Development Services Staff Report

Report Number:	DS07-2025
Report Title:	Preferred Breslau Secondary Plan - Land Use Plan
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Consent Item:	No
Final Version:	Yes
Reviewed By:	Deanne Friess, Director of Development Services
Final Review:	Senior Management Team

Recommendation:

That the Council of the Township of Woolwich, considering Report DS07-2025 respecting Preferred Breslau Secondary Plan - Land Use Plan:

1. Accept this report as information; and
2. Adopt Attachment 1 of this Report as the 'Preferred Breslau Secondary Plan – Land Use Plan' for the purpose of incorporating it into the new Township Official Plan as part of the Comprehensive Official Plan Review public consultation process.

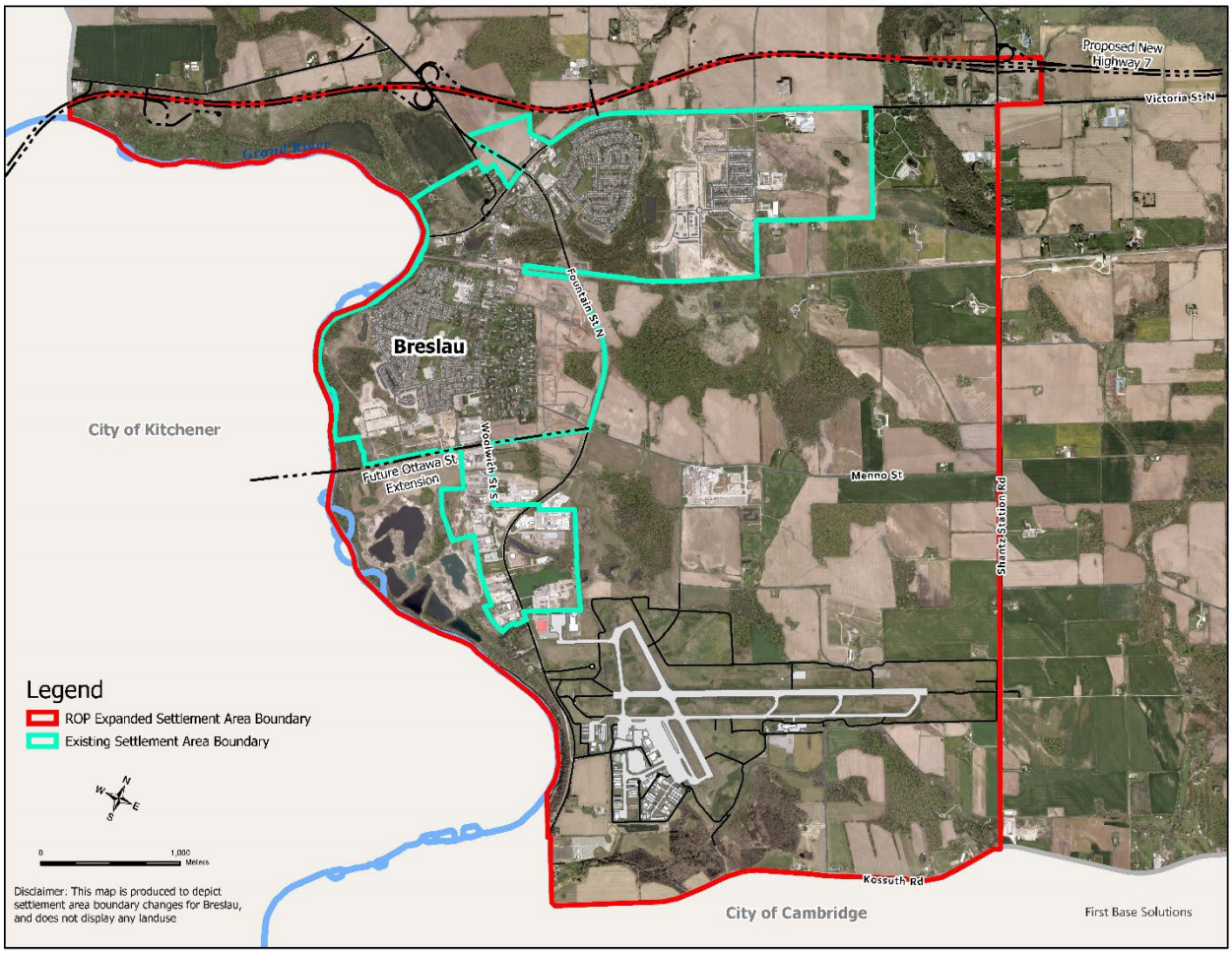
Background and Comments:

The Breslau Settlement Area, outlined on the map below in red, is comprised of the older village residential, the village main street, new residential areas, commercial areas and employment areas. The current Breslau Urban Area Settlement Plan was adopted by Council in 2016 and was incorporated in the Township Official Plan that was approved in 2022. Since 2016, several planning related directives, primarily from the Province, have occurred that require the Township to prepare a new Official Plan for Woolwich Township. These directives from the Province have occurred in the form of several legislative Bills requiring planning authorities at Regional/County and municipal levels to implement revised planning directives and procedures set out in The Planning Act of Ontario and the Provincial Planning Statement (Previously know as the Provincial Policy Statement). The ongoing preparation of a new Official Plan will include within it, specific policies to guide future growth in Breslau which are being developed through the Breslau

Secondary Plan exercise. The planning policies for Breslau, as will the Township wide new Official Plan, will guide land use, growth and development across the entire Township, while the Breslau Settlement Plan will contain specific policies to guide growth and development in the Breslau area, to the planning horizon of 2051. Specific policies intended, on a broad scale, within the Breslau Settlement Plan will include but are not limited to Land Use designations, Community Structure, Transportation, Growth Management, Staging policies and Major Transit Station Area including the planned Go Station and Site Specific policies.

A significant factor to account for within a 'Preferred Breslau Secondary Plan – Land Use Plan' is the increase to the overall Breslau Settlement Area boundary that was added by the Province in April 2023 and included with the last update, known as ROPA 6, to the Region of Waterloo Official Plan. The Province reconfirmed this expanded urban boundary for Breslau in early 2024. The new expanded Settlement Area boundary for Breslau is outlined in red in the figure below. The current Settlement Area as contained in the current Township's Official Plan is 617 hectares as outlined in green in the figure below; and the new Settlement Area (including Airport lands) is 2508 hectares. This represents an approximate 400% expansion to its existing Settlement Area / urban designated lands or an increase of 1891 hectares. The Township was supportive of this additional added land provided that it was developed in a phased and staged manner to appropriately manage the growth in the area and ensure a connected, complete community with services and amenities to accommodate the future and exiting community.

Figure 1 – Breslau Settlement Area Boundary – Existing and Proposed



There have been two prior Breslau Community Open Houses, the first being held on June 22, 2023, and the second one held on June 26, 2024, both held at the Breslau Community Centre. Prior circulation notices of these open houses were provided to the public and the local development community and notice published in The Observer and posted on the Woolwich Township website – 'Engage Page' as well as the Region of Waterloo Engage Page. The purpose of the first open house was to discuss and receive comments from residents of the Breslau area, the development community and members of the public on the following broad topics:

- Discuss the current vision for Breslau and suggested revisions to the vision as they are in the current Woolwich Township Official Plan and Breslau Settlement Plan.
- Discuss the current guiding principles for Breslau and discuss suggested revisions to those principles.

- Discuss the current and preliminary/future transportation strategy for Breslau.
- Discuss the current and preliminary/future servicing strategy.
- Present and discuss existing and proposed revisions to current natural environment policies applicable to the existing and proposed expanded Breslau Settlement Area. Discuss where gaps exist in the environmental analyses for the new expanded urban area of Breslau.
- Present and discuss three Concept Land Use Plans based on the expanded Settlement Boundary Area for Breslau. Each of the three concepts had a different focus as follows: Concept 1 – Employment Focus, Concept 2 – Residential Focus, Concept 3 – Mix Use Focus.

The notices provided for this first open house meeting as well as stated at this open house encouraged submission of written comments in addition to comments noted at the June 2023 open house.

Considering the discussion and comments received from the first public open house meeting, a second public open house was held on June 26th with updated plans. Considering all comments received from both public open house meetings, the 'Concept 2 – Residential Focus' as further refined was determined to be the preferred plan. The purpose and focus of the discussion at the second open house were as follows:

- To provide an update on what has occurred since the 1st Public Consultation Session.
- To summarize the public feedback from the surveys and written submissions received to date.
- To present a proposed Preferred Land Use Plan, Conceptual Staging Plan, Sanitary Servicing Scheme and Transportation Network Strategy that achieves a planned and sustainable community for the new urban settlement limits of Breslau. To highlight changes to Breslau's vision statement, guiding principles, and other planning policies in the Township's Official Plan that achieves a planned and sustainable community to appropriately implement the Preferred Land Use Plan.

Survey questions were also distributed to those in attendance at the second open house and answers to those question recorded. The survey was also available on the Township Engage Page. The survey questions where as follows:

- What is your favourite thing(s) about Breslau;
- What is your least favourite thing(s) about Breslau;
- As Breslau grows, I would like to see more of these types of housing;
- Housing growth in Breslau should be accommodated through high density (e.g. taller buildings) on vacant lands;
- Do you agree or disagree with the statement that – It is important for me to both live and work in Breslau;
- Do you agree or disagree with the statement – "I find it easy to walk to places within Breslau";

- Do you agree or disagree with the statement that – I like to bike around Breslau for recreational purposes;
- What three items do you think are needed in Breslau in the next 10 years;
- What municipal or recreational items do you feel are needed in Breslau;
- List three words/short sentences that describes your vision of the ideal Breslau 25 years from now;
- Of the three Concepts previously provided, which do you think is the best concept for a future Breslau and why;

Also presented and discussed at the June 2024 open house were the following parameters that a Preferred Breslau Land Use Plan needs to accommodate is the following:

- By 2051, Woolwich will have about **51,000 people (as projected in ROPA #6)**, of which, **approximately 14,000 people will be in Breslau**, 24,000 people will be in Elmira, 5,000 people in St. Jacobs and the rest in the smaller settlements and rural area.
- Projected long-term population in Breslau is a minimum of **30,000 residents but maybe closer to 45,000 residents**, and employment at approximately **9,000 jobs**. The population projection is based on a minimum gross density of 55 people/jobs per hectare as contained in the policies of the Breslau Settlement Plan.
- Existing natural heritage features and buffer areas continue to be identified.
- The limits of the Waterloo Region International Airport (the “Airport”) lands are identified with a brown shading and the existing/future land uses will be in accordance with the Region’s Airport Growth Plan/future Zoning By-law provisions.
- General locations for potential recreational facilities to serve Breslau’s ultimate 2051 population are identified. The types of facilities (e.g., arena, pools, fields, etc.) and specific locations will be determined through the Recreational Master Plan scheduled to be completed by the end of 2024.

Further updated information was also presented and related discussions occurred at the second open house on the same items noted on page two of this report. In addition, based on verbal and written comments received from the two public open house meetings and revisions were drafted to the Breslau Vision Statement and Guiding Principles. This will be included in the pending Breslau Settlement Plan to be included in the proposed new Woolwich Township Official Plan. Public and agency written comments received are included in Attachment 3 with staff response in Attachment 4. In response to the submissions received from the public and agencies, further refinements to the Preferred Breslau Land Use Plan were made since the June 2024 public open house.

Interdepartmental Impacts:

While there are no interdepartmental impacts with Council adopting a Preferred Breslau Land Use Plan, it is important to note that several internal department and division meetings have occurred to inform the locations, general size and type of land use designations illustrated on Attachment 1. This includes meetings and discussions with Infrastructure Services, Fire, Building, Development Engineering and Recreation and Community Services.The development of the planning policies for Breslau, as well as the associated staging, servicing strategy, transportation and environmental plans will require internal department collaboration.

Financial Impacts:

No financial cost to the Township are associated with the adoption of this Plan. However as noted below, in the Conclusion section of this report, one of the milestone commitments the Township has identified related to its Housing Accelerator Fund (HAF) initiatives with the Federal government, is the completion of a preferred land use plan for Breslau. Council's adoption of the Preferred Breslau Land Use Plan in Attachment 1 would fulfil this particular HAF funding initiative and go towards securing the Township's next HAF installment of approximately $1.6 million due next month.

Strategic Plan Impacts:

Council's adoption of a Preferred Breslau Land Use Plan will cultivate long-term economic prosperity and sustained and managed growth for Township. This action will allow Township staff to advance the land use and staging of development policies in Breslau, as well as the associated plans (staging, transportation and environmental) that will be included in a new Township wide Official Plan..

The adoption of this Plan supports Woolwich's long-term prosperity goals by enabling responsible and sustainable growth and fostering a balanced mix of land uses and housing options to ensure Breslau develops as a complete and well connected community. This will help create future job opportunities, economic growth and stability for the Breslau Community for future generations

Conclusion:

At this time, based on having completed a comprehensive public engagement process as detailed above as well as holding several further meetings, discussions and consultation with members of the public, commenting agencies and developers Staff is requesting Council's endorsement of a Preferred Breslau Land Use Plan. This endorsement will provide Staff with the required directive to then finalize and circulate to the public and commenting agencies a draft Township wide Official Plan which will include the Preferred Breslau Land Use Plan, as well as other associated proposed Plans (e.g., Community Structure Plan, Transportation /Mobility Plan, Staging Plan, etc.) and policies. The

Preferred Breslau Land Use Plan includes all current available and accurate natural environment constraints mapping from the Province, Region of Waterloo and GRCA. It also illustrates all existing road and planned/potential collector roads as illustrated on Attachment 2 being the Draft Breslau Transportation Plan. Several meetings and discussions with Township Infrastructure Services and Recreation and Community Services have occurred over the 12 to 18 months to confirm related details illustrated on the Preferred Breslau Land Use Plan. The preferred Breslau Land Use Plan aligns with the current servicing strategy (e.g. East Side Lands Sanitary Servicing Environmental Assessment) and transportation mobility plan that was or are being completed as part of this planning exercise.

In addition, one of the milestone commitments the Township has identified related to its Housing Accelerator Fund (HAF) initiatives with the Federal government is the completion of a preferred lands use plan for Breslau. Council's adoption of the Preferred Breslau Land Use Plan in Attachment 1 would fulfil this particular HAF initiative.

As noted above, Councils endorsement of this Preferred Breslau Secondary Plan – Land Use Plan as noted above, will provide staff with the required directive to then finalize and circulate to the public and commenting agencies a draft Township wide Official Plan which included within will be the proposed Breslau Settlement Plan. Staff expects to hold further public meetings and open house on the draft new Official Plan later this year. This endorsement will also complete a critical milestone commitment with the Townships agreement on Housing Accelerator Funding.

Attachments:

1. Preferred Breslau Secondary Plan – Land Use Plan
2. Draft Breslau Transportation Plan
3. Public and Agency Comments
4. Public and Agency Comments and Response