group’s experience to help activate these objectives.

### **3. Complete Community**

- a. Objective 1: Invest in arts experiences.**
- b. Objective 2: Vibrant public spaces.**
- c. Objective 3: Complete neighbourhoods.**
- d. Objective 4: Actions to meet community needs.**

Comment:

- We strongly support this section as a “high quality of life for all residents” is key for an Age Friendly City.
- Objective 1 – Art can take many different forms and also play an important role in celebrating our diversity.
- Objective 2 – well planned cities can benefit all groups; we have often said “if you plan for youth, you exclude the elderly; if you plan for the elderly, you include everyone.”
- Objective 3 – Complete Neighbourhoods is a key element in an Age Friendly City. We strongly support the Affordable Housing Strategy as housing is identified by the World Health Organization as one of its 8 key domains. Affordable housing for seniors had been identified as a critical issue since the Age Friendly Waterloo Committee was established.
- “Develop plans to reflect the direction of the Age Friendly Committee of Waterloo”: this strong statement reflects the importance of the committee as it plans for an ageing population.
- Objective 4 – states “Develop new program opportunities that offer a variety of accessible and inclusive services, programs, and amenities that meet the diverse needs of older adults and the community at large.” This strong statement is well worded as it speaks to the varied needs of our diverse and growing older adult population.

### **4. Infrastructure and Transportation Systems**

- a. Objective 1: Sustainable infrastructure planning.**
- b. Objective 2: Mobility and a connected community.**
- c. Objective 3: Invest in active transportation.**

Comment:

- We support this section as city infrastructure and transportation are the backbone to a city. Without properly built and maintained infrastructure and transportation networks a city cannot function.
- Objective 2 – “expanded year-round transportation systems” speaks to the need to provide fully accessible opportunities.
- There is a need to work with Grand River Transit (GRT) to provide creative solutions to gain better service to facilities (e.g., Waterloo Memorial Recreation Complex and Pavilion)

and increase the ease of ridership for seniors (e.g., free fares and educational opportunities).

## **5. Innovation and Future-Ready**

- a. Objective 1: Support a diversified economy and innovation ecosystem.**
- b. Objective 2: Partner for social innovation.**
- c. Objective 3: Digital opportunities for the future.**

Comment:

- We support this section as innovation, partnerships and digital accessibility will strengthen an Age Friendly City.
- Objective 1 - Age Friendly Waterloo has embraced its relationship with post-secondary institutions and not-for-profit organizations.
- Objective 2: Partner for social innovation – Health care and social isolation are top concerns for older adults so we strongly support any efforts in these areas.

## **6. Conclusion**

The Age Friendly Waterloo Multi-Agency Committee strongly supports the Draft City of Waterloo Strategic Plan 2023-2026. We feel the guiding principles and strategic priorities and objectives laid out in this document are appropriate and suggest that the above noted items be given further consideration given the special needs of an aging population. Once the City has finalized the 2023-2026 Strategic Plan, the Age Friendly Waterloo Committee will update its strategic plan to ensure alignment.

Thank you for the opportunity to provide comments on this important document and we would be happy to discuss any of these items further if you so need. Please keep us informed as this project proceeds to Council for final consideration.

Respectfully submitted by,

**Age Friendly Waterloo Multi-Agency Committee.**

“...intergenerational programming can be a way of tapping into the resources of people of all ages, mobilizing the wisdom and experience of seniors and the energy of youth to meet the new challenges of culturally diverse communities.”

Thursday, May 25, 2023

Mayor McCabe and Members of Council  
City of Waterloo  
100 Regina Street South  
Waterloo, Ontario  
N2J 4A8

Dear Mayor McCabe and Members of Council,

**Re:** City of Waterloo 2023-2026 Strategic Plan

Please be advised that on May 16, 2023, the Waterloo Economic Development Advisory Committee passed the following motion:

Moved by Blaine Gray, Seconded by Michelle Grimes:

*"That WEDAC supports in principle the draft City of Waterloo Strategic Plan, as presented to WEDAC on May 16, 2023"*

All in Favour, Motion Carried

Respectfully Submitted,

A handwritten signature in black ink, appearing to read 'D. Werezak'.

David Werezak  
Chair, Waterloo Economic Development Advisory Committee (WEDAC)

CC: Tim Anderson, CAO  
Sandy Little, Director, Strategic Initiatives



**STAFF REPORT**  
**Transportation Services**

Title: Winter Sidewalk Maintenance Service Enhancement  
Recommendations  
Report Number: IPPW2023-040  
Author: Bob Henderson, Robin Milne, Nicole Papke, Cari Van Niekerk  
Council Date: June 26, 2023  
File: N/A  
Attachments: [Attachments]  
Ward No.: All Wards

**Recommendations:**

1. That Council approve report IPPW2023-040.
2. That Council approve the winter sidewalk service enhancement recommendations as outlined in report IPPW2023-040.
3. That Council direct staff to add the winter sidewalk maintenance service enhancements to the 2024-2026 operating and capital budgets for consideration.

**A. Executive Summary**

On May 29, 2023, staff presented report IPPW2023-032 to Council as supporting background information as part of the Winter Sidewalk Maintenance Review and Potential Service Enhancements Workshop. Background information in the report to Council included:

- Current sidewalk clearing service delivery model;
- Deloitte winter control modernization review;
- Sidewalk clearing minimum maintenance standard obligations;
- Current gaps in service and common complaints;
- Reviews, context, experience of neighbouring municipalities;
- Potential solutions to address current gaps in service;
- Potential enhanced service delivery models;
- Capital and operating cost impacts of proposed model;
- Potential service models based on three levels of service ;
- Environmental impacts;
- Limitations; and
- Community engagement



## 2 Integrated Planning & Public Works

Based on the working group's overall review, feedback, and prioritization from the May 28, 2023 Council workshop and community engagement, staff recommend that Council approve the incremental service delivery model as outlined in this report and summarized in Table 1. This revised service delivery model aligns the lowest estimated costs, additional resources and GHG emissions from Council's preferred service model. That service model was 'Option A' at (8cm of snow accumulation service trigger), phased implementation of various service priorities; and, feedback provided to staff. The working group believes this model provides an overall increased service level while being the most fiscally and environmentally responsible approach.

Table 1 – Recommended Incremental Service Delivery Model

Service	Council Priority	Operating Cost	Capital Cost	Equipment Units	Equipment Type	FTE	Implementation Year	Implementation Year - Op Total	Four-Year Annual Operating Budget Impact (2024-2027)
Prioritizing School MUT	1	\$ -	\$ -						
Clearing Crosswalks at Intersections	2	\$ 185,000	\$ 180,000	1.00	Articulated Wheel Loader	1.67			
Additional Accessibility Supports	3	\$ 20,000	\$ -				2024	\$ 393,000	
Assisted Services Contract	4	\$ 100,000	\$ -						
Customer Service Support	7	\$ 25,000	\$ -						
By-law Enforcement (Current Service Level)	8	\$ 63,000	\$ -			0.47			
Snow Loading 30 km of Curb-Faced Sidewalk	5	\$ 514,000	\$ 500,000	2.00	New Sidewalk Snow Plow Units (Trackless)	0.83	2025	\$ 514,000	
Clearing Regional Road Sidewalk in Zone 1	6	\$ 115,000	\$ -				2026	\$ 115,000	
Third Party Service Requirements (Mechanics)	Not ranked	\$ 180,000	\$ -				2027	\$ 180,000	
<b>TOTAL - All Services</b>		<b>\$ 1,202,000</b>	<b>\$ 680,000</b>	<b>3.00</b>		<b>2.97</b>		<b>\$ 1,202,000</b>	<b>\$ 300,500</b>

The working group believes that the recommended service delivery model is a hybrid of the various options that were considered by Council and will:

- Addresses the public's main winter sidewalk maintenance concerns;
- Addresses considerations highlighted by Council feedback and their prioritization;
- Optimize existing resources by strategically aligning services to areas within the City;
- Improves overall service completion time (from about 72 hours to about 48 hours);
- Add incremental service improvements over time, based on established priorities of the public and Council
- Be a fiscally responsible phased approach

#### **B. Financial Implications**

The winter sidewalk maintenance service enhancements recommended by staff are proposed to be phased-in over a four year period (2024-2026 budget and 2027 budget). Phased implementation will allow staff the necessary time to add additional resources (staffing and equipment) and also help minimize the annual property tax increase associated with this service level increase. In accordance with policy FC-019 Core Consumer Price Index, these enhancements will be service level increases and be over and above CPIX (currently at 5.44%) for Council's consideration.

##### Operating Budget Impact

The average annual operating budget impact over 2024-2027 will be \$300,500. This includes the addition of approximately three (3) full time equivalent (FTE) employees. All operating increases will be subject to Council approval as part of the 2024-2026 budget and the following 2027 budget. For the 2024-2026 budget, the recommended operating increases are as follows:

- 2024 Increase: \$393,000 or approx. 0.4% property tax increase (above CPIX)
- 2025 Increase: \$514,000 or approx. 0.5% property tax increase (above CPIX)
- 2026 Increase: \$115,000 or approx. 0.1% property tax increase (above CPIX)

The 2027 Increase would be \$180,000 and subject to approval of the 2027 budget.

##### Capital Budget Impact

The winter sidewalk maintenance service enhancements recommended by staff require the acquisition of three (3) new capital units including one (1) Articulated Wheel Loader (Clearing Crosswalks at Intersections) and two (2) Sidewalk Snow Plow Units / Trackless (Snow Loading 30 km of Curb-Faced Sidewalk). These capital units are estimated to cost \$680,000. Staff will include these one-time capital acquisition costs in the 2024-2026 capital budget to be funded by the Capital Reserve Fund (CRF). Adding these units to the upcoming capital budget will avoid the need for a one-time property tax increase to support the capital portion of the winter sidewalk maintenance service enhancements.

#### **C. Technology Implications**

N/A

#### **D. Link to Strategic Plan**

(Strategic Objectives: Equity, Inclusion and a Sense of Belonging; Sustainability and the Environment; Safe, Sustainable Transportation; Healthy Community & Resilient Neighbourhoods; Infrastructure Renewal; Economic Growth & Development)

(Guiding Principles: Equity and Inclusion; Sustainability; Fiscal Responsibility; Healthy and Safe Workplace; Effective Engagement; Personal Leadership; Service Excellence)

**Safe, sustainable transportation** exists when all users and all modes of transportation are able to share roadways and trail systems safely; when traffic speeds respect the safety of the community; when policy and planning supports the development and maintenance of sustainable infrastructure; and when more residents are able to rely on sustainable modes of transportation such as public transit or active transportation to get where they need to go.

2023-2026 Draft Strategic Plan:

**Infrastructure and Transportation Systems** expand and support Waterloo's infrastructure and transportation systems including public and active transit to provide accessibility and mobility for all residents in an environmentally and fiscally sustainable manner.

### E. Previous Reports on this Topic

- IPPW2022-018 Winter Maintenance Update
- COM2020-027 Sidewalk Snow Removal Service Level Considerations
- IPPW2019-064 Winter Control Modernization Review
- IPPW2023-032 Winter Sidewalk Maintenance Review and Potential Service Enhancements Workshop



### **Winter Sidewalk Maintenance Service Enhancement Recommendations IPPW2023-040**

#### **1. Background**

On May 29, 2023, staff presented report IPPW2023-032 to Council as supporting background information as part of the Winter Sidewalk Maintenance Review and Potential Service Enhancements Workshop. Background information in the report to Council included:

- Current sidewalk clearing service delivery model;
- Deloitte winter control modernization review;
- Sidewalk clearing minimum maintenance standard obligations;
- Current gaps in service and common complaints;
- Reviews, context, experience of neighbouring municipalities;
- Potential solutions to address current gaps in service;
- Potential enhanced service delivery models;
- Capital and operating cost impacts of proposed model;
- Potential service models based on three levels of service ;
- Environmental impacts;
- Limitations; and
- Community engagement

The first portion of the workshop presented a number of optional service enhancements identified by staff as the best options to enhance the current level of service based on public input and a review of technical feasibility. These options were presented in three potential service models of increasing levels of service, service triggers and resulting estimated financial considerations. Council was provided an opportunity to ask questions of staff and provide feedback on the proposed service enhancements, to allow for clarification and discussion of the working group considerations.

During the workshop, Council members were also asked to do a ranking and prioritization exercise. Based on the clarifying discussion in the first part of the workshop, Council was asked to rank the three potential service models, based on theoretical possible levels of service and resulting estimated financial considerations. Council's majority preference was for service model "Option A", which offered service level enhancements to address all main areas of concern as expressed by the public with the lowest cost implications. This also aligns with community engagement feedback, which indicated support for a potential tax increase for improved winter

sidewalk maintenance, with the majority of support for the lowest potential cost increase that would result in service enhancement.

Council was asked to select a preference for a service trigger option (8 cm, 5 cm or 3 cm) to assist staff in narrowing down impacts for an estimated average winter at that service trigger. Council's majority preference was for the existing service trigger of 8 cm. Although the service trigger initiates services, all services would still be provided on a continuous "as-needed" basis given the dynamic nature of winter weather.

Finally, Council was asked to rank each of the ten potential service options from one to ten, in order of priority to them. The working group used this prioritization to develop an incremental service delivery model, adding service improvement options over time, beginning with those of highest priority. The working group also identified service options that could be considered for future budget deliberation based on lowest priority. Council ranked the various service options in the order summarized in Table 2.

Table 2 – Council Prioritized Service Enhancements

Service Option	Rank
Prioritize school routes (multi-use trails)	1
Clearing crosswalks at intersections	2
Additional accessibility supports	3
Assisted service contract	4
Snow-loading curb-faced sidewalk	5
Clearing Regional road sidewalks	6
Customer service support	7
Increased By-law enforcement	8
Snow shovelling/salt dispensing crew	9
Leveraging technology	10

## 2. Proposed Revised Service Delivery Model

Based on feedback received from the workshop, the working group developed a revised service delivery model that would address the public's main concerns with winter sidewalk maintenance, and align with considerations highlighted by Council feedback and their prioritization. The working group developed a fiscally responsible sidewalk snow clearing program that recommends implementing new snow clearing services incrementally over four years (2024-2027). Staff recommend the capital purchase of one articulated wheel loader unit and two sidewalk snow plow units totalling \$680,000 be added to the 2024-2026 capital budget. If approved, an annual average operating budget impact would be \$300,500 per year over four years (2024 – 2027). Table 1 summarizes the proposed incremental service delivery model.



Table 1 – Proposed Incremental Service Delivery Model

Service	Council Priority	Operating Cost	Capital Cost	Equipment Units	Equipment Type	FTE	Implementation Year	Implementation Year - Op Total	Four-Year Annual Operating Budget Impact (2024-2027)
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Clearing Regional Road Sidewalk in Zone 1	6	\$ 115,000	\$ -				2026	\$ 115,000	
Third Party Service Requirements (Mechanics)	Not ranked	\$ 180,000	\$ -				2027	\$ 180,000	
<b>TOTAL - All Services</b>		<b>\$ 1,202,000</b>	<b>\$ 680,000</b>	<b>3.00</b>		<b>2.97</b>		<b>\$ 1,202,000</b>	<b>\$ 300,500</b>

The following points summarize the services that form the recommended incremental service model:

- Prioritizing school MUT: Priority one service within 12 hours of a snow storm for any City-maintained multi-use trail within an 800m radius of a school zone.
- Clearing crosswalks at intersections: Articulated wheel loader and staff to facilitate clearing of windrows from approximately (50) intersections per day (service would generally begin in Priority Zone 1 following plowing operations on sidewalks and roads and continue throughout the city unless new snowfall accumulation requires a return to priority areas)
- Additional accessibility supports: Pilot to be determined through further conversation with program staff, Indigenous Initiatives, Anti-Racism, Accessibility and Equity staff, and further consultation with GRAAC and people with disabilities.
- Assisted services contract: City-sponsored contracted service to clear private property sidewalk and driveway windrows during a snow event (8 cm or more) for people with a physical and/or financial need for service
- Customer service support: Streamline the process of how we receive and triage complaints received during business hours, maximizing and training staff on technology already available, development of an online complaint reporting system

## 8 Integrated Planning & Public Works

- By-law enforcement: The current service level of 3 enforcement officers, piloted in 2020, will become permanent. The snow and ice enforcement program will run for the 4 months. MES utilizes a senior officer, as a development opportunity, to train and manage the contract snow and ice team.
- Snow loading 30 km of curb-faced sidewalk: contracted loading and hauling away snow from curb-faced sidewalks as well as providing sidewalk snow plowing services on these curb-faced sidewalks.
- Clearing Regional road sidewalks in Zone 1: Adding an additional 25 km of current City-maintained sidewalk maintenance along Regional roads.
- Third party service requirements: Necessary external maintenance support for additional equipment. External support is recommended as existing servicing space at the service centre is limited at this time.

The working group notes that some financial estimates were revised slightly following a more thorough review by staff. Notable changes to the budget estimate included removing or partially removing certain services (deemed low priority services by Council) from the recommendations to be considered at a later time. This includes a reduction in the original number of by-law enforcement contract officer positions. Community engagement found a preference for proactive by-law enforcement over the need for reporting issues with private property sidewalks. The proposed service enhancement to haul snow from curb-faced sidewalks would also help to mitigate complaints at many problem areas.

The working group did not believe it was advisable to add the snow shovelling / salt dispensing service, which included the conversion of two seasonal staff to full time and the addition of one crew cab. Those services were ranked eighth and ninth respectively on Council's priority list. The reduction of enforcement staff and snow shovelling/salt crew resulted in a reduction to the overall operating budget by \$197,000 and capital budget by \$150,000. Table 3 summarizes the services removed from the proposed service delivery model for consideration at a later time.

Table 3 – Services Considered for Future Budget Deliberation

Service	Council Priority	Operating Cost	Capital Cost	Equipment Units	Equipment Type	FTE	Implementation Year
Increased By-law Enforcement	8	\$ 77,000				0.62	N/A
Snow Shovelling / Salt Crew	9	\$ 120,000	\$ 150,000	1.00	Crew Cab Vehicle	0.83	N/A
<b>TOTAL - Removed Services</b>		<b>\$ 197,000</b>	<b>\$ 150,000</b>	<b>1.00</b>		<b>1.45</b>	

### 3. Additional Services Considered

When developing the hybrid service level model, staff considered feedback and suggestions for additional service received during the Council workshop, including expanding sidewalk clearing services in school zones and improving service delivery times for wards falling outside priority zones. Staff reviewed these requests and have formed the following responses.

#### 3.1. School Zones

As noted in report IPPW2023-032 Winter Sidewalk Maintenance Review and Potential Service Enhancements Workshop, staff recommended that student active transportation be supported by prioritizing the clearing of key multi-use trails that provide connections to schools throughout all wards in the City. These routes are generally cleared by staff today, but do not necessarily receive priority service. Utilizing new equipment and current staff resources, the City would aim to service these key school route connections within 12 hours of a snow storm.

Staff considered Council's request to expand service to sidewalks in designated school zones that schools and homeowners are currently responsible for clearing today. Schools (including post-secondary) were the second highest priority location for sidewalk access identified in the community engagement public survey.

Taking over responsibility of sidewalks currently cleared by others would involve clearing sidewalk from thirty-seven elementary and high schools. The limits of current school zones generally extend 150m beyond the property limits of schools and would equate to approximately 15 km of additional sidewalk that the City would have to clear. This service would require an additional operating budget of \$75,000, not accounting for additional mileage and time spent getting to and from these areas, and does not include post-secondary schools. Staff also reviewed a suggestion to clear approximately 1km of sidewalk surrounding a school which would result in an additional 37km of sidewalk that is currently serviced primarily by private property owners. This would require an additional \$185,000 in operating costs, not including costs for travelling to and from these locations, again without including the post-secondary schools. The working group therefore does not recommended expanding City sidewalk clearing services into school zones at this time for the following reasons:

- Increased budget requirements/greater cost implications;
- Overall service completion time would increase;
- Additional capital and operational resources would be required to maintain service times;
- The significant environmental impacts of increased GHG, salt, fuel; and
- Uncertainty concerning whether this would enhance current service provided by private property owners.

### **3.2. Increasing Service Priority to additional Wards**

As noted in report IPPW2023-032 Winter Sidewalk Maintenance Review and Potential Service Enhancements Workshop, staff recommended optimizing existing resources by strategically aligning services to areas within the City. This strategy considered the following aspects:

- Existing resources, such as the number of staff, vehicles, etc.;
- Road user demographics (pedestrian traffic volumes);
- Key pedestrian destinations;
- Central transit corridor; and
- Transportation Master Plan.

Presently, the City's complement of staff and winter maintenance vehicles limits the City's overall service completion time to approximately seventy-two hours. Staff anticipate that the additional operational resources requested, and recommended optimization strategy, positions the City to reduce its overall service completion time from about seventy-two hours down to about forty-eight hours. To accomplish this, the City must optimize the delivery of services starting within the city core and fanning outwardly to other areas of the city as services are delivered. Staff estimate to provide 24 hour service delivery times in all areas of the City would require the City to double its current complement of winter maintenance staff as the proposed plan provided to Council estimates that it would take approximately twenty-four hours to service approximately half the city's current sidewalk and active transportation network.

### **3.3. Education and Communications**

The working group will pursue a winter sidewalk clearing education campaign in concert with the Cities of Cambridge and Kitchener to promote winter sidewalk clearing practices. A joint campaign may include radio ads, videos and social media.

## **4. Recommendation**

Based on the working group's overall review, feedback and prioritization from the May 28, 2023 Council workshop and community engagement, staff recommends that Council approve the incremental service delivery model as outlined in this report and summarized in Table 1. The working group believes that the recommended service delivery model is a hybrid of the various options that were considered by Council and will:

- Addresses the public's main winter sidewalk maintenance concerns;
- Addresses considerations highlighted by Council feedback and their prioritization;
- Optimize existing resources by strategically aligning services to areas within the City;
- Improves overall service completion time (from about 72 hours to about 48 hours);
- Add incremental service improvements over time, based on established priorities of the public and Council
- Be a fiscally responsible phased approach



WATERLOO REGION HOME  
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**DATE: 20 JUNE 2023**

**REF: City of Waterloo Council Meeting, Monday, June 26, 2023, 2:00p**

**RE: Report No.: IPPW2023-028; Inclusionary Zoning, Recommended Policy, and Implementation Directions**

**Dear City of Waterloo Council Members**

The Waterloo Region Home Builders Association is submitting comments previously provided to the IZ Team (municipal staff across the region). It captures several key points related to the impact of any IZ by law, particularly the definition of affordability, which is critical to the industry's ability to deliver affordable housing units.

We welcome the opportunity to continue to work with the IZ Team in providing meaningful consultation for consideration by staff and council.

Sincerely,

**WATERLOO REGION HOME BUILDERS' ASSOCIATION**

*p.p.* 

**Larry Maseo, MCIP, RPP**

Chair, IZ Working Group

[lmaseo@cooklands.ca](mailto:lmaseo@cooklands.ca)



**Marie Schroeder**

Executive Officer

[Marie-schroeder@wrhba.com](mailto:Marie-schroeder@wrhba.com)

cc: WRHBA IZ Working Group  
WRHBA Board of Directors  
WRHBA Municipal Liaison Chairs  
WRHBA Member Companies

Encl.





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**11 FEBRUARY 2021**

**Via Email to:**

Tim Donegani, City of Kitchener  
Valerie Spring, Elain Brunn-Shaw, City of Cambridge  
Michelle Lee, City of Waterloo  
Victoria Gignac, Region of Waterloo

**RE: Waterloo Region Home Builders' Association Preliminary Comments on Inclusionary Zoning**

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*Since 1946, the Waterloo Region Home Builders' Association (WRHBA) has stood as a pivotal key stakeholder in community development and an economic contributor in Waterloo Region. WRHBA member companies have worked to help shape the robust and thriving communities across our municipalities and townships for 75 years. WRHBA member companies construct over 90% of all new residential construction. The residential development construction industry is collectively one of the largest economic engines driving the Regions' economy, creating over 20,500 jobs, 1.3 billion in wages, and 2.3 billion in investment value.*

The WRHBA welcomes the opportunity to provide input to the Region of Waterloo and the cities of Kitchener, Waterloo, and Cambridge concerning the development and implementation of a local policy on Inclusionary Zoning (IZ). In that regard, we have assembled an Ad-hoc IZ Working Group to participate in providing feedback. This group is led by Larry Maseo (Cook Lands Group), a WRHBA Board Director and Chair of the Waterloo Regional Liaison Committee. Other members include WRHBA President, Maria Kyveris (P.K. Custom Homes), Paul Puopolo (Polocorp Inc.), Jason Malfara (Urban Legend Group), Brock Linklater (DSH Planning Consultants), and Joseph Puopolo (Polocorp Inc.).

The IZ Working Group has reviewed the information available, including the [Inclusionary Zoning, Stakeholder Information](#) PowerPoint slide deck prepared by the consulting firm, N Barry Lyon (NBLC). This report, dated March 27, 2020, was prepared for Waterloo Region and the area municipalities and is based on research conducted between January and September 2019 (pre-COVID). It is essential to note that while much of this research is still valid, market conditions have changed dramatically throughout

the past year, and some data will be outdated. In addition, some impacts could be long term or permanent.

In working towards adopting an IZ policy, we recognize that housing models will need to be determined and assessed. To assist in policy and program decisions, we asked questions and gathered input from a broad representation of industry members to identify fundamental principles and policy components specific to the land development and homebuilding industry in Waterloo Region.

As part of our review, we were cognizant of the five key principles set out in the NBLC report to “understand the financial impact” of IZ, those being:

- *Partner with the Development Communities;*
- *Capture value in new density;*
- *Long term sustainability;*
- *Moderate affordability;*
- *Minimize land market disruption.*

As a result, we offer our preliminary comments and perspectives for your consideration. While we recognize the urgency and importance of addressing affordability in housing, we suggest that the municipalities monitor the local market and be open to modifying the anticipated timeline for implementation so that the result is both workable and accepted by all.

## **KEY QUESTIONS WE ASKED THE HOME BUILDING INDUSTRY**

### **How will this impact the existing housing inventory and market price?**

We heard that if not approached carefully, IZ could have the immediate impact of increasing overall housing costs in new developments. By extension, it will also affect the cost of resale housing, further eroding affordability within the regional housing market.

### **Will it increase the number of homes available?**

We heard that if not approached cautiously, implementing IZ could reduce the overall supply of new housing as it may create circumstances where a development project is no longer feasible. Increased development requirements always affect the economics of a project and can often hinder a development's ability to proceed, further constraining new housing supply.

### **Does it align with the best planning principles?**

Good planning requires the consideration of many factors. In Ontario, these factors include policies set out in the Growth Plan for the Greater Golden Horseshoe and the Provincial Policy Statement (PPS). In particular, the general principle of intensification helps determine the highest and best use of a property, specifically around Major Transit Station Areas (MTSA's).

Further, we heard that by increasing the use of density bonusing for IZ without regard to all other factors, we could fundamentally undermine other core planning principles. While the concept of using density bonusing to improve the provision of affordable housing units may be worthwhile, we need to ensure that we continue to recognize other planning realities and the specific constraints of a given site.

### **What impacts are there on the current economics of construction?**

We heard that multiple factors impact the cost of construction and need to be considered in the context of IZ. These include:

- Government imposed costs, including fees, levies, development charges, etc.;
- Challenges to secure and obtain financing;
- Increased labour charges and premiums due to a shortage of skilled trades;
- Increased costs due to COVID-19 policies and safety protocols associated with residential construction;
- Increased costs due to scarcity and manufacturing /delivery delays of building materials;
- Increased costs due to delays in the issuance of new permits or completion of inspections due to Provincial COVID-19 restrictions.

### **KEY PRINCIPLES FOR THE HOME BUILDING INDUSTRY**

**Our preliminary consultation with our members has identified the following key principles and considerations for any IZ policy:**

#### **Societal cost to inclusionary zoning**

There needs to be a fundamental principle that any costs related to IZ policy should be borne by the general public (i.e., funded through the general tax base). New homeowners and renters should not be burdened with higher costs to make up for revenue shortfalls resulting from IZ policy.

#### **Comprehensive Regional policy and implementation strategy**

From a housing policy and market perspective, the entire Region of Waterloo would be considered the 'Regional Housing Market'. From the WRHBA perspective, it is imperative that any IZ policy be consistent across all jurisdictions in the Region of Waterloo.

A vital component of the implementation of IZ policy is the tracking and administration of such units, and consideration should be given to establishing a single coordinated entity for this.

#### **Coordinated Regional housing strategy**

There should be one coordinated plan at the Regional level. The Cities can undertake separate meetings and review information, but ultimately the IZ program will only be successful if there is one coordinated plan across the entire regional housing market. IZ will have its challenges from an implementation perspective; however, a coordinated strategy will provide the singular focus for all involved in delivering attainable housing units.

Municipalities could also consider establishing a singular entity to administer the program. This entity would deal with:

- The definition of affordability;
- Administering the collection of funds;
- Acting as a commenting authority and liaison on development applications;
- Administering monetary incentives for developments;
- Ensuring the preservation of the affordable housing stock over its lifetime.

### **Workable local definition of affordability**

There is a distinct need for a workable local definition of affordability as there are practical problems with the PPS definition, where affordability is generally defined as a “unit for which the rent does not exceed 30 percent of gross annual household income for low and moderate-income households or alternatively, a unit for which the rent is at or below the average market rent of a unit in the regional market area.”

We need to determine the spectrum of "affordability" that the home building industry is realistically able to assist in meeting. This will help municipalities craft a better IZ policy and regulations to guide the industry.

We are not aware of any consistent and reliable data on existing market rents, and what is available at any given time relies heavily upon the existing rental market. Much of the existing rental supply has aged leases where permitted rent increases are minimal, thus skewing the average market rent downward and creating an average market rent that is difficult for new units to meet.

Regarding owner-occupied housing, the definition of affordability speaks to housing for which the purchase price is at least ten percent below the average purchase price of a resale unit in the regional market area. The average price of a resale unit varies significantly by both neighbourhood and housing type. Average purchase prices should be established for individual MTSA's, where concentrated and specific pricing can be used to identify affordability thresholds better.

In considering the above, there needs to be a coordinated approach to identify affordability thresholds for new and used housing stock so that developers, builders, and landlords know what to expect. This should then be monitored and updated regularly (perhaps quarterly) as predictability reduces risk and makes it more likely that a development will proceed.

### **Transition period**

The Region should implement IZ policy gradually, rather than as an immediate requirement across all eligible areas. A transition period should be considered to ensure successful implementation across both rental and ownership housing markets. Land values are not consistent throughout the MTSA's, and not all will be able to absorb the impact of IZ policy equally. Consideration should be given to a staged implementation, starting first in areas where it can be demonstrated that economic considerations can

absorb IZ requirements. The policy could be extended to additional areas as market conditions and other considerations warrant.

### **ADDITIONAL POLICY CONSIDERATIONS**

Our preliminary consultations have also identified the following thoughts and ideas for any IZ policy:

#### **Increase housing supply through publicly owned lands**

Complete a thorough and detailed inventory of Regional/municipal properties that are appropriate for immediate sale for the development of new housing inventory.

Identify and 'un-lock' surplus municipal land inventory. Pre-zone to incentivize the provision of a higher percentage of affordable dwelling units. Use the proceeds of the sale of those lands to specifically fund the construction of additional affordable housing units.

Pre-approve site plans for key public lands with a flexible building footprint to provide certainty of development and significantly reduce the timeline to building permits. This will dramatically reduce the risk associated with municipal approvals and timeline; thereby ensuring much needed affordable units can be brought to market quickly and efficiently. Time reductions alone can significantly impact the cost to the consumer and, therefore, overall affordability.

#### **Provide DC reductions for any affordable unit created**

Regional and municipal development charges are a significant component of the cost of new housing and represent an opportunity to lower costs. A direct reduction or elimination of development charges payable at issuance of a building permit for identified affordable housing units could be funded through general tax revenues. In this way, the government contribution is supported across the entire tax base and not passed to the remaining new housing units, increasing those units' cost.

#### **Streamline the approval process for existing and new projects**

Lengthy and onerous approval processes to bring new projects to market directly impact the ability to reduce housing costs. It constrains the supply of new housing units and puts undue price pressure on every new project, and as a result, pushing home prices higher. The more projects that can be expeditiously reviewed and approved, the more likely it is to flatten new housing prices, leading to improved affordability.

#### **Other possible municipal incentives**

- Provide financial incentives to encourage the voluntary provision of secondary suites in new housing;
- Reduced parkland dedication requirements to help offset affordable housing subsidies;
- Prioritizing the review of projects that meet specific criteria;
- No parking requirement for affordable housing units.



## SUMMARY

In closing, the WRHBA recognizes that IZ has the potential to assist with the development of much needed affordable housing. We are committed to working in partnership with local municipalities to find workable solutions to increase the supply of affordable and attainable housing in the Waterloo Region. Implementing IZ is complex and comes with its limitations with the vast array of policy and program components that need to be thoroughly assessed; however, we are confident that with a measured and cooperative approach, together we can make a difference.

Thank you for the opportunity to provide input and participate in this process. We look forward to working with you to find solutions.

Sincerely,

**WATERLOO REGION HOME BUILDERS' ASSOCIATION**

  
p.p.

**Larry Masseo, MCIP, RPP**

Chair, IZ Working Group

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**Marie Schroeder**

Executive Officer

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cc: IZ Working Group  
WRHBA Board of Directors  
WRHBA Municipal Liaison Chairs  
WRHBA Member Companies

### **Waterloo Region Home Builders' Association (WRHBA)**

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**STAFF REPORT**  
**Planning**

Title: Bill 109 Implementation (Housekeeping Amendment)  
Report Number: IPPW2023-031  
Author: Dominik Simpson  
Council Date: June 26, 2023  
File: Official Plan Amendment No. 44 (OPA 44)  
Attachments: Appendix 'A' – Official Plan Amendment No. 44  
Appendix 'B' – Corporate Procedure: Withdrawal and  
Lapsing of Development Applications  
Appendix 'C' – Draft Delegated Approval By-law  
Ward No.: All Wards

**Recommendations:**

1. That Council approve report IPPW2023-031.
2. That Council adopt Official Plan Amendment No. 44 (OPA 44) – Bill 109 Implementation, Housekeeping Amendment to the Official Plan, as set out in Appendix 'A' to IPPW2023-031.
3. That Council request that the Regional Municipality of Waterloo approve Official Plan Amendment No. 44 (OPA 44).
4. That Council approve the Corporate Procedure as set out in Appendix 'B' to IPPW2023-031 regarding the withdrawal and lapsing of development applications.
5. That Council approve a by-law to delegate authority to the Director of Planning to
  - (a) pass by-laws under Section 34 of the *Planning Act* that are of a minor nature, as enabled by Policy 12.2.17 (as amended) of the City's Official Plan; and
  - (b) approve exemptions under Section 40 of the *Planning Act* (Parking Exemptions),and to delegate authority to the Commissioner of Integrated Planning & Public Works to execute agreements and other documents under Section 40 of the *Planning Act* (Parking Exemptions), as set out in Appendix 'C' to IPPW2023-031, subject to the form and content of such by-law or agreement being acceptable to the City Solicitor.

6. That Council approve the hiring of two (2) new Senior Development Planners, to be funded from staff savings in 2023, and that the financial implications of said positions be referred to the 2024-2026 operating budget for permanent ongoing funding.

### A. Executive Summary

Bill 109, the *More Homes for Everyone Act, 2022* was introduced on March 30, 2022 by the Province of Ontario and received Royal Assent on April 14, 2022. The goal of the legislation is to increase housing supply and to streamline development approvals. Included in the bill are consequential changes to processing timelines for zoning by-law amendments and site plan applications, after which graduated financial penalties are imposed on municipalities via the statutory refund of application fees. Timelines are:

- » 60 days for an *approval* of a Site Plan
- » 90 days for a council *decision* on a Zoning By-law Amendment
- » 120 days for a council *decision* on a Zoning By-law Amendment with an Official Plan Amendment

The Provincial intent appears to be to incentivize municipalities to make timely decisions, in an effort to increase the supply of new homes. Notwithstanding the intent, subsections 34(10.12) (Zoning By-law Amendments) and 41(11.1) (Site Plan) of the *Planning Act* make no distinction between residential and non-residential development applications.

The application fee to be refunded is established on a graduated basis (i.e., 50%, 75%, or 100%), calculated on 60 day intervals for zoning by-law amendments, and 30 day intervals for site plans. Refer to the Table 1 on Page 4 herein for more information.

Pursuant to Bill 97, the *Helping Homebuyers, Protecting Tenants Act, 2023*, the Province confirmed that subsections 34(10.12) and 41(11.1) as advanced under Bill 109 will take effect on July 1, 2023, and apply to all applications received on or after that date.

In response to this legislation, and to meet the statutory timelines imposed by the Province, the City's development approval process will need to be further streamlined, which will negatively impact the time allocated to public consultation and engagement in the planning process. In addition to other initiatives to streamline the development approval process, this report proposes a number of housekeeping amendments to the City's Official Plan (2012), as well as delegation of authority to the Director of Planning as contemplated in Amendment No. 34 to the Official Plan (re: report IPPW2022-036, adopted by Waterloo Council on June 27, 2022).

#### Official Plan Amendment No. 44

Proposed amendments to the Official Plan are detailed in Appendix "A" to this report, being Official Plan Amendment No. 44 (OPA 44). These amendments primarily relate to:

1. more robust pre-application consultation requirements and protocol for deeming an application 'complete'

### 3 Integrated Planning & Public Works

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2. 'withdrawal and lapsing of application' procedures;
3. updates to public meeting and notification measures, including shorter consultation periods and greater reliance on electronic material/communications; and
4. delegating authority to the Director of Planning pursuant to Section 39.2 of the Planning Act, to approve and pass by-laws under Section 34 that are of a minor nature, as follows:
  - a) removal of holding (H) symbols under section 36 of the Planning Act
  - b) Temporary Use By-laws under section 39 of the Planning Act
  - c) housekeeping amendments to the Zoning By-law under section 34 of the Planning Act
  - d) amendments to the Zoning By-law that are of a minor nature

Depending on the nature, scope, or any other consideration related to a specific development application, Council could elect to retain decision making authority.

#### Section 40 of the Planning Act (Exemptions to Parking)

IPPW2023-031 recommends that Council delegate authority to the Director of Planning (or their designate) pursuant to Section 23.1 of the *Municipal Act, 2001* to grant exemptions and/or reductions to parking requirements pursuant to Section 40 of the *Planning Act* that are minor in nature or related to affordable housing, and to delegate authority to the Commissioner of Integrated Planning & Public Works to execute agreements and other documents related to Section 40 of the *Planning Act*. Section 40 provides that council may enter into an agreement with the owner or occupant of a building, exempting the owner or occupant, to the extent specified in the agreement, from the requirement of providing and/or maintaining parking facilities on lands that are not part of a highway. The exemption is subject to such terms and conditions as may be set out in the agreement, including a requirement that the owner or occupant pay to the municipality a sum of money. Delegation of authority would be limited to exemptions that are:

1. "Minor", meaning a parking reduction or exemption that the Director of Planning determines to be: (i) consistent with the purpose and intent of Zoning By-law 2018-050 as amended or any successor by-law thereof; and (ii) of low potential impact because of its type, location, size, or scope; or
2. Related to "Affordable Housing", meaning one or more 'affordable residential units' as defined in the *Development Charges Act, 1997*, S.O. 1997, c.27 as amended, or in relation to an Inclusionary Zoning By-law as defined in said by-law.

#### **B. Financial Implications**

For municipalities such as the City of Waterloo that manage growth wisely by limiting sprawl and directing the majority of new development to the built up area, this legislation

## 4 Integrated Planning & Public Works

is consequential. It will be extremely challenging and resource intensive to meet the mandated Bill 109 timelines and:

- a.) process the quantity of complex applications received by the City of Waterloo
- b.) undertake meaningful public engagement
- c.) secure clearances from public bodies and agencies (including stakeholders and utilities)
- d.) comprehensively resolve issues,

given the scale, scope and complexity of most development applications in Waterloo. Where statutory timelines are not achieved, refunds must be provided, impacting revenues. Under the legislation, there is no provision for the applicant to waive the refund requirement.

Revenue from planning application fees is primarily used to fund staff and expenses. Reduced planning revenues due to Bill 109 will place a greater burden on the general tax levy.

Table 1 below sets out the City of Waterloo's current fee structure as of September 1, 2022 for Zoning By-law Amendments, Joint Zoning By-law Amendments and Official Plan Amendments, and Site Plan applications. The table provides the amount that would be required to be refunded based on the date a decision is made (50%, 75%, or 100%). For reference, the 2023 total revenue budget for the Planning Division is \$787,000.

**Table 1 – IPPW2023-031**

APPLICATION TYPE	Application Fee (Sept 2022)	Decision within 90 days* (No Refund)	Decision within 91 - 149 days (50% Refund)	Decision within 150 - 209 days (75% Refund)	Decision 210 days or later (100% Refund)
Zoning By-law Amendment (Standard)	\$ 27,400	\$ -	\$ 13,700	\$ 20,550	\$ 27,400
Zoning By-law Amendment (Minor)**	\$ 13,685	\$ -	\$ 6,843	\$ 10,264	\$ 13,685
Removal of 'H' Holding Symbol**	\$ 12,445	\$ -	\$ 6,223	\$ 9,334	\$ 12,445
APPLICATION TYPE	Application Fee (Sept 2022)	Decision within 120 days* (No Refund)	Decision within 121 - 179 days (50% Refund)	Decision within 180 - 239 days (75% Refund)	Decision 240 days or later (100% Refund)
Joint Zoning By-law Amendment and Official Plan Amendment	\$ 34,245	\$ -	\$ 17,123	\$ 25,684	\$ 34,245
APPLICATION TYPE	Application Fee (Sept 2022)	Decision within 60 days* (No Refund)	Decision within 61 - 89 days (50% Refund)	Decision within 90 - 119 days (75% Refund)	Decision 120 days or later (100% Refund)
Standard Site Plan	\$ 6,075	\$ -	\$ 3,038	\$ 4,556	\$ 6,075
Major Site Plan	\$ 9,065	\$ -	\$ 4,533	\$ 6,799	\$ 9,065
Site Plan Amendment	\$ 1,220	\$ -	\$ 610	\$ 915	\$ 1,220

\*An appeal to the Tribunal may be made if the application is refused or the city fails to make a decision by this date.

\*\*Approval (i.e. decision) of application proposed to be delegated to the Director of Planning.

It is noted that the fee refund provisions do not apply to applications for Official Plan Amendment. At the meeting on June 19, 2023, Council passed a by-law separating out the fees relating to Joint Zoning By-law Amendment and Official Plan Amendment, such that the Zoning By-law Amendment application fee can now be considered separately from the application fee relating to an Official Plan Amendment in cases where the application consists of both requests.

To improve processing capacity and timelines, it is recommend that Council authorize the hiring of two (2) new Senior Development Planners, to be funded from staff savings (salary step gapping) in 2023, and then integrated into the 2024-2026 operating budget for permanent ongoing funding. The estimated cost of the two positions is \$280,000 per annum. In 2023, the actual cost of funding these positions from the date of hire (Fall 2023) to December 31, 2023 can be covered by salary step gap savings. Step gapping savings are transferred to the Tax Rate Stabilization Reserve (TRS) as per Council approved policy. On average over the past five years (2018-2022), the annual step gapping savings transfer to TRS was \$640,000 and is sufficient to cover the advancement of these critical FTE resources.

### **C. Technology Implications**

None.

### **D. Link to Strategic Plan**

#### **2019-2022 Strategic Plan (current)**

(**Strategic Objectives:** Equity, Inclusion and a Sense of Belonging; Sustainability and the Environment; Safe, Sustainable Transportation; Healthy Community & Resilient Neighbourhoods; Infrastructure Renewal; Economic Growth & Development)

(**Guiding Principles:** Equity and Inclusion; Sustainability; Fiscal Responsibility; Healthy and Safe Workplace; Effective Engagement; Personal Leadership; Service Excellence)

Fiscal Responsibility. Effective Engagement. Service Excellence.

### **E. Previous Reports on this Topic**

IPPW2022-036 – Housekeeping Amendments to the Official Plan (OPA 34) and Zoning By-law (Z-22-01):

- Section 12.2.14 Complete Applications (OPA 34)
- Section 12.2.17 Delegated Authority (OPA 34)

IPPW2022-063 – Bill 23: More Homes Built Faster Act, 2022 - 10 Point Adaptation Plan:

- continuing to streamline development approvals
- revising approaches to planning application consultation





### Bill 109 Implementation (Housekeeping Amendment) IPPW2023-031

## 1.0 Background

In June 2019, the Province passed Bill 108, the *More Homes, More Choice Act, 2019*. Bill 108 amended the *Planning Act* by significantly reducing the statutory timelines municipalities have to make a decision on applications to amend an Official Plan or Zoning By-law, before the application can be appeal to the Ontario Land Tribunal (OLT) on the basis of a non-decision:

- from 150 days to 90 days for a Zoning By-law Amendment (ZBA)
- from 210 days to 120 days for an Official Plan Amendment (OPA)

A report prepared by Leading Edge Group (July 3, 2020) for the Region of Waterloo and all seven (7) area municipalities assessed the average application processing time for local ZBAs and OPAs, being the date the application was deemed complete (start date) to the last date of appeal (end date), from 2017 to 2019. In Waterloo, the report found that it took on average **395 days** to process a ZBA and **340 days** to process an OPA, well beyond the legislated 90 and 120 days respectively. This is attributed to two factors, in staff's experience: (i) the complexity of applications; and (ii) time required for meaningful engagement and consultation.

Bill 109, the *More Homes for Everyone Act, 2022* was introduced on March 30, 2022 by the Province of Ontario and received Royal Assent on April 14, 2022. In accordance with Bill 109, graduated financial penalties are imposed on municipalities via the statutory refund of application fees in relation to the processing of zoning by-law amendments and site plan applications. Financial penalties are imposed if the following timelines are not met:

- » 60 days for an *approval* of a Site Plan
- » 90 days for a council *decision* on a Zoning By-law Amendment
- » 120 days for a council *decision* on a Zoning By-law Amendment with an Official Plan Amendment

Based on trends, applications continue to be complex, and there exists a strong interest in our community to participate in planning applications and help shape the built environment of the city. Further, many development applications require time for technical evaluations by public bodies, stakeholders, agencies and utilities (i.e., in-depth reviews), resubmission of supporting materials, and negotiations to optimize the planning outcome. The local practice is to work constructively with the development industry to advance applications in a timely manner, collaborating on issues resolution, with the goal

of finding a mutually agreeable planning solution without an appeal – the time required to do so often extends beyond the statutory timeline established by Bill 109.

To achieve the statutory timelines, the City will need to further streamline development processes. Initiatives are underway within the Planning Division to streamline processes, including:

- enhanced standards to ensure better quality submissions
- requirements for complete applications
- enhancements to online public communication methods
- investment in software to better manage and track applications through the process

Policy updates are required to implement certain streamlining initiatives, including updated policies on how development review and engagement is conducted.

Amendment No. 44 to the City's Official Plan (OPA 44) proposes:

1. more robust pre-consultation requirements and protocols for deeming an application 'complete';
2. 'withdrawal and lapsing of application' procedures;
3. updates to public meeting and notification requirements, including shorter consultation periods and greater reliance on electronic material/communications;
4. delegating authority to the Director of Planning pursuant to Section 39.2 of the Planning Act, to approve and pass by-laws under Section 34 that are of a minor nature, as follows:
  - a. removal of holding (H) symbols under section 36 of the Planning Act
  - b. Temporary Use By-laws under section 39 of the Planning Act
  - c. housekeeping amendments to the Zoning By-law under section 34 of the Planning Act
  - d. amendments to the Zoning By-law that are of a minor nature

Depending on the nature, scope, or any other consideration related to a specific development application, Council could elect to retain decision making authority. Where approval authority is delegated to the Director of Planning, the Director could opt to refer an application to Council for a decision based on the nature, scope, or any other consideration related to the application.

### 2.0 Updated Internal Development Review Process

For purposes of the "refund" provisions of the Planning Act, the "clock" starts on the date of receipt of a complete application, not the date an application is deemed complete by staff. The "clock" ends on the date of a decision. Decision means the point in the planning process at which an appeal can be filed. For example, if a zoning by-law amendment is submitted on January 1, and deemed complete by staff on January 14, Council would have 90 days from January 1 to render a decision on the application, and if approved, pass the implementing zoning by-law.

## 8 Integrated Planning & Public Works

In order to streamline the process, and meet the statutory timelines set out in Bill 109, an amended planning process is required:

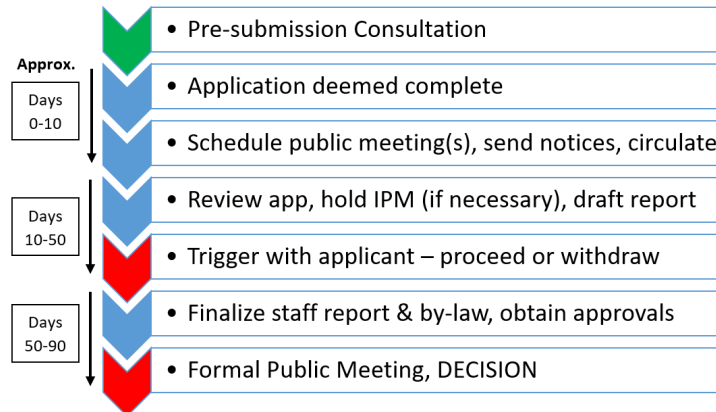


Figure 1: Proposed development review process for Planning Division.

### 2.1 Pre-application Consultation and Complete Applications

In order to meet the statutory timelines set out in Bill 109, a more robust pre-application consultation process and complete application protocol is required, which ensures higher quality and more comprehensive submissions to reduce timelines and resubmissions, including back-and-forth comments/discussions. To achieve this, the following are recommended for implementation:

#### Pre-application Consultation Fee

Currently, the Planning Division does not charge for pre-application consultation for Zoning By-law Amendments or Official Plan Amendments, whereas it is common practice in many other municipalities. Bill 109 necessitates more upfront work through the pre-application consultation process, including more in-depth reviews. To cost recover for staff's time, staff have recommended that fees now be applied in relation to the pre-application consultation process. The intent, in part, is to incentivize more complete applications and higher quality submissions, to reduce resubmission requirements and time associated with issues resolution. It is anticipated that some issues resolution will now occur through pre-application consultation, prior to submission of the 'formal' application.

The Fees & Charges By-law has been update accordingly by Council, at the meeting held on Jun 19, 2023.

#### Establish Terms of References

To facilitate higher quality submissions, it is recommended that Terms of References (TOR) be established for common reports, studies, and plans to be submitted as part of a complete application. TOR's will assist in ensuring that the applicant's supporting materials align with the City's development standards, guidelines and methodologies, to reduce resubmission requirements and time associated with issues resolution,

negotiations, interpretations, and coordination of reports/studies/plans. In addition, the TOR will assist in clear and consistent submission requirements for the development industry. Failure to comply with the TOR may prevent an application from being deemed complete, based on insufficient or inadequate information, meaning the statutory “clock” does not start.

### Amendment to Official Plan Policies

In addition, Official Plan Amendment No. 44 proposes policies to give the City authority, where necessary, to require applicants to proceed through a new pre-application consultation process if:

- the date the formal application is submitted is greater than one (1) year from the date of the original record of pre-application consultation;
- the relevant policy and/or zoning framework has substantially changed since the original pre-application consultation occurred; or
- the formal application is substantially revised from that which was reviewed at the pre-application consultation.

Official Plan Amendment No. 44 proposes policies to enable staff, where necessary, to require applicants who amend complete applications to participate in an additional pre-application consultation meeting(s), and may require the submission of a revised application, modified or additional supporting information, and/or applicable fees before the City determines if the amended application is complete, pursuant to the *Planning Act*.

Official Plan Amendment No. 44 proposes policies to enable staff, where necessary, to deem a complete planning application to be a NEW application under the *Planning Act* if:

- the nature or scope of the development proposal is substantially modified from that of the initial complete application submission, as determined by the City, unless such modifications are in direct response to comments received from staff or agencies; or
- the quantity or magnitude of the requested amendments is substantially modified from that of the initial complete application submission, as determined by the City.

## **2.2 Public Meeting(s) and Notices Requirements**

The ‘alternative notification’ regulations of the *Planning Act* (subsections 17(19.3) and 34(14.3)) allow municipalities to establish alternative methods for informing and obtaining the views of the public in relation to proposed Zoning By-law Amendments or Official Plan Amendments, provided the alternative notification requirements are set out in the City’s Official Plan. The City’s current public engagement framework (i.e., Informal Public Meeting and Formal Public Meeting) are enabled by the ‘alternative notification’ regulations; the *Planning Act* only requires one (1) public meeting to be held. The following is a summary of the proposed Official Plan policies related to public meetings and notice requirements:

### Public Notice

Where public consultation is required by the *Planning Act* or is desired by the City, Official Plan Amendment No. 44 proposes one public notice at the beginning of the process, rather than several throughout the process, to inform of public meeting date(s). Under this approach, the statutory notice requirements established in the *Planning Act* will be completed upfront, to avoid delays later in the process. Given the targeted Council date to make a decision within 90 or 120 days will be known, the scheduling of the public meeting(s) will occur as soon as possible after receipt of a complete application. The public notice will contain all information that interested agencies and the persons will need to know in relation to the process, such as:

- Public meeting date(s)
- Engage Waterloo / City's website links
- Commenting methods and commenting period

Subsequent notices for the application will be conducted through Engage Waterloo and/or via email to interested parties, unless special accommodations are requested.

### Public Meeting

In order to meet the statutory timelines, many applications will be reduced to one (1) council meeting (i.e., the Formal Public Meeting). In some instances, an Informal Public Meeting may be held within condensed timelines, undertaken concurrently with the initial staff and agency review. All meeting dates will be included within the same single notice at the beginning of the process.

For large, complex applications, a requirement of a complete application may be a pre-application neighbourhood meeting to secure initial public comments on the proposal. The neighbourhood meeting, including all related costs, would be the responsibility of the applicant.

For applications that are within the scope of delegated authority to the Director of Planning, a simplified consultation method will be used to inform and obtain the views of interested persons. In most instances, notice will be provided by mail to property owners within 120 metres of the lands, outlining the nature of the application and providing a short period of time (e.g., 15-20 days) for written comments to be submitted to the Planning Division. Written comments received will be reviewed and considered, followed by a decision issued by the Director, and a notice of decision issued to those who request to be notified. If the nature or scope of the application warrants a public meeting, it is anticipated that the application would be referred to Council for consideration and decision making in most instances.

### Electronic Notices vs. Newspaper Ads

Official Plan Amendment No. 44 focuses on notice via mail and electronic solutions, with less reliance on newspaper ads. In addition to cost implications and circulation concerns, there are lengthy timelines associated with meeting ad deadlines for local newspapers, which are challenging to meet under the statutory timelines in Bill 109. Newspaper ads are proposed to be discretionary rather than mandatory.

## 2.3 Review of the Application

### Reduced Circulation and Review Timelines

To meet legislated timelines, the review and commenting period for internal divisions and external agencies will need to be reduced. This is critical to enable sufficient time for Planning staff to review comments received, identify issues, work to resolve issues within a reduced timeline and legislative constraints, and prepare the staff report. As a result, a collective effort is required across departments to prioritize development application reviews, and minimize the risk of refunding fees.

### Post-Circulation Procedure

Once internal and external comments are received from stakeholders, and opportunities and issues are known, Planning staff and the applicant will discuss and agree upon the desired process and next steps, based on the following options:

1. Proceed with issues resolution and preparation of the staff report, and proceed to Council within the statutory timeline. If there is insufficient information to formulate a professional recommendation, or outstanding / unresolved issues, staff recommendations for refusal or conditional approvals (e.g., use of holding provisions) are more likely; or
2. The applicant may, at their discretion, exercise an alternative approach which would permit the applicant to withdraw the application, at their discretion, and refile it within a prescribed timeframe without financial penalty or significant process (e.g., no additional fees and limited file administration). This approach could avoid an undesirable decision of Council such as denial, could avoid the need for subsequent processes (e.g., avoid the use of holding provisions), and reflects a collaborative approach to securing planning approvals with the development industry. Planning staff have heard from multiple consultants and developers that they are not seeking refunds, but prefer to continue to work with the City in a constructive manner to secure timely decisions on planning applications, which if complicated, may take more time.

Appendix “B” contains the proposed ‘Withdrawal and Lapsing of Development Applications’ Corporate Procedure. The procedure provides flexibility to applicants, and clarity on procedures if they opt to withdraw and re-submit their application, as summarized above. The procedure also provide guidance around when applications would be deemed to be closed due to inactivity. Official Plan Amendment No. 44 proposes policies in support of this procedure, as set out in Appendix “A”.



## 2.4 Staff Report and Implementing By-law

To meet legislated timelines, staff reports will need to be simplified and templated, so that reports can be completed in short order. Standard review process with senior management shall continue, but staff will investigate ways to shorten review timelines.

Currently, a by-law implementing the decision of Council to amend the Zoning By-law, is placed on the agenda following the meeting at which Council passes a resolution. To shorten the process, it is recommended that by-laws will be placed on the same agenda as the Formal Public Meeting. If Council approves the application, but requests amendments to the approval, the by-law will be passed with direction to staff to revise the content of the by-law to conform to Council's decision before it is executed by the Mayor and Clerk. A procedural protocol can be established between Planning, Legal Services, and Legislative Services in this regard.

## 2.5 Council Decision Options

Under Bill 109, to avoid refunding applications fees, the City is required to make a decision within the legislated time period. There are multiple options:

### Council Grants Approval

If sufficient information exists and the application is supportable on its merits, the application can be approved and a by-law passed.

### Council Grants Approval with a Holding (H) Provision

If the application is supportable on its merits subject to the resolution of one or more technical matters, the application could be approved with a holding (H) symbol. The purpose of the holding (H) symbol is to ensure that outstanding technical issues are resolved prior to the issuance of a subsequent planning approval and/or issuance of a building permit. For example, a zoning by-law amendment to enable the reuse of a brownfield site may be approved with a holding (H) symbol requiring the owner to complete a Record of Site Condition prior to redevelopment.

As previously discussed, it is recommended that the authority to pass by-laws to remove holding (H) symbols be granted to the Director of Planning. Notwithstanding such delegation, Council could retain the ability to issue decisions on the removal of holding (H) symbols at the time the holding (H) symbol is applied to the lands. For example:

- if a holding (H) symbol is applied for a “neighbourhood block plan” that Council wants to retain decision making authority on, Council could apply a holding (H) symbol and retain decision making authority by resolution;
- if a holding (H) symbol is applied for a technical matter, such as “verification of servicing capacity”, Council could apply a holding (H) symbol and the Director of Planning can remove same via delegated authority.

### Council Chooses to Deny or Refuse

If insufficient information exists within the statutory time period or the application is not supportable on its merits, the application can be denied or refused. Such decisions increase the likelihood and/or necessity of appeals to the Ontario Land Tribunal (OLT). As such, if more time is required to secure additional information or revise the development proposal so that it is supportable, applicants will have the option under the proposed 'Withdrawal and Lapsing of Development Applications' Corporate Procedure outlined in Section 2.3.2 above, to withdraw and re-submit the application, at their discretion.

## **2.6 Additional Considerations**

### Delegation to the Director of Planning

Development applications proposed to be delegated to the Director of Planning for approval are set out in Policy 12.2.17 of the City's Official Plan, as updated by Official Plan Amendment No. 44 (see Appendix "A"). The associated planning review process and consultation measures for delegated applications are outlined in the draft Delegation By-law attached hereto as Appendix "C".

Depending on the nature, scope, or any other consideration related to a specific development application, Council could elect to retain decision making authority. Where approval authority is delegated to the Director of Planning, the Director could opt to refer the application to Council for a decision based on the nature, scope, or any other consideration related to the application.

### Fees and Charges By-law

As recommended by City staff, at the meeting on June 19, 2023, the Fees & Charges By-law has been updated to: (i) establish administrative charges (e.g., costs to undertake a mail out, notices, recirculations, etc.); (ii) establish a pre-consultation fee; and (ii) to separate out fees for joint applications, as Bill 109 refund provisions only apply to Zoning By-law Amendments and Site Plan. It is staff's opinion that administrative functions and pre-consultation review are separate from the planning application. These fees have therefore been identified and established separately from the planning application fee.

IPPW 2024-2026 Fees & Charges are further described in IPPW2023-029, as considered by Council on June 19, 2023.

### Additional Staff Resources

In reviewing the development approvals process at the City of Waterloo, approximately 98 individuals are directly tied to the process in Planning, Building Standards, Engineering Services, Transportation Services, Legal Services, and Finance. This does not include indirect services provided by Corporate Services (e.g., Legislative Services) and Community Services (e.g., Fire Rescue Services, Parks, etc.) who contribute to the development approvals process and are also affected by Bill 109 in various ways and to various degrees.

Through the evaluation of operational demands created by Bill 109 and Bill 23, the two divisions impacted the most are Planning and Legal Services. As previously discussed, it will be extremely challenging and resource intensive to meet the mandated Bill 109 timelines and:

- a.) process the quantity of applications received by the City of Waterloo
- b.) undertake meaningful public engagement
- c.) secure clearances from public bodies and agencies (including stakeholders and utilities)
- d.) comprehensively resolve issues,

given the scale, scope and complexity of most development applications in Waterloo. To improve processing capacity and timelines in the Planning Division, it is recommend that Council authorize the hiring of two (2) new Senior Development Planners, to be funded from staff savings in 2023, and then integrated into the 2024-2026 operating budget for permanent ongoing funding.

## APPENDIX 'A'

### Official Plan Amendment No. 44 (OPA 44) Bill 109 Implementation, Housekeeping June 2023

**Prepared by:**

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**Legend:** underline = addition / modification to policy  
~~strikethrough~~ = deletion to policy

## **CHAPTER 12 IMPLEMENTATION**

The Implementation policies are intended to indicate the means which will be used to achieve the objectives and policies of this Plan and are presented in the following areas:

- **Managing Growth and Change** – This section outlines tools and processes that will be used by the City to implement the objectives and policies of this Plan.
- **Municipal Incentives** – This section highlights incentive-based tools that provide the City with the ability to support appropriate development and changes within the community.
- **Public Involvement** – This section outlines the processes that the City will use to ensure that appropriate public participation opportunities are incorporated into processes to amend this Plan, District Plans or the Zoning By-Law.
- **Plan Review, Amendments and Consolidation** – This section outlines the processes to be used by the City to undertake on-going review, amendments and consolidation of this Plan.
- **Monitoring and Assessment** – This section outlines the manner in which monitoring and assessment will be undertaken to understand the performance of this Plan, and work toward conformity with the Regional Official Plan.

### **12.1 OBJECTIVES**

- (1) Encourage all people to provide input and support their participation in decision-making processes in which individuals are treated fairly and without bias in an open, orderly and impartial manner.
- (2) Provide clear and relevant information and notification to the community in a timely and appropriate manner.
- (3) Foster communication and education of issues to all people and groups.
- (4) Clearly define the roles of Council, the community and staff in the decision-making process.
- (5) Use appropriate legislated tools to achieve the objectives and policies of this Plan.

### **12.2 MANAGING GROWTH AND CHANGE**

**12.2.1 District Plans and Station Area Plans** – *policies unchanged through OPA 44*

**12.2.2 Zoning By-Laws** – *policies unchanged through OPA 44*

### 12.2.3 Holding Provisions

- (1) Holding provisions will be used by the City in situations where it is necessary or desirable to zone the lands for development, but where development must be delayed pending completion or realization of one or more of but not limited to, the following:
  - (a) Availability and/or capacity of municipal infrastructure;
  - (b) A Record of Site Condition being submitted to accepted by the Province;
  - (c) Measures to appropriately conserve cultural heritage resources;
  - (d) Phasing of development;
  - (e) Completion and registration of any one or more Development Agreements in a form and content satisfactory to the City, including but not limited to Agreements under Sections 35.2, 37, 40, 42, 50, 51, 53 and 70.2 of the Planning Act ~~that is satisfactory to the City~~;
  - (f) Verification that lands are consolidated at law to the satisfaction of the City; Completion and registration of any Cash-in-lieu of Parking Agreement under Section 40 of the Planning Act that is satisfactory to the City;
  - (g) Measures to appropriately protect the natural environment including source water;  
**OPA, No. 21, approved December 4, 2018**
  - (h) Demonstrating compliance with the Provincial D-6 Guideline “Compatibility Between Industrial Facilities and Sensitive Land Uses” to confirm where there are potential land use compatibility; ~~issues associated with existing industrial uses operating in areas designated for mixed-use development that may include residential or other sensitive land uses.~~
  - (i) Facilitate the implementation of priority connections, active transportation connections and/or priority public spaces in accordance with the policies of this Plan;  
**OPA No. 14, approved January 11, 2018**
  - (j) Completion of land use compatibility, safety, noise and or vibration studies in proximity to transportation corridors, including but not restricted to highways and rail corridors;
  - (k) Completion of noise studies for stationary noise sources;
  - (l) Completion of a Loading Study;
  - (m) Completion of a Parking Study;  
**OPA No. 21, approved December 4, 2018**
  - (n) Verification of sufficient servicing (water, sanitary, and or stormwater) capacity and availability to fully service the development and lands;
  - (o) Verification of sufficient utility (hydro and or natural gas) capacity and availability to fully service the development and lands;
  - (p) Verification of sufficient transportation capacity and transportation



infrastructure within the surrounding road network affected by the development and or use of the lands;

- (q) Completion of a Block Plan;
- (r) Completion of wind studies and or shadow studies;
- (s) Burial of hydro infrastructure;
- (t) Measures related to the transitioning of industrial areas as contemplated on Schedule 'I' of this Plan;
- (u) Measures to protect sensitive uses on known contaminated sites and or potentially contaminated sites;
- (v) Completion of a site specific urban design study for the development and related lands;
- (w) Verification through site plan control that the development will conform to the urban design policies of this Plan, the City's Urban Design Manual, and applicable urban design standards/plans/studies;
- (x) Verification of sufficient community uses and or community infrastructure to: (i) service the development and the related lands; and/or (ii) accommodate the needs of the occupants of the development;
- (y) Verification of floodplain safe access.
- (z) Measures for flood protection, flood emergency plans, flood control and or flood proofing of lands, buildings and structures.
- (aa) Ensure the implementation of Specific Provision Area (SPA) policies of this Plan;
- (bb) Ensure the payment of monies; and
- (cc) Completion of conditions, studies and or requirements related to a proposed zoning amendment, the division of land, and or the development of lands including buildings and structures thereon.

***OPA No. 22, approved June 11, 2019***

- (2) The holding zone by-law shall zone the lands for their future intended use and shall identify the lands subject to the holding provisions by adding the holding symbol "H" to the zoning category or to certain uses within the zoning category indicating that development of the lands cannot proceed until the symbol "H" is removed.
- (3) The holding Zoning By-Law shall specify the land uses to be permitted in the interim while the holding symbol is in effect, as well as any regulations applying to these lands affected by the holding provisions.
- (4) To provide clarity, implementing Zoning By-Laws approved under Section 36 of the Planning Act shall set out the following:
  - (a) The nature of the condition(s) or requirement(s) that are responsible for the

- application of holding zone controls;
- (b) The actions which must be taken in relation to such condition(s) or requirement(s) in order for the removal of the holding zone symbol to be considered by the City; and,
  - (c) The level of government responsible for providing clearance that the condition or requirement for removing the holding provision has been met, as well as the named official or designate responsible for providing such clearance.
- (5) Implementation of holding provisions pursuant to policy 12.2.3 (2) may be by way of site-specific Zoning By-Laws, which may include one or more properties.
- (6) As enabled by policy 12.2.17, Council may, by by-law, delegate the authority to pass a by-law to remove a holding symbol "H".

### **12.2.4 Site Plan Control** – *policies unchanged through OPA 44*

### **12.2.5 Subdivision Control** – *policies unchanged through OPA 44*

### **12.2.6 Temporary Use By-laws**

- (1) Temporary use by-laws may be used to permit the temporary use of lands, buildings or structures for a purpose that would otherwise not be permitted in the Zoning By-Law and/or this Plan.
- (2) Any temporary use by-law may authorize the use of lands, buildings or structures for a period of up to three years.
- ~~(3) — Temporary use by-laws shall be processed pursuant to Section 39 of the Planning Act and as set out in policies 12.4.3 and 12.4.4 of this Section.~~
- (3) The City, at its sole discretion, may grant extensions of the temporary use beyond the time period specified in policy 12.2.6(2). ~~Each~~Any extension shall be granted by way of by-law, and shall not exceed three years.
- (4) As enabled by policy 12.2.17, Council may, by by-law, delegate the authority to pass a temporary use by-law.

### **12.2.7 Property Standards By-law** – *policies unchanged through OPA 44*

### **12.2.8 Development Charges By-law** – *policies unchanged through OPA 44*

### **12.2.9 Parkland Dedication** – *policies unchanged through OPA 44*

12.2.10 Committee of Adjustment – *policies unchanged through OPA 44*

12.2.11 Non-Conforming Land Uses – *policies unchanged through OPA 44*

12.2.12 Capital Works Program – *policies unchanged through OPA 44*

12.2.13 Staging of Development – *policies unchanged through OPA 44*

#### 12.2.14 Complete Applications

- (1) A complete 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 this policy section, deemed necessary to assess the merits and implications of an application for approval under the Planning Act. In order to ensure that all the relevant and required supporting information pertaining to a planning application is available at the time of submission, the City of Waterloo may request applicants who apply for a Draft Plan of Subdivision, Draft Plan of Condominium, Part Lot Control Exemption, Amendments to the Official Plan, Amendments to the Zoning By-Law(s), ~~for~~ approval of a Site Plan, Minor Variance, or Consent, or joint applications thereof to submit plans, drawings, reports, documents, and/or studies in support of the application(s) before the application(s) would be considered complete under the Planning Act. Further,

- (a) The City may develop standards and/or guidelines for applications not identified above, to provide direction to applicants with regard to the submission of complete applications for such applications;

- (b) For City-initiated Amendments to the Official Plan and/or Zoning By-law, the requirements for a complete application shall be determined by the City's Director of Planning, and the City will adhere to the requirements of the ~~Ontario~~ Planning Act on matters relating to public notice, required information, and other applicable matters.

**OPA No. 11, approved December 11, 2014**

**OPA No. 34, approved October 28, 2022**

- (2) Where enabled by the ~~Ontario~~ Planning Act and/or as set out in this Plan, ~~Council~~ the City may, by by-law, require a pre-application consultation meeting, the purpose of which is for the applicant to discuss their proposal with staff (and other public agencies) ~~as required~~ prior to the submission of their application(s). The meeting shall also allow the City to determine what supporting information (~~i.e.e.g.~~ plans, drawings, reports and/or studies) is required as part of a complete

application submission, and the form and content of the supporting information shall be to the satisfaction of the City.

**OPA No. 11, approved December 11, 2014**

**OPA No. 34, approved October 28, 2022**

(2B) The City may require applicants to undertake a new pre-application consultation if:

- (a) a complete application is not submitted within one (1) year of the date of the original record of pre-application consultation;
- (b) the applicable policy and/or zoning framework has substantially changed since the date of the original record of pre-application consultation, and prior to submission of a complete application; or
- (c) the complete application submission has been substantially revised from that which was reviewed at the pre-application consultation, as determined by the City.

(3) In accordance with policy 12.2.14(1) and in addition to information prescribed by Provincial authority, the following supporting information, at a minimum, shall be required as part of a complete application for an application specified in policy 12.2.14(1) ~~Amendments to the Official Plan, Amendments to the Zoning By-Law(s), a Site Plan, or consent:~~

- (a) Prescribed application fee(s);
- (b) Completed application form(s);
- (c) Prescribed information and material as required under the Planning Act and associated Regulations;
- (d) Covering letter, which outlines the nature of the application(s), and how the application(s) satisfies details of the requirements of a complete application (as determined through the pre-application consultation meeting(s) with City staff and other agencies, if applicable);
- (e) Appropriate plans and/or drawings; and,
- (f) Any reports, documents and/or studies identified through pre-application consultation and as provided by policies 12.2.14(4) and 12.2.14(5).

**OPA No. 11, approved December 11, 2014**

**OPA No. 34, approved October 28, 2022**

(4) In accordance with policy 12.2.14(1), the following supporting information may be required as part of a complete application, to be determined through pre-application consultation with City staff and other ~~public~~ agencies (if applicable):

- (a) Planning Justification Report;
- (b) Architectural/Urban Design Report/Brief;
- (c) Architectural plans/drawings including *Site Plan*, Master Plans ~~(if required by the City)~~, Context Plan, Building Elevations (colour), Architectural Renderings, Floor Plans, and Fire Route Plan;
- (d) Community Services Assessment (e.g., parkland, schools, day cares,

- etc.)
- (e) Electrical Plans including Photometric Plan & Details and Electrical Infrastructure Plan;
- (f) Reference Plan, including for lands to be conveyed to the City (e.g., parkland or a road widening) or an easement required in favour of the City or any other person or party;
- (g) Existing Conditions Plan;
- (h) Grading Plan, including Retaining Wall Detail where applicable;
- (i) Construction Management Plan, Construction Staging Plan, Construction Parking Plan;
- (j) Servicing Plan and/or Report/Brief;
- (k) Stormwater Management Plan and Report/Brief;
- (l) Landscape Plan with Details;
- (m) Vegetation Management Plan;
- (n) Tree Preservation Report and Plan;
- (o) Letter of Consent for Tree Removal;
- (p) Erosion and Sediment Control Plans;
- (q) Topographical Survey;
- (r) Hydrogeological Study and Water Balance Assessment;
- (s) Watershed or Subwatershed Study;
- (t) Regulatory Floodplain Assessment;
- (u) Environmental Site Assessment;
- (v) Ministry of the Environment, Conservation and Parks (MECP) Record of Site Condition (RSC);
- (w) A Technical Standards and Safety Authority (TSSA) Contaminant Management Plan;
- (x) Environmental Impact Study or Scoped Environmental Impact Study;
- (y) Notice of Source Protection Plan Compliance (Section 59 Notice) under the Clean Water Act, which may be accompanied by a Salt Management Plan;
- (z) *Archaeological Assessment* and acknowledgement letter from the Province of Ontario ;
- (aa) *Heritage Impact Assessment*;
- (bb) Shadow Impact Study;
- (cc) Wind Study;
- (dd) Stationary and/or Traffic Noise Study;
- (ee) Transportation Impact Study and/or Parking Study;
- (ff) Vibration Study;
- (gg) Geotechnical Study;
- (hh) Slope Stability Study;
- (ii) Construction Dewatering Plan;
- (jj) MECP Permit to Take Water;
- (kk) Market/Retail Impact Study or Retail Analysis;

- (ll) Recreation and Leisure Impact Assessment;
- (mm) Written clearance from committees of council, agencies, federal / provincial ministries, regulatory bodies, relevant municipal governments, as identified through pre-application consultation; ~~and,~~
- (nn) Other clearance, plans, drawings, documents, studies or reports identified through pre-application consultation~~;~~;
- (oo) Land Use Compatibility Study (MECP D-Series Guidelines);

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- (pp) Completion of a pre-application public consultation meeting (e.g., Neighbourhood Open House) by the applicant, at their expense, and a detailed summary report in accordance with policy 12.4.5;
- (qq) Confirmation that the proposed lands, use, building and structure are compliant with applicable zoning, including the City's Zoning By-law.

- (5) These broad categories of plans, drawings, documents, reports and studies (supporting information) as set out in policies 12.2.14(3) and (4) are not intended to preclude Council and its delegated approval authorities from requiring additional reports and studies as part of a complete application or from identifying additional reports or studies during the planning process if circumstances necessitate the need for such information as part of the decision making process. The more specific scoping of plans, drawings, documents, reports and studies to be submitted by an applicant will be identified by appropriate staff at the pre-application consultation meeting.

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(5B) The City, and/or other authority having jurisdiction or an interest in the matter, may establish Terms of Reference, Standards and Guidelines, or other guidance documents, to specify the technical standards and format for any of the supporting documents/information required in policies 12.2.14(3) and (4).

(5C) Where Terms of Reference pursuant to policy 12.2.14(5B) are not available, the City may require applicants to prepare and obtain approval of a Terms of Reference from the City and/or any other authority having jurisdiction or an interest in the matter, for any supporting information required as part of a complete application, as identified through the pre-application consultation process, to the satisfaction of the City and/or other authority.

- (6) The City ~~may request~~ shall require electronic versions ~~of any~~ of the supporting information submitted with a complete application and may stipulate the format of the digital submission, including but not limited to Accessibility for Ontarians with Disabilities Act (AODA) compliance. The City may request hard copy versions of



any of the supporting information and may stipulate the format and quantity, at the applicant's expense.

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- (7) All supporting information submitted in accordance with policies 12.2.14(3) through 12.2.14(6) must be conducted by a qualified professional retained by and at the expense of the applicant. The City may refuse to accept the supporting information and deem the application incomplete if it considers the quality of the submission unsatisfactory, incomplete, inconsistent, insufficient, or not meeting the standards of the applicable Terms of Reference (or other guidance document) identified through the pre-application consultation.

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- (8) The City may require a peer review of any supporting information submitted in accordance with policies 12.2.14(3) through 12.2.14(56) by an appropriate agency or qualified professional at the applicant's expense. The peer review may be required as part of a complete application submission. The City may establish an approved list of peer reviewers.

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- (9) Further to policy 12.2.14(2B), the City may require applicants who amend complete applications to participate in an additional new pre-application consultation meeting or meetings, and may require the submission of a revised application, revised or additional supporting information, and applicable fees before the City would consider determines if the amended application is complete under pursuant to the Planning Act. In such circumstances, the City may deem the original application to be withdrawn.

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- (10) The City may deem a complete planning application to be a new application under the Planning Act if:

- (a) the nature or scope of the development proposal is substantially modified from that of the initial complete application submission as determined by the City, unless such modifications are in direct response to comments received from:

- i. the City
- ii. a public body, as defined in the Planning Act
- iii. a specified person, as defined in the Planning Act, and/or

- (b) the quantity or magnitude of the requested amendments is substantially modified from that of the initial complete application submission as determined

by the City.

In such circumstances, the City may deem the original application to be withdrawn.

### **Withdrawal and Lapsing of Applications**

(11) The City may establish one or more policies and/or procedures to govern the withdrawal and resubmission, and lapsing, of development applications.

(12) The policies and/or procedures specified in Policy 12.2.14(11) may establish alternative public engagement and notification requirements to those specified in Policies 12.4.1, 12.4.2, 12.4.3, 12.4.4 and 12.4.5, as set out below:

(a) if an informal public meeting pursuant to Policy 12.4.3 of the Official Plan was held prior to the withdrawal of the development application:

i. an informal public meeting for the resubmission shall not be required;

ii. notwithstanding anything to the contrary, in relation to formal public meetings, Policies 12.4.4(1) to (7) of the Official Plan shall apply to the resubmission.

(b) formal comments and submissions received from agencies prior to the withdrawal of the development application shall be deemed to be applicable comments and submissions in relation to the resubmission, unless otherwise stated by the agency in writing to the City as a result of changes to the development proposal;

(c) at the discretion of the City, the resubmission may be circulated to the public and such agencies that City staff considers may have an interest, and the public and such agencies shall be given an opportunity to submit comments in respect to the resubmission within a specified period of time not less than 15 calendar days;

(d) the date of the resubmission shall be deemed to be the application submission date for the purposes of statutory timelines and for calculating development charges, community benefit charges, and parkland charges as applicable.

**12.2.15 Development Permit System – *policies unchanged through OPA 44***

**12.2.16 Other Relevant Legislation – *policies unchanged through OPA 44***

**12.2.17 Delegated Authority**

- (1) Pursuant to section 39.2 of the Planning Act, Council may, by by-law, delegate the authority to pass by-laws under Section 34 of the Planning Act that are of a minor nature to,
  - (a) a committee of Council; or
  - (b) an individual who is an officer, employee or agent of the City such as the Director of Planning and any successor position thereto.
- (2) Delegation of authority to pass by-laws under Section 34 of the Planning Act is limited to:
  - (a) a by-law to remove a holding "H" symbol;
  - (b) a by-law to authorize the temporary use of land, buildings, or structures;
  - (c) a housekeeping by-law for the purposes of making clerical or other minor changes to assist in the interpretation and/or application of the Zoning By-law;
  - (d) ~~agreements exempting owners from the requirement of providing parking pursuant to Section 40 of the Planning Act, where deemed appropriate; and~~
  - (e) ~~submission of an application for an amendment to a by-law prior to the second anniversary of the day on which said by-law was passed, per subsections 10.0.0.1 and 10.0.0.2 of Section 35 the Planning Act, subject to written consent from the committee or individual authorized under policy 12.2.17(1);~~
  - (f) ~~submission of a minor variance from the provisions of a by-law prior to the second anniversary of the day on which said by-law was amended, per subsections 1.3 and 1.4 of Section 45 of the Planning Act, subject to written consent from the committee or individual authorized under policy 12.2.17(1); and~~
  - (g) other technical or minor zoning by-law amendments, as set out in the Delegation By-law approved by Council under policy 12.2.17(1).
- (3) Council may, by by-law, delegate the authority to exempt owners from the requirement of providing and/or maintaining parking facilities pursuant to Section 40 of the Planning Act, where deemed appropriate.
- (4) The committee or individual authorized under policy 12.2.17(1) shall provide an opportunity for interested persons and parties to provide comments on an application, prior to the passing of a by-law. Minimum engagement requirements shall be set out in the Delegation By-law approved by Council.
- (5) The delegation of authority authorized under policies 12.2.17(1), (2) and (3) may be subject to such conditions as Council, by by-law, determines appropriate.

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- (6) Council may, at its sole discretion, elect to retain approval authority for the amendments referenced in policy 12.2.17(2) on a case by case basis. The committee or individual authorized under policy 12.2.17(1) may, at their sole discretion, elect to refer an amendment to Council for a decision.
- (7) Where delegated authority is granted under policy 12.2.17(1), the following shall apply:
  - (a) Notwithstanding anything to the contrary, the committee or individual authorized under policy 12.2.17(1) may, at their sole discretion, waive the requirement to hold a public meeting to expedite the approval process and/or where the holding of such meeting would serve limited purpose.
  - (b) Notwithstanding anything to the contrary, the committee or individual authorized under policy 12.2.17(1) may, at their sole discretion, hold a neighbourhood open house or similar public meeting for the purposes of informing and obtaining the views of the public prior to issuing a decision or passing a by-law.
- (8) Where the holding of public meetings is waived per 12.2.17(7)(a), the methods to inform and obtain the views of the public may be limited to written submissions from interested persons and parties within a specified period of time of not less than 15 calendar days, at the discretion of the committee or individual authorized under policy 12.2.17(1).
- (9) Where delegated authority is granted under policy 12.2.17(1), notice of the passing of an amending by-law for an application specified in policy 12.2.17(2) shall be given in accordance with policy 12.4.3(1), unless otherwise specified in the Delegation By-law approved by Council.
- (10) Where delegated authority is granted under policy 12.2.17(1), a decision on an application specified in policy 12.2.17(2) shall not be issued sooner than:
  - (a) if notice is sent by email or personal delivery, 15 calendar days from the date notice is sent pursuant to policy 12.2.17(9);
  - (b) if notice is sent by a method other than email or personal delivery, 20 calendar days from the date notice is sent pursuant to policy 12.2.17(9).

**12.3 MUNICIPAL INCENTIVES – *policies unchanged through OPA 44***

**12.4 PUBLIC INVOLVEMENT**

**12.4.1 General Public Involvement Policies**

- (1) Council recognizes that citizen and stakeholder engagement is an essential

component of decision making, and will seek methods to improve citizen and stakeholder participation, while balancing the need to process applications within the timelines prescribed by the *Province*. To those ends, Council will:

- (a) Encourage all people to provide input, and support public participation in the decision-making process, where individuals are treated fairly and without bias in an open, orderly and impartial manner;
  - (b) Promote citizen and stakeholder awareness of applications, studies and initiatives by involving and informing citizens and stakeholders early and as often as practical;
  - (c) Make available to the public, the Official Plan, District Plans, Zoning By-Laws, and other planning policies and guidelines of Council, to foster greater awareness and knowledge of planning matters; ~~and~~
  - (d) Appoint Committees of Council as a means to provide strategic advice and recommendations to Council on a range of issues. All meetings held by Committees of Council shall be open to the public; ~~and~~
  - (e) Utilize community networks, such as neighbourhood associations, as a means of engaging citizens at the neighbourhood level.
- (2) The City will develop and update, as appropriate, Public Involvement Guidelines that will provide a framework, and in general a more consistent city-wide approach, for how the City will involve the public, while recognizing that the City has legal obligations to process specific applications within prescribed timelines ~~and~~ methods that are set out in legislation.
- (3) It is recognized that decisions of Council with respect to the adoption of Official Plans or amendments thereto or Zoning By-Laws or amendments thereto, are subject to the provisions of the Planning Act as outlined below under “Public Meetings and Notification” and more specifically, Sections 12.4.2 through 12.4.4 of this Plan.
- (4) The Public Involvement Guidelines are intended to build on the City’s existing capacity for public involvement by:
- (a) Enhancing the City’s and the public’s awareness and understanding of public involvement; and,
  - (b) Providing practical guidance for public involvement, which clarifies the type of involvement, roles and expectations associated with each approach.
- (5) The Public Involvement Guidelines will outline a continuum of public involvement that has three basic public involvement strategies, ~~they which~~ are: Inform, Consult and Engage. The strategies are complementary approaches that can be used

independently or in combination within the context of a single public involvement process.

- (6) The Public Involvement Continuum expands the involvement strategies to one or a combination of five decision-making approaches or levels. These are related to the broader strategies of Informing, Consulting and Engagement, and vary correspondingly in the extent of stakeholder involvement and potential policy influence. These public engagement levels are:
  - (a) Inform and Educate;
  - (b) Gather Information;
  - (c) Discuss;
  - (d) Engage; and,
  - (e) Partner.

### 12.4.2 Public Meetings and Notification

- (1) Notwithstanding any Public Involvement Guidelines that Council may approve pursuant to policy 12.4.1(2) above, the Planning Act contains provisions regarding public meetings, notification requirements, and processing timelines for the adoption of or revisions to land use documents. In certain instances, the Planning Act allows a municipality to provide notice in a different manner than those described in the Planning Act and its regulations, provided that an alternative method is outlined in the municipality's Official Plan.
- (2) The City of Waterloo will use the provision for an alternative method as outlined in policy 12.4.2(5) below ~~to allow~~ for ~~enhanced~~ consultation ~~during the early review process~~ and not rely solely on the notice of public meeting as outlined in the Planning Act. This will foster communication and education of issues to people and groups early in the decision-making process.
- (3) The City shall require signage in order to provide notification for proposed Official Plan Amendments, Zoning By-Law Amendments, Plans of Subdivision and applications to the Committee of Adjustment. Such signage shall be posted on the subject site by the applicant, at their expense, indicating the basic details of the application. The wording, design and placement of the sign is to be approved by the City of Waterloo.
- (4) Details of proposed Official Plan Amendments, Zoning By-Law Amendments, Plans of Subdivision and Plans of Condominium shall be circulated for comment to all agencies and boards that are considered to have an interest in the matter within 14 days of receiving any application that is deemed a complete ~~development~~



application. The commenting period for agencies and boards may be specified by the City, in compliance with applicable legislation, so that applications can be processed within the timelines prescribed in the Planning Act.

- (5) With regard to proposed Amendments to the Official Plan or Zoning By-law(s), the following shall apply:
  - (a) ~~One Two~~ public meetings ~~may shall~~ be held to inform and secure the views of the public with respect to the approval of an Amendment to the Official Plan or Zoning By-Law, except as specified in policy 12.2.17(7).
  - (b) The City, at its sole discretion, may hold two public meetings. The first meeting shall be known as the Informal Public Meeting and the second shall be known as the Formal Public Meeting. City staff may waive the Informal Public Meeting where there is a desire to expedite the approval process or where the holding of such meeting would serve ~~no useful limited~~ purpose. The Formal Public Meeting may be waived as set out in policy 12.2.17(7).
  - (c) The purpose of the Informal Public Meeting is to ~~present~~ introduce the proposed Amendment to Council and the public, and to obtain the preliminary comments of those affected by the proposed Amendment. The Informal Public Meeting shall be open to the public and any person who attends the meeting shall be afforded an opportunity to make representations regarding the proposed Amendment. After the meeting, the application will be referred to municipal staff for a report. The municipal staff report shall be considered at the Formal Public Meeting. This meeting shall be open to the public and any person who attends the meeting shall be afforded an opportunity to make representations in respect of the proposed Amendment.
  - (d) Depending on the nature and scope of the application, there may be benefit to holding City- or applicant-led neighbourhood open house(s) in addition to the Formal and Informal Public Meetings, in order to provide the community additional information regarding technical studies and the scale and scope of the proposal. These open house sessions would be information sharing and informal in nature as contemplated in policy 12.4.5, and may be required as part of a complete development application.

### 12.4.3 Informal Public Meeting

- (1) Notice for an 'Informal Public Meeting' ~~shall may be given:~~
  - (a) may be given by publication in a newspaper that is, in the Clerk's opinion, of sufficiently general circulation in the area to which the proposed Amendment would apply that it would give the public reasonable notice of the meeting. This notification method shall be optional as determined by City's Director of Planning or their designate, having regard to the nature and scope of the

application and legislated time periods;

- (b) Where the proposed amendment is not a general amendment, shall be given by personal service or prepaid first class mail to every owner of land, in the area to which the proposed Amendment would apply and to every owner of land within 120 metres of the area to which the proposed Amendment would apply, as shown in the last revised assessment roll, at the address shown on the roll, but where the Clerk has received written notice of a change of ownership of land, notice shall be given to the new owner at the address set out in the written notice. The 120 metre distance may be increased by Council resolution; ~~and~~

**OPA No. 22, approved June 11, 2019**

- (c) shall be given by email, or personal or prepaid first class mail, to the Clerk of each Area Municipality, any part of which is within one kilometre of the area to which the proposed Amendment applies-;
- (d) shall be given by email to any persons or public bodies who request to be notified or who submit written material containing their full contact information;
- (e) may be given through the City's website, social media, and/or other online engagement platform(s); and
- (f) may be given by any other method deem appropriate by the City's Director of Planning or as specified by Council resolution or by-law.
- (2) The Informal Public meeting shall be held not sooner than ~~10~~ 7 days after the requirements for the giving of notice, as set out in section 12.4.3 (1) of this chapter, have been complied with.
- (a) Notice of the proposed Amendment shall be given by email, personal service or pre-paid first class mail, at least ~~24~~ 14 days prior to the Informal Public Meeting to such agencies as City staff considers may have an interest and such agencies shall be given an opportunity to submit comments in respect to the application.
- (b) If the Informal Public Meeting cannot be held as scheduled due to weather conditions or other similar reasons, the Clerk shall reschedule the meeting, and shall provide notice of the rescheduled meeting using at a minimum the methods as set out in Paragraph policy 12.4.3(1)(c)-(f) at least 3 days prior to the new meeting date.
- (3) Notification measures established in policy 12.4.3(1) which require physical mail or newspaper notice may be given one time at the beginning of the development review process. Subsequent and additional notification and updates regarding the development application may be provided solely through electronic methods such as email and/or online platforms, and/or through direct contact with the assigned

City staff.

#### 12.4.4 Formal Public Meeting

- (1) Notice for a 'Formal Public Meeting' shall be given in the same manner as an Informal Public Meeting, as set out in Section Policy 12.4.3(1) of this chapter.
- (2) The Formal Public Meeting shall be held not sooner than 14 10 days after the requirements for the giving of the notice, as set out in Section Policy 12.4.3(1) of this chapter, have been complied with.
- (3) Notice of the proposed Amendment shall be given by email, personal service or prepaid first class mail to agencies as City staff considers may have an interest, at least 10 days prior to the Formal Public Meeting, and such agencies shall be given an opportunity to submit comments in respect of the proposed Amendment prior to or at the Formal Public Meeting.
- ~~(4) Where City staff has directed that no Informal Public Meeting be held, the Formal Public Meeting shall be held not sooner than 20 days after the requirements for the giving of notice, as set out in Section 12.4.3 (1) of this chapter, have been complied with.~~
- (4) Council or the Committee of the Whole may defer the Formal Public Meeting or may decide to extend the meeting to another time. Notice of the rescheduled or additional meeting shall be given verbally to those persons in attendance and in writing (email or letter) to those persons who had submitted written comments at least 3 days prior to the Council or Committee of the Whole meeting.
- (5) If the Formal Public Meeting cannot be held as scheduled, due to a lack of a quorum, the Clerk shall reschedule the Meeting. Notice of the rescheduled meeting may be given verbally to those persons in attendance and in writing (email or letter) to those persons who had submitted written comments containing their full contact information at least 3 days prior to the meeting.
- (6) If the Formal Public Meeting cannot be held as scheduled due to weather conditions or other similar reason, the Clerk shall reschedule the meeting and shall provide notice of the rescheduled meeting as set out in Paragraph 12.4.3(1) policy 12.4.3(2)(b) at least 3 days prior to the new meeting date.
- (7) Notification measures established in policy 12.4.3(1) which require physical mail or newspaper notice may be given one time at the beginning of the development review process. Subsequent and additional notification and updates regarding the

development application may be provided solely through electronic methods such as email and/or online platforms, and/or through direct contact with the assigned City staff.

### 12.4.5 Neighbourhood Open House

- (1) This City will hold Open Houses (in-person or virtual) as required by the Planning Act in relation to certain amendments to the Official Plan and/or Zoning By-Law.
- (2) The City may, at its sole discretion, hold additional meetings that go beyond the statutory requirement for planning and non-planning initiatives. The City may use neighbourhood open houses to consult with the public over and above prescribed minimum requirements.
- (3) Notice for a neighbourhood open house that is not a statutory requirement for a planning application, ~~shall~~ may be given by publication in a newspaper that is, in the Clerk's opinion, of sufficiently general circulation to which an Amendment would apply. Notice for a neighbourhood open house shall be provided a minimum of ~~10~~ 7 calendar days ~~notice~~ before the neighbourhood open house.
- (4) Notice for a neighbourhood open house that is not a statutory requirement for a ~~development planning~~ application, ~~may~~ shall be sent directly through prepaid first class mail to every owner of land within 120 metres of the area to which the proposed Amendment would apply or and electronic mail to those who have expressed an interest in the application(s).
- (5) Without restricting the generality of policy 12.4.5(2), the City may require an applicant, at their expense, to undertake a neighbourhood open house as a requirement of a complete application. In determining the requirement for such a neighbourhood open house, the City shall consider, at a minimum, the scale of the proposed development, the anticipated complexity of the proposed development application, and the potential for adverse impacts.
- (6) For a neighbourhood open house required under policy 12.4.5(5), notification of the neighbourhood open house shall be given in accordance with policy 12.4.5(3), at the expense of the applicant. At a minimum, applicants shall provide the following information in the notice for the neighbourhood open house:
  - (a) description of the development proposal including:
    - i. existing and proposed land use
    - ii. type of building(s) (e.g. residential, mixed-use, etc.)
    - iii. number of storeys and building height

- iv. number of dwelling units and bedrooms, and density
    - v. amount of commercial space (square metres)
    - vi. number of parking spaces proposed
  - (b) purpose of the development application and request;
  - (c) conceptual plans (including a location plan), elevations, renderings;
  - (d) date, time and location of the open house (in-person or virtual); and
  - (e) status of the application in the planning process;
  - (f) applicant contact information.
- (7) For a neighbourhood open house required under policy 12.4.5(5), the applicant shall submit a Neighbourhood Open House Summary Report as part of their complete application submission which shall include, at a minimum:
- (a) the date, time and location of the open house;
  - (b) method(s) used to notify the public of the open house;
  - (c) the presenters and individuals representing the applicant in attendance;
  - (d) the number of attendees and their contact information, if provided;
  - (e) a copy of the applicant's presentation material(s);
  - (f) detailed meeting minutes identifying the issues/comments that were raised and discussed, and the applicant's responses; and,
  - (g) how the applicant has addressed the identified issues/comments in their complete application submission.
- (8) For a neighbourhood open house required under policy 12.4.5(5), the City may establish a Terms of Reference or standards and guidelines. The open house should be informal in nature. The information presented at the open house shall be sufficient for the public to understand the proposed planning application(s), and the development proposal and its potential impacts.

### **12.4.6 Committees of Council** – *policies unchanged through OPA 44*

### **12.5 REVIEW, AMENDMENTS AND CONSOLIDATIONS** – *policies unchanged through OPA 44*

### **12.6 MONITORING AND ASSESSMENT** – *policies unchanged through OPA 44*

### **12.7 ROLES IN DECISION MAKING** – *policies unchanged through OPA 44*

APPENDIX 'B'

**CORPORATE PROCEDURE**

Procedure Title: **Withdrawal and Lapsing of Development Applications**  
Department: Integrated Planning and Public Works  
Approval Date: [insert]  
Revision Date: [insert]  
Author: Planning Division  
Attachments: N/A  
Related Documents: City of Waterloo Official Plan, Policy 12.2.14(11) and (12)  
Key Word(s): application, complete, development, incomplete, lapsing, withdrawal

**PURPOSE:**

To establish procedures related to the withdrawal and lapsing of development applications in accordance with Policy 12.2.14(11) and (12) of the Official Plan.

This procedure may:

- (a) contribute to affordability by allowing applicants to capitalize on favourable modifications to fees and charges;
- (b) minimize additional planning processes (e.g., holding provisions) if issues cannot be resolved within prescribed timelines;
- (c) avoid an undesirable decision of council (e.g., refusal) and related appeal(s) and costs, if an application cannot be processed or considered appropriate for approval within prescribed timelines; and
- (d) facilitate ongoing discussion between applicant and the City, where so desired by the applicant.

**DEFINITIONS:**

“Applicant” means the applicant of a development application and their authorized agent.

“City” means The Corporation of the City of Waterloo, and where the context so applies, includes its officers, employees, servants, agents and contractors.

“Director of Planning” means the City’s Director of Planning, and includes their designate.

“Prescribed Timeframe” means within 180 calendar days of the withdrawal of the application, or such other date agreed upon by the applicant and the Director of Planning.

“Official Plan” means the Official Plan of the City of Waterloo, as amended.

“Planning Act” means the Planning Act, R.S.O. 1990 c.P.13 as amended and related regulations thereto.



**SCOPE:**

This procedure applies to Draft Plan of Subdivision, Draft Plan of Condominium, Amendments to the Official Plan, Amendments to the Zoning By-Law(s), Site Plan, or joint applications thereof ("Development Application"), in accordance with Policy 12.2.14(11) and (12) of the Official Plan.

**PROCEDURE:**

1. At the discretion of the Applicant, a Development Application that has been deemed complete by the City may be withdrawn at any time prior to a decision by the City.
2. The withdrawal of a Development Application shall be in writing to the Director of Planning. If the Applicant intends to resubmit the Development Application within the Prescribed Timeframe, the Applicant shall advise the City as part the withdrawal of the Development Application of such intention. At the request of the Applicant, the original Development Application fee will be retained by the City, and used to satisfy the City's application fees and charges for the resubmission, as set out in Item 3 below.
3. A withdrawn Development Application pursuant to Items 1 and 2 herein may be resubmitted by the Applicant by way of written submission to the Director of Planning or their designate. If the application is substantially consistent with the withdrawn Development Application as determined by the City's Director of Planning and resubmitted within the Prescribed Timeframe, the following shall apply:
  - a. the original Development Application fee shall be applied to satisfy the City's application fees and charges for the resubmission;
  - b. the application shall be deemed complete pursuant to the Planning Act, as of the date of the resubmission, on the basis of the plans, drawings, studies, reports, and other documents (as revised) submitted by the Applicant in support of the original Development Application;
  - c. if an informal public meeting pursuant to Policy 12.4.3 of the Official Plan was held prior to the withdrawal of the Development Application:
    - i. an informal public meeting for the resubmission shall not be required;
    - ii. notwithstanding anything to the contrary, in relation to formal public meetings, Policies 12.4.4(1) to (7) of the Official Plan shall apply to the resubmission.
  - d. formal comments and submissions received from agencies prior to the withdrawal of the Development Application shall be deemed to be applicable comments and submissions in relation to the resubmission, unless otherwise stated by the agency in writing to the City as a result of changes to the development proposal;

- e. at the discretion of the City, the resubmission may be circulated to the public and such agencies that City staff considers may have an interest, and the public and such agencies shall be given an opportunity to submit comments in respect to the resubmission within a specified period of time not less than 15 calendar days;
  - f. the date of the resubmission shall be deemed to be the application submission date for the purposes of statutory timelines and for calculating development charges, community benefit charges, and parkland charges as applicable.
  - g. the original Development Application file number may be retained for identifying the file number of the resubmission application.
4. If a Development Application is inactive for two years as determined by the City, the City shall provide the owner with written notice of the inactive application and require reactivation within a specified period of time of not less than 60 days. If the Development Application is not reactivated within the specified period of time, the City may deem the application to have lapsed and be withdrawn.

**RESPONSIBILITIES:**

Administration of this procedure is delegated to the Director of Planning.

**IMPLEMENTATION:**

At the discretion of the City, a form may be prepared to implement this procedure which stipulates the terms of the Applicant's withdrawal and resubmission of a Development Application.

**REVIEW:**

The City reserves the right to review and evaluate this procedure on a regular basis and amend as necessary. Amendments that are minor in nature are delegated to the Director of Planning.

APPENDIX 'C'



# THE CORPORATION OF THE CITY OF WATERLOO

## BY-LAW NO. 2023 –

BY-LAW TO DELEGATE COUNCIL'S AUTHORITY TO THE  
DIRECTOR OF PLANNING OR THEIR DESIGNATE TO PASS  
BY-LAWS UNDER SECTION 34 OF THE PLANNING ACT THAT  
ARE OF A MINOR NATURE AND FOR EXEMPTIONS AND  
REDUCTIONS TO PARKING UNDER SECTION 40 OF THE  
PLANNING ACT

BY-LAW TO DELEGATE COUNCIL'S AUTHORITY TO THE  
COMMISSIONER OF INTEGRATED PLANNING & PUBLIC  
WORKS OR THEIR DESIGNATE TO EXECUTE AGREEMENTS  
AND OTHER DOCUMENTS UNDER SECTION 40 OF THE  
PLANNING ACT

### WHEREAS:

1. Section 9 of the *Municipal Act*, 2001, S.O. 2001, c.25, as amended (the "Municipal Act"), provides that a municipality has the capacity, rights, powers and privileges of a natural person for the purpose of exercising its authority under the Municipal Act;
2. Section 8(1) of the Municipal Act provides that the powers of a municipality under any Act shall be interpreted broadly so as to confer broad authority on municipalities to enable them to govern their affairs as they consider appropriate, and to enhance their ability to respond to municipal issues;
3. Section 23.1 of the Municipal Act provides that sections 9 and 11 of the Municipal Act authorize a municipality to delegate its powers under the Municipal Act or any Act, subject to certain limitations;
4. In accordance with Sections 23.2(1) and (4) of the Municipal Act, powers which are legislative or quasi-judicial in nature may be delegated to an individual who is

an officer, employee or agent of the municipality in relation to the prescribed Act, including the Planning Act, and provided that in the opinion of Council, the power being delegated is of a minor nature;

5. Section 39.2 of the *Planning Act*, R.S.O., 1990 c. P.13 (the “Planning Act”) allows the council of a local municipality to delegate the authority to pass by-laws under Section 34 of the Planning Act that are of a minor nature;
6. Section 34(14.3) of the Planning Act allows for Council to establish alternative measures for informing and obtaining the views of the public in respect of proposed zoning by-laws;
7. The provisions of Section 40 of the Planning Act provide that the council of a municipality may enter into an agreement with the owner or occupant of a building providing relief from the provision and/or maintenance of parking facilities on lands that are not part of a highway, to the extent set out in the agreement, and subject to the terms and conditions set out in the agreement, including a requirement that the owner or occupant shall pay to the municipality a sum of money;
8. Amendment No. 34 to the Official Plan of the City of Waterloo (“OPA 34”) established Section 12.2.17 in the Plan, being policies related to delegated authority pursuant to Section 39.2 of the Planning Act. OPA 34 was approved by the Regional Municipality of Waterloo and came into effect on October 28, 2022; and
9. Amendment No. 44 to the Official Plan of the City of Waterloo (“OPA 44”) was adopted by the Council of the Corporation of the City of Waterloo on June 26, 2023, including to amended Section 12.2.17 of the Plan, establishing the alternative measures for informing and obtaining the views of the public in respect of the delegated matters in this By-law.

### **THEREFORE THE MUNICIPAL COUNCIL OF THE CORPORATION OF THE CITY OF WATERLOO ENACTS AS FOLLOWS:**

#### Definitions

1. For purposes of this By-law:
  - (a) “**Approve**” or “**Approval**” means to approve in writing, and includes authority to sign for approval and to execute an agreement, contract, release, waiver, application or document intended to bind The Corporation of the City of Waterloo in relation to such approval, and includes any renewal, amendment or termination thereof.
  - (b) “**By-law**” means this by-law and includes its schedules.

- (c) “**City**” means The Corporation of the City of Waterloo.
- (d) “**Council**” means the municipal Council of the City.
- (e) “**Director**” means the City’s Director of Planning or their designate.
- (f) “**Housekeeping Amendment**” means certain limited modifications to the Zoning By-law intended exclusively to:
  - i. correct errors including in relation to spelling, grammar, punctuation, numbering, lettering, spacing, formatting, errors of redundancy or omission of particular words, minor mapping and boundaries corrections, mathematical, and dimensional;
  - ii. update the by-law to reflect changing norms in gender references;
  - iii. update the by-law to reflect changes in names and titles;
  - iv. update the by-law to change the labelling, numbering, cross-referencing and arrangement of the text, table and schedules;
  - v. administrative amendments to improve the operation of the Zoning By-law; and
  - vi. amendments that do not change the substance of the Zoning By-law.
- (g) “**Minor**” means a reduction or exemption that the Director determines to be: (i) consistent with the purpose and intent of the Zoning By-law; and (ii) of low potential impact because of its type, location, size, or scope.
- (h) “**Pass**” or “**Passing**” means to pass a by-law of the City, and includes the power to amend or repeal such by-law.
- (i) “**Planning Act**” means the Ontario Planning Act, R.S.O. 1990, c.P.13 and regulations related thereto.
- (j) “**Zoning By-law**” means City Zoning By-law 2018-050 as amended from time to time, or any successor thereof.

By-laws – Section 39.2 of the Planning Act

- 2. Pursuant to Section 39.2 of the Planning Act, Council hereby delegates to the Director all of the power that Council has respecting the following:
  - (a) The authority to Approve an application and/or Pass a by-law to remove a holding (“H”) symbol pursuant to Section 36 of the Planning Act;
  - (b) The authority to Approve an application and/or Pass a by-law to permit the temporary use of land, buildings or structures pursuant to Section 39 of the Planning Act;

- (c) The authority to Approve an application and/or Pass a by-law for Housekeeping Amendments to the Zoning By-law pursuant to Section 34 of the Planning Act; and
- (d) The authority to Approve an application and/or Pass a by-law to amend the Zoning By-law that is of a Minor nature pursuant to Section 34 and 39.2 of the Planning Act, including but not limited to:
  - i. construction error tolerances;
  - ii. amendments required as a result of grades; and
  - iii. amendments required to implement a plan of condominium.

### Parking Exemptions – Section 40 of the Planning Act

3. Council hereby delegates to the Director all of the power that Council has pursuant to Section 40 of the Planning Act, to grant exemptions from or reductions to the requirement(s) of providing or maintaining parking facilities, as set out in the Zoning By-law, subject to such conditions as the Director determines appropriate, provided that the exemption(s) or reduction(s):

(a) are determined by the Director to be Minor; or

(b) relate to “Affordable Housing”, meaning one or more ‘affordable residential units’ as defined in the *Development Charges Act, 1997*, S.O. 1997, c.27 as amended, or relates to an Inclusionary Zoning By-law as defined in said by-law,

subject to the form and content of such by-law being acceptable to the City Solicitor.

4. Council hereby delegates to the Commissioner of Integrated Planning & Public Works all of the power that Council has pursuant to Section 40 of the *Planning Act*, to execute agreements and other documents for exemptions from or reductions to the requirement(s) of providing or maintaining parking facilities, as set out in the Zoning By-law, subject to the form and content of such agreement being acceptable to the City Solicitor.

### Procedures – By-laws – Section 39.2 of the Planning Act

5. For purposes of an application relating to a matter set out in Paragraph 2 of this By-law, the Director may require:

(a) a pre-application consultation meeting; and

(b) the submission of plans, drawings, reports, documents, and/or studies in support of the application as identified through pre-application consultation,

prior to deeming an application complete.

6. Prior to the Approval of an application and the Passing a by-law as authorized under Paragraph 2 of this By-law, the Director shall provide an opportunity for interested persons and parties to provide comments on the application, in accordance with the following:
  - (a) a written notification to Council of the receipt of a complete application;
  - (b) circulation to internal/external public bodies and agencies, outlining the nature of the application and providing:
    - i. a minimum 15 calendar days for written comments to be submitted to the City where notice is provided email or personal delivery;
    - ii. a minimum 20 calendar days for written comments to be submitted to the City where notice is provided by a method other than email or personal delivery;
  - (c) where the proposed amendment is not a general amendment, notice by mail to property owners within 120 metres of the subject lands, outlining the nature of the application and providing a minimum 20 calendar days for written comments to be submitted to the City;
  - (d) where the proposed amendment is a general amendment, notice by publication in a newspaper that is, in the City Clerk's opinion, of sufficiently general circulation in the area to which the proposed amendment would apply that it would give the public reasonable notice of the application ("Newspaper"), outlining the nature of the application and providing a minimum 15 calendar days for written comments to be submitted to the City;
  - (e) for any person or public body that requests to be notified of the application or makes a written submission on the application with their full contact information, notice by:
    - i. email, outlining the nature of the application and providing a minimum 15 calendar days for written comments to be submitted to the City;
    - ii. mail, outlining the nature of the application and providing a minimum 20 calendar days for written comments to be submitted to the City; and
  - (f) the Director may, at their sole discretion, but shall not be required to, hold a public meeting for the purposes of informing the public and obtaining the views of the public on the application.
7. Following the Passing of a by-law authorized under Paragraph 2 of this By-law, notice:



(a) shall be given by:

- i. where the proposed amendment is not a general amendment, mail to property owners within 120 metres of the subject lands;
- ii. where the proposed amendment is a general amendment, publication in a Newspaper; and
- iii. email or mail to any person or public body that requests to be notified of the application or passing of the by-law, or makes a written submission on the application with their full contact information; and

(b) in addition to 6(a), may be given by:

- i. publication in a Newspaper where the proposed amendment is not a general amendment;
- ii. publication on the City's website, social media, and/or other online engagement platform(s); and
- iii. any other method deemed appropriate by the Director or as specified by Council resolution or by-law,

no later than 15 days after the day the by-law is passed.

8. Notwithstanding anything to the contrary, Council may, at its discretion, retain approval authority for an application of the nature described in Paragraph 2 of this By-law.
9. If Council elects to retain approval authority pursuant to Paragraph 7 of this By-law, then Paragraphs 2, 4, 5 and 6 shall not apply in respect of the application, and the notice provisions and procedures in the City's Official Plan shall apply.
10. Notwithstanding anything to the contrary, the Director may, at their discretion, opt to refer an application under Paragraph 2 of this By-law to Council for a decision.
11. If the Director elects to refer an application to Council for a decision pursuant to Paragraph 9 of this By-law, then Paragraphs 2, 4, 5 and 6 shall not apply in respect of the application, and the notice provisions and procedures in the City's Official Plan shall apply.

### Procedures – Parking Exemptions – Section 40 of the Planning Act

12. For purposes of an application under Paragraph 3 of this By-law, the Director may require:
  - (a) a pre-application consultation meeting; and
  - (b) the submission of plans, drawings, reports, documents, and/or studies in support of the application as identified through pre-application consultation,prior to deeming an application complete.

13. Prior to the granting of an exemption and/or the entering into of an agreement authorized under Paragraph 3 of this By-law, the Director shall provide written notification to Council of the receipt of a complete application.
14. Prior to the granting of an exemption and/or the entering into of an agreement authorized under Paragraph 3 of this By-law, the Director may, but shall not be required to, provide notice to any person or party the Director considers may have an interest of the application by email, personal delivery, mail, Newspaper, and/or any other method deemed appropriate by the Director or as specified by Council resolution or by-law.
15. Prior to the granting of an exemption and/or the entering into of an agreement authorized under Paragraph 3 of this By-law, the Director may, but shall not be required to, hold a public meeting for the purposes of informing the public and obtaining the views of the public on the application.
16. Notwithstanding anything to the contrary, Council may, at its discretion, retain approval authority for an application under Paragraph 3 of this By-law.
17. If Council elects to retain approval authority pursuant to Paragraph 15 of this By-law, then Paragraphs 11, 12, 13 and 14 shall not apply, and the provisions and procedures in the Planning Act shall apply.
18. Notwithstanding anything to the contrary, the Director may, at their discretion, opt to refer an application under Paragraph 3 of this By-law to Council for a decision.
19. If the Director elects to refer an application to Council for a decision pursuant to Paragraph 17 of this By-law, then Paragraphs 11, 12, 13 and 14 shall not apply, and the provisions and procedures in the Planning Act shall apply.
20. This by-law shall come into force and effect on the date of its final passing thereof by the Council of The Corporation of the City of Waterloo and the final approval of Official Plan Amendment No. 44 to the City of Waterloo Official Plan, subject to the provisions of the Planning Act, R.S.O. 1990 and amendments thereto.

**Enacted** this \_\_\_\_\_ day of \_\_\_\_\_, 2023.

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**D. McCabe, Mayor**

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**J. Finley-Swaren, City Clerk**