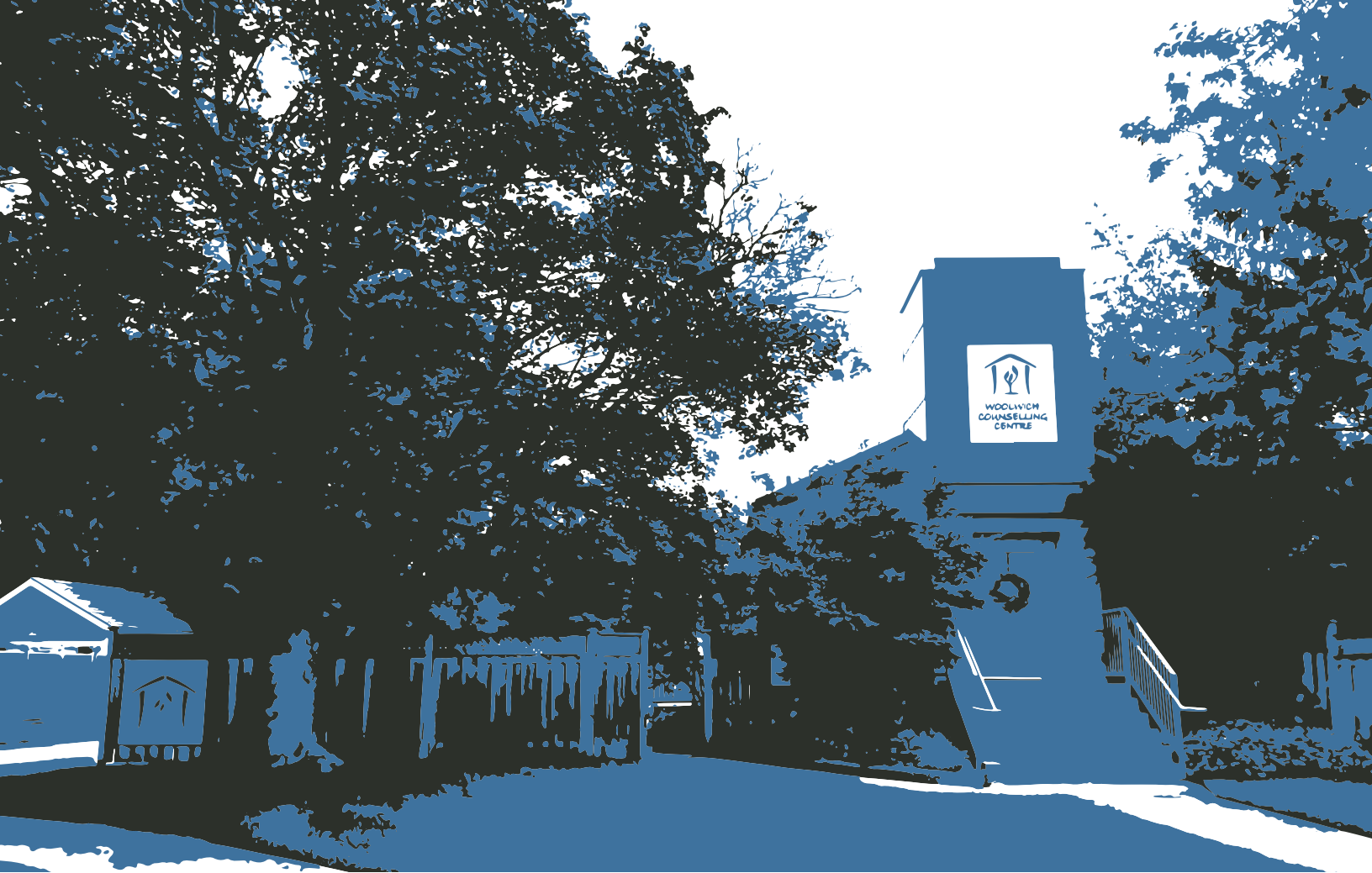




Institutional Strategy

TOWNSHIP OF WOOLWICH

December 2023

EXECUTIVE SUMMARY

As part of the New Official Plan process, background reports have been prepared to support the Township's vision, to plan for growth to 2051, and to inform policy directions for the New Official Plan.

This report provides a Township-wide institutional strategy to address where institutional uses should locate to best meet diverse needs and achieve the overall policy direction set forth in Provincial Policy Statement ("PPS"), A Place to Grow—Growth Plan for the Greater Golden Horseshoe ("Growth Plan"), and Region of Waterloo Official Plan ("ROP"), as amended by Regional Official Plan Amendment 6 ("ROPA 6").

Accommodating growth forecast for the Township to 2051 will need to be supported by institutional uses, including public service facilities such as schools, hospitals, daycare centres, and emergency services. Provincial direction in the Growth Plan calls for building complete communities, while the ROP, as amended by ROPA 6, directs area municipalities to achieve 15-minute neighbourhoods.

Both planning concepts—complete communities and 15-minute neighbourhoods—call for efficient use of land, compact form, diversity of uses, and housing options to ensure residents can meet their needs for daily living. The 15-minute neighbourhood concept further envisions residents being empowered to meet their daily needs by active modes of transportation (walking and cycling) complemented by transit for longer trips beyond a 15-minute walk.

In the Region of Waterloo, the 15-minute neighbourhood concept is to be implemented for Urban Areas and Township Urban Areas, which in Woolwich effectively means Breslau, Elmira, and St. Jacobs. Given the geographic diversity of Woolwich, this Report recognizes the Township's surrounding rural and agricultural communities need to be considered when implementing 15-minute neighbourhoods and their needs addressed appropriately in the planning framework for institutional uses in the New Official Plan.

The key recommendations provided by this Report address the need for New Official Plan to:

- **Define** institutional uses to encapsulate PPS, Growth Plan, and ROP defined terms that relate to institutional uses, as well as cover the general characteristics and typical uses that would qualify other buildings, structures, or uses as institutional when interpreting Official Plan policies;
- **Define** major institutional uses and quasi-institutional uses.
- **Allow** most institutional uses in any land-use designation subject to evaluation criteria to ensure compatibility and any specific exceptions that should apply for individual land-use designations such as Employment Areas or Environmental Protection;
- **Designate** land for major institutional uses when comprehensively planning new communities or neighbourhoods in Designated Greenfield Areas;
- **Encourage** institutional uses to locate in commercial or commercial/mixed use areas, particularly lands designated Core Areas in the current Official Plan and generally limit

institutional uses in residential areas to those that are small in scale and would contribute to achieving 15-minute neighbourhoods; and,

- **Maintain** the existing planning framework rural institutional uses and small-scale schools and places of worship in the Countryside.

For additional clarity, draft definitions for institutional use, quasi-institutional use, and major institutional use will be provided as part of the forthcoming Policy Directions Report.

For the purposes of this Report, institutional use and quasi-institutional use are used to cover the full range of buildings/facilities and services identified in definitions of Public Service Facilities (PPS and Growth Plan) and/or Human Services (ROP) whether they are provided by the public sector, non-profit organizations, or the private sector. Quasi-institutional uses refer to circumstances where services similar in nature to publicly provided or funded institutional uses are provided.

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PART 1: **BACKGROUND**

1. INTRODUCTION

The Township of Woolwich (“the Township”) is undertaking the creation of a New Official Plan (“OP”). To support the development of the New OP, three reports have been prepared: an intensification strategy for Elmira, St. Jacobs, and Breslau; a commercial strategy to support 15-minute communities throughout the Township; and a Township-wide institutional strategy.

This report reviews institutional uses and policies to provide an institutional strategy for Woolwich.

The Provincial Policy Statement, 2020 (“PPS”) includes accommodating institutional uses to meet long-term needs as part of its policy direction for how healthy, liveable, and safe communities are sustained. The A Place to Grow—Growth Plan for the Greater Golden Horseshoe (“Growth Plan”) requires municipalities to support the achievement of complete communities. Planning for institutional uses, as part of the diverse mix of land uses, is required to achieve complete communities “that offer and support opportunities for people of all ages and abilities to conveniently access most of the necessities for daily living.”

The Region of Waterloo Official Plan (“ROP”), as amended by Regional Official Plan Amendment 6 (“ROPA 6”), builds on the above provincial policy direction and seeks to build vibrant 15-minute neighbourhoods in Urban Areas (Breslau and the Stockyards) and Township Urban Areas (Elmira and St. Jacobs):

... compact, well-connected places where people can meet their daily needs for goods, services, and employment within a 15-minute trip from home by walking, cycling, and rolling, and where other needs can be met by using direct, frequent, and convenient transit.

Both provincial policy direction and the ROP recognize complete communities may take different shapes and forms depending on local context. In the Region of Waterloo and the Township of Woolwich that means being sensitive to needs in the Urban Areas and Township Urban Areas noted above as well as a range of rural places and communities in the Countryside that surrounds them. This is reflected in the Township OP and informs the Institutional Strategy presented in this Report, though it focuses on planning for institutional uses where people are concentrated within the Township, and future growth and development are to be focused: in Urban Areas and Township Urban Areas.

This report is divided into three parts:

- **Part 1** provides background context for the Institutional Strategy by reviewing relevant policies, plans, reports, and studies. A summary of the public engagement for this background report is also provided.
- **Part 2** provides a summary of best practices and examines current land-use designations, zoning, and existing conditions in the Township. The analysis focuses on where institutional uses are permitted and the manner they are regulated, including through the use of land-designations, institutional zoning, and/or evaluation criteria and policy direction where new institutional uses are proposed.
- **Part 3** outlines a recommended approach for managing new and existing institutional uses from a land-use planning perspective to inform policy development for the new OP. The framework recognizes different planning challenges for established communities (urban

and rural) and new areas to be developed within Urban Areas and Township Urban Areas (i.e., Designated Greenfield Areas).

2. STUDY AREA

The Township of Woolwich was established by the Regional Municipality of Waterloo Act 1972, as amended, which created a regional government structure and established the limits of local municipalities in the Waterloo area.

The Township is 31,912 hectares in area and is comprised of the former Township of Woolwich, former Town of Elmira and part of the former Township of Waterloo. At the time of the 2021 Census, Woolwich had a population of 26,999—with Elmira (10,790), Breslau (5,053), and St. Jacobs (1,959) being the largest settlements within the Township.¹

Within the Region, Woolwich is bordered by the cities of Kitchener, Waterloo, and Cambridge. It is also within close proximity of the City of Guelph and about 1-1.5 hour drive from several other large urban centres in Southern Ontario, including Hamilton, London, and Toronto.

From a land-use planning perspective the rural-agricultural nature of much of the Township's land base must be considered and its needs addressed in a place-sensitive way. This means acknowledging unique circumstances and characteristics while being consistent with provincial policy direction and conforming to provincial plans that apply as well as to the ROP. At the same time, it must be acknowledged that Urban Areas and Township Urban Areas are where population is concentrated, where future growth and development are to be focused, and where institutional uses are and will continue to overwhelmingly locate in the Township.

The Institutional Strategy presented in this Report acknowledges the following geographic structure to the Township for the purposes of land-use planning in relation to institutional uses:

- Urban Areas – Breslau and the Stockyards
- Township Urban Areas – Elmira and St. Jacobs
- Rural Settlement Areas and Rural Employment Areas, and
- The Countryside – Agricultural lands outside Settlement Areas

3. POLICY CONTEXT

This section reviews the high-level policy direction provided in the PPS, Growth Plan, and ROP that needs to be considered in relation to land-use planning for institutional use and the development of an institutional strategy to inform preparation of the new Township OP.

¹ The 2021 population for Woolwich provided in the ROP, as amended by ROPA 6, was 28,700. This number is higher than reported in 2021 Census figures because it was adjusted higher to account for the Census undercount. The Census figures above were retrieved from the Census Profile for Woolwich (Census Subdivision) as well as for Breslau (Municipal Defined Place), Elmira (Population Centre), and St. Jacobs (Population Centre). The boundaries (areas) used to determine the population of Breslau, Elmira, and St. Jacobs are similar to the Settlement Area boundaries for each.

PROVINCIAL POLICY STATEMENT, 2020

The PPS provides overall policy direction on matters of provincial interest related to land use planning and development, as provided in the Planning Act, and is to be read in conjunction with provincial plans such as the Growth Plan. Land use planning decisions made by municipalities, planning boards, the Province, or a commission or agency of the government must be consistent with the PPS. Where provincial plans are in effect, planning decisions must conform or not conflict with them.

On a high-level, the PPS focuses growth and development within urban and rural settlement areas while supporting the viability of rural areas. The PPS recognizes that municipalities will need to carefully manage land use to accommodate appropriate development to meet a full range of current and future needs in a manner that achieves efficient development patterns and avoids significant or sensitive resources—natural or cultural—and areas where natural or human-made hazards pose a risk to public health and safety. Finally, the PPS calls for land-use planning that results in strong, liveable, and healthy communities that promote and enhance human health, are economically and environmentally sound, and are resilient to climate change.

Particularly relevant to this Report, the PPS states in Policy 1.1.1 that healthy, liveable, and safe communities are sustained by:

b) Accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;

While the PPS provides other important supplementary direction, particularly on where uses should or should not locate, the need for land-use planning to accommodate the above uses to meet long-term needs is paramount. As will be discussed subsequently in this Report, an institutional strategy must establish on a practical level how to accommodate the full range of uses that could be considered institutional or provide a definition and rationale that limits its scope to a specified range of uses.

For example, the PPS includes the following defined terms:

- **Essential emergency service:** *means services which would be impaired during an emergency as a result of flooding, the failure of floodproofing measures and/or protection works, and/or erosion.*
- **Institutional use:** *for the purposes of policy 3.1.5, means land uses where there is a threat to the safe evacuation of vulnerable populations such as older persons, persons with disabilities, and those who are sick or young, during an emergency as a result of flooding, failure of floodproofing measures or protection works, or erosion.*
- **Public service facilities:** *means land, buildings and structures for the provision of programs and services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health and educational programs, long-term care services, and cultural services. Public service facilities do not include infrastructure.*

- **Sensitive land uses:** means buildings, amenity areas, or outdoor spaces where routine or normal activities occurring at reasonably expected times would experience one or more adverse effects from contaminant discharges generated by a nearby major facility. Sensitive land uses may be a part of the natural or built environment. Examples may include, but are not limited to: residences, day care centres, and educational and health facilities.

Each defined term above illustrates how institutional uses might be addressed differently within an overall land use policy framework and highlights important distinctions in institutional uses (as land use category or type) to be considered. It is noteworthy that public service facilities are explicitly land, buildings and structures that are in some way publicly owned, operated, or funded, while essential emergency service, institutional use, and sensitive land use are defined more openly to clarify planning considerations related to land-use compatibility and hazards and public safety. The takeaway is that institutional uses intersect with policy in a manner that is context dependent.

Relevant to Woolwich, the PPS states in Policy 1.1.4.1 that healthy, integrated, and viable rural areas should be supported by:

- a) *Building upon rural character, and leveraging rural amenities and assets;*
- e) *Using rural infrastructure and public service facilities efficiently;*

The PPS directs growth and development to Settlement Areas, while severely limiting development of non-agricultural uses in Prime Agricultural Areas. Much of the Countryside outside of Breslau, Elmira, St. Jacobs is considered Prime Agricultural Area. Institutional uses are important to achieving the intent of Policy 1.1.4.1. As will be discussed in relation to the ROP and Township OP, building upon the rural character in Woolwich necessitates accommodating certain institutional uses in the Countryside: for example, small-scale schools and places of worship in Prime Agricultural Areas. This is addressed in the ROP and Township OP in a manner consistent with PPS Policy 2.3.6.1 (Non-Agricultural Uses in Prime Agricultural Areas).

Similarly, the PPS provides policy direction on land use compatibility and employment relevant to an institutional strategy. In Section 1.3.2, the primary direction is to protect Employment Areas planned for industrial and manufacturing uses from sensitive land uses, including institutional uses, that would undermine their long-term operational and economic viability. There is allowance for non-residential uses to be permitted in Employment Areas planned for industrial and manufacturing uses if they are ancillary to primary employment uses.

Finally, Section 1.4 in the PPS provides policy direction on housing, requiring an appropriate range and mix of housing options and densities directed at ensuring all housing options required to meet the social, health, economic, and well-being requirements of current and future residents are permitted and facilitated. This includes forms of housing that may qualify as an institutional use such as seniors housing and supportive housing.

A PLACE TO GROW GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE, 2019 (AMENDED 2020)

The Growth Plan builds on the overall policy direction provided by the PPS but focuses on accommodating forecasted growth in complete communities and providing a clear structure to leverage growth and development to achieve multiple objectives as articulated in the

Plan's vision for the region. As has been noted, the PPS directs that institutional uses are to be accommodated to support healthy, liveable, and safe communities. For the Growth Plan, institutional uses are not directly referenced but fall within the diverse mix of land uses required to achieve complete communities.

Policy 2.2.1.2 provides direction for how forecasted growth is to be allocated, indicating the vast majority of growth be directed to settlement areas that have a delineated built boundary, have existing or planned municipal water and wastewater systems, and can support the achievement of complete communities. Further growth is to be focused within settlement areas in:

- *Delineated built-up areas;*
- *Strategic growth areas;*
- *Locations within existing or planned transit, with a priority on higher order transit where it exists or is planned; and*
- *Areas with existing or planned public service facilities.*

A separate Intensification Strategy Report has been prepared to address the above direction in conformity with the ROP, as amended by ROPA 6. This Report is informed by the Intensification Strategy Report and is intended to align with its recommendations as they apply to land-use planning for institutional uses and the development of an institutional strategy to inform the preparation of the new Township OP. In that respect, the focus here is on planning for institutional uses to support the achievement of complete communities in Woolwich.

Complete communities are places that are well designed to meet people's needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, public service facilities, and a full range of housing to accommodate a range of incomes and household sizes. As a land use planning concept, complete communities can be applied in a place-sensitive manner suitable to the local context. For example, in urban areas it may be applied to neighbourhoods, while in more rural setting it might apply to a wider geographic community. Complete communities are envisioned to increase the modal share of transit and active transportation and minimize land consumption by building, maintaining, or transitioning to compact built form.

Policy 2.2.1.4 states applying the policies of the Growth Plan will support the achievement of complete communities that:

- a) Feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;*
- b) Improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;*
- c) Provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;*
- d) Expand convenient access to:*

- i. A range of transportation options, including options for the safe, comfortable and convenient use of active transportation;*
- ii. Public service facilities, co-located and integrated in community hubs;*
- iii. An appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and*
- iv. Healthy, local, and affordable food options, including through urban agriculture;*
- e) Provide for a more compact built form and a vibrant public realm, including public open spaces;*
- f) Mitigate and adapt to the impacts of a changing climate, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; and*
- g) Integrate green infrastructure and appropriate low impact development.*

The direction provided in Policy 2.2.1.4 requires holistic consideration in relation to institutional uses. Institutional uses can be regarded as employment uses and can provide services from private sector residential, commercial, and industrial buildings, or public service facilities. In addition, the PPS definition of housing options includes affordable housing, housing for people with special needs, and housing related to employment, institutional, or educational uses. This suggests that certain forms or types of housing should be considered as part of an institutional strategy, regardless of whether they need to locate on lands designated or zoned institutional. More generally, there is a need to be attentive to how land-use policies in the new Township OP influence locational opportunities for different institutional uses and might impact achieving the policy direction in Policy 2.2.1.4 b) to g).

With regard to public service facilities, which as noted above are lands, buildings or structures for the provision of programs and services provided or subsidized by a government or other body, Section 3.2.8 provides the following policy direction:

- 1. Planning for public service facilities, land use planning and investment in public service facilities will be co-ordinated to implement this Plan.*
- 2. Public service facilities and public services should be co-located in community hubs and integrated to promote cost-effectiveness.*
- 3. Priority should be given to maintaining and adapting existing public service facilities and spaces as community hubs to meet the needs of the community and optimize the long-term viability of public investments.*
- 4. Existing public service facilities that are located in or near strategic growth areas and are easily accessible by active transportation and transit, where that service is available, should be the preferred location for community hubs.*
- 5. Municipalities will collaborate and consult with service planning, funding, and delivery sectors to facilitate the co-ordination and planning of community hubs and other public service facilities.*
- 6. New public service facilities, including hospitals and schools, should be located in settlement areas and preference should be given to sites that are easily accessible by active transportation and transit, where that service is available.*

As will be discussed, public service facilities are typically major institutional uses that should be designated and/or zoned institutional, especially when comprehensively planning new communities for development.

The Growth Plan provides similar policy direction to the PPS with respect to locating institutional uses in Employment Areas (see Section 2.2.5 Employment), particularly those planned for industrial and manufacturing uses where land-use compatibility and vulnerability to encroachment are significant planning concerns. Though institutional uses are not prohibited, they are to be limited in Employment Areas planned for industrial and manufacturing uses. In accordance with Policy 2.2.5.2, major institutional development is to be directed to Urban Growth Centres, Major Transit Station Areas or other Strategic Growth Areas with existing or planned frequent transit service. This direction would apply to large scale institutional uses such as a hospital.

REGION OF WATERLOO OFFICIAL PLAN, 2015 (AMENDED 2023)

The ROP, as amended by ROPA 6, strives to build equitable, thriving, and sustainable community in the Region of Waterloo. The policies of the ROP are based on key principles provided in Section 1.5. Among the key principles the following are worth highlighting for the purposes of this Report:

- *Support the achievement of 15-minute neighbourhoods designed to support healthy and active living and meet people's needs for daily living throughout an entire lifetime;*
- *Consider the wellbeing and belonging of all residents, including children and youth, and work towards only making investments that benefit everyone;*
- *Support a range and mix of housing options, including additional residential units, and affordable and "missing middle" housing, to serve all sizes, incomes, and ages of households in all residential areas;*
- *Improve the integration of land use planning with planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs, by all levels of government;*

In Chapter 2 (Where and How to Grow) the importance of 15-minute neighbourhoods is emphasized and the planning concept further elaborated upon as follows:

A key objective of this Chapter is to accommodate forecasted growth by building 15-minute neighbourhoods. These are compact, well-connected places where people can meet their daily needs for goods, services, and employment within a 15-minute trip from home by walking, cycling, and rolling, and where other needs can be met by using direct, frequent, and convenient transit. For neighborhoods to function in this way, they need to be designed with a diverse mix of land uses and provide a full range of housing to accommodate a range of incomes and household sizes. They also require development densities with enough people living and working in the area to support a broad range of services.

As a local implementation of the Growth Plan policy direction to support the achievement of complete communities, building 15-minute neighbourhoods is directed at accommodating forecasted growth to 2051. Because growth is to be focused in Settlement Areas that are part of the Regional urban system, the 15-minute neighbourhood concept is directed at the larger communities within Woolwich: Breslau, Elmira, and St. Jacobs.

As noted for complete communities, institutional uses are among the broad mix of uses required to support a 15-minute neighbourhood. The ROP more directly speaks to the importance of community building to serve and benefit all residents and considers the 15-minute neighbourhood as an approach that promotes social equity because it prioritizes access to employment, services, and recreation by walking, cycling, and rolling (modes of active transportation) and by taking transit.

The institutional strategy must consider where different types of institutional uses should be permitted and where they should be encouraged to locate. In the latter case which institutional uses should ideally locate within Strategic Growth Areas as opposed to those where this is less important.

An Intensification Strategy has also been prepared to inform the new Township OP, which identifies Local Centres and Local Intensification Corridors to complement Downtown Elmira, the Township Urban Growth Centre for Woolwich. Institutional uses intended to serve community-wide needs should generally locate in these areas. Other institutional uses intended to meet daily needs, such as schools and daycares, also typically need to be located to serve individual neighbourhoods or groups of neighbourhoods at the scale of a 15-minute walk.

For example, Policy 2.D.6 directs the Region and area municipalities to apply transit-supportive development criteria when reviewing and evaluating development applications or site plans in Strategic Growth Areas and other identified intensification areas. Among the criteria to apply: “provides an appropriate mix of land uses, including a range of food destinations, local services and amenities to meet peoples’ daily needs for living”. Institutional uses should be considered part of an appropriate mix of land uses in this instance given the intended function of Strategic Growth Areas in the planned urban/regional structure.

Similarly, Policy 2.G.1.2 a) requires development in Designated Greenfield Areas to be planned, designated, zoned and designed to: “function as 15-minute neighbourhoods with a broad mix of land uses where people can meet their daily needs for goods, services and employment within a 15-minute trip by walking, cycling and rolling, and where other needs can be met by using direct, frequent and convenient transit”.

The direction to locate services and employment to support achievement of 15-minute neighbourhoods should be considered as part of an overall framework for institutional uses to ensure they can be accommodated to meet current and future needs in a manner that best achieves this key objective of Chapter 2.

For the Countryside, Policy 6.G.1 indicates that within rural settlement areas, existing smaller settlements in the Townships, are comprised of a limited mix of residential, commercial, and institutional uses that primarily serve the local community. In Woolwich, community centres are located in the larger Rural Settlement Areas, along with commercial uses and services. In addition to institutional uses provided in Rural Settlement Areas, the ROP provides for rural institutional uses that are “institutional uses related to and directly serving the needs of the rural community, such as schools, places of worship and rural community centres.”

Moreover, Policy 6.C.4 recognizes the uniqueness of the region’s existing rural community which relies on horse-drawn vehicles as their primary means of transportation. This policy allows area municipalities to permit, by zoning by-law amendment, the establishment of

small-scale schools, places of worship and associated cemeteries, in Prime Agricultural Areas subject to criteria including an alternative locational analysis needs to be completed and proposals are subject to the following policies of 6.D.1:

- (b) The use is compatible with surrounding agricultural operations;*
- (c) The use minimizes the amount of land removed from agricultural production;*
- (d) The use complies with other policies in this Plan regarding mineral aggregate extraction, source water protection, the natural environment and water and wastewater servicing;*

In other respects, the needs of residents in the Countryside are considered in a policy direction that encourages a mix of uses in Local Centres or Township Urban Growth Centres. These locations within the Township are intended to be planned and function as primary commercial cores and locations for local or regional public service facilities accessed by residents of surrounding rural and agricultural areas.

In addition to the above, the ROP provides general policy direction on Human Services in Section 3.H. Human services include, but are not limited to, police services, social assistance, pre-employment services, childcare and health care programs. Access to human services is described in the ROP as fundamental to liveability in the Region.

Policy 3.H.2 requires the Region to:

Locate its Public Health and Social Service facilities and programs close to pedestrian, cycling and transit facilities, and wherever appropriate, within businesses, schools and civic buildings. Other public service agencies are encouraged to co-locate their human service facilities using the same criteria.

From a land-use planning perspective this highlights the importance of what the PPS and Growth Plan refer to as public service facilities and the need to designate lands at appropriate locations to achieve 15-minute neighbourhoods as outlined in the ROP, particularly when comprehensively planning new communities in Designated Greenfield Areas.

4. STAKEHOLDER ENGAGEMENT

A focus group meeting was held virtually on October 5, 2023 to discuss institutional uses and inform the preparation of the Institutional Strategy presented in this Report. As the purpose of this Report is to provide recommendations to guide drafting policies for institutional uses in the Township's New OP, the overall intent of the focus group was to better understand the landscape of institutional uses in Woolwich—the organizations, range of services/activities that should be considered when planning for institutional uses, and any issues or challenges to be aware of.

1. Three interactive components formed the session: A word cloud activity to draw out what participants thought an institutional use was and how they or their organization were associated with them in the Township.
2. Asset Mapping where participants could identify/map institutional uses relevant to them, who they serve in the Township, and whether there are any missing from a map generated

using GIS data provided by the Township on location of select community uses/facilities, as well as OP designations and zoning. This activity served to allow for assessing how institutional uses are currently designated in the Township OP and/or zoned in its Zoning By-law which illustrated a number of planning considerations to address as part of this Report.

3. The third activity takes the information that was brought up throughout the workshop and uses it to create a definition and classification where possible for institutional uses.

Takeaways from the workshop session:

- There is a tension between the need for space to accommodate institutional uses and the use of an institutional land-use designation to protect lands for institutional uses. Caution should be exercised when designating land specifically for institutional uses in the Township's new OP.
- There is general consensus on institutional uses such as schools, hospitals, college and universities, as well as community centres – i.e., that they should be recognized as major institutional uses and could be planned for using an institutional land-use designation.
- There are a range of other uses, services, or activities that might broadly fall under the umbrella of institutional use that should be recognized and accommodated for in the new OP.
- There is concern about availability of affordable space for institutional uses, particularly where they can be accessed conveniently.
- There was support voiced for creating community hubs that provide affordable housing with community space, medical facilities, and other services on the main floor.
- Clarity sought on whether places of worship will be allowed to provide housing on their lands. This was raised in relation to potentially developing affordable housing on church properties.
- There was discussion of affordable, supportive, and seniors housing—examples in Woolwich and surrounding communities, but also different public, private, and non-profit models and how they relate to land-use policies for institutional uses.
- It was noted that childcare facilities/delivery varies—some is home-based or provided in residential areas, while in other instances they are located in public facilities recognized as institutional uses or are non-profit or for-profit facilities located in commercial buildings.
- The importance of commercial buildings to the provision of medical and community services was noted.

In addition to these takeaways or key observations, discussion during the focus group meeting provided useful insights into the range of community services being provided in Woolwich and who is providing them and, in some cases, where and to whom.

From a land-use planning perspective, it was clear from discussion at the focus group meeting that beyond large scale institutional uses and buildings it is challenging to identify and define what qualifies as an institutional use. For example, childcare can take different forms and operate under different service delivery models. As a result, a childcare facility may locate in a range of designations and be considered an institutional or commercial use depending on operational characteristics. A similar discussion applies to medical services, including private

counselling and other services directed at personal wellness.

There was also a discussion about churches or other faith-based organizations providing housing on their lands. Clarity was sought on whether this would be allowed and if a more straightforward process could be developed to address conversions, partial conversions, redevelopment or development, particularly in cases where only part of the lands would be impacted.

Flowing from discussion on what qualifies as institutional was feedback on third sector (non-profit or charitable organizations) involved in operating social services within the community. Here discussion focused on how the practice of designating certain publicly owned facilities as institutional could or should apply to lands or buildings linked to non-profit or charitable organizations. This part of the discussion revealed an interest in community hubs that co-locate various community or social services and it was mentioned that many uses that might be considered institutional are finding space in retrofitted buildings. This could be old houses, churches, or commercial buildings adapted or renovated for use by community groups or organizations and services.

Parks and recreation facilities, particularly community centres in the Township, were noted to have an institutional function in addition to providing recreation programming and leisure opportunities to residents. In this regard, their community or civic function was acknowledged. These sites are generally designated and/or zoned Open Space in the Township OP and Zoning By-law, however.

PART 2:

INSTITUTIONAL ANALYSIS

1. BEST PRACTICES AND TRENDS

To prepare this Report a review of select Official Plans, Zoning By-laws, and other materials, including studies relevant to institutional uses, was carried out. This policy review and background research work identified the following as best practices to consider for the Institutional Strategy and preparation of the new Township OP:

- Though institutional uses may be permitted in a range of land-use designations and can be generally compatible with residential and employment uses, they are typically regarded as an employment use.
- Major institutional uses should be considered a form of higher density employment, especially when considering compatibility, accessibility needs, and other land-use planning criteria for locating them. Major institutional uses, generally, should not locate in Employment Areas, however.
- Except for major institutional uses, provide permission for institutional uses or quasi-institutional uses providing community or social services to locate within settlement areas, subject to general compatibility requirements supplemented by more specific requirements in specific land-use designations.
- Use an institutional or equivalent land-use designation to protect lands for major institutional facilities when comprehensively planning greenfield areas for future development. Include policy to address circumstances where lands designated institutional are no longer required for a planned institutional use.
- Promote institutional uses in intensification nodes and corridors or generally within communities or neighbourhoods where they reinforce the planned structure and support transit and active transportation.
- Address how cultural and institutional uses relate.
- Provide policy direction, including evaluation criteria, for institutional uses permitted in Employment Areas. Typically permitted institutional uses should be related to the function of the Employment Area and/or be ancillary to permitted employment uses and not create compatibility issues by introducing sensitive land uses.
- Include a policy framework to allow appropriate commercial uses in major institutional uses provided they are accessory to the primary use.
- Consider the use of a Community Improvement Plan to incentivize dedicated space for institutional uses and/or design considerations/needs that support institutional uses. This may include recognizing institutional uses a form of amenity space.
- Include green development standards for major institutional uses and public service facilities.

2. DEFINING INSTITUTIONAL USE

In the Official Plans and other materials reviewed to prepare this Report a clear pattern was evident in how institutional uses are viewed. Conceptually, institutional uses are split between major institutional uses, such as hospitals and schools that are larger in scale and typically public sector investments, and those institutional uses generally smaller in scale, more varied

in locational needs and operational characteristics, and found in all areas of a municipality. The latter group includes daycares, seniors housing, non-profit affordable and/or supportive housing, social service providers, health care services, and other third sector or charitable organizations.

Examples of Definitions for Institutional Use:

MUNICIPALITY	DEFINITION
City of Cambridge	Institutional – a public or private not for profit community, correctional, educational, fraternal, government, health care, religious or social organization including associated recreational and accessory uses, but does not include cemeteries, crematoriums and associated cemetery uses. (New – based on Policy 15.1)
City of Cambridge	Institutional special care facilities – residential accommodation for over 10 people with special needs beyond economic requirements, including physical, social and mental needs, which require support functions for daily living, including retirement homes, nursing homes, crisis intervention home, halfway house and a private hospital.
City of Kitchener	Institutional use – for the purposes of Policy 6.C.2.6, means land uses where there is a threat to the safe evacuation of vulnerable populations such as older persons, persons with disabilities, and those who are sick or young, during an emergency as a result of flooding, failure of floodproofing measures or protection works, or erosion.
Region of Waterloo OP	Rural institutional uses – institutional uses related to and directly serving the needs of the rural community, such as schools, places of worship and rural community centres.
Region of Waterloo OP	Human services – those services that maintain and promote a high quality of life and allow residents to develop to their full potential, including, but not limited to, police services, emergency services, social assistance, pre-employment services, child care, health care and cultural services.

MUNICIPALITY	DEFINITION
City of Burlington	Institutional uses – For the purposes of Subsection 4.4.2(3) c) of this Plan only, are land uses where there is a threat to the safe evacuation of vulnerable populations such as older persons, persons with disabilities, and those who are sick or young, during an emergency as a result of flooding, failure of floodproofing measures or protection works, or erosion. For the remainder of the Plan, are private services and/or facilities which provide a public health, education, recreation and/or social service related function to residents and which can be appropriately accommodated in most areas of the city. Institutional uses may include, but shall not be limited to, places of worship, cemeteries, private educational facilities, private day cares or long term care facilities, but shall not include group homes, private medical clinics or public service facilities.

The above definitions include those provided to define institutional uses for the purposes of applying policy direction in the PPS for natural hazards, specifically flooding, in relation to applications for development. Otherwise, definitions either define specific types of institutional uses in order to permit and regulate them or provide interpretative guidance for determining what qualifies as an institutional use when reviewing and/or applying OP policies. It is noteworthy that the definitions vary in whether they consider institutional uses limited to non-commercial (i.e. non-profit) activities.

Institutional uses are generally permitted throughout urban areas subject to policy requirements. In municipalities with rural and agricultural areas, particularly lands identified as Prime Agricultural Areas in the PPS and provincial plans, institutional policies must address existing uses and specific circumstances where non-agricultural development may be permitted. The ROP does this by defining rural institutional uses and providing a policy framework to permit and regulate their development in the Countryside outside of rural settlement areas.

3. TOWNSHIP OP

GUIDING PRINCIPLES AND VALUES

Chapter 4 in the Township OP outlines guiding principles and values for how land is to be developed, resources managed and protected, and public dollars invested in Woolwich in a manner that conforms to the Growth Plan and ROP.

Among the key principles outlined are support for achieving “complete communities designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime” and improving “the integration of land use planning and investment in infrastructure and public service facilities, including integrated service delivery through community hubs ...”.

Among the values outlined for settlement development are:

- Continued support of community facilities such as schools and stores;
- Being able to walk or cycle to many of our daily destinations;
- A community that provides housing to all income levels and provides a range of housing types, including senior’s housing;
- The range of services and retail stores available within the community which allow many to have their basic day-to-day shopping and service needs met locally.

PLANNED TOWNSHIP STRUCTURE

Chapter 5 in the Township OP provides a Planned Township Structure and general policies for each to guide preparation or review of planning studies and review of development applications and site plans. Elements in the Planned Township Structure include:

- Urban Areas
- Township Urban Areas
- Rural Settlement Areas
- Rural Employment Areas
- The Countryside

Forecasted growth in population and employment is directed to Urban Areas (Breslau and the Stockyards) and Township Urban Areas (Elmira and St. Jacobs). Consequently, planning to accommodate a need for institutional uses in response to growth is focused in these areas, particularly Breslau and Elmira as most population growth will be accommodated in these two Settlement Areas.

To achieve the reurbanization (intensification) target of the Township OP, Policy 5.6.3 stipulates the Township will ensure “lands are zoned and development is designed in a manner that supports the achievement of complete communities” and will prioritize “planning and investment in infrastructure and public service facilities that will support reurbanization”.

This direction will need to be considered to ensure institutional uses required to support forecasted growth are encouraged to locate where they best contribute to the achievement of complete communities and intensification aims. Specific direction is provided in Policy 5.8.1 to address how growth in the Township Urban Growth Centre (Downtown Elmira/Elmira Core Area) should be

planned, particularly that it should be a focal point for investment in institutional and local human services as well as commercial, recreational, cultural, and entertainment land uses.

Section 5.7 provides policy direction for lands identified as Designated Greenfield Areas in the Township on Maps 5.3 and 5.4 of the OP. It is noteworthy that development of these areas is to be planned to ensure a network of active transportation facilities is provided for direct, safe, comfortable, and convenient access to transit, employment areas, school sites, food destinations, and community facilities. In Breslau and the Stockyards additional guidance is provided: planning should strive to locate land uses so that transit stops are generally within a 450-metre walking distance. The preceding indicates an attentiveness for planning to achieve 15-minute neighbourhoods that should be carried over into the new Township OP. Additional direction could be provided to indicate preferred locations for institutional uses, especially new public service facilities.

THE COUNTRYSIDE

The Countryside is comprised of Prime Agricultural Areas and Rural Lands. Overall, the Township OP directs non-agricultural uses, including institutional uses, to Rural Settlement Areas, Rural Employment Areas, Township Urban Areas, or Urban Areas.

However, as noted in the discussion of Policy Context in Part 1 of this Report, both the ROP and Township OP provide for institutional uses in the Countryside. While institutional uses serving the rural community should locate in Rural Settlement Areas, the ROP and Township OP permit rural institutional uses on Rural Lands in the Countryside, and, in accordance with Policies 6.1.6 and 6.3.5.2, small-scale schools, places of worship, and associated cemeteries within Prime Agricultural Areas.

The more detailed Policy 6.3.5.2 states that:

Notwithstanding Policy 6.3.5.1, to help preserve and support the historic, social and cultural needs of a unique segment of the Region's community which relies on horse-drawn vehicles as their primary means of transportation, the Township may permit the establishment of small-scale schools, places of worship and associated cemeteries within Prime Agricultural Areas or Rural Lands by an amendment to the Zoning By-law. In Prime Agricultural Areas, an alternative locational analysis must also be completed and Policies 6.3.4.1 a) to g) apply.

Policies 6.3.4.1 a) to g) specify criteria that needs to be met such as justifying the need for the use, minimizing the amount of land taken out of agricultural production, demonstrating compatibility with adjacent agricultural operations, compliance with minimum distance separation, etc. Similar requirements are applicable to recreation and tourism uses and rural institutional uses on Rural Lands in the Countryside.

Policy 6.3.5.3 is subject to a Regional Deferral. This policy would permit the creation of new lots for rural institutional uses of a small-scale school, place of worship and associated cemetery established in accordance with Policy 6.3.5.2.

SETTLEMENT PLANS AND LAND USE DESIGNATIONS

Chapter 7 provides a Settlement Area classification, land use designations for use in Settlement Areas, and general policies and housing policies that apply in Settlement Areas. A review of how institutional uses are addressed in land use designations is provided in table form in Appendix A

to this Report. At a high-level, institutional uses are permitted in most land-use designations, with the Institutional Designation to be used when planning newer Designated Greenfield Areas in Urban Areas and Township Urban Areas. This means in practice most institutional uses, including major ones such as schools and community centres, are not identified in Settlement Plans.

Settlement Plans for individual Settlement Areas are also provided in Chapter 7. Settlement Plans for Breslau, Elmira, and St. Jacobs are discussed below as they relate to institutional uses.

The Township OP recognizes three (3) distinct types of Settlement Areas:

- Residential Settlement
 - Crowsfoot Corner
 - Mundill
 - Weber
 - Martin Grove
- Service Settlement
 - Bloomingdale
 - Floradale
 - Maryhill
 - Stantz Station
 - West Montrose
 - Winterbourne
- General Urban Settlement
 - Breslau
 - Conestogo
 - Elmira
 - Heidelberg
 - St. Jacobs

The main distinction between Residential and Service Settlements is the presence of lands designated Core Area in the latter. Otherwise, lands not designated Environmental Protection and/or identified by the overlay for Natural Hazards are designated Urban which are primarily for low-density residential uses, though a limited range of non-residential use compatible with and appropriate for the Settlement Area may be permitted. It is assumed that institutional uses could fall within the latter direction on non-residential uses.

In addition to the Settlement Areas discussed, there are three (3) Rural Employment Areas found in the Township. These are existing clusters of small-scale, industrial and associated commercial and ancillary uses. Residential development is not permitted within Rural Employment Areas as their intended function is to provide employment opportunities compatible with the surrounding countryside. Institutional uses generally should not be encouraged to locate in Rural Employment Areas.

The Township OP regards Breslau, Elmira, and St. Jacobs as major General Urban Settlements and provides detailed land use plans and policy frameworks for each to guide their growth and development. Of the major General Urban Settlements, Elmira and St. Jacobs currently employ general designations listed in Township OP Section 7.4.1, with three designations—Core Area, Industrial, and Residential and Ancillary Uses—covering the vast majority of each Settlement Area’s land base (see Figures 1-2 below).

It is noteworthy that Section 7.4.2 provides more detailed land-use designations and associated policies for use in planning Designated Greenfield Areas, which in practice have only been applied in Breslau.

Among the additional land-use designations provided in Section 7.4.2 is Institutional (7.4.2.9) which permits the following uses subject to appropriate zoning:

- Community, recreational and cultural facilities;
- Assisted and special needs housing, including housing for seniors;
- Elementary schools;
- Secondary schools;
- Government offices;
- Places of worship;
- Cemeteries;
- Hospitals;
- Fire stations and ambulance bases;
- Parks, open space, pedestrian and bicycle routes; and
- Retail and commercial uses that are ancillary to any permitted uses.

In addition to land use designations, Chapter 7 provides design guidelines for residential development (7.9.4) and industrial and commercial development (7.9.5) in Settlements within Urban Areas and Township Urban Areas. Among the direction particularly relevant to this Report:

Policy 7.9.4 b) provides that a majority of residences should be within a 5-10 minute walk or 400 metres of an identifiable neighbourhood centre, which should contain all or some of the following:

- Public park;
- Day care facility;
- Convenience store;
- Post office/community mailboxes;
- Opportunity for Transit (Urban and Township Urban Areas); and
- Community hub (including schools, libraries, community centres).

Supplementary direction is provided encouraging “the use of community/institutional buildings and open spaces to terminate vistas and provide focal points..”

Policy 7.9.5 b) ii) indicates the Township will support development that “provides an integrated mix of uses, activities and experiences, including the provision of social and health facilities, arts,

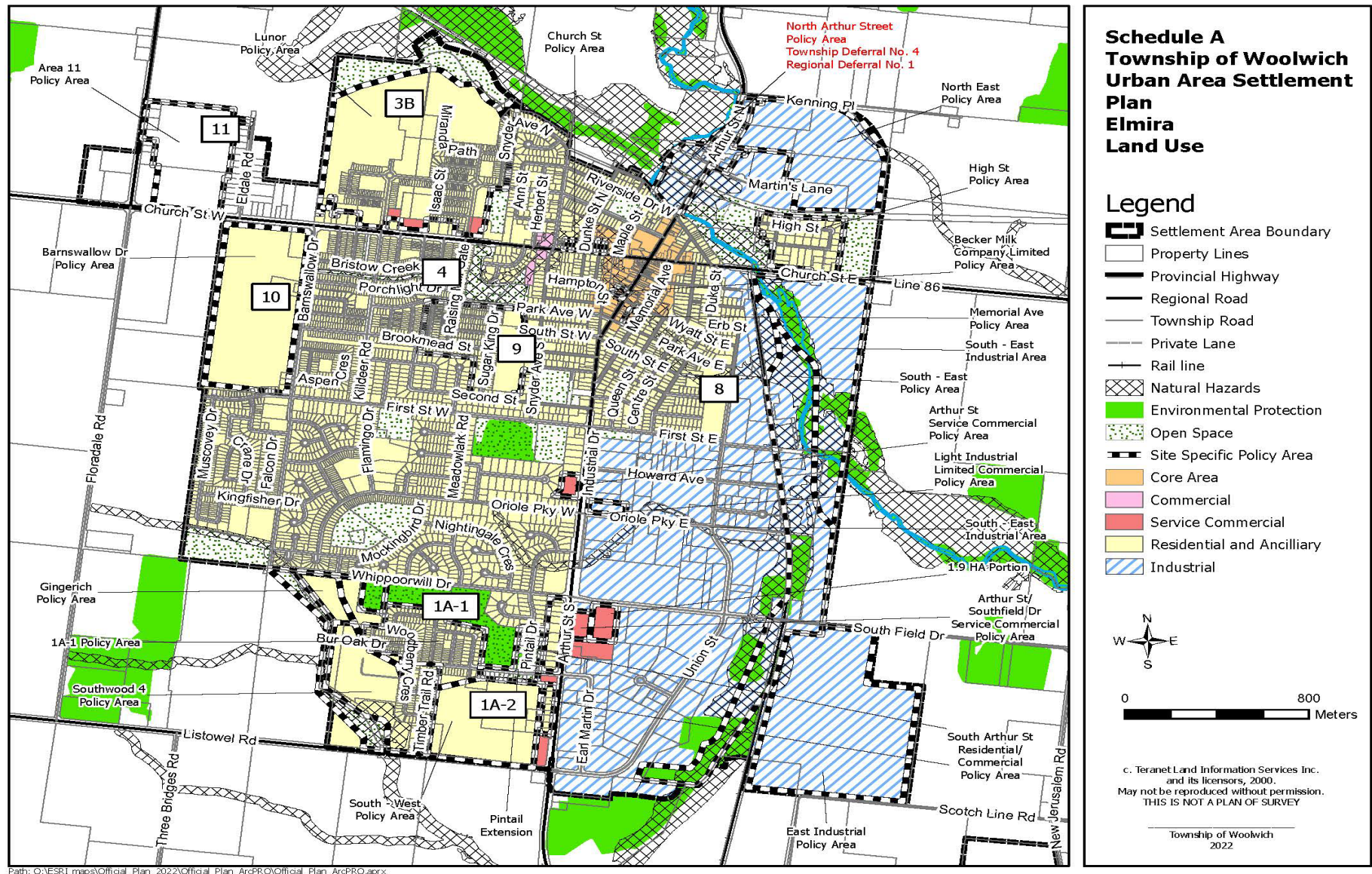


Figure 1 - Elmira Land-Use Plan

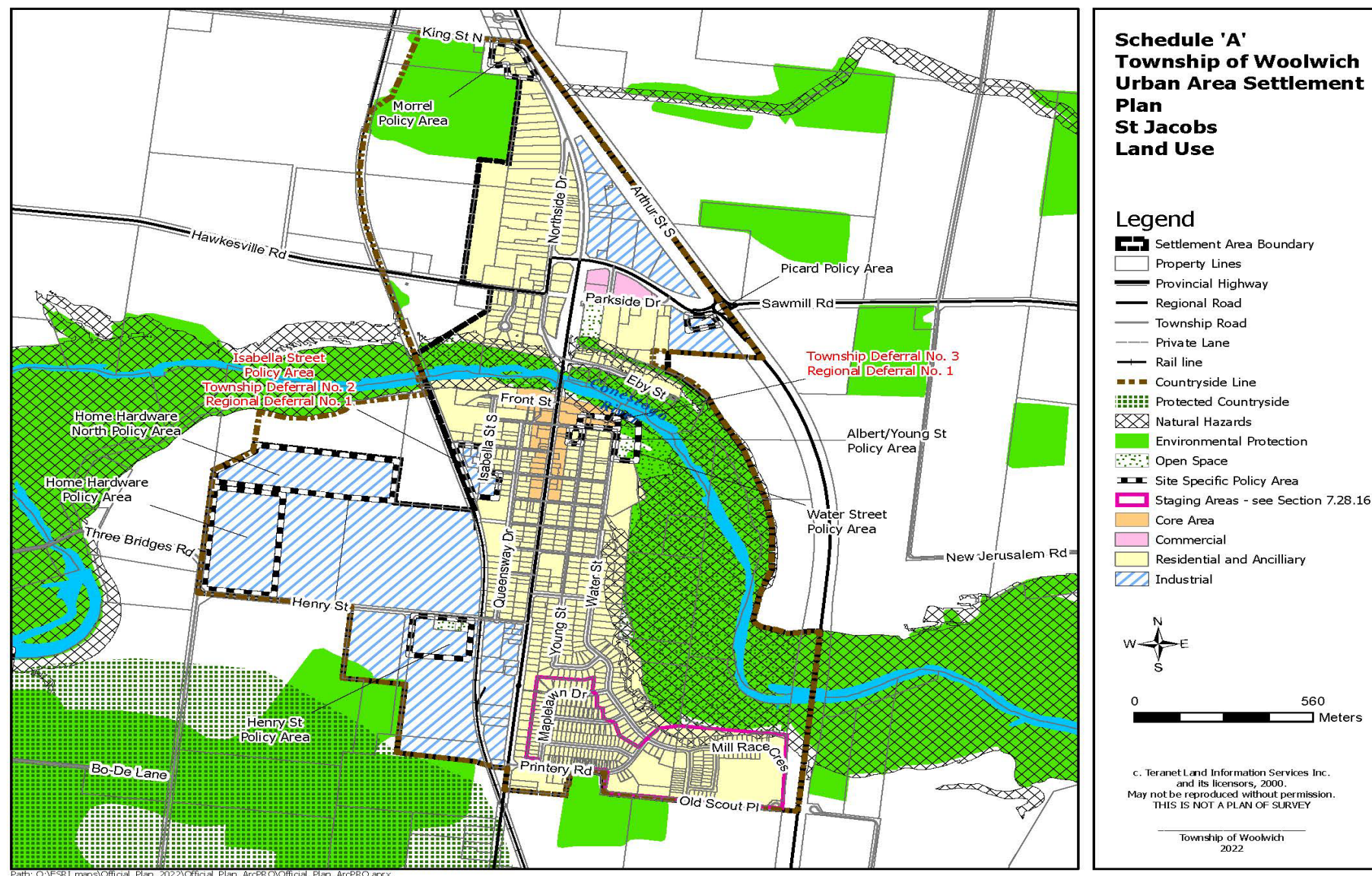


Figure 2 – St. Jacobs Land-Use Plan

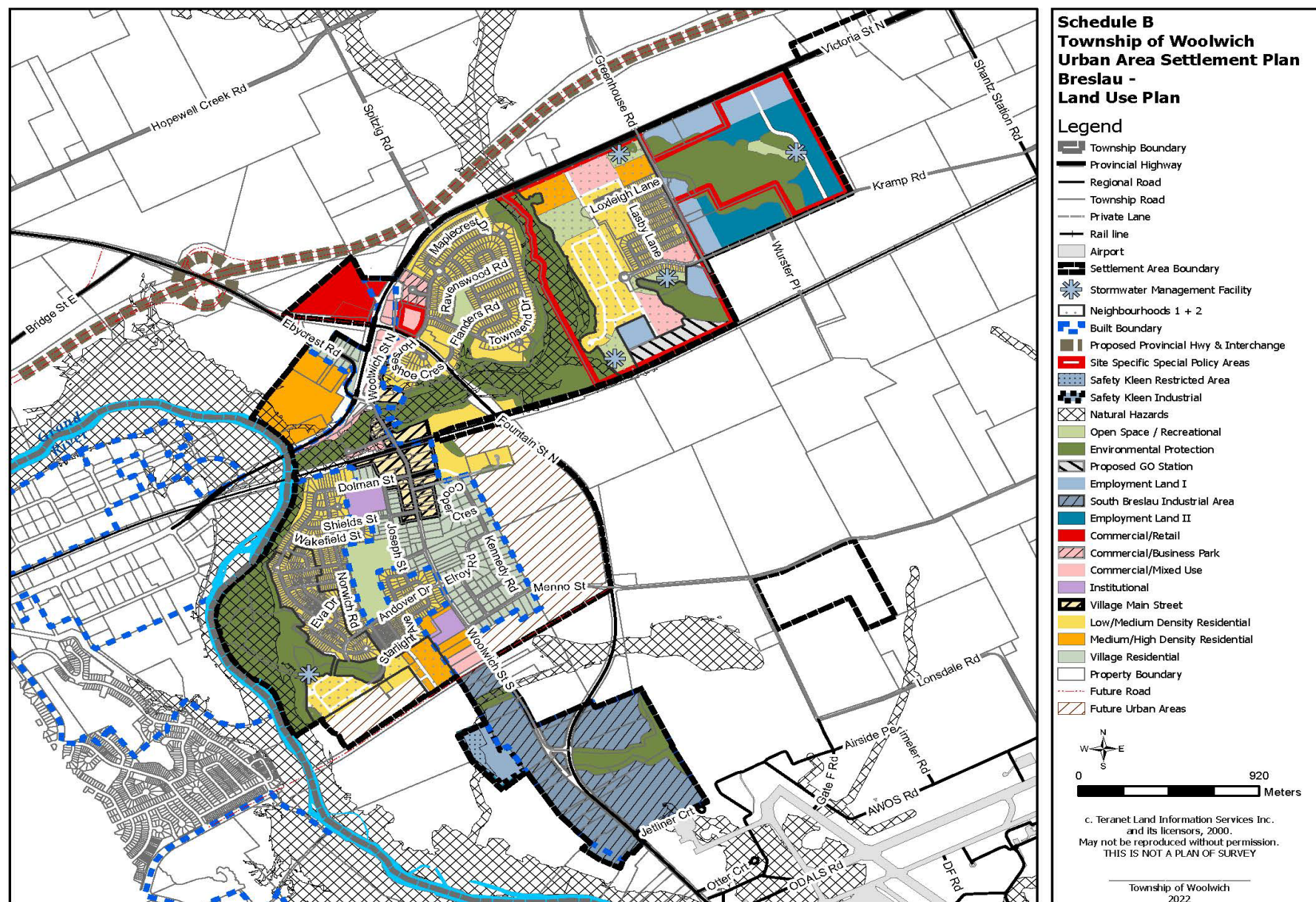


Figure 3 – Breslau Land-Use Plan

culture, recreation facilities, parks and green spaces”.

The preceding indicates the importance of institutional uses as part of the mix of uses that make complete communities and contribute to the achievement of 15-minute neighbourhoods. The policy above is focused on services and amenities primarily intended to serve residences within walking distance and create centrality at the neighbourhood scale. Uses with a wider intended service area should be located within or in close proximity to Core Areas to ensure they are accessible to the wider community, including surrounding rural-agricultural areas.

PUBLIC SERVICE FACILITIES

Chapter 14 provides policies to build strong and healthy communities which are vital to economic success and overall quality of life - and require investment and careful planning to achieve. While provision of public service facilities, such as libraries, schools, and social assistance and health facilities, primarily rests with senior levels of government, the Township plays a supportive role by directing public service facilities to locations where they best meet the needs of the community via its OP.

In this regard, policies in Section 14.1 of the Township OP commit the Township to coordinate planning, land-use planning, and investment in public service facilities and to co-locate and integrate public services with them to form community hubs. Policy 14.1.7 states existing public service facilities in Woolwich “that are located in or near Strategic Growth Areas and are easily accessible by active transportation and transit, where that service is available, should be the preferred location for community hubs.”

4. TOWNSHIP ZONING BY-LAW

The Township's Zoning By-law No. 55-86 includes an Institutional Zone (P). The regulations for an Institutional Zone (P) include various permitted uses:

PERMITTED USE	DEFINITION IN THE ZONING BY-LAW	DEFINITIONS
Art Gallery	No	
Cemetery	No	
Church of similar religious institution	Yes	2.19 "Church" means a building designed for and within which a religious ceremony is conducted for a congregation on a regular basis.
Community Building	No	
Day care centre operated by a public organization	No	2.96 "Private Home Day Care" means the temporary care for reward or compensation of five children or less who are under ten years of age where such care is provided in a private residence, other than the home of a parent or guardian of any such child, for a continuous period not exceeding twenty-four (24) hours.
Domiciliary Hostels	No	
Fire hall	No	
Government Building	No	
Hospitals or Clinic	No for Hospital Yes for Clinic	2.20 "Clinic" means a building within which a medical, dental, optical or chiropractic practice is carried on for the treatment of humans by one or more practitioners and shall not include a veterinary clinic.
Library	No	

PERMITTED USE	DEFINITION IN THE ZONING BY-LAW	DEFINITIONS
Museum	Yes	By-law 20-2005 passed March 29, 2005 (Stockyards Industrial/Commercial Area) 2.85a "Museum" means a building used for the preservation of a collection of paintings and/or other works of art, and/or objects of natural history, and/or mechanical, scientific and/or philosophical inventions, instruments, models and/or designs and dedicated or to be dedicated to the recreations of the public, together with any libraries, reading room, laboratories and/or other offices and premises used or to be used in connection therewith.
Nursery School	No	2.29 "Day Nursery" means a premises that receives more than five (5) children who are not of common parentage primarily for the purpose of providing temporary care and/or guidance for a continuous period not exceeding twenty-four (24) hours, where the children are under eighteen (18) years of age in the case of a day nursery for children with a developmental handicap or under ten (10) years of age in all other cases, but does not include: 2.29.1 Part of a public school, separate school, private school or school for the trainable retarded children under Education Act, R.S.O. 1990 c.E.2, as amended; 2.29.2 A place that is used for recreation and that is supervised by a municipal recreation director; 2.29.3 A children's mental health clinic.
Police Station	No	
Public Recreational Use	No	

PERMITTED USE	DEFINITION IN THE ZONING BY-LAW	DEFINITIONS
Residential Care Facility	Yes	By-law 83-2006 passed November 28, 2006 (General Amendment) 2.101b "Residential Care Facility" means a dwelling or part thereof occupied by three (3) or more persons, exclusive of staff, who by reason of their emotional, mental, physical or social condition or legal status, are cared for on a temporary or permanent basis in a supervised group setting. This shall include, for example, a group home, crisis care facility, residence for socially disadvantaged persons or nursing home, but shall not include a lodging house, foster care home or hospital.
Sanatorium	No	2.89 "Nursing or Convalescent Home" means any building or portion of a building other than a private or a public hospital where persons are housed or lodged and furnished with means and nursing care for a consideration.
School	Yes	2.110 "School" means an elementary or secondary school under the jurisdiction of a County Board of Education or School Board or a private school under Provincial charter.
Senior Citizen Centres	No	
YMCA, YWCA	No	
Accessory Uses	No	

A review of the Township's Zoning By-law found that institutional uses (or quasi-institutional uses) are permitted in various zones either as a permitted use or accessory/ancillary use. By their nature many institutional uses closely resemble the building form and scale of residential and commercial uses. For example, a seniors housing complex or nursing home generally takes the form of a low-rise or mid-rise building that could locate in a range of residential, commercial, or mixed-use areas subject to meeting compatibility requirements.

With respect to the permitted uses found in the Institutional Zone (P) listed above, many are also permitted in Residential and Commercial Zones. This reveals a degree of overlap in permitted uses between zones. This overlap supports inclusion of a general policy in the Township OP that permits institutional uses in all designations, subject to general compatibility criteria and any more specific regulations or evaluation criteria provided for the designation.

5. LOCATIONAL ANALYSIS OF INSTITUTIONAL USES IN WOOLWICH

To better understand the geography of institutional uses in Woolwich, Figures 4-7 below map community sites from a Township dataset, including municipal buildings and maintenance facilities, emergency services facilities, community centres, libraries, public and private schools, daycare centres, theatres, places of worship (i.e. churches), and cemeteries. In addition, seniors housing (retirement homes, adult living, long-term or extended care facilities), assisted living, and supportive housing locations were mapped based on available information online.

As noted above, the Institutional land use designation provided in Chapter 7 of the Township OP is only utilized in Breslau. Institutional zoning is used inconsistently for identified institutional uses in Breslau, Elmira, and St. Jacobs, as well as for institutional uses within the various Rural Settlements throughout the Township. Institutional uses in the Countryside—places of worship, privately-run schools (primarily Mennonite schoolhouses), and cemeteries—are zoned Agricultural.

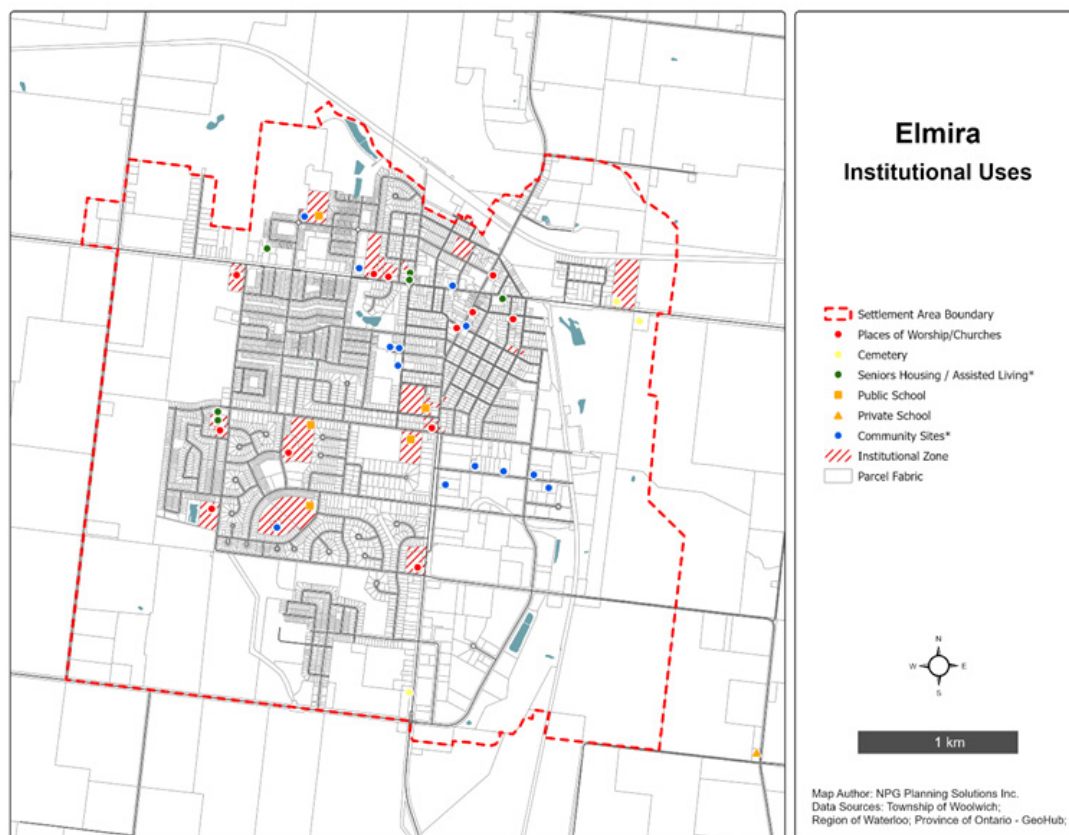


Figure 4 – Institutional Uses in Elmira

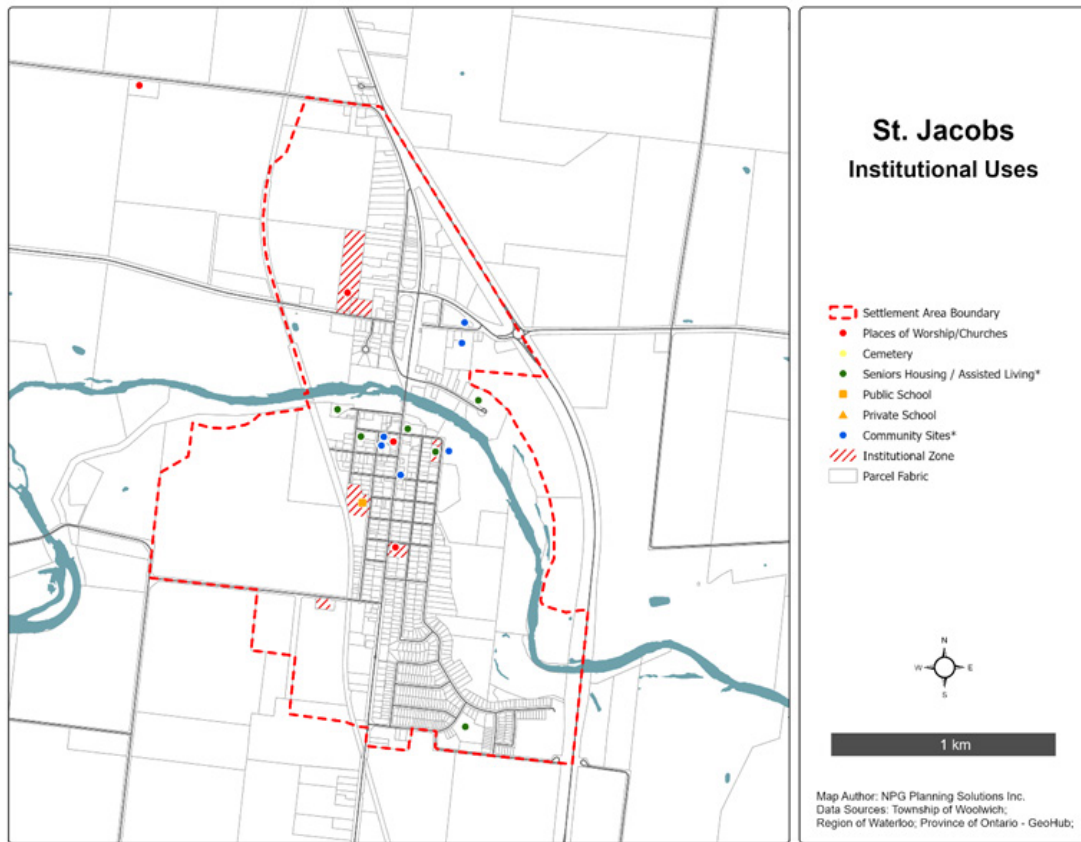


Figure 5 – Institutional Uses in St. Jacobs

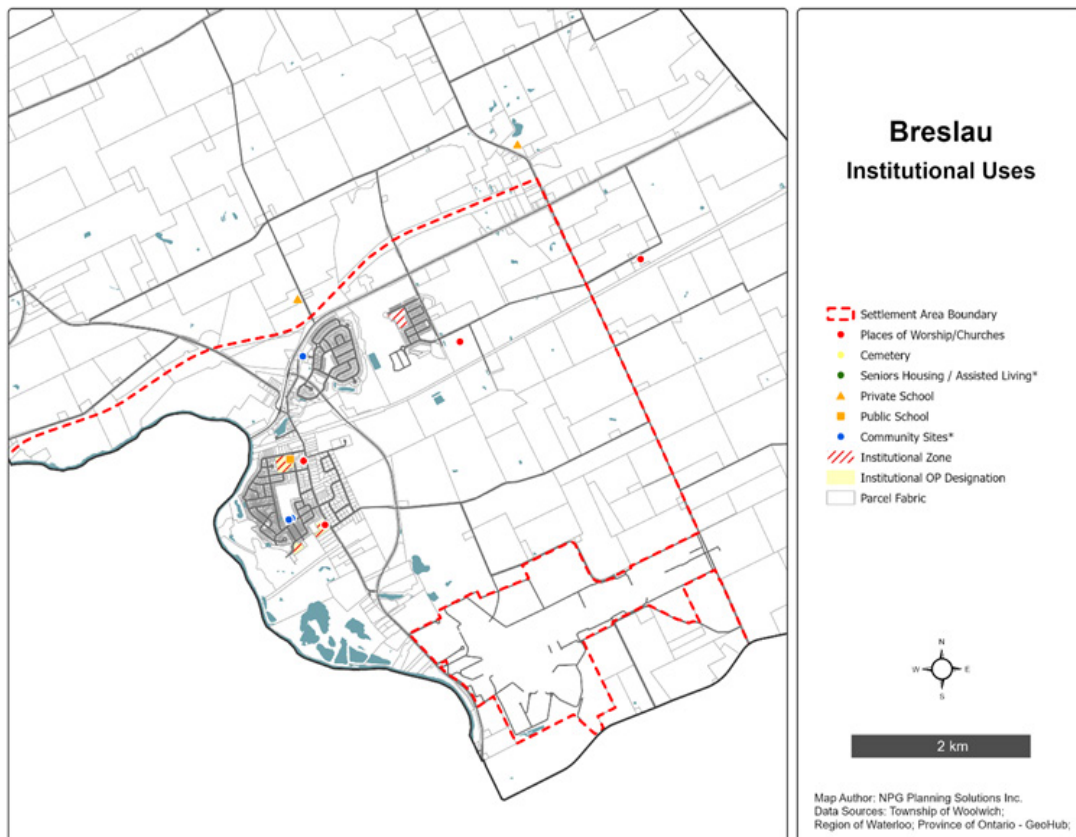


Figure 6 – Institutional Uses in Breslau

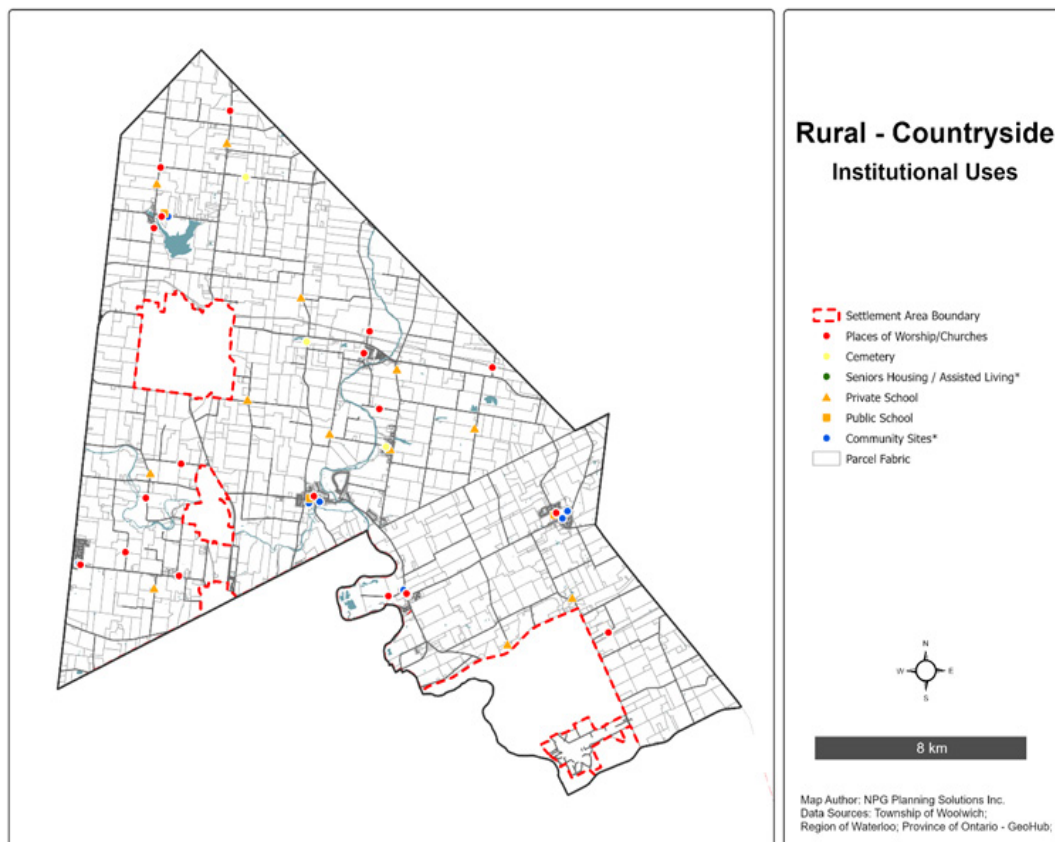


Figure 7 – Institutional Uses in Rural-Countryside

The mapping provided above does not include quasi-institutional uses - i.e. privately provided medical and community services. It can be anticipated that quasi-institutional uses will primarily locate in Core Areas and other lands designated Commercial or Service Commercial. Certain small-scale uses such as private home daycares, however, may locate in residential areas.

The Institutional Strategy presented in this Report did not carry out a needs analysis. As the Township is forecast to add 22,500 people by 2051, it can be expected that institutional uses will need to expand to accommodate this growth. Most of this growth will be accommodated in newer Designated Greenfield Areas where new major institutional uses such as schools may be planned for by designating appropriately located lands Institutional. For quasi-institutional uses the focus should be on ensuring the new Township OP provides a framework that can flexibly accommodate uses that should locate in commercial areas, or, where appropriate and compatible, within residential areas.

Finally, the mapping of places of worship identified churches in Woolwich. It is unclear where other faiths might locate in established areas under the current OP and zoning framework should demand for space materialize. In newer areas, it is equally unclear if provision for multiple faiths is being considered when master planning communities.

PART 3:

RECOMMENDATIONS AND NEXT STEPS

CONCLUSION

Part 3 of the Report outlines a recommended approach for institutional uses from a land-use planning perspective. The recommendations provided are intended to inform policy development for the new OP. It is recognized that established communities (urban and rural) and new areas to be developed within Urban Areas and Township Urban Areas (i.e., Designated Greenfield Areas) pose different planning challenges.

The recommendations below distinguish between the need to accommodate institutional uses—i.e., provide for their locational and functional needs—and the need to provide an appropriate policy framework to ensure institutional uses will be located where they are compatible with surrounding uses and best contribute to achieving the wider goals and objectives of the Township OP.

The ROP calls for 15-minute neighbourhoods where people can walk or cycle to meet their daily needs. The policy recommendations below consider this direction and seek to balance the preference for institutional uses to be located to meet this objective in Urban Areas (Breslau) and Township Urban Areas (Elmira and St. Jacobs) with the needs of Township residents living in surrounding Rural Settlement Areas and the Countryside.

RECOMMENDATIONS

ISSUE	RECOMMENDATION
Definitions	• The new Township OP should define institutional uses in a two-fold manner: ○ To identify those institutional uses that are subject to PPS policy direction prohibiting them from locating within hazardous lands and hazardous sites. ○ Outline the general characteristics and typical uses that would qualify other buildings, structures, or uses as institutional when interpreting OP policies. • Provide a definition of major institutional use and rural institutional use. The definition of major institutional use should outline the types of uses that may qualify and general characteristics related to scale and anticipated impacts that distinguish them from non-major institutional uses.

ISSUE	RECOMMENDATION
Land Use Designations	• Provide an Institutional land-use designation to identify lands for major institutional uses. • Provide policy to address when an Institutional land-use designation should be applied: ○ When comprehensively planning for the future development of lands identified as Designated Greenfield Areas. ○ When development applications propose a new major institutional use in established communities or neighbourhoods. • Provide policy to direct major institutional uses to appropriate locations where they will be transit-supportive and integrated with existing or planned active transportation facilities. • Provide policy to address situations where all or part of lands designated Institutional in Designated Greenfield Areas are no longer required for a major institutional use. The policy should specify a timeframe after which effected lands may without amendment convert to residential or commercial/mixed use, as deemed appropriate by the Township. Consider use of a holding provision in implementing zoning to facilitate development of alternate permitted uses on part or all of the site to further streamline the process.

ISSUE	RECOMMENDATION
General Policies	• Permit most institutional uses in all land-use designations, subject to general policies and evaluation criteria that address compatibility. • Provide policy direction to address Township preference for what should occur when public lands hosting institutional uses are deemed surplus. • Clarify that general policies for institutional uses apply except where they conflict with or are superseded by more detailed policy direction provided in policies for individual land-use designations, a Settlement Plan, Secondary Plan, or other Area or Site-Specific Policy in the OP. • Provide general policy direction on where institutional uses should locate to assist in achieving wider objectives and goals of the Township OP. • Provide general policy direction on design or site planning for institutional uses. Indicate what will be considered when reviewing development applications, including any relevant guidelines or policy manuals that should be consulted. • Provide general policy direction on what should be regulated in zoning by-laws and when a zoning by-law amendment should be required to permit development of an institutional use.
Within Residential Areas	• Generally, limit institutional uses to those that are small in scale and would contribute to achieving 15-minute neighbourhoods, as per ROP policy direction.
Within Commercial or Mixed Use Areas	• Encourage institutional uses to locate in commercial or commercial/mixed use areas, particularly those identified in the current Township OP as Core Areas.
Within Employment Areas	• Permit institutional uses that support employment uses and/or are ancillary to an employment use. • Prohibit major institutional uses from locating in Employment Areas planned for industrial or manufacturing uses.
Within Countryside	• Maintain existing policy framework for rural institutional uses.

NEXT STEPS

The recommendations above will inform the development of institutional policies for the new Township OP. The review conducted to prepare this Report, as well as insights taken from the focus group meeting, suggest the new Township OP should provide a stronger land-use planning framework for institutional uses to support achieving complete communities based on the 15-minute neighbourhood planning concept advanced by the ROP, as amended by ROPA 6.

APPENDIX A:

TOWNSHIP OF LAND-USE DESIGNATIONS

GENERAL DESIGNATIONS

Designation	Permitted uses considered institutional/ quasi-institutional
7.4.1 GENERAL DESIGNATIONS	
7.4.1.1 Urban Designation	May allow a limited range of non-residential uses that are compatible and appropriate for the Settlement Area without amendment to this Plan.
7.4.1.2 Residential & Ancillary Uses Designation	Schools, churches
7.4.1.3 Core Area Designation	According to section 7.4.1.3 of the OP – commercial and service areas will be encouraged...
7.4.1.4 Commercial Designation	According to Section 7.4.1.4 predominant use of the land so designated shall be for commerce which is defined as the buying and selling of goods and services, and offices.
7.4.1.5 Service Commercial Designation	Funeral home, Medical clinic
7.4.1.6 Industrial Designation	Health Care Services
7.4.1.7 Industrial/Commercial Designation	Health Care Services
7.4.1.8 Open Space Designation	Cemeteries
7.4.1.9 Environmental Protection Designation	ii) “Within the defined ecological buffer ... compatible land uses that may be permitted include ... school grounds...”
7.4.2 DESIGNATIONS FOR TOWNSHIP URBAN AREAS AND URBAN AREAS	
7.4.2.1 Low/Medium Density Residential Designation	Assisted/Special needs housing; Public Community Uses (e.g. fire halls, community centres, schools); Places of Worship
7.4.2.2 Medium/High Density Residential Designation	Assisted/Special needs housing; Public Community Uses (e.g. fire halls, community centres, schools); Institutional Uses
7.4.2.3 Commercial/ Mixed Use Designation	Assisted and special needs housing; Institutional Uses;
7.4.2.4 Commercial/Business Park Designation	Commercial Schools; Fire stations, police stations, ambulance bases;

Designation	Permitted uses considered institutional/ quasi-institutional
7.4.2.5 Commercial/Retail Designation	Fire stations, police stations, ambulance bases;
7.4.2.6 Employment Land I Designation	Institutional uses, including government services, research and training facilities and ancillary retail and service uses and restaurants only where internally integrated as a component of an institutional or office building; Private sector commercial or trade schools; Fire stations, police stations, ambulance bases; Daycare centres/schools may be permitted in the Employment Land I Designation.
7.4.2.7 Employment Land II Designation	Fire stations, police stations, ambulance bases ;
7.4.2.8 GO Station Designation	N/A
7.4.2.9 Institutional Designation	Community, recreational and cultural facilities; Assisted and special needs housing, including housing for seniors; Elementary schools; Secondary schools; Government offices; Places of worship; Cemeteries; Hospitals; Fire stations and ambulance bases; Parks, open space, pedestrian and bicycle routes; Retail and commercial uses that are ancillary to the permitted uses
7.4.2.10 Open Space Recreational Designation	Community, recreational and cultural facilities;

BRESLAU

Designation	Permitted uses considered institutional/quasi-institutional
7.26.6.2 Village Main Street Designation	Institutional uses in accordance with Section 7.26.6.6; Parks, open space, pedestrian and bicycle routes;
7.26.6.3 Village Residential Designation	Institutional uses in accordance with Section 7.26.6.6; Parks, open space, pedestrian and bicycle routes;
7.26.6.4 Low/Medium Density Residential Designation	In accordance w/ Section 7.4.2.1: Assisted/Special needs housing; Public Community Uses (e.g. fire halls, community centres, schools); Places of Worship
7.26.6.5 Medium/High Density Residential Designation	In accordance w/ Section 7.4.2.2: Assisted/Special needs housing; Public Community Uses (e.g. fire halls, community centres, schools); Institutional Uses
7.26.6.6 Institutional Designation	In accordance w/ Section 7.4.2.9: Community, recreational and cultural facilities; Assisted and special needs housing, including housing for seniors; Elementary schools; Secondary schools; Government offices; Places of worship; Cemeteries; Hospitals;

Designation	Permitted uses considered institutional/quasi-institutional
	Fire stations and ambulance bases; Parks, open space, pedestrian and bicycle routes; Retail and commercial uses that are ancillary to the permitted uses
7.26.6.7 Commercial/Mixed Used Designation	In accordance w/ Section 7.4.2.3: Assisted and special needs housing; Institutional Uses;
7.26.6.8 Open Space – Recreational Designation	In accordance w/ Section 7.4.2.10: Community, recreational and cultural facilities; f) The parks within the Open Space – Recreation designation on Schedule ‘B’ are intended to serve local neighbourhoods within Breslau. Existing and new parks should: v. Where appropriate, be integrated with other institutional and community facilities such as schools; h) Public parks and open space along with associated public active and passive recreational facilities including, but not limited to, community centres, pools, splash pads, arenas, pedestrian and cycling trails, other compatible special purpose uses or events and accessory uses, buildings and structures, may be permitted in all land use designations, with the exception of the Environmental Protection designation, where the permitted recreational uses are set out more specifically.
7.26.6.9 Proposed GO Station Designation	In accordance w/ Section 7.4.2.8: N/A
7.26.7.3 Commercial/Retail Designation	In accordance w/ Section 7.4.2.5: Fire stations, police stations, ambulance bases;
7.26.7.4 Employment Land I Designation	In accordance w/ Section 7.4.2.6: Institutional uses, including government services, research and training facilities and ancillary retail and service uses and restaurants only where internally integrated as a component of an institutional or office building; Private sector commercial or trade schools; Fire stations, police stations, ambulance bases; Daycare centres/schools may be permitted in the Employment Land I Designation. ;
7.26.7.5 Employment Land II Designation	In accordance w/ Section 7.4.2.7: Fire stations, police stations, ambulance bases ;
7.26.7.6 South Breslau Industrial Area Designation	The South Breslau Industrial Area classification of land shall mean that the predominant use of the land in the area so designated shall be for industry which is defined as manufacturing, extracting and processing of materials, service, assembly and fabricating, repair workshops and storage. Additional uses permitted in Section 7.4.1.6 may be considered: Health Care Services

Designation	Permitted uses considered institutional/quasi-institutional
7.26.7.7 Safety Kleen Industrial Designation	N/A
7.26.7.8 Commercial/Business Park Designation	In accordance w/ Section 7.4.2.4: Commercial Schools; Fire stations, police stations, ambulance bases;
7.26.10 SITE SPECIFIC POLICY AREAS	
7.26.10.1 Site-Specific Policy Area 1 (Hopewell Crossing Mixed-Use)	Proposes a mixed-use development on site consisting of employment, residential, commercial, institutional and community uses.

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Designation	Permitted uses considered institutional/quasi-institutional
RESIDENTIAL & ANCILLARY LAND USES	
7.29.6.3 Neighbourhood Commercial Facility	b) "Permitted commercial uses include offices and establishments where goods and services are offered, but no incidental processing, repair and/or outdoor commercial activity is permitted that may negatively impact neighbouring residential areas."
7.29.6.4 Convenience Commercial Facility	Medical/Dental office; Personal services;
7.29.6.1 GENERAL COMMERCIAL LAND USES	
7.29.6.2 Core Area	a) "The Core Area designation shall be the primary commercial, service and office area of the Elmira Settlement Area" g) The Core Area designation shall coincide with the Township Urban Growth Centre designation which is shown conceptually on Map 5.4. As a Growth Centre the Core area shall be developed: ii) As a focal point for retail and investment in institutional and local human services, as well as recreational, cultural and entertainment land uses
7.29.6.5 Service Commercial	Uses permitted in Section 7.4.1.5: Funeral home; Medical clinic.
7.29.7 INDUSTRIAL LAND USES	
7.28.7.1 Industrial	N/A

Designation	Permitted uses considered institutional/quasi-institutional
7.29.8 INSTITUTIONAL LAND USES	
7.29.8.1 School Policies	Schools; Additional Public Elementary School site and Separate Elementary School sites may be required to serve the proposed growth population of the Elmira Settlement Area and will be permitted within the Residential and Ancillary Uses designation without amendment to this Plan; Schools should be planned and located where possible next to open space.
7.29.9 OPEN SPACE LAND USE POLICIES	
7.29.9.1 Open Space	In accordance w/ section 7.4.1.8: Cemeteries, major park areas, major school sites.
7.29.9.3 Parks	N/A

Note: Mapping only shows Core Area, Commercial, Residential & Ancillary and Industrial land uses.

ST. JACOBS

Designation	Permitted uses considered institutional/quasi-institutional
RESIDENTIAL & ANCILLARY LAND USES	
7.29.8.1 School Policies	Schools; Additional Public Elementary School site and Separate Elementary School sites may be required to serve the proposed growth population of the Elmira Settlement Area and will be permitted within the Residential and Ancillary Uses designation without amendment to this Plan; Schools should be planned and located where possible next to open space.
7.28.5 Residential	Public and separate elementary school; Places of worship and other institutional uses such as day care centres and nursing homes. *cemeteries are excluded
GENERAL COMMERCIAL LAND USES	
7.28.6.2 Core Area	b) "The Core Area designation shall be the primary commercial, service and office area of the St. Jacobs Settlement Area" c) "To encourage a broad range of commercial uses and service uses..."
7.28.6.4 Commercial	According to Section 7.4.1.4 "predominant use of the land so designated shall be for commerce which is defined as the buying and selling of goods and services, and offices."

Designation	Permitted uses considered institutional/quasi-institutional
7.28.7.1 Industrial	N/A
7.28.8 INSTITUTIONAL LAND USE POLICIES	
7.28.8.1 School Policies	Schools
7.28.9 OPEN SPACE DESIGNATION	
7.28.9.1 Open Space	In accordance w/ section 7.4.1.8: Cemeteries
7.28.9.3 Parks	N/A

Note: Mapping only shows Core Area, Commercial, Residential & Ancillary and Industrial land uses.