Community and Infrastructure Services Committee
Agenda

Monday, April 3, 2023, 2:00 p.m. - 4:30 p.m.
Council Chambers - Hybrid
City of Kitchener
200 King Street W, Kitchener, ON N2G 4G7

People interested in participating in this meeting can register online using the delegation registration form at www.kitchener.ca/delegation or via email at delegation@kitchener.ca. Please refer to the delegation section on the agenda below for registration in-person and electronic participation deadlines. Written comments received will be circulated prior to the meeting and will form part of the public record.

The meeting live-stream and archived videos are available at www.kitchener.ca/watchnow.

Accessible formats and communication supports are available upon request. If you require assistance to take part in a city meeting or event, please call 519-741-2345 or TTY 1-866-969-9994.

Chair: Councillor M. Johnston
Vice-Chair: Councillor D. Schnider

Pages

1. **Commencement**

2. **Disclosure of Pecuniary Interest and the General Nature Thereof**
   Members of Council and members of the City's local boards/committees are required to file a written statement when they have a conflict of interest. If a conflict is declared, please visit www.kitchener.ca/conflict to submit your written form.

3. **Consent Items**
   The following matters are considered not to require debate and should be approved by one motion in accordance with the recommendation contained in each staff report. A majority vote is required to discuss any report listed as under this section.

3.1	2023 Community Grants Tier 2, CSD-2023-087		3
3.2	30 Francis Street South - Zoning By-law Amendment, Lifting of Holding Provision ZBA23/003/F/CD, 30 Francis Kitchener Incorporated, DSD-2023-112		9

4. Delegations

Pursuant to Council's Procedural By-law, delegations are permitted to address the Committee for a maximum of five (5) minutes. All Delegations where possible are encouraged to register prior to the start of the meeting. For Delegates who are attending in-person, registration is permitted up to the start of the meeting. Delegates who are interested in attending virtually must register by 12 noon on April 3, 2023, in order to participate electronically.

4.1	Item 5.1. Matthew Day, Waterloo Region Community Energy		

5. Discussion Items

5.1	Harmonized Green Development Standards Phase 2 Project Launch, DSD-2023-109 *(Staff will provide a 5-minute presentation on this matter.)*	45 m	21
5.2	Mill Courtland Community Centre Expansion Business Case, CSD-2022-422 *(Staff will provide a 5-minute presentation on this matter.)*	45 m	122
5.3	Erinbrook Drive Traffic Safety Study & Hot Spot Improvements, DSD-2023-113 *(Staff will provide a 5-minute presentation on this matter.)*	20 m	215

6. Information Items

6.1	2022 Election Overview, COR-2023-091	225
6.2	Integrity Commissioner Annual Report - July 1, 2021 to June 30, 2022, COR-2023-090	235

7. Adjournment

Marilyn Mills
Committee Administrator

REPORT TO:	**Community and Infrastructure Services Committee**
DATE OF MEETING:	**April 3, 2023**
SUBMITTED BY:	**Michael May, Deputy Chief Administrative Officer, 519-741-2200 ext. 7079**
PREPARED BY:	**Carrie Kozlowski, Executive Assistant, 519-741-2200 ext. 7395** **Elin Moorlag Silk, Interim Manager, Service Coordination & Improvement, 519-741-2200 ext. 7193**
WARD(S) INVOLVED:	**All Wards**
DATE OF REPORT:	**February 22, 2023**
REPORT NO.:	**CSD-2023-087**
SUBJECT:	**2023 Community Grants Tier 2**

RECOMMENDATION:

That 2023 community grants (Tier 2) in the amount of $198,137 be approved as outlined in Attachment A to Community Services Department report CSD-2023-087; and further,

That the following organizations be approved to move to the Tier 1 grant process for the 2024 grant cycle:

1. **Arts4All (Young@rt event)**
2. **Belmont Village Bestival**
3. **Big Brothers Big Sisters Waterloo Region (Big Bunch Program and Holiday Party)**
4. **Caribbean Dreams Concert**
5. **JM Drama Alumni/Registry Theatre**

REPORT HIGHLIGHTS:

This report:

- outlines the process used to assess community grant applications.
- recommends the transfer of several organizations from Tier 2 to the Tier 1 grant process.
- lists the organizations/groups that applied for 2023 Tier 2 funding, including the amount of each request and the recommended grant allocations (see Attachment A).
- supports the delivery of core services.

BACKGROUND:

Tier 2 community grants assist organizations/groups providing not for profit services intended for the common good of residents within the City of Kitchener. These grants typically fund new or emerging community organizations, events, and/or initiatives. Organizations providing municipal services in the following sectors are eligible for funding:

- arts and culture
- special events

- sports and recreation
- community support and development

A Peer and Staff Review Committee (PSRC) composed of three community volunteers and five to six staff (from arts/creative industries, special events, sport development, community development and grant administration) reviews applications against the eligibility criteria set out in the Council-approved Community Investment policy (FIN-GRA-525). This committee allocates resources within budget availability and makes funding recommendations to Council (outlined in this report).

In November 2018 (CSD-18-088), Council delegated the consideration of appeals to a panel of staff.

REPORT:
For 2023, 54 Tier 2 grant applications were received ($544,341 in requested funding). The total amount of Tier 2 funding available is $208,550. The PSRC recommends funding 45 groups ($198,137).

Highlights of the 2023 Tier 2 grant process include:

- **Information sharing**: Corporate Communications and Marketing developed a campaign to promote the Tier 2 community grant funding opportunity and its benefits to eligible groups. An online video presentation was available from the City's web site to introduce applicants to the grant process and to provide tips about how to submit a strong application.
- **Thorough review of applications:** PSRC members completed an independent review/assessment of the applications against the grant criteria using an online decision-making platform. Then the committee participated in three group sessions (January 31, February 1 and 2, 2023) to develop funding recommendations.
- **Opportunity for appeals:** Applicant organizations had the opportunity to appeal their recommended funding allocations. The appeal deadline was February 21, 2023.
- **Communication:** applicants were notified of the outcome of the deliberations.

Assessment process
PSRC members, both community volunteers and staff, dedicate considerable time and effort to reviewing/assessing the applications. Each member spent approximately 20 hours independently reviewing the applications. Then the committee met three times for a total of seven hours to make funding recommendations as a group. The PSRC's diversity of knowledge and expertise, in combination with the detailed review process whereby applications are considered against the Council-approved eligibility criteria ensures that funding recommendations are made responsibly, in the context of all the applications received and within budget availability.

Appeal process
Tier 2 grant applicants are notified of the PSRC's recommended funding allocations and advised of the option to appeal the recommendation via an online appeal form. No organizations/groups appealed their allocations in 2023.

Transfers to Tier 1
FIN-GRA-525 outlines that organizations receiving Tier 2 funding for five or more years may be considered for Tier 1 funding. To be eligible for Tier 1, organizations must:

- be incorporated as a not-for-profit entity or agree to become incorporated within a set timeframe (12 months, for example),
- enter into a legal agreement with the City, from one to five years in length. The agreement outlines the responsibilities of the City and the responsibilities of the organization, including details of services/events for which the grant is provided, financial reporting requirements, and insurance/indemnity requirements.

The chart below summarizes the organizations recommended to transfer to the Tier 1 grant process for the 2024 grant cycle. If approved, these groups will move with a base grant amount equal to their 2023 Tier 2 grant. As a result of this transfer, there will be a corresponding reduction of $33,984 in available funding for Tier 2 grants in 2024.

Organization	2023 grant recommendation	previous Tier 2 funding
Arts4All Inc. (Young@rt event)	$3,000	2018-2022
Belmont Village Bestival	$10,000 ($7,000 cash, $3,000 in kind)	2018-2022
Big Brothers Big Sisters Waterloo Region (Big Bunch Program and Holiday Party)	$5,984 ($5,000 cash, $984 in kind)	2016-2020, 2022 *(didn't apply in 2021 due to pandemic)*
Caribbean Dreams	$5,000 ($3,500 cash, $1,500 in kind)	2016, 2018-2022
JM Drama Alumni/Registry Theatre	$10,000	2018-2022
total	**$33,984**	

STRATEGIC PLAN ALIGNMENT:
This report supports the delivery of core services.

FINANCIAL IMPLICATIONS:
Capital Budget – The recommendation has no impact on the Capital Budget.

Operating Budget – The budget for 2023 Tier 2 community grants is $208,550. The PSRC recommends a total 2023 Tier 2 allocation of $198,137. $10,413 of the 2023 Tier 2 grant budget remains unallocated, available to be posted as a positive variance at the end of the year and then transferred into the tax stabilization reserve.

COMMUNITY ENGAGEMENT:
INFORM – The 2023 Tier 2 community grant program was advertised on the city's website, on social media and in Kitchener Life. A promotional strategy featuring testimonials from previous grant recipients was used to reach new demographic groups and to demonstrate, through storytelling, the benefits that participation in the community grant program can afford to new and emerging groups. Previous Tier 2 grant recipients were informed of the 2023 application process. The virtual presentation about Tier 2 grants allowed applicants to learn about the program at their convenience and from their own locations.

All grant applicants were informed of the PSRC's recommended grant allocations and were given the opportunity to appeal their allocations via an online form.

This report has been posted to the City's website with the agenda in advance of the council / committee meeting.

CONSULT – The PSRC provided invaluable expertise throughout the assessment process. Their commitment and dedication are very much appreciated. Both applicants and PSRC members are provided an opportunity to comment on the grant process, and comments are considered for implementation in the next grant cycle.

ENTRUST – Through the provision of grants, community groups/organizations are entrusted to deliver valued programs, initiatives and services to the community.

PREVIOUS REPORTS/AUTHORITIES:

- CSD-18-088 Community Grants Appeal Process Update
- FIN-GRA-525 Community Investment Policy

APPROVED BY: Michael May, Deputy CAO, Community Services Department

ATTACHMENTS:

Attachment A – CSD-2023-087

Organization Name	Grant request	Type of grant request	Recommended	Type of grant recommended
519 Community Collective	$7,000		$0	
10 Minutes Later Film Group	$50,000		$0	
Afghan Association	$7,000	($2,000 cash, $5,000 in kind)	$2,500	(in kind)
Arts4All (Afterschool Art Program)	$7,000		$7,000	
Arts4All (Young@rt)	$3,000		$3,000	
Belmont Village Bestival	$25,000	($20,000 cash, $5,000 in kind)	$10,000	($7,000 cash, $3,000 in kind)
Big Brothers Big Sisters of Waterloo Region	$5,984	($5,000 cash, $984 in kind)	$5,984	($5,000 cash, $984 in kind)
Brain Injury Association Waterloo-Wellington	$2,500		$2,500	
Bulgarian Folk Dance School (Hopa-Tropa, Eha-Ha)	$2,700	($200 cash, $2,500 in kind)	$2,700	($200 cash, $2,500 in kind)
Canadian Arabic Orchestra	$8,000		$5,000	
Canadian Arab Women's Association	$13,518	($10,000 cash, $3,518 in kind)	$8,500	($5,000 cash, $3,500 in kind)
Caribbean Dreams Concert	$12,000	($10,000 cash, $2,000 in kind)	$5,000	($3,500 cash, $1,500 in kind)
Cherry Park Neighbourhood Association (Cherry Festival)	$2,875	($2,100 cash, $775 in kind)	$2,875	($2,100 cash, $775 in kind)
Child Witness Centre of Waterloo Region	$15,000		$0	
Community Kitchen Co-operative Kitchener Waterloo Inc.	$17,330		$7,720	
Crossroads Productions	$1,200		$1,200	
Crow Shield Lodge	$5,000		$5,000	
Dog Friendly KW	$9,500	($5,000 cash, $4,500 in kind)	$6,000	(in kind)
For Hungarians in Canada Association	$4,500	($4,000 cash, $500 in kind)	$2,500	
Food4Kids Waterloo Region	$100,000		$0	
Gizaagi'in Healing Space	didn’t specify		$0	
Grand River Flamenco Fest	$5,500	($4,935 cash, $565 in kind)	$5,500	($4,935 cash, $565 in kind)
Grand River Friendship Society (Event)	$4,960		$1,000	(in kind)
Grand River Friendship Society (Sport Program)	$19,284		$4,000	(in kind)
Grand River New Horizons Music Org.	$5,200		$3,000	
Home Range Story Kitchen	$8,968	($5,800 cash, $3,168 in kind)	$4,400	($2,200 cash, $2,200 in kind)
Hope For Community Development	$10,848		$0	
HopeSpring Cancer Support Centre	$15,000	($5,000 cash, $10,000 in kind)	$5,000	(in kind)
"How to get to the library" literal translation	$15,600	($14,600 cash, $1,000 in kind)	$2,000	($1,000 cash, $1,000 in kind)
Inter Arts Matrix	$7,500	($5,000 cash, $2,500 in kind)	$0	
JM Drama Alumni	$10,000		$10,000	
Keep Your Head Up Foundation	$5,000		$2,500	
Kind Minds Family Wellness	$7,500		$7,500	
Kitchener Easy Riders Cycle Club	$7,700	($5,875 cash, $1,825 in kind)	$7,225	(5,875 cash, $1,350 in kind)
KW Art Gallery	$4,783		$4,783	
KW Cycling Academy	$6,000	(in kind)	$3,000	(in kind)

Organization Name	Grant request	Type of grant request	Recommended	Type of grant recommended
K-W Musical Productions	$13,000		$10,000	
LAUNCH Waterloo	$10,000		$0	
Level Up	$24,019	($18,673 cash, $5,346 in kind)	$7,350	($2,000 cash, $5,350 in kind)
Mel Brown Music Festival and Symposium	$4,000		$4,000	
Midtown Radio	$6,000		$4,500	
NoteWorthy Singers	$2,500		$2,500	
Optimist Club of Southwest Kitchener	$1,250	(in kind)	$1,250	(in kind)
Pinch Cabaret	$7,500		$5,000	
Radio Waterloo, Inc.	$6,500		$3,300	
Red Maple Senior Club	$2,500		$2,000	
Red Raccoon Bike Rescue	$4,000		$4,000	
Schneider Creek Porch Party	$5,770	($4,810 cash, $960 in kind)	$5,000	($4,040 cash, $960 in kind)
Sporas	$5,153	($4,000 cash, $1,153 in kind)	$3,150	($2,000 cash, $1,150 in kind)
Studio D20 Women's Media Arts	$6,000		$2,500	
The Brazilian Show	$1,000		$1,000	($500 cash, $500 in kind)
Unwrap Theatre	$5,000		$3,000	
Waterloo Coin Society	$2,199	(in kind)	$2,200	(in kind)
Waterloo Regional Block Parent Program (WRBPP)	$5,000		$0	
Totals	**$544,341**		**$198,137**	

Staff Report

Development Services Department *www.kitchener.ca*

REPORT TO:	**Community and Infrastructure Services Committee**
DATE OF MEETING:	**April 3, 2023**
SUBMITTED BY:	**Garett Stevenson, Interim Director of Planning, 519-741-2200 ext. 7070**
PREPARED BY:	**Craig Dumart, Senior Planner, 519-741-2200 ext. 7073**
WARD(S) INVOLVED:	**Ward 9**
DATE OF REPORT:	**March 6, 2023**
REPORT NO.:	**DSD-2023-112**
SUBJECT:	**30 Francis Street South – Zoning By-law Amendment, Lifting of Holding Provision, ZBA23/003/F/CD – 30 Francis Kitchener Incorporated**

RECOMMENDATION:

That Zoning By-law Amendment Application ZBA23/003/F/CD for 30 Francis Kitchener Incorporated for the purpose of removing Holding Provision 90H from the lands specified in the attached Map No.1, in the form shown in the "Proposed By-law" attached to the Report DSD-2023-112 as Appendix A, <u>be approved</u>.

REPORT HIGHLIGHTS:

- The purpose of this report is to seek Council's approval of a zoning by-law amendment to remove Holding Provision 90H from 30 Francis Street South.
- The applicant has satisfied the conditions outlined within the holding provision as confirmed by the Regional Municipality of Waterloo.
- There are no financial implications associated with the zoning by-law amendment.
- Community engagement included notification of the intent to pass a by-law to remove the Holding Provision that was advertised in The Record on March 10, 2023.
- This report supports the delivery of core services.

BACKGROUND:

An application by the 30 Francis Kitchener Incorporated (property owner) to lift Holding Provision 90H from 30 Francis Street South has been made to facilitate the development of the property with a 45 storey mixed-use development. This report seeks Council's approval of zoning by-law amendment to remove the Holding Provision from the property.

REPORT:

On March 21, 2022, Council approved a Zoning By-law Amendment application to add Special Regulation Provision 776R in Zoning By-law 85-1 to permit a high intensity mixed-use development with an increased Floor Space Ratio (FSR), a reduced rear yard building setback and Holding Provision 90H to require remediation of the site contamination and to require an updated noise study.

In April 2022, a Site Plan Application (SP22/073/F/CD) was submitted for the development of a 45 storey mixed-use development. Approval in Principle of the site plan was granted in June 2022, conditional upon the lifting of Holding Provision 90H. In March of 2023, a Zoning By-law Amendment application was filed requesting to lift the Holding Provision.

The City is in receipt of correspondence dated March 13, 2023 (Attachment C) indicating that the Regional Municipality of Waterloo is satisfied that the applicant has met the requirements of 90H related to traffic, railway and stationary noise and the Record of Site Condition and has no objection to the lifting of the Holding Provision as it applies to the development of a 45 storey mixed-use development at 30 Francis Street South.

Based on the above, Planning staff is of the opinion that the requested zoning by-law amendment to remove Holding Provision 90H is appropriate at this time since the requirements to release the holding provision have been met. Planning Staff recommends removing Holding Provision 90H as shown on Map No. 1 contained within Attachment 'A'.

STRATEGIC PLAN ALIGNMENT:
This report supports the delivery of core services.

FINANCIAL IMPLICATIONS:

Capital Budget – The recommendation has no impact on the Capital Budget.

Operating Budget – The recommendation has no impact on the Operating Budget.

COMMUNITY ENGAGEMENT:

INFORM – This report has been posted to the City's website with the agenda in advance of the council / committee meeting. Notice of the intention to pass a By-law to remove the Holding Provision was placed in the Record on March 10, 2023 (Attachment B). Under the Planning Act a statutory public meeting is not required for zoning by-law amendments to remove holding provisions and a neighbourhood circulation is not required.

PREVIOUS REPORTS/AUTHORITIES:

- DSD-2022-062
- Planning Act, 1990
- Zoning By-law 85-1

REVIEWED BY: Malone-Wright, Tina – Interim Manager of Development Review, Planning Division

APPROVED BY: Justin Readman, General Manager Development Services

ATTACHMENTS:

Attachment A – Proposed Zoning By-law to amend By-law 85-1 and Map No. 1
Attachment B – Newspaper Notice
Attachment C – Regional Municipality of Waterloo Approval Letter
Attachment D – Holding Provision 90H

PROPOSED BY – LAW

_____ 2023

BY-LAW NUMBER ___

OF THE

CORPORATION OF THE CITY OF KITCHENER

(Being a by-law to amend By-law 85-1, as amended known as the Zoning By-law for the City of Kitchener – 30 Francis Kitchener Incorporated – 30 Francis Street South)

WHEREAS it is deemed expedient to amend By-law 85-1 for the lands specified above;

NOW THEREFORE the Council of the Corporation of the City of Kitchener enacts as follows:

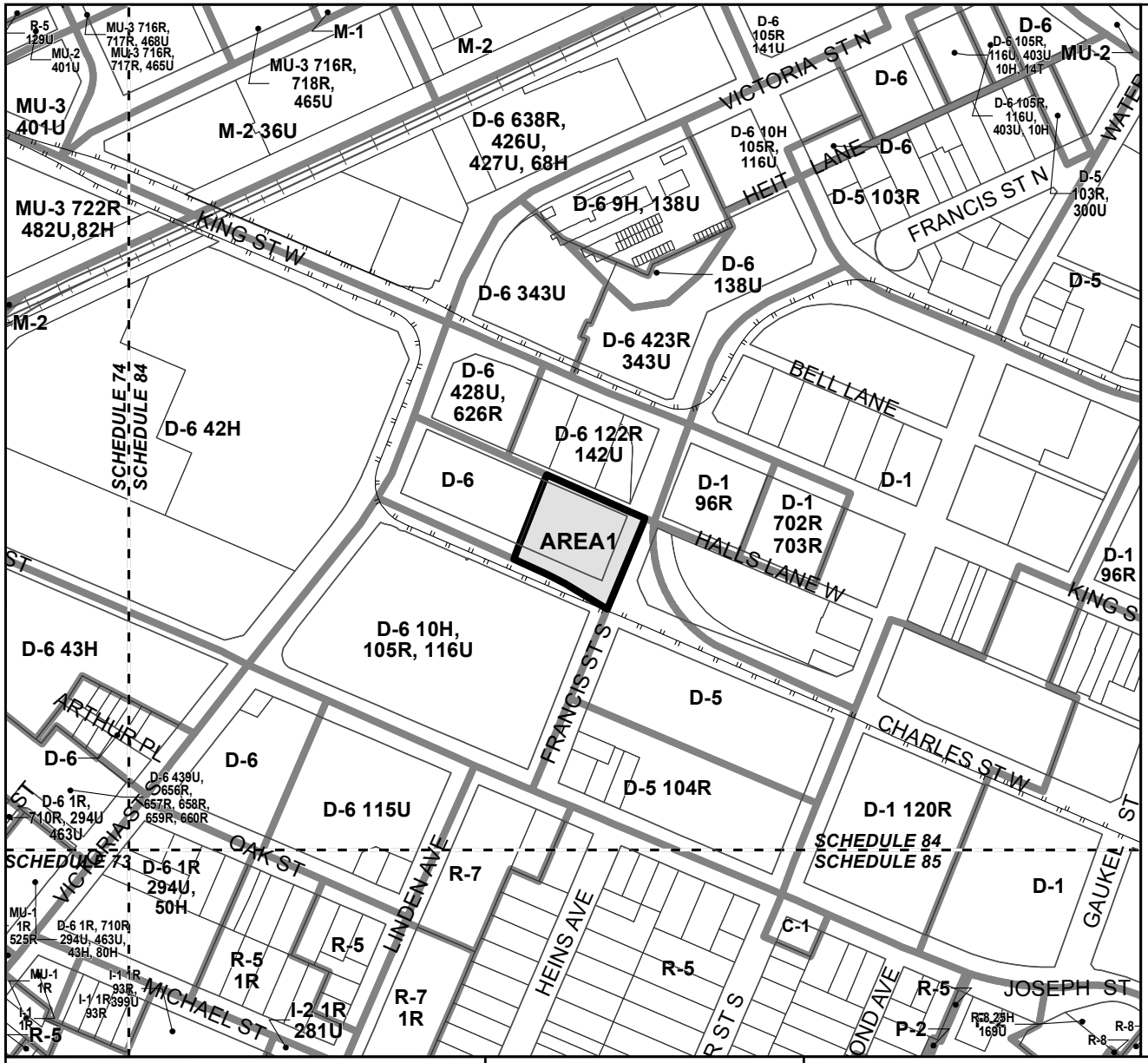
1. Schedule Number 84 of Appendix “A” to By-law 85-1 is hereby amended by changing the zoning applicable to the parcel of land specified and illustrated as Area 1 on Map No. 1, in the City of Kitchener, attached hereto, from Warehouse District Zone (D-6) with Special Regulation Provision 776R and Holding Provision 90H to Warehouse District Zone (D-6) with Special Regulation Provision 776R.

2. Appendix “F” to By-law 85-1 is hereby amended by deleting Section 90H.

PASSED at the Council Chambers in the City of Kitchener this day of , 2023.

_____
Mayor

_____
Clerk



SUBJECT AREA(S)

N

AMENDMENT TO BY-LAW 85-1
AREA 1 -
FROM WAREHOUSE DISTRICT ZONE (D-6)
WITH SPECIAL REGULATION PROVISON 776R
AND HOLDING PROVISION 90H
TO WAREHOUSE DISTRICT ZONE (D-6)
WITH SPECIAL REGULATION PROVISON 776R

BY-LAW 85-1
C-1 CONVENIENCE COMMERCIAL ZONE
D-1 RETAIL CORE ZONE
D-5 COMMERCIAL RESIDENTIAL ZONE
D-6 WAREHOUSE DISTRICT ZONE
I-1 NEIGHBOURHOOD INSTITUTIONAL ZONE
I-2 COMMUNITY INSTITUTIONAL ZONE
M-1 INDUSTRIAL RESIDENTIAL ZONE
M-2 GENERAL INDUSTRIAL ZONE
MU-1 LOW INTENSITY MIXED USE CORRIDOR ZONE
MU-2 MEDIUM INTENSITY MIXED USE CORRIDOR ZONE
MU-3 HIGH INTENSITY MIXED USE CORRIDOR ZONE
P-2 OPEN SPACE ZONE
R-5 RESIDENTIAL FIVE ZONE
R-7 RESIDENTIAL SEVEN ZONE
R-8 RESIDENTIAL EIGHT ZONE

ZONE GRID REFERENCE
SCHEDULE NO. 84
OF APPENDIX 'A'
KITCHENER ZONING BY-LAW 85-1 AND 2019-051

ZONE LIMITS

MAP NO. 1

30 FRANCIS KITCHENER INCORPORATED

30 FRANCIS ST S

0 50 100
METRES

SCALE 1:4,000

DATE: MARCH 2, 2023

ZONING BY-LAW AMENDMENT ZBA23/003/F/CD

OFFICIAL PLAN AMENDMENT N/A

City of Kitchener
DEVELOPMENT SERVICES DEPARTMENT, PLANNING

FILE: ZBA23003FCD_MAP1 .mxd

NOTICE OF PUBLIC MEETING

for removal of a holding provision
30 Francis Street South

Location Map

Lifting of Holding Provision 90H

Community & Infrastructure Services Committee

Date: **April 3, 2023**

Location: **Council Chambers, Kitchener City Hall 200 King Street West *or* Virtual Zoom Meeting**

To view the staff report, agenda and find meeting details, visit:
kitchener.ca/meetings

To learn more about this project, visit:
www.kitchener.ca/PlanningApplications

or contact:

Craig Dumart, Senior Planner
519.741.2200 x 7073
craig.dumart@kitchener.ca

The City of Kitchener will consider an application for a Zoning By-law Amendment to lift Holding Provision 90H in Zoning By-law 85-1 affecting the subject lands. The requirements for the removal of 90H have been fulfilled with the Region of Waterloo approval of the Record of Site Condition and approval of the Traffic, Railway and Stationary Noise Study.

Region of Waterloo

PLANNING, DEVELOPMENT
AND LEGISLATIVE SERVICES
Community Planning
150 Frederick Street 8th Floor
Kitchener Ontario N2G 4J3 Canada
Telephone: 519-575-4400
TTY: 519-575-4608
Fax: 519-575-4466
www.regionofwaterloo.ca

File: C14-60/230003
March 13, 2023

Garett Stevenson
Manager of Development Review
City of Kitchener
City Hall, P.O. Box 1118
200 King Street West
Kitchener, ON N2G 4G7

Dear Mr. Stevenson:

Re: **Removal of Holding Provision – 90H**
Re: ZBA Application ZBA23/0003/F/CD
IN8 Developments
30 Francis Street
City of Kitchener

In accordance with By-law No. 17-035 of the Regional Municipality of Waterloo, please accept the following recommendation regarding the above-noted application on behalf of the Council of the Regional Municipality of Waterloo.

In 2021, the applicant submitted an Official Plan Amendment and Zoning by-law amendment application to rezone the entirety of the lands to facilitate the construction of a residential tower consisting of 44 storeys. The applicant secured a secured a Section 37.1 agreement in exchange for Community Benefits; therefore, the Official Plan Amendment was no longer required. Zoning By-law Amendment 2022-039 was adopted with Holding Provision 90H. Holding Provision 90H required the submission of a Record of Site Condition and Ministry Acknowledgement Letter to be filed on the entirety of the subject lands and it also required the submission of a Traffic, Railway and Stationary Noise Study both to the satisfaction of the Regional Municipality of Waterloo.

The applicant has submitted a request to lift the holding provision for the site. Holding Provision 90H is as follows:

Notwithstanding Section 17 of this By-law, within the lands zoned D-6 and shown as being affected by this Subsection on Schedule 84 of Appendix 'A':

i) No residential use shall be permitted until such time as a Record of Site Condition is submitted and approved to the satisfaction of the Ministry of Environment, Conservation and Parks or any successor Ministry ("MECP"). This Holding Provision shall not be removed until the Region of Waterloo is in receipt of a letter from the Ministry of the Environment, Conservation and Parks advising that a Record of Site Condition has been completed to the satisfaction of the MECP

The Region received a copy of the Record of Site Condition (RSC) and Ministry Acknowledgement Letter for the entirety of the subject lands; therefore, this letter provides Regional Release of the Holding Provision related to the RSC.

ii) *No residential use shall be permitted until such time as a Traffic, Railway and Stationary Noise Study is submitted and approved to the satisfaction of the Regional Commissioner of Planning, Housing and Community Services, if necessary. This Holding Provision shall not be removed until the City of Kitchener is in receipt of a letter from the Regional Commissioner of Planning, Housing and Community Services advising that such noise study or studies has been approved and an agreement, if necessary, has been entered into with the City and/or Region, as necessary, providing for the implementation of any recommended noise mitigation measures.*

The Region received a noise study and is satisfied with the conclusions and implementation measures contained in the noise study; therefore, this letter provides Regional release of Holding Provision 90H relating to the Noise Study.

In addition, Regional staff release the holding provision applying to site as the City of Kitchener has confirmed that the following shall be implemented through the current site plan and through the registered condominium agreement between the Owner/Developer and the City of Kitchener:

1. All units along the western building façade of the residential tower must be constructed with a balcony barrier having minimum barrier heights as follow:

   a) 6th and 7th floors minimum 1.4 metres;
   b) 8th floor minimum 1.3 metres; and
   c) 9th thru 30th floors minimum 1.1 metres.

2. All units along the southern building façade of the residential tower must be constructed with a balcony barrier having minimum barrier heights as follow:

   a) 12th floor minimum 1.3 metres; and
   b) 13th thru 31st floors minimum 1.1 metres.

3. Alternatively, if rooftop mechanical equipment on the adjacent Tannery facility, situated to the south of the subject development, is replaced with quieter models such that sound levels at the proposed residential building are below the applicable noise criteria outlined in the Study, the balcony barrier heights in Clauses 1 and 2 may be revised.

4. The outdoor amenity area located on the 6th floor must be constructed with a minimum 1.07 metre high solid parapet wall.

5. The balcony barriers must have a minimum surface density of 20 kg/m^2 and be without gaps within and beneath their extent.

6. All residential units on all levels within the podium and tower of the development be constructed with central air conditioning.

7. The following warning clause be included in all offers to purchase and/or rental agreements for all condominium units, and condominium declaration:

   For all residential units on all levels within the podium and tower of the development,

   "Purchasers/tenants are advised that due to the proximity of nearby commercial facilities and despite the inclusion of noise control features within the development and the individual building units, sound from those facilities may at times be audible and their operations may change in the future."

   "This dwelling unit has been supplied with a central air conditioning system which will allow windows and exterior doors to remain closed, thereby ensuring that the indoor sound level limits are within the sound level limits of the Municipality and the Ministry of the Environment, Conservation and Parks."

   "The Developer agrees to preserve the function of and to maintain the acoustic balcony barrier located upon the lands. The purpose of the balcony barrier is to attenuate noise from nearby commercial facilities. The Developer agrees that the City, through its employees and agents has the right to enter into the unit to inspect the balcony barrier. The Developer agrees to repair or, if necessary replace the balcony barrier. Should the Developer fail to repair or replace the balcony barrier upon receipt of a written notice from the City, as the City deems necessary, the Developer agrees that the City may undertake such work upon the expiration of the time set out in the notice. If such work is undertaken by the City, the Developer hereby agrees to permit entry upon the lands for this purpose and agrees to reimburse the City fully for all costs of undertaking such work."

8. That prior to the issuance of any building permit(s), an acoustical Engineer licensed in the Province of Ontario, certify that the noise attenuation measures are incorporated in the building plans and upon completion of construction, an acoustical

Engineer also certify (by way of acoustic audit) that the dwelling units have been constructed in accordance with the accepted noise study, and the development meets the MECP NPC-300 noise guideline noise level criteria prior to building occupancy.

Items 1) to 8) above shall be completed to the satisfaction of the City of Kitchener in consultation with the Region of Waterloo. The Region requires a copy of the draft condominium agreement (when the condominium application has been made and the agreement is drafted) for review and comment prior to the signing of this agreement by all parties and prior to the registration of the agreement on title.

The following shall also be implemented through the current site plan and through the Registered Development Agreement between the Owner/Developer and the Regional Municipality of Waterloo through the future condominium application:

1. The external building details (e.g. the 1.07m solid parapet wall) shall be implemented through the current site plan application;
2. The Owner/Developer shall enter into a registered development agreement with the Region of Waterloo through a condition of approval for the future consent or Plan of Condominium to implement the recommendations contained in the report entitled "Noise Feasibility Study, Proposed Residential Development, 30 Francis Street, Kitchener, Ontario" (HGC, March 1, 2023)" including special building components (e.g. air conditioning and the 1.07m solid parapet wall on the edge of the 6th floor amenity space) and the incorporation of the following noise warning clauses within the Condominium Declaration and all offers of purchase and sale/lease/tenant agreements:

   "The Developer agrees to preserve the function of and to maintain the parapet wall along the edge of the outdoor amenity area located on the 6 floor of the building. The purpose of the parapet wall is to attenuate noise from King Street West, Victoria Street South, Francis Street and Charlies Street West. The Developer agrees that the Region, through its employees and agents has the right to enter onto the lands to inspect the parapet wall. The Developer agrees to repair or, if necessary replace the parapet wall. Should the Developer fail to repair or replace the parapet wall upon receipt of a written notice from the Region, as the Region deems necessary, the Developer agrees that the Region may undertake such work upon the expiration of the time set out in the notice. If such work is undertaken by the Region, the Developer hereby agrees to permit entry upon the lands for this purpose and agrees to reimburse the Region fully for all costs of undertaking such work."

   "Purchasers/tenants are advised that despite the inclusion of noise control features in the development and within the building units, sound levels due to increasing road and rail traffic may continue to be of concern, and may occasionally interfere with

some activities of the dwelling occupants as the sound levels exceed the sound level limits of the Municipality and the Ministry of the Environment, Conservation and Parks noise criteria."

"This dwelling unit has been supplied with a central air conditioning system which will allow windows and exterior doors to remain closed, thereby ensuring that the indoor sound level limits are within the sound level limits of the Municipality and the Ministry of the Environment, Conservation and Parks."

"Warning: Canadian National Railway Company or its assigns or successors in interest has or have a right-of-way within 300 metres from the land the subject hereof. There may be alterations to or expansions of the railway facilities on such rights-of-way in the future including the possibility that the railway or its assigns or successors as aforesaid may expand its operations, which expansion may affect the living environment of the residents in the vicinity, notwithstanding the inclusion of any noise and vibration attenuating measures in the design of the development and individual dwelling(s). CNR will not be responsible for any complaints or claims arising from use of such facilities and/or operations on, over or under the aforesaid rights-of-way."

"Warning: Metrolinx, carrying on business as GO Transit, and its assigns and successors in interest are the owners of lands within 300 metres from the land which is the subject hereof. In addition to the current use of the lands owned by Metrolinx, there may be alterations or expansions of the rail and other facilities on such lands in the future including the possibility that GO Transit or any railway assigns or successors as aforesaid may expand their operations, which expansion may affect the living environment of the residents in the vicinity, notwithstanding the inclusion of any noise and vibration attenuating measures in the design of the development and individual dwellings. Metrolinx will not be responsible for any complaints or claims arising from use of such facilities and/or operations on, over or under its lands."

3. The balcony barriers must have a minimum surface density of 20 kg/m^2 and be without gaps within and beneath their extent.

4. That prior to the issuance of any building permit(s), an acoustical Engineer licensed in the Province of Ontario, certify that the noise attenuation measures are incorporated in the building plans and upon completion of construction, an acoustical Engineer also certify (by way of acoustic audit) that the dwelling units have been constructed in accordance with the accepted noise study, and the development meets the MECP NPC-300 noise guideline noise level criteria.

Regional staff acknowledge receipt of the Zoning By-law Amendment fee of $3,000.00 (paid March 3, 2023).

Through the circulation of the zoning by-law application Region staff noted the requirement to consult with Nav Canada regarding the application. **Nav Canada has**

issued an objection to the application as it relates to the crane height for the construction of this building and Region staff has significant concerns that the crane height could impact airport operations. Regional staff will be providing a further letter, under separate cover, that outlines the specific concerns relating to the airport as it relates to this and other development applications and will be reaching out to City staff to set up a meeting in order to discuss the best approach to protect airport operations.

Should you have any questions, please do not hesitate to contact Melissa Mohr, Senior Planner, at mmohr@regionofwaterloo.ca.

Yours truly,

Amanda Kutler, MCIP, RPP
Manager, Community Planning

cc. Craig Dumart, Senior Planner, City of Kitchener
30 Francis Kitchener Incorporated (Owner)
Darryl Firsten, IN8 Developments (Owner)

90. Notwithstanding Section 17 of this Bylaw, within the lands zoned D-6 and shown as being affected by this Subsection on Schedule 84 of Appendix "A":

i) No residential use shall be permitted until such time as a Record of Site Condition is submitted and approved to the satisfaction of the Ministry of the Environment, Conservation and Parks or any successor Ministry ("MECP"). This Holding Provision shall not be removed until the Region of Waterloo is in receipt of a letter from the Ministry of the Environment, Conservation and Parks advising that a Record of Site Condition has been completed to the satisfaction of the MECP.

ii) No residential use shall be permitted until such time as a Traffic, Railway and Stationary Noise Study is submitted and approved to the satisfaction of the Regional Commissioner of Planning, Housing and Community Services, if necessary. This Holding Provision shall not be removed until the City of Kitchener is in receipt of a letter from the Regional Commissioner of Planning, Housing and Community Services advising that such noise study or studies has been approved and an agreement, if necessary, has been entered into with the City and/or Region, as necessary, providing for the implementation of any recommended noise mitigation measures.

(By-law 2022-039, S.4) (30 Francis Street South)

Staff Report

Development Services Department *www.kitchener.ca*

REPORT TO:	**Community and Infrastructure Services Committee**
DATE OF MEETING:	**April 3, 2023**
SUBMITTED BY:	**Garett Stevenson, Interim Director, Planning, 519-741-2200 ext. 7070**
PREPARED BY:	**Janine Oosterveld, Manager, Customer Experience & Project Management, 519-741-2200 ext. 7076**
WARD(S) INVOLVED:	**All Wards**
DATE OF REPORT:	**March 16, 2023**
REPORT NO.:	**DSD-2023-109**
SUBJECT:	**Harmonized Green Development Standards Phase 2 Project Launch**

RECOMMENDATION:

That Report DSD-2023-109 Harmonized Green Development Standards Phase 2 Project Launch be received, and further,

That Council direct staff to initiate Phase 2 of the Green Development Standards project and to bring a recommendation back to Council.

REPORT HIGHLIGHTS:

- The purpose of this report is to highlight the background (Phase 1) work of the Land-Use and Energy Working Group to date and support its recommendation to initiate a joint work program to design a harmonized Green Development Standard (GDS) for urban-area municipalities across Waterloo Region.
- The key finding of this report is that there is benefit in proceeding with the preparation of a Green Development Standard to support the City's and region's climate action goals. With the support of the Region, a harmonized approach among the three cities – Kitchener, Waterloo, and Cambridge and, potentially the townships will support clarity and consistency for the development industry. This would be unique in Ontario and simpler for developers.
- The financial implications are accommodated in an existing budget and shared among a working group of partner municipalities and utilities through WR Community Energy. An application for federal grant funding will also be submitted.
- Community engagement for this report included the posting of this report to the City's website with the agenda in advance of the committee meeting. Community and industry engagement will be conducted as part of Phase 2 with a community engagement strategy established as part of the work plan.
- This report supports Environmental Leadership.

*** This information is available in accessible formats upon request. ***
Please call 519-741-2345 or TTY 1-866-969-9994 for assistance.

BACKGROUND:
In 2021, WR Community Energy formed a Land-Use and Energy Working Group with the purpose to integrate energy considerations into the planning process. The City of Kitchener was a founding member. In 2022, the group established a subcommittee to study the impacts of establishing a Green Development Standard for cities in Waterloo Region. GDSs were deemed important to study to implement policies and climate actions in the following:

- Climate Action WR (2013),
- Community Energy Investment Strategy (2018),
- The declaration of a climate emergency (2019),
- Transform WR (2021),
- The Regional Official Plan (2022 adopted, under review by the province), and,
- Kitchener's 2014 Official Plan.

The Working Group (and GDS Subcommittee) includes:

Amanda Kutler, Region of Waterloo (GDS Subcommittee)
Kathy Padgett, City of Cambridge (GDS Subcommittee)
Janine Oosterveld, City of Kitchener (GDS Subcommittee)
Max Kerrigan, City of Waterloo (GDS Subcommittee)
Allen Chan / Shaun Wang, Enova Power Corp.
Blair Hiseler, Enbridge
Umar Waqas, GrandBridge
Michele Kamphuis, Kitchener Utilities
Matthew Day, WR Community Energy (GDS Subcommittee)

The GDS work was planned in 2 phases. Phase 1 focused on informing municipal and agency staff how other municipalities established a GDS including enabling policies and best practices for implementing a GDS to assist in determining whether and how to collaborate and on what scale. Phase 2, pending the completion of phase 1, would focus on community and industry engagement and the design of a GDS.

In June 2022, the GDS Subcommittee retained Urban Equation and The Planning Partnership to conduct the Phase 1 work. These consultants were chosen based on their successful work developing GDS with the Town of Whitby and the City of Pickering. Drawing from these experiences and an understanding of Waterloo Region's context and needs, a Phase 1 Report (Appendix A) was completed in three parts: Policy Review, Best Practice Review, and Engagement Summary.

REPORT:
The Phase 1 Green Development Standard (GDS) Report provides a summary of policy review and engagement and provides key building blocks to support the creation of a leading GDS to the Regional and urban-area municipalities, utilities, and other municipal partners. By helping build consensus among this group, the report serves as a tool to facilitate the creation of community-wide standards that are compatible with leading GDS across the country. To this end, the Phase 1 report completes foundational work needed to enable the next phase of the project through the following building blocks:

- Understanding best practices across leading municipalities

- Understanding how policies can support green development standards
- Collection of baseline information to secure next phases of work
- Engagement and education approaches to effectively foster partner buy-in
- An overview of anticipated next phases of work.

A GDS would be applied through applications requiring Planning Act approval such as site plan and subdivision approvals. While sustainable design was initially proposed to be removed from site plan control through Bill 23, this proposed change was not enacted allowing municipalities continued authority to address sustainable design matters through site plan. The Municipal Act also enables a municipality to pass by-laws around environmental well-being including respecting climate change and to develop green roofs or alternative roof surfaces that achieve similar levels of performance to green roofs.

The Working Group recognized the benefit of taking a harmonized approach across municipalities for several reasons:

- resource sharing of expertise through external consultants with experience in designing a GDS;
- consistency across local municipalities for the benefit of the development industry; and,
- collective capacity-building for staff across municipalities through its design, training, and applying the GDS to projects.

The Phase 2 work will occur in over the course of the next two years with community and industry engagement at each stage of the project. A detailed workplan will be established as a first step in conjunction with the retention of a consultant team to support various aspects of the project. It is anticipated that a report back to participating municipal Councils for a decision would occur late 2024 or early 2025.

Taking a collective approach to establishing a harmonized Green Development Standard will be a first of its kind in Ontario. It will allow the local municipalities to address our climate goals together while sharing resources and building capacity on staff teams. Additionally, a harmonized approach will make it easier for the development industry understand an apply the GDS to projects and aligns with provincial interest in creating a consistent approach to these standards.

STRATEGIC PLAN ALIGNMENT:

This report supports Environmental Leadership.

FINANCIAL IMPLICATIONS:

Capital Budget – At this time, the recommendation has no impact on the Capital Budget as the Land-Use and Energy Working Group is preparing to submit for a Natural Resources Canada Codes Acceleration Fund grant to support this body of work. Should the application be unsuccessful, each municipality is requested to contribute up to $40,000 over three years which can be accommodated from an existing account.

Operating Budget – The recommendation has no impact on the Operating Budget.

COMMUNITY ENGAGEMENT:

INFORM – This report has been posted to the City's website with the agenda in advance of the council / committee meeting.

CONSULT – An engagement strategy will be developed as part of the work plan for Phase 2 and occur at various stages of the project over the next 24 months. Recommendations in the Phase 1 report include a development industry panel, and community engagement through surveys and workshops.

COLLABORATE – If applicable.

ENTRUST – If applicable.

PREVIOUS REPORTS/AUTHORITIES:

- *Municipal Act, 2001*
- *Planning Act*

APPROVED BY: Justin Readman, General Manager, Development Services

ATTACHMENTS:

Attachment A – Waterloo Region Green Development Standard: Phase 1 Summary Report

WATERLOO REGION

GREEN DEVELOPMENT STANDARD PHASE 1 SUMMARY REPORT

Final Version – November 15, 2022

Prepared by:

URBAN EQUATION

The Planning Partnership

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1 Purpose of the Phase 1 Report

The purpose of this report is to identify the key building blocks to support the creation of a leading Green Development Standard (GDS) to the Regional and area-municipal Councils, councils, utilities, and other municipal partners. By helping build consensus from community leaders and other relevant parties, the report will serve as a tool to facilitate the creation of community-wide standards that are compatible with leading GDS across the country. To this end, the Phase 1 report completes foundational work needed to enable the next phase of the project through the following building blocks:

- Understanding best practices across leading municipalities
- Understanding how policies can support green development standards
- Collection of baseline information to secure next phases of work
- Engagement and education approaches to effectively foster partner buy-in
- An overview of anticipated next phases of work

It is important to acknowledge that a GDS is one of many tools and policies available to cities to address climate change and build sustainable communities. Consequently, this report can also identify complementary needs to meet the Region's ambition and goals.

Waterloo Region's GDS Subcommittee hired Urban Equation and The Planning Partnership to conduct the Phase 1 work of this project based on their successful work developing GDS with the Town of Whitby and the City of Pickering. These projects were successful because of the upfront planning and visioning sessions. Drawing from these experiences and an understanding of Waterloo Region's context and needs, the work was completed in three parts: Policy Review, Best Practice Review and Engagement. The following sections outline the findings and capture key considerations for Waterloo Region moving forward.

2 Policy Review

The intent of this section is to first, provide an overview of examples of existing official plan policy language that enables green development standards and sustainable design, secondly to understand the official plan policy frameworks in the Region of Waterloo and where there are opportunities to incorporate supportive policy for green development standards, and finally, to offer suggested policy for Municipal level green development standards and their implementation.

2.1 Upper and Lower Tier Official Plan Policies and Standards

A review of upper and lower tier policy frameworks in Ontario was undertaken to identify existing policy language that enables the development and implementation of green development standards. The review also looked at measures that advance sustainable site and building design; the mitigation of the impacts of a changing climate by supporting energy conservation, efficient land use and development patterns, sustainable transportation, and the use of green infrastructure and natural areas for water infiltration, among others.

The following examples highlight how other regions and municipalities are supporting green development standards to facilitate sustainable community planning and efficient building design.

2.1.1 Upper Tier Official Plans

York Region

York Region completed a Municipal Comprehensive Review (MCR), with the proposed York Region Official Plan (YROP) adopted by Council in June 2022. The existing 2010 YROP policies were reviewed along with the Council adopted YROP for policy frameworks that support compact development, sustainable communities, energy conservation, climate change, planning and development tools, and best practices.

York Region Official Plan, 2010

York Region developed the policies of the Official Plan (YROP) under a sustainability lens to support the initiative of creating a Sustainable Region. It is the intent of the Region to work with local municipalities, agencies, and stakeholders on the development and implementation of clean air initiatives and to identify the links between climate change, community planning, and public health. The Region will also work with other levels of government, agencies, and stakeholders to develop climate change adaptation measures that address such issues as urban heat island effect, infrastructure resiliency, emergency preparedness, vector-borne diseases, and extreme weather event responses.

The Region will work with local municipalities and the development community *to achieve energy efficiency levels that exceed the Ontario Building Code for residential buildings, and the Model National Energy Code for non-residential buildings,* as well as to *achieve 20 per cent greater water conservation than the Ontario Building Code* for all new buildings (Policies 5.2.20, 5.2.23).

The YROP states that development s*hall include a solar design strategy which identifies approaches that maximize solar gains and facilitate future solar installations* (i.e., solar ready). Further, the Region encourages the retrofitting of existing buildings within the Urban Area for increased water/energy conservation and the inclusion in new buildings of *on-site renewable or alternative energy systems which produce 25 per cent of building energy use*. W*here on-site renewable or alternative energy systems are not feasible, consideration of purchasing grid-source renewable energy is encouraged*. (Policies 5.2.26, 5.2.27, 5.2.28)

In support of the sustainable policies of the YROP, the Region requires *local municipalities to develop programs to ensure the successful implementation of the sustainable building policies of the Plan* and will support local *initiatives in sustainable community planning and sustainable building policy* that are greater than the YROP policies and the Ontario Building Code (Policies 5.2.40, 5.2.41)

Adopted York Region Official Plan, 2022

One of the Key Guiding Planning Principles under Section 1.4.6 of the proposed Official Plan is:

Standards that advance requirements for sustainable communities and buildings, water and energy conservation and management, low or no carbon energy systems, waste reduction, compact and mixed-use development, green building, and urban design in order to mitigate and adapt to climate change including striving towards net-zero greenhouse gas emissions.

Under Section 2.0, incorporating green development standards in communities continues the commitment to sustainability and climate change resiliency in the Region. Further, the Region encourages local municipalities to develop and integrate health supportive tools as part of the development review process, such as healthy development checklist, scorecard, health development assessment, or integrated sustainable development policy framework or guidelines.

Sustainable and resilient communities' policies under Section 2.3 define the Region's role and direction to local municipalities on net zero emissions, climate change, green development, programs and initiatives, and include the following:

2.3.25 To encourage and work with local municipalities, Indigenous communities, agencies, and stakeholders to integrate climate change mitigation and adaptation strategies into municipal, planning and development tools including but not limited to pilot programs, bylaws, *development* guidelines and incentive programs.

2.3.31 To work with local municipalities and the building industry to develop and adopt best practices in construction to mitigate climate change impacts and to reduce airborne pollutants.

2.3.32 To work with local municipalities and agencies to develop tools and strategies to mitigate and prevent potential impacts of climate change that may increase risks associated with natural hazards.

2.3.34 To work with local municipalities and agencies to support development of programs and initiatives that facilitate energy efficiency retrofits for existing buildings

2.3.35 To encourage new *developments* to achieve water efficiency and conservation targets that exceed Ontario Building Code requirements

2.3.36 That York Region and local municipalities develop, implement and periodically update sustainable *development* programs to achieve:

a) *Climate change mitigation and adaptation;*
b) *Energy efficiency and water conservation levels beyond the Ontario Building Code;*
c) *Mitigation of heat island effects, including but not limited to green/white roofs, light coloured paving material, locating trees or other landscaping to provide shading;*
d) *Increases in the use of renewable energy;*
e) *Low impact development and green infrastructure;*

f) *Dark sky or light pollution abatement;*
g) *Reduction of construction waste;*
h) *Recycling and adaptive reuse of construction materials;*
i) *Enhanced indoor air quality; and*
j) *Other sustainability measures*.

Durham Regional Official Plan, Office Consolidation 2020

The Durham Regional Official Plan (ROP), currently subject to a Municipal Comprehensive Review, advances the intent of Regional Council regarding growth and development, with a time horizon of 2031. The current ROP is rooted in a desire to improve quality of life, secure present and future residents' health, safety, convenience, and well-being, and establish the future development pattern of the Region.

The policies of the ROP, while not specifically stating the requirement for a green development standard, support energy efficiency and include the following:

Section 2.1.2 which states that it is the Region's goal to *"incorporate good community planning and design that enhances the Regional landscape and minimizes pollution of air, water and land resources"*.

Under Section 2.3.45, the ROP states that energy efficiency and improving air quality shall be considered in the planning and development of the region.

Section 2.3.47 outlines policy directions for Regional Council, as follow:

- *"Promote tree planting for the purposes of improving air quality, health and reducing energy use through shading and sheltering;*
- *Support alternative, renewable energy sources and green technology;*
- *Recognize the potential implications of climate change and will continue to investigate and implement mitigation measures where appropriate; and,*
- *Promote more energy efficient buildings and infrastructure including retrofitting existing development to more energy efficient standards [..]".*

Durham Region has created the Durham Community Energy Plan (DCEP) in association with all eight (8) local municipalities, utilities, and the regional government of Durham. The objective of the Report is to "*accelerate the transition to a clean energy economy in Durham while simultaneously achieving multiple economic, environmental and social benefits".* The report highlights Energy Use by Sector in the Region: 36% transportation, 30% residential, and 19% industrial. The report also discusses how the Region is going to reduce energy and GHG emissions by the year 2050 across all sectors. Six programs are outlined including the development of a Durham Green Standard that would use the Toronto Green Stand (TGS) as a model program for adaptation for Durham.

City of Toronto Official Plan, Office Consolidation March 2022

The City of Toronto Official Plan (OP) contains general policies related to growth, land use, housing, transportation, and employment, as well as more specific policies regarding built form, urban design, public realm, and individual land use designations within the City. The OP is structured around a vision for an attractive and safe city that includes complete communities; affordable housing; tree lined streets; a healthy environment including clean air, soil, energy, and water; infrastructure resilient to climate change, connected system of natural features; recreational opportunities to support health wellness; and a comprehensive transit system. This vision is supported by four principles for a successful city which include diversity and opportunity, beauty, connections, and leaders and stewards.

Chapter 2 of the OP establishes the City's principles for "shaping the City." It outlines a series of policies that address the changing nature of Toronto and establishes directions to create a more successful, livable and urbanized region. The strategy set forth by the OP places importance on rebuilding and reurbanizing existing areas that have or can utilize existing transit connections and services or where future infrastructure investment is to take place. This process allows for a sustainable approach to growth management, reducing urban sprawl and our dependence on private vehicles.

Chapter 3, Section 3.1 of the OP introduces policies for the Built Environment, Public Realm, Built Form and Tall Buildings. Collectively, these policies serve to provide detailed guidance and direction to support the creation of good, high quality urban design. The OP "*demands that both the public and private sectors commit to high quality architecture, landscape architecture and urban design, consistent with energy efficiency standards."*

Under Section 3.3 Policy 1, the OP outlines the requirements for a comprehensive planning framework for new neighbourhoods. The framework should include strategies to ensure that neighbourhoods function as communities with a mix of uses and parkland. Further, strategies should address energy conservation, peak demand reduction, resilience to power disruptions and small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage; stormwater management and water conservation; and waste management.

Section 3.4 promotes a healthy natural environment which in turn supports the health and well-being of residents. Policy 1 c) speaks to addressing environmental stresses caused by the consumption of natural resources and supports reducing: solid waste, consumption of water and energy, greenhouse gas emissions, and reliance on carbon-based fuels. Further, under 3.4 policies protect the urban forest, quality of water, promote green infrastructure, and restrict development in floodplains.

Policy 19 under Section 3.4 supports energy producing options, sustainable design and construction practices, and green industry in new developments and building renovation. The following are encouraged:

a) *the use of innovative green spaces such as green roofs and designs that reduce the urban heat island effect and enhance urban ecology;*
b) *innovative methods of stormwater management including stormwater attenuation and re-use and use of green infrastructure;*
c) *advanced water conservation and efficiency methods;*
d) *advanced energy conservation and efficiency technologies and processes that contribute towards an energy neutral built environment including:*
    i. *establishing and extending district heating and cooling facilities and connections;*
    ii. *renewable energy systems including wind and solar power*
    iii. *small local integrated energy solutions such as combined heat and power and energy storage;*
    iv. *active and passive design measures that conserve energy and reduce peak demand; and*
    v. *back-up power systems to improve resiliency to power interruptions; and*
e) *designs that facilitate waste reduction, recycling and other innovative management technologies and practices.*

Chapter 4 includes detailed policies for the various land use designations in the City. The development criteria for the land use designations include a number of recurring policies related to energy, green infrastructure, and water efficiency and include:

"…opportunities for energy conservation, peak demand reduction; resilience to power disruptions; and small local integrated energy solutions that incorporate renewables, district energy, combined heat and power or energy storage; "
"…opportunities for green infrastructure including tree planting, stormwater management systems and green roofs, and"
"improved energy and water efficiency in existing buildings through renovation and retrofits "

The entire City of Toronto is a Site Plan Control Area. Under Chapter 5 Implementation of the Official Plan, Policy 3 states that "*To help achieve environmentally sustainable development, the City may use subsection 114(5)(2)(iv) and (v) of the City of Toronto Act, 2006 to secure the following sustainable design features in development that address exterior building and site matters in Tier 1 of the Toronto Green Standard:*

a) *weather-protected on-site bicycle areas and pedestrian-friendly infrastructure to encourage cycling and walking as clean-air alternatives;*
b) *high-albedo surface materials, open grid paving, shade trees, green and cool roofs to reduce ambient surface temperature to minimize the urban heat island effect;*
c) *building orientation to take advantage of passive solar heating, shading for cooling and natural light; and energy efficient exterior cladding and window treatments, which may be required to meet the Standard, to improve energy efficiency and reduce greenhouse gas emissions;*
d) *rainwater harvesting facilities, bio-retention swales, permeable paving and water efficient plant material to manage stormwater and reduce demand for potable water;*

e) trees to enhance the urban forest and use of native species to protect, restore and enhance the natural heritage system;

f) bird friendly glass treatment to ensure that risk for migratory bird collisions is minimized:

g) energy efficient, shielded exterior lighting to reduce night time glare and light trespass; and

h) dedicated areas for collection and storage of recycling and organic waste to reduce solid waste."

The Toronto Green Standard implements the environmental policies of the City of Toronto Official Plan. Tier 1 is required through the planning approval process.

The *City of Toronto Act* came into force in 2007. For land use planning, the Act gives the City the authority to regulate appearance and design features and exterior sustainable design of buildings.

City of Ottawa Official Plan, November 2021

Ottawa Council adopted a new Official Plan for the City in November of 2021. The City received a Notice of Decision by the Ministry of Municipal Affairs and Housing on Nov. 4, 2022 to approve, with thirty (30) modifications, the new City of Ottawa Official Plan (OP).

The City is expected to reach 2 million people by 2046 and the OP will be the guiding document to ensure the City is resilient to a changing climate and able to respond to health, economic, and environmental issues. The OP is directed by five big policy moves that include intensification, sustainable transportation, urban and community design, environmental, climate and health resiliency and energy, and economic development. Policies are embedded throughout the OP that implement health, energy, and climate change objectives.

Section 2.2.3 Energy and Climate Change sets forth a number of policies of intent that are related to what the City wants to achieve in response to climate change. The City aims to achieve a compact and connected City, with sustainable and resilient site and building design; energy efficient transportation modes and the use of local renewable energy sources; a reduction of the urban heat island effect; resilience to future flood risks, tree canopy protection and enhancement; protection of the natural environment; and support for sustainable local food production.

Section 3.3 of the OP prioritizes the 15-minute neighbourhood which is a direction found in many updated Official Plans across Ontario, ensuring that the urban area is planned as complete 15-minute neighbourhoods offering residents access to a mix of uses and housing and options for sustainable transportation. Detailed policies are provided under Section 4.1.2 outlining walking times to services and amenities, safe and convenient pedestrian and cycling routes, and access to transit along corridors and in hubs. Sustainable transportation is a priority for the City and policy direction is provided under Section 4.1.4 through reduced or eliminated surface parking, improving road safety through dedicated transit lanes, traffic calming, and street trees.

The entire City of Ottawa is a Site Plan Control Area, and as such site planning and building design are to be innovative, sustainable, and resilient. Section 4.6.4 identifies that site planning and building design will be supported by a High Performance Development Standard, which will apply to site plans, draft plans of subdivision, and local plans. The OP states that the *"Standard addresses matters of exterior sustainable design and will align urban design with climate change mitigation and adaptation goals and objectives."* Section 11.1 (3) states that the City may adopt a High Performance Development Standard to achieve environmentally sustainable development to secure sustainable and resilient design features in development that address exterior building and site matters. Sustainable design features include:

a) *Weather-protected on-site bicycle areas and pedestrian-friendly infrastructure to encourage cycling and walking and to reduce emissions from transportation;*
b) *High reflective materials, shade trees, and green and cool roofs to reduce ambient surface temperature to minimize the urban heat island effect;*
c) *Active and passive design measures to improve energy efficiency and reduce peak demand such as building orientation to take advantage of passive solar heating, shading for cooling and natural light and energy efficient exterior cladding and window treatments;*
d) *Renewable energy production and supply to provide clean, local energy reducing greenhouse gas emissions and improving resiliency to power outages*
e) *Low Impact Development and other nature-based approaches to manage stormwater and mitigate flood risks where feasible, and reduce demand for potable water;*
f) *Trees to enhance the urban forest and use of native species to protect, restore and enhance the natural heritage system;*
g) *Bird-safe glass treatment to minimize the risk for bird collisions and energy efficient, shielded exterior lighting to reduce nighttime glare and light trespass;*
h) *Dedicated areas for collection and storage of recycling and organic waste to increase waste diversion; and*
i) *Enhanced human health by increasing opportunities for physical activity, mitigating impacts of air pollution, requiring passive cooling strategies such as operable windows and shade to mitigate against extreme heat and promoting access to food. (11.1 (3)).*

Further the City supports opportunities to conserve energy through local integrated energy solutions that incorporate renewable energy such as district energy, geothermal, and waste heat energy capturing systems and energy storage. Photovoltaic panels on expansive roof structures are also encouraged, as well as green roofs or rooftop gardens (4.6.4.2) and 3)).

Supporting resilient infrastructure that can mitigate the impacts of extreme weather events is supported under Section 4.7.1. To mitigate the impacts of development and climate change on drainage systems, low impact development requirements are to be established in environmental management plans or master servicing studies.

The OP includes policies to support energy conservation, a changing climate, compact development through 15-minute neighbourhoods, sustainable site and building design, and resilient infrastructure. To realize the OP's objectives of sustainable and resilient design, and through enabling policy for High Performance Development Standards, City Council approved a

High Performance Development Standard in April 2022. The High Performance Development Standards, discussed in more detail under Section 4 of this report, include metric requirements for Site Plan and Plan of Subdivision and include draft Terms of Reference for a Community Energy Plan and Energy Model Report.

The standard will come into effect as the date that Section 11.1. Policy 3 of the OP comes into force. Currently, the High Performance Development Standard is part of the pre-application process.

2.1.2 Lower Tier Official Plans

Town of East Gwillimbury Official Plan, 2010. Office Consolidation 2018.

The Town of East Gwillimbury has had Thinking Green! Development Standards (TGDS) in place since 2012. The TGDS have evolved since the sustainable strategy was introduced in 2007 and the first iteration of the standards applied to the development application process in 2012.

To support the development of sustainable communities and meet the objectives of Environmental, Economic, and Social Sustainability, the Town's 2010 Official Plan (OP) directed the development of the TGDS, with the standards used to ensure the sustainability goals and policies of the Plan are addressed through development applications (Section 2.4).

The TGDS were directed to include standards for:

1. Energy efficiency
2. Renewable/Alternative energy generation
3. Water conservation
4. Waste reduction
5. Active transportation and sustainable transportation management
6. Diverse and mixed-use communities
7. Green building materials
8. Stormwater management
9. Green infrastructure

The OP policy imperative for adhering to the Town's TGDS was set out under Policy 2.4.3 and required that all development address the minimum standards necessary to satisfy the applicable elements outlined in the TGDS to the satisfaction of the Town. To demonstrate compliance, applicants are expected to fill out and submit the Application Information Form and the Pre-Consultation TGDS Checklist as part of the Pre-Consultation Application Package, and fill out the Application Information Form and TGDS Assessment during application preparation.

The Town completed an Official Plan Review with Council adopting the Updated OP in June 2022. The Adopted OP has been submitted to York Region for approval. The Adopted OP continues to support green standards and practices under Section 3.6 A Sustainable and Resilient Community. Policies include the continued promotion of a broad range of practices associated with resilient and sustainable development including its TGDS and the Town taking a leadership role in

sustainable built form and encouraging private sector green building design and construction to implement the Town's TGDS (3.6.2).

Town of Whitby Official Plan, Office Consolidation August 2021.

The Town of Whitby Official Plan (OP) provides policies that support the creation of healthy, complete, sustainable communities that support optimal quality of life, health, safety, convenience, and welfare for the present and future residents of the Municipality. The OP provides the policy language required to initiate the Sustainable Development Guidelines and the performance checklists.

3.2.4.4 The Municipality may prepare comprehensive sustainable development standards, guidelines, and by-laws, in consultation with the community and other stakeholders. These standards, guidelines, and by-laws are intended to support sustainable site design for development and redevelopment on public and private property, which will further enhance the natural heritage, economic vitality, cultural heritage, and social aspects of the Municipality.

3.2.4.5 Sustainable development standards, guidelines, and by-laws may address, but not be limited to, such issues as:

a) energy efficient building and site design;
b) water conservation, on-site water management techniques, and other low impact development techniques for stormwater management;
c) green infrastructure;
d) building materials;
e) waste reduction;
f) on-site renewable energy generation and recovery;
g) natural heritage preservation and enhancement;
h) active transportation and sustainable transportation management;
i) community programs and facilities;
j) cultural heritage and the provision of cultural amenities;
k) land use compatibility to ensure public health, safety, and economic viability; and
l) measures for climate change adaptation.

3.2.4.6 The Municipality will prepare sustainability performance checklists as part of sustainable development standards. Such checklists shall be used in the development review process to assess the level at which new development and redevelopment achieve the sustainable development standards and other sustainability objectives.

Vaughan Official Plan, 2010. Office Consolidation 2020.

Building on the standards provided in the 2010 York Region Official Plan, the City of Vaughan Official Plan (VOP) contains both general targets on energy and water efficiency and a commitment to provide work with the building and construction industry to provide a more specific set of standards on a broader set of sustainable criteria. Following on the recommendations

contained in Green Directions – Vaughan's Sustainability Master Plan – a Sustainable Development Report will be submitted as part of applications for new developments to gauge how well we are doing at addressing these issues.

It is the policy of Council:

9.1.3.1. To develop Green Development Standards, in consultation with the building and construction industry, and, where appropriate, specific and feasible standards may be established to:

a) provide a high-level of efficiency in energy consumption;
b) maximize solar gains and be constructed in a manner that facilitates future solar energy installations;
c) include or facilitate future on-site renewable energy systems;
d) provide a high-level of efficiency in water consumption, including rainwater harvesting and recirculation for irrigation purposes;
e) enhance indoor air quality;
f) contain or facilitate the future installation of plug-ins for electric vehicles;
g) use environmentally preferable building materials, high-renewable and recycled content building products, and certified sustainably harvested lumber;
h) provide water efficient and drought resistant landscaping, which should include the use of native plants and xeriscaping;
i) maximize permeable surfaces, including the provision of permeable driveways;
j) incorporate green roofs into building design; and
k) reduce construction waste and divert construction waste from landfill; and, promote Energy Star qualified development.

9.1.3.2. *That in developing the Green Development Standards outlined in policy 9.1.3.1, the policies related to sustainable buildings in the York Region Official Plan will be applied.*

During 2014 to 2015, the City of Vaughan, along with the City of Brampton and Town of Richmond Hill undertook a process to develop sustainable development performance measures.

The City of Vaughan is updating its Official Plan through an Official Plan Review process to better meet the needs of current and future residents and businesses. The review process is focused on planning for complete communities through environmental sustainability, social responsibility, and economic development.

City of Brampton Official Plan, 2008. Office Consolidation 2020.

The City of Brampton Official Plan (OP) includes a section called the Sustainable City Concept, that represents the foundation for the Official Plan and a holistic approach to planning to meet economic, social, environmental, and cultural needs of the community.

Under Section 3.1 Sustainable Planning Framework, the planning framework is built on a number of objectives, and includes *"The preparation and management of strategic documents that guide development and/or operational decisions, such as environmental master plans and sustainable*

development guidelines, to ensure that the City's land use planning and corporate management programs are sustainable."

With this enabling policy in the Official Plan, the City undertook a process to prepare Sustainable Community Development Guidelines and a Sustainability Assessment Tool to assist with the review and evaluation of development applications. The Sustainability Assessment Tool was developed in partnership with the City of Vaughan and the Town of Richmond Hill.

Following the preparation of the Sustainable Community Development Guidelines and the Sustainability Assessment Tool, the OP was amended to add Section 3.4 Sustainable Community Development Guidelines that provides direction on the applicability of the guidelines and the application of the Sustainability Assessment Tool.

Policy 3.4.1 states *"The Sustainability Assessment Tool offers the applicant and the City a means to evaluate the sustainability performance of development applications. In addition, it helps the City to:*

- *Inform, track, and rank the sustainability performance of a development proposal;*
- *Identify opportunities to improve the sustainability performance of a development proposal;*
- *Acknowledge developments that achieve a high sustainability score; and,*
- *Qualify an acceptable minimum sustainability performance.*

Further detail is provided under the Implementation Section of the OP, specifically Policy 4.11.4.9, which outlines the mandatory requirements for the "Sustainability Score and Sustainability Summary" and its requirement as a component of a complete development application.

"…Development applications must achieve a Sustainability Score within the Bronze (minimum) Threshold. Achievement of a Sustainability Score within the Silver (good) or Gold (excellent) Thresholds is strongly encouraged. The scores are determined using the Sustainability Assessment Tool and considers site elements including, but not limited to:

- *Compact Development*
- *Land Use Mix and Diversity*
- *Green Buildings*
- *Site Accessibility*
- *Landscape and Street Tree Plantation/Preservation*
- *Housing Unit Mix*
- *Community Form*
- *Natural Heritage*
- *Parking*
- *Pedestrian Connections*
- *Cultural Heritage*
- *Street Networks and Blocks*
- *Site Permeability*
- *Transit Supportiveness*

- *Active Transportation*
- *Walkability*
- *Stormwater Management*
- *Park Accessibility*
- *Soil Restoration/Enhancement*
- *Energy Conservation*
- *Potable Water Conservation*
- *Lighting*
- *Bird Friendly Design*
- *Materials and Solid Waste Management*
- *Reduction of Heat Island*

Along with the Sustainability Score, applicants must also submit a Sustainability Summary."

Town of Richmond Hill Official Plan, 2010. Office Consolidation August 2021.

A guiding principle of the Town of Richmond Hill Official Plan (OP) is to *"incorporate and promote sustainable development practices and initiatives."*

The OP includes enabling policy for sustainable standards under Section 3.2.3 Sustainable Design, providing that minimum sustainable design performance will enhance the built and natural environments and promote energy and water conservation, healthier community, and sustainable building and site design. The following are two policy statements in the OP that reference sustainable design criteria:

1. *The Town shall develop Sustainable Design Criteria that are consistent with and implement the sustainable design policies of this Plan. ...*

4. *The Sustainable Design Criteria may be reviewed and revised by the Town from time to time to respond to technology advancement and design innovation.*

Town of Halton Hills Official Plan, Office Consolidation 2020.

In 2014, the Town of Halton Hills incorporated language into the Town of Halton Hills Official Plan (OP) to require the submittal of the Green Development Standards Checklist under Section G12.3 Supplementary Information Requirements for a complete application and to be consistent with Section C19 Green Development.

Specifically, under Section C19, the OP ensures that sustainable development practices are addressed through development applications by requiring that all development applications promote the following goals: energy conservation, water conservation, natural environment, air quality, water management, communication, and transportation and/community design. To further direct green development, Policy C.19.1 states *that a development application will be deemed to*

have met the goals of *C19 if it meets the requirements of the Green Development Standards, adopted by Council*.

2.2 Existing Official Plans in Waterloo Region

The intent of this section is to review the current official plans of the Region of Waterloo and the local area municipalities of Waterloo, Cambridge, and Kitchener to identify existing policies that support energy efficiency, sustainable design, and climate change mitigation and identify opportunities for the inclusion of enabling policy language to support the preparation and implementation of green development standards.

2.2.1 Region of Waterloo

Waterloo Regional Official Plan, 2015.

The Region of Waterloo's 2015 Regional Official Plan (ROP) supports the achievement of balanced growth through directing development to existing built up areas and the creation of complete communities. The overarching vision and central concepts for the ROP are that of a sustainable and liveable region. Three foundational themes direct the policies of the Plan and include social equity, a thriving community, and environmental sustainability. To support the connections between these theme areas, the ROP is organized under sections that address liveability, an innovative and competitive economy, cost effective infrastructure, strong and prosperous rural communities, the conservation and enhancement of the natural environment, source water protection, and the management of aggregate resources.

The lens of sustainability is applied throughout the document to support future growth in a compact urban form with a mix of uses and access to mobility options through the principles of Transit Oriented Development.

Specific reference to energy conservation is found under Section 2 Urban Area Development Policies, Policy 2.D.1. Urban Areas will accommodate the majority of the Region's future growth and development and will be planned to "promote building designs and orientations that incorporate energy conservation features and the use of *alternative and/or renewable energy systems*."

Under Policies 2.D.20 and 2E.9 Area Municipalities are encouraged to prepare urban design guidelines to provide more detailed direction for development within Urban Designated Greenfield Areas and Township Designated Greenfield Areas. Although not green development standards, urban design guidelines offer the opportunity to guide development in the public and private realms. The layout of roads to support the integration of transit, the orientation of buildings, stormwater management, park design, among others, are all components of guideline documents that can contribute to complete, sustainable neighbourhoods.

Under Section 3 Liveability in Waterloo Region a number of objectives are set forth such as reducing reliance on gas-powered vehicles, promoting the use of alternative and/or renewable

energy systems, improving air quality and reducing the potential for climate change by conserving energy, and reducing emissions of air pollutants and greenhouse gases, and supporting the development of an environmentally sustainable and economically viable regional food system. (Policy 3.3, 3.4, 3.5, 3.6)

Section 3.D Energy Conservation supports using less energy, reducing greenhouse gases and other air emissions, and promoting compact, mixed-use, transit-oriented communities. Further, under Policy 3.D.1 the ROP supports policies to maximize production of alternative and/or renewable energy systems, promote green roofs to reduce the urban heat island effect, support water efficiency, promote building designs and orientation that incorporate energy conservation, and the use of locally sourced materials.

The Region directs local area municipalities to establish policies to permit *alternative and/or renewable energy systems* in all designations, including appropriate separation distances and land use compatibility (3.D.6).

Policy 4.D.1 identifies collaboration with the business community, other levels of government and post-secondary institutions, to promote research and innovation in areas such as adaptation to climate change, water supply, efficient water use and re-use, air quality improvement, energy conservation, waste reduction and management, and ecological restoration. Under Policy 4.D.5 the Region encourages *new and renovated residential, office, industrial and commercial buildings and site design be constructed to progressive environmental certification standards.*

Although the 2015 ROP does not explicitly state that a Green Development Standard should be prepared, the policy framework promotes many of the requirements that would be included in green development standards. The framework to support green development standards exists in the ROP but the missing component is the policy language to encourage or require the preparation of green development standards. This needs to be ingrained in policy documents to provide credibility and validity for the development of these standards. The Amendment to the Regional Official Plan, released in adopted in August, and discussed below, addresses this item.

Amendment No. 6 to the Waterloo Regional Official Plan, August 2022.

On August 18, 2022, Regional Council adopted Amendment No. 6 to the Regional Official Plan (ROP). This amendment establishes the planning framework in the ROP to accommodate Waterloo Region's forecasted population and employment growth to 2051, in conformity with the Provincial Growth Plan. The Region is expecting to add approximately 300,000 new residents and 178,000 new jobs over the next 30 years, reaching a population of 923,000 people and 470,000 jobs by the year 2051.

The amendment will support the Region's long-term growth and vision for an inclusive, thriving, and sustainable region of connected rural and urban communities with global reach, fostering opportunities for current and future generations.

Key policy changes were included for Climate Action, such as supporting the 15-minute neighbourhood, mobility networks, urban agriculture, green infrastructure and LID to manage stormwater run-off, resilient communities and infrastructure, and requirement for Neighbourhood Energy Plans. These policy changes support a number of the policy directions set forth in the Climate Change Policy Direction Paper to address how residents of the Region move, live, work, and build.

One of the foundational themes of the ROP is Building a Thriving Community. Key components of a thriving community include creating compact neighbourhoods with a high standard of living, a unique sense of place that conserves cultural heritage, access to services and amenities, and buildings that "*incorporate the highest urban design and green development standards that foster social connections, minimize energy use, and reduce greenhouse gas emissions."*

The Region included a key policy change that directs the area municipalities to develop a High Performance Development Standard to support energy efficiency and net-zero operational buildings. This direction is found under Chapter 2, Where and How to Grow, for site plan approval and plans of subdivision.

2.B.1.2 Area municipalities will develop a High Performance Development Standard to be applied to applications for site plan approval and plans of subdivision to address climate change mitigation and energy performance consistent with the following minimum criteria:

a) *a tiered approach with a mix of mandatory and voluntary energy performance measures that would be secured during site plan and plan of subdivision application approval processes, with the use of plans, reports and agreements;*

b) *a requirement for the submission of an Energy Modelling Report as part of the submission package for applications for site plan approval or plans of condominium proposing larger buildings. The Energy Modelling Report will be based on hourly energy usage, and will identify the energy conservation measures proposed and any applicable assumptions made in modelling the energy performance of the building; and*

c) *where an application for site plan approval is within an approved secondary plan area, plan of subdivision, or vacant land plan of condominium with an associated Neighbourhood Energy Plan, the Energy Modelling Report required in subsection (b) will reference and be consistent with the Neighbourhood Energy Plan.*

Beyond the direction for municipalities to develop High Performance Development Standards, a separate process and requirement is for area municipalities to request supporting documents for large scale development that address mobility and energy.

2.B.1.3 Area municipalities will require proposals for large-scale development proceeding by way of a secondary plan, plan of subdivision, vacant land plan of condominium or site plan to be supported by the following supporting plans:

a) a Mobility Plan demonstrating how the neighborhood will be built to accommodate the long-term modal shift to most trips being made by walking, cycling, and rolling, and to enable the provision of frequent, direct, and convenient transit service; and

b) a Neighbourhood Energy Plan, which will include consideration of energy generation, distribution, and storage.

2.2.2 Area Municipalities

City of Waterloo Official Plan, Office Consolidation 2020.

The 2020 City of Waterloo Official Plan (OP) is based on the desire to achieve a healthy and sustainable community. The four overarching principles of the OP that direct the objectives and policies of the plan include diversity and adaptability; accessibility and equity; connectivity; and health and vitality. As with the Region's Official Plan, the City will be planned as a complete community, providing a range of housing and services, a mix of jobs, community infrastructure, cultural facilities, and public transit and active transportation networks.

A factor that has a significant influence on the land use policies of the OP is that of the Environment and Energy. Under 2.3 (21) the OP notes *the supply and efficient use of energy is critically important to the future of all residents, businesses and other institutions within Waterloo. Policies in the Plan encourage the efficient use of energy resources through community and site design as well as building techniques designed to conserve energy.*

The Plan specifically refers to energy and building techniques under Section 3.9.2 Neighbourhoods, policy 2. h) stating that the City will plan for healthy and safe neighbourhoods by *Planning for development that incorporates energy efficiency into transportation infrastructure, neighbourhood and building design. Plans of subdivision, Zoning By-law amendments, and site plans will be evaluated on the basis of this and other considerations;*

Sustainable design is promoted as an urban design objective under Section 3.11. Under Policy 3.11.1 (24) a number of sustainable design strategies for the public and private realm are set forth including: the adaptive re-use of existing buildings; incorporation of permeable paving materials; building and street orientation for passive solar gains; reduction of adverse impacts such as urban heat island effect, shadowing, wind and noise; use of drought tolerant, salt tolerant and native vegetation species; alternative transportation choices; and, creation of healthy, livable spaces.

Chapter 8 Environment and Energy provides policy direction supporting the sustainable production and use of energy, improving air quality and reducing contributions to climate change, and encouraging sustainable design standards and the application of sustainable management practices. Policies under Section 8.5 Energy support renewable or alternative energy systems,

compact built form through intensification, a mix of uses, increased use of transit and active transportation, reduction of the urban heat island, street and building orientation to maximize passive solar gain, water reduction, and adaptive reuse of existing buildings.

Under Section 8.6, air quality and climate are recognized as having significant impact on human and ecosystem health. Policies promote sustainable design and construction standards and the use of renewable energy systems to improve air quality, tree planting to improve the urban forest, and City collaboration with other levels of government, other municipalities, institutions, community groups, and local industries to develop programs to reduce air pollutants and greenhouse gas emissions.

The City encourages sustainable design standards and requires, where appropriate that a Sustainable Development Report be submitted as part of an application for an Official Plan Amendment, Zoning by-law Amendment, Plan of Subdivision, and Site Plan. The Sustainable Development Report will describe the sustainable initiatives being implemented in the development such as energy and water efficiency, building materials, and stormwater management (Policy 8.7.3.5). Further, Policy 8.7.6.6 states that City may implement programs to encourage and/or require environmentally sustainable development.

The City of Waterloo is currently engaged in a review of its OP. In the interim, in the interest of promoting environmentally responsible development, the City recently launched a pilot project to test out a requirement for an Energy Strategy as part of a Complete Application for Official Plan Amendment, Zoning Bylaw Amendment, Draft Plan of Subdivision, and Draft Plan of Condominium requests. The Energy Strategy is to identify and evaluate options and design considerations for increasing the energy and carbon performance of a proposed development.
The City also uses Urban Design Guidelines as a way to support sustainable developments. Supplemental direction on matters related to sustainability can be found in the City's Urban Design Manual. The City uses this guidance in addition to their OP to further encourage innovation and sustainable design practices. Under Part 2 General City Design Guidelines, Section '2.5 Sustainable Design' includes guidance for sustainable design in the public and private realms, specifically for site design, landscape design, and building design and construction. Part 5 Appendices includes 'Appendix sub-section (M) Sustainable Design Criteria' which provides supporting background for the design guidelines with a list of select sustainable design features that should be considered to promote sustainable design through the site plan development process.

The OP includes language that encourages and promotes sustainable design standards and sustainable management practices. The policies of the OP provide the framework and support for green development standards and should follow the lead of Waterloo Region and provide an enabling policy that requires the preparation of a Green Development Standard (or High Performance Development Standard) to ensure development in the City meets the sustainable building requirements and direction of the OP.

City of Cambridge Official Plan, Office Consolidation September 2018.

The City of Cambridge is located within one of the fastest growing economic areas and is facing growth pressures while protecting and preserving the rural, agricultural and natural heritage areas from urban development. To ensure balanced and environmentally sustainable growth, the City of Cambridge Official Plan (OP) establishes objectives for growth management under Section 2.1, directing growth to the urban areas, with a significant portion directed to the built-up area.

Objectives include planning for compact development, continued development of the community core areas, supporting key transportation corridors such as the rapid transit system, and promoting the principles of conservation and sustainability, including the efficient use of energy and water, intensification, and the protection of the natural environment.

The urban design policies of the OP support healthy and livable communities, transit-oriented development, a high quality public realm, and sustainable design. Objectives to support these policies is to create a safe and healthy built environment, encourage the incorporation of sustainable design features into the built environment, and prepare and use urban design guidelines and standards.

Energy efficiency and sustainable design are addressed under Section 5.8 of the OP, encouraging neighbourhood, site and building design to utilize renewable energy systems and practices and low impact development, the integration of green building technologies, and building adaptation and reuse.

Under the urban design guidelines in Section 5.14, the City will prepare and approve urban design guidelines to address elements related to site design and building placement, compact urban form and efficient use of energy and infrastructure, sustainable public and private services and facilities, transit-oriented development standards, and low impact development stormwater management techniques.

The OP uses urban design policies and the requirement for development proponents to prepare an urban design study to encourage and address sustainable development and energy efficiency. An enabling policy is required to support the development of a Green Development Standard (or High Performance Development Standard) to address the areas of concern for the City such as energy efficiency, renewable energy, water conservation, stormwater management, and protection of the City's natural features.

City of Kitchener Official Plan, 2014

The City of Kitchener Official Plan (OP) is guided by the vision for a complete and healthy community and supported by nine goals that include environmental viability and sustainability, enhanced high quality of life, mix of land uses, and good planning, among others. The urban growth structure for Kitchener is composed of priority areas for intensification that include the Urban Growth Centre, Major Transit Station Areas, City Nodes, Community Nodes, Neighbourhood Nodes, and Urban and Arterial Corridors.

The City, in collaboration with Waterloo Region, will prepare Station Area Plans for each Major Transit Station Area to provide direction on how each should be planned, designed, and phased over time. The Station Area plans will be comprehensive plans and will include design guidelines and development standards to achieve transit supportive development. (Policy 3.C.2.19 b).

Under Policy 5.C.1.1, the OP supports a strong and healthy economy by promoting development that features sustainable design. The reference to sustainable design is in accordance with the policies in Section 7.C.4 which outline how the City is committed to accommodating growth in a sustainable manner. The objectives are to promote sustainable development through conservation, efficiency, and design; to manage resources wisely; and to require site development and building design to utilize sustainable development practices.

The City will use City developed strategies, plans, and design manuals to guide development and redevelopment to be more sustainable. The City will review and update the existing Urban Design Manual periodically to consider the inclusion of guidelines or briefs related to sustainable development design standards and a Sustainability Report/Checklist (7.C.4.3). Further, development applications are required to complete a Sustainability Report/Checklist to address how the proposal meets the *sustainable development* policies of the Plan and that *sustainable development* design standards are achieved.

Section 7.C.5 speaks to water conservation and the reduction of water consumption levels through the promotion of the efficient use of water and the implementation of water saving technologies, the use of rain water harvesting and grey water reuse in all new development, and low water use landscaping alternatives.

The City also encourages and supports alternative and/or renewable energy systems, and district energy. Section 7.C.6 of the Official Plan outlines the City's commitment to energy conservation and generation through reduction in energy demand and consumption, use of public transit and active transportation, alternative and/or renewable energy systems, and energy efficient site and building design. The City requires that development applications include studies, such as Energy Conservation Efficiency Study, a Feasibility Study for Renewable or Alternative Energy Systems, District Heating Feasibility Study, and the completion of a Sustainability Report/Checklist to demonstrate how energy is being conserved (Policy 7.C.6.8). The requirement for studies is determined at a Pre-Consultation Meeting.

In support of energy conservation, the City will work with other levels of government and the private sector to encourage innovative energy conserving measures, support initiatives and educational programs that promote the benefits of reducing energy use, and continue to pursue energy conservation strategies.

To support clean air and improved air quality, policies under Section 7.C.7 support the development of compact, mixed use, transit-supportive, cycling and pedestrian-friendly communities; the establishment of rapid transit; the promotion of sustainable development and construction standards; and the use of alternative or renewable energy systems as a means of improving air quality.

Waste reduction and management policies under Section 7.C.8 support recycling, composting, and waste diversion programs. The City also promotes the reuse and recycling of construction materials.

The OP supports and encourages sustainable community development through a policy framework that promotes compact urban form, directs growth to intensification areas, encourages complete communities, promotes energy efficient building design, and supports transit and active transportation. The existing requirement for a Sustainability Report/Checklist should be supported by green development standards that outline the mandatory standards for sustainable development. An enabling policy directing the preparation of a Green Development Standard (or High Performance Development Standard) would support the goals and objectives of the City.

The Sustainability Report will continue be a requirement for submission and will support the green development standard. The components of the report will be defined to assist with providing an overview of the Applicant's sustainability commitment and how that commitment has been achieved.

2.3 Municipal Official Plan Language Considerations

To implement and support a Municipal level Green Development Standard (or High Performance Development Standard, as identified in the adopted Waterloo Region OP) policy language is required in the local area municipal Official Plans and incorporated through an Official Plan Amendment or the Official Plan review process.

Consider the following policy language for inclusion in local area municipal Official Plans, under an applicable section that supports energy conservation, environmental sustainability, or sustainable development.

"To support the sustainable goals and policies of this Plan, and the Region's direction for energy efficiency and net-zero operational buildings, Green Development Standards (or High Performance Development Standards) will be prepared in consultation with the building and construction industry to ensure Regional and Municipal policies are addressed through development applications. Green Development Standards (or High Performance Development Standards) shall include standards for, but not be limited to:

- *Energy efficiency*
- *Renewable energy generation*
- *Water conservation*
- *Waste reduction*
- *Active transportation*
- *Diverse and mixed-use communities*
- *Green building materials*
- *Stormwater management*
- *Green infrastructure"*

Implementation and Administration – Complete Application Requirements

Under the Implementation Section of a local area municipal Official Plan, include Green Development Standards (or High Performance Development Standards) as part of a Complete Application, to be determined through pre-consultation with City Staff and public agencies. It is suggested that Green Development Standards (or High Performance Development Standards) be included in the information and material required to be submitted as part of any application for a draft plan of subdivision, draft plan of condominium, or site plan.

It will be important to also provide a definition for Green Development Standards (or High Performance Development Standards) that is consistent across all area municipalities. In the Official Plan, it should be noted that the standards are required as part of a complete application. Applicants must also be aware that Green Development Standards (or High Performance Development Standards) will be used as a tool for evaluating development applications.

Include under Glossary of Terms or Definitions.
"The Green Development Standard (*or High Performance Development Standard) defines sustainability expectations for all new development in (add Municipality name), including Checklists for new development and re-development. The Checklists will be used as a component of the development review process to assess the sustainability of new development."*

2.4 City Enforcement and Legal Concerns

The authority for municipalities to implement green development standards is outlined in both the *Planning Act* and the *Municipal Act.*

2.4.1 Uncertainties with Bill 23, More Homes Built Faster Act

The Province of Ontario has introduced changes to the land use approvals system with the goal of increasing housing supply and the construction of 1.5 million new homes by 2031.

A number of changes are proposed that would limit or remove the ability of a municipality to regulate development. The following is a summary of some of the proposed changes and their potential impacts to the applicability of Green Development Standards.

Site Plan – Limit Scope of Site Plan

Section 41 of the *Planning Act* is proposed to be amended and that exterior design is no longer a matter that is subject to site plan control. This means that the municipal ability to regulate architectural details, which currently include the character, scale, and appearance of buildings; sustainable design features; and landscape design aesthetics will be removed from site plan control. Further, residential development of 10 units or less is also proposed to be excluded from site plan control. The intent is to reduce the number of required approvals for small housing projects - speeding up housing proposals. As a matter of safety, building permits and building and fire code requirements would continue to apply.

Removing these matters from site plan control impacts the exterior design features of buildings, as well as landscaping and drainage. This may restrict a municipality's ability to implement sustainable design initiatives, such as energy performance, requirements for green roofs, green infrastructure, site drainage, among others.

Section 41 of the *Planning Act* is what allows municipalities to affect change for building design and regulate matters related to building and site development. This would remove a municipality's ability to ensure proposed development is appropriate for the site, could create negative impacts with surrounding uses, impact cultural heritage, and health and safety objectives.

Streamlining Municipal Planning Responsibilities

The Province is also proposing to remove planning decision-making from specific upper-tier municipalities (Halton, Peel, York, Durham, Waterloo, and Simcoe). Impacts include that lower tier official plans and amendments in these regions would be approved by MMAH and the approval authority for subdivisions and consents would be automatically assigned to lower tier municipalities.

There is concern about resourcing to manage the increased number of matters that lower-tiers (or MMAH) would now be responsible for approving. This may lead to misalignment between capital investments in infrastructure by upper tiers and areas where growth is targeted by lower tiers. Upper tiers would continue to be responsible for servicing with upper tiers typically responsible for sewer/water, transit, and other matters tied to land use planning.

2.4.2 Current Provincial Policy Framework – Subject to Change upon Proclamation of Bill 23

The Planning Act

Section 2 of the *Planning Act* sets out interests, which include

- The conservation of natural resources;
- The supply, efficient use, and conservation of energy and water;
- The minimization of waste;
- The orderly development of safe and healthy communities;
- The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- the mitigation of greenhouse gas emissions and adaptation to a changing climate.

Section 41 permits municipalities to regulate matters related to building and site development. Section 41(4)2(d) of the Planning Act states:

(d) matters relating to exterior design, including without limitation the character, scale, appearance and design features of buildings, and their sustainable design, but only to the extent that it is a matter of exterior design, if an official plan and a by-law passed under subsection (2) that both contain provisions relating to such matters are in effect in the municipality;

A municipality may pass a Site Plan Control By-law which can be used to ensure that any development meets certain standards and regulations. Site Plan Control allows municipalities to create functional streets and landscapes.

Subsection. 51(24), of the *Planning Act*, states that municipalities must have "regard to" energy efficiency when considering draft plans of subdivision. Subsection 51(24) of the *Planning Act* provides:

51. (24) In considering a draft plan of subdivision, regard shall be had, among other matters, to the health, safety, convenience, accessibility for persons with disabilities and welfare of the present and future inhabitants of the municipality and to,

> ***(l)*** *the extent to which the plan's design optimizes the available supply, means of supplying, efficient use and conservation of energy...*

Municipal Act, 2001

The *Municipal Act* is the primary piece of legislation that sets out the roles and responsibilities of Ontario's municipal governments. The *Municipal Act* recognizes municipalities as a responsible and accountable level of government, giving municipalities a broad range of powers. Recent updates to the *Municipal Act,* through the *Modernizing Ontario's Municipal Legislation Act*, added the ability of a municipality to pass by-laws around environmental well-being including respecting climate change (S.11(2)) and provided additional clarity on a municipality's ability to develop green roofs or alternative roof surfaces that achieve similar levels of performance to green roofs., (e.g., S 97.1).

Finally, municipalities may provide for, or participate, in long-term energy planning for energy use in the municipality, and influence the design of development sites, including considering external building design details.

Ontario Building Code and National Construction Code

The Ontario Building Code (OBC), a regulation under the *Building Code Act*,1992, establishes technical requirements and minimum standards for building construction. The OBC defines the level of performance buildings are required to meet through the Supplementary Standard SB-10 and SB-12, which address environmental sustainability related to the construction of buildings, with the goal of increasing efficiency over time. The OBC's main purpose is to ensure public safety by requiring uniform building standards.

Bill 132, *Better for People, Smarter for Business Act*, 2019 repealed subsections 34 (6) and (7) of the *Building Code Act* to remove the requirement for the Minister of Municipal Affairs and Housing to initiate a review of the energy and water conservation provisions of the building code every five years. Further legislative changes were made to the *Building Code Act* as part of the *COVID-19*

Economic Recovery Act, 2020 that identified the importance of incorporating the National Construction Codes into the OBC (Subsection 34(1.1)).

It is expected that the next edition of Ontario's Building Code is proposed that Ontario adopts the 2020 National Energy Code of Canada for Buildings (NECB) to ensure greater harmonization with the National Construction Codes and the technical requirements in construction codes across Canada.

One of the changes in the 2020 National Construction Code included energy performance tiers to provide a framework for achieving higher levels of energy efficiency in housing and small buildings. The draft 2022 National Construction Code is proposing *tiered energy efficiency standards* that include a *pathway to requiring net zero ready construction in new buildings.*

Environmental Goals

Many municipalities have argued that they cannot rely solely on OBC minimum requirements to achieve their environmental goals. Incentives are a critical component of achieving performance beyond what is already mandated by policies, standards, and the building code. Incentives would work in tandem with the Green Development Standard and would not necessarily be integrated into the document.

Incentives that are available to municipalities to incent the development community to pursue higher tiers of performance beyond the mandatory requirements include the following options for consideration:

- Development Charge Refund Program - The City of Toronto provides a partial development charge refund to verified Tier 2, 3 or 4 sustainable and high performance development projects. In August 2022, City Council approved an increase in the Development Charge Refund Incentive to assist with reaching net zero emissions goals.

- Community Improvement Plans (CIP) - For a CIP to be an appropriate incentive tool for a green development standard, municipalities may need to identify a CIP for all lands in the urban area with priority areas for development or redevelopment. Only owners of properties within the Community Improvement Project Area that meet the program eligibility requirements may apply. CIPs can provide incentives or loans to developers in order to affect the desired outcome, or they can include changes to land-use and zoning regulations. CIPs could target brownfield redevelopment, densification and intensification, increased support for public transit, or the development of alternative energy systems.

- Utility Based Funding - The Enbridge Gas and Union Gas Savings by Design Program offers support / financial incentives to encourage builders of commercial and multi-residential developments to design their projects to achieve energy and environmental performance enhancements beyond the minimum requirements of the building code.

- Non-financially based incentives include accelerated approvals process or a recognition program such as Sustainable Design Awards/Green Development Champion.

The actual viability of implementing incentives within the partner municipalities may require additional study.

3 Best Practice Review

The following sections describe, at a high level, the various features of leading Green Development Standards across Canada. The aim is to, provide the Region key insights for developing its own GDS in future phases of this project.

3.1 Green Development Standards

This subsection provides a general overview of the leading green development standards across municipalities in Ontario. It also summarizes what types of sustainable performance criteria are addressed in each municipality.

While Vancouver has a robust community building policy, it is not contained in a comprehensive, stand-alone green development standard. Instead, the City of Vancouver implemented a Zero Emissions Building plan to transition to zero emissions buildings in all new construction by 2030, in addition to several development bylaws, policies, and guidelines, including:

- Green Buildings Policy for Rezonings
- Rezoning Policy for Large Sustainable Developments
- Higher Buildings Policy
- Low-Carbon Energy Systems Policy
- Zero Emissions Building Catalyst Policy

For this reason, Vancouver has been excluded from this sub-section of the report.

The table below (Table 1) provides a general overview of the leading green development standards in Ontario.

Of the five standards surveyed, only two (Sustainability Metrics Program and Halton Hills GDS) are points-based, as opposed to tier-based. Points-based systems allocate points for each metric and recommend compliance thresholds and minimum requirements. Tiered systems typically include a baseline of mandatory requirements and often have voluntary tiers or performance levels. In terms of the planning process, all five require GDS submissions at site plan, four require GDS submissions at plan of subdivision, and two require GDS submissions at rezoning.

Table 1: Overview of Municipal Green Development Standards

Municipal Standard	**Toronto Green Standard**	**The Sustainability Metrics Program**	**Ottawa High Performance Development Standard**	**Whitby Green Standard**	**Halton Hills Green Development Standards**
Location	Toronto, ON	Vaughan/Brampton, Richmond Hill/ Markham, ON	Ottawa, ON	Whitby, ON	Halton Hills, ON
Population (#)	**2.8M**	**1.4M** Vaughan: 323,000 Brampton: 655,000 Richmond Hill: 114,000 Markham: 339,000	**1.0M**	**0.14M**	**0.06M**
Population (% WR – W/K/C)	565%	299%	201%	27%	12%
Year Published (V1)	2010	2018	2022	2020	2014
Latest Version (Year)	2022	2021	2022	2020	2021
Number of Versions	3	2	1	1	3

Table 1 (continued): Overview of Municipal Green Development Standards

Municipal Standard	**Toronto Green Standard**	**The Sustainability Metrics Program**	**Ottawa High Performance Development Standard**	**Whitby Green Standard**	**Halton Hills Green Development Standards**
Point-Based vs. Tier System	Tier-based: 4 tiers, the first being mandatory.	Point-based: 3 levels related to the sustainability score achieved. Minimum score varies by municipality.	Tier-based: 3 tiers, the first being mandatory.	Tier-based: 4 tiers, the first being mandatory.	Point-based: must meet a minimum required point threshold (~40% of total points).
Planning Process Applicability	• Site Plan Application • Rezoning	• Site Plan • Plan of Subdivision • Block Plan	• Site Plan • Plan of Subdivision	• Site Plan • Draft Plan of Subdivision	• Site Plan Control • Plan of Subdivision • Rezoning
Development Types Covered	• Low-rise residential • Mid- to high-rise residential and non-residential • City agency, corporation and division-owned facilities	• Low rise • Multi-unit buildings • Non-residential	All new development and re-development in Ottawa	All new development and re-development in Whitby	• New low-rise residential • Low- rise non-residential • Mid to high-rise development

Table 2 below provides a breakdown of the various performance criteria evaluated by each of the five municipalities studied.

Overall, there is a wide a range in the number of performance categories (none – 10) and development features (11 – 50) covered by the standards. Note that the development features listed in the table reflect all of the checklists within each standard – i.e. all of the listed features may not be required for all building types or at all stages of the planning process.

Table 2: Performance Criteria Across Municipal Green Development Standards

Municipal Standard	Performance Categories (#)	Performance Categories (List)	Development Features (#)	Development Features (List)	Unique Features
Toronto Green Standard	5	• Air quality • Energy efficiency • Water efficiency • Ecological design • Solid waste	16	• Low emissions transportation • Pedestrian infrastructure • Operational emissions reductions • Renewable energy • Embodied emissions in materials • Managing stormwater • Water efficiency • Tree canopy • Landscape and biodiversity • Natural heritage protection • Climate positive landscapes • Bird collision deterrence • Waste collection and storage • Building material reuse • Sourcing of raw materials • Construction waste management	Large buildings (>2000 m² GFA) are required to submit a Design Development Stage Energy Modelling Report as proof of compliance. Applications have the option of pursuing the voluntary Development Charge Refund Program.

Table 2 (continued): Performance Criteria Across Municipal Green Development Standards

Municipal Standard	Performance Categories (#)	Performance Categories (List)	Development Features (#)	Development Features (List)	Unique Features
The Sustainability Metrics Program (Vaughan/Brampton, Richmond Hill/ Markham, ON)	4	• Built environment • Mobility • Natural environment and open space • Infrastructure and buildings	50	• Proximity to amenities • Providing mixed-use development • Design for life cycle housing • Community and neighborhood scale • Cultural heritage conservation • Enhancing urban tree canopy and shaded walkways and sidewalks • Salt management • Carshare and carpool parking • Surface parking footprint • EV charging stations • Block length • School proximity to transit routes, cycling networks, and walkways • Intersection density • Promote walkable streets • Pedestrian amenities • Bicycle parking • Implementing trails and cycling Infrastructure • Proximity to active transportation network • Distance to public transit • Traffic calming • Preserve existing healthy trees • Soil quantity and quality for new trees • Healthy soils • Connection to natural heritage • Natural heritage system enhancements • Supporting pollinators • Dedicated fruit/vegetable garden space • Access to public parks • Stormwater quantity and quality	Joint program across the three municipalities. The Sustainability Metrics Program includes a menu of metrics that applicants can select from in order to make their development more sustainable, with each metric worth a certain number of points.

Table 2 (continued): Performance Criteria Across Municipal Green Development Standards

Municipal Standard	Performance Categories (#)	Performance Categories (List)	Development Features (#)	Development Features (List)	Unique Features
				• Rainwater and greywater use • Multi-purpose stormwater management • Buildings designed and/or certified under an accredited "green" rating system • Universal design • Building accessibility • Embodied carbon of building materials • Reduce Heat Island • Passive solar alignment • Controlling solar gain • Solar readiness • Energy strategy • Building energy efficiency and emissions • Reduce potable water use • Back-up power • Extreme wind protection • Sub-metering of thermal energy and water • Reduce light pollution • Bird-friendly design • Solid waste • Innovation	

Table 2 (continued): Performance Criteria Across Municipal Green Development Standards

Municipal Standard	Performance Categories (#)	Performance Categories (List)	Development Features (#)	Development Features (List)	Unique Features
Ottawa High Performance Development Standard	0	N/A	34	• Building energy efficiency • Site plan accessibility • Fresh air intake • Tree planting • Plant species • Exterior lighting • Bird-safe design • Sustainable roofing • Cool landscape and paving • Common area waste storage • Building energy efficiency • Airtightness testing • Operational energy • Renewable energy • District energy • Embodied carbon • Health supportive amenities • Operable windows • Interior room temperature • Refuge area • Resiliency plan • In suite waste storing • Construction waste management plan • Parking • Micro mobility • EV parking • Bicycle access and storage • Enhanced bicycle facilities • Transit access • Enhanced transit facilities • Community energy plan • Extreme wind and snow loading • Waste storage	

Table 2 (continued): Performance Criteria Across Municipal Green Development Standards

Municipal Standard	Performance Categories (#)	Performance Categories (List)	Development Features (#)	Development Features (List)	Unique Features
Whitby Green Standard	10	• Health and happiness • Equity and local economy • Culture and community • Zero waste • Products and materials • Zero carbon energy • Sustainable water • Land use and wildlife • Local and sustainable food • Travel and transportation	47	• Public or boulevard trees • Access to parks and open space • Parkland and open space provision • Affordable housing • Accessible design • Housing types and size • Community safety • Art (within the site) • Outdoor amenity space • Cultural heritage resources • Public art (within public property) • Sustainable culture • Private street lights • Ecological functions • Ecological integrity • Tree canopy • Invasive species • Heat island effect • Bird and bat friendly glazing • Parks and opens spaces • Invasive species • Key natural heritage features • Stormwater management • Native, drought tolerant plants • Stormwater management quality and quantity • Irrigation for lots/units • Water balance • Household hazardous waste • Construction waste construction • Local food production • Accessible pedestrian infrastructure • Active transportation plan • Transit supportive compact built form	

Table 2 (continued): Performance Criteria Across Municipal Green Development Standards

Municipal Standard	Performance Categories (#)	Performance Categories (List)	Development Features (#)	Development Features (List)	Unique Features
				• Traffic control • Off-street surface parking • Walkways • Access to transit • Street networks and blocks • Functional entry to the urban mobility network • Complete street design • EV charging stations • District energy systems • Building commissioning • Renewable energy • Passive solar orientation • Energy efficient appliances • Building energy performance	
Halton Hills Green Development Standards	5	• Energy and water • Ecology • Resiliency • Transportation • Innovation	11	• Energy use reduction • Low carbon energy • Water use reduction • Energy and water reporting • Minimum soil depth • Minimum planter soil volume • Native and drought resistant vegetation • Stormwater quantity and quality • Resiliency checklist • Transportation demand management plan • Innovation	Using a LEED-like approach, criteria are rated on the significance of the environmental benefits and the difficulty or cost of implementation. The Town provides checklists for low-rise residential, low-rise non- residential, and mid to high-rise (any use) projects.

3.2 Building Energy Performance Targets and Tiers

In this sub-section, a general overview of energy specific requirements across different municipalities is provided. It also includes an overview of mandatory low-rise residential energy performance requirements.

The table below summarizes energy-related development features for all building types. Specific mandates often vary by building type (e.g. low rise residential vs. commercial). Overall, except for the Halton Hills Green Development Standard, each standard:

- Allows alternative compliance paths through third party certification.
- Includes building energy performance in their energy-related development features and;
- Requires varying degrees of energy modelling and reporting.

Table 3: General Overview of Energy Requirements by Municipal Standard

Municipal Standard	**Toronto Green Standard**	**The Sustainability Metrics Program**	**Ottawa High Performance Development Standard**	**Whitby Green Standard**	**Halton Hills Green Development Standards**
Energy-Related Development Features	• Building Energy Performance • Renewable energy • Benchmarking and Reporting • Enhanced Commissioning • Operational emissions reductions **Less common features*:** • Whole Building Lifecycle Assessment • GHG Emissions Limits • Material Emissions Assessment	• Building energy efficiency and emissions • Solar readiness • Sub-metering of thermal energy and water • Embodied carbon of building materials • Buildings designed and/or certified under an accredited "green" rating system **Less common features*:** • Energy strategy	• Building energy efficiency • Renewable energy • Airtightness testing • District energy • Embodied carbon • Operational energy	• Building energy performance • Renewable energy • Building commissioning • District energy systems* **Less common features*:** • Energy efficient appliances • Passive solar orientation*	• Energy use reduction • Low carbon energy • Energy and water reporting

***Less common features** are development features that are not typically seen in other GDS.

Table 3 (continued): General Overview of Energy Requirements by Municipal Standard

Municipal Standard	**Toronto Green Standard**	**The Sustainability Metrics Program**	**Ottawa High Performance Development Standard**	**Whitby Green Standard**	**Halton Hills Green Development Standards**
Energy-Related Development Features	• Whole Building Air Leakage Testing (WBALT)	• Passive solar alignment • Controlling solar gain • Back-up power			
Performance Metric Type	• Absolute energy use intensity • Absolute GHG intensity • Percentage above baseline • Certification • Commissioning • Life cycle assessment + GHG reduction • Whole building air leakage test	• Percentage above baseline • Certification • Commissioning • Percentage of total energy on site generated by renewable sources • Block orientation • EnerGuide rating • Sub-meter installation	• Absolute energy use intensity • Absolute GHG intensity • Percentage above baseline • Certification • Embodied carbon target and tracking	• Absolute energy use intensity • Absolute GHG intensity • Percentage above baseline • Certification • Exploration and feasibility	• Absolute energy use intensity • Absolute GHG intensity • Percentage above baseline
Required Documentation	• Energy (Modelling) Report • As-constructed stage energy model report • Design Stage Energy (Modelling) Report • Energy Workbook • Energy Efficiency Design Summary	• Energy Report • Letter of Intent • Roof Plan • Site Plan • Urban Design Submission	• Preliminary Energy Model • Final Energy Model • Community Energy Plan Report • ENERGYSTAR Portfolio Manager registration • Metering single line diagram	Not specified.	• Energy Performance Report • Simulation files and external calculations • Building Envelope Design Brief • Mechanical and Electrical Design Brief(s)

Table 3 (continued): General Overview of Energy Requirements by Municipal Standard

Municipal Standard	**Toronto Green Standard**	**The Sustainability Metrics Program**	**Ottawa High Performance Development Standard**	**Whitby Green Standard**	**Halton Hills Green Development Standards**
Required Documentation	• BOP/HOT2000 Report • Registration and certification documentation from other approved standards • Embodied Carbon Report Template • Commissioning Plan and Report • Air Leakage Testing Report		• High Performance Development Standard Checklist		• Signed letter approving public sharing of data points

Note: *Section in development. In next draft of the report, a summary of the Vancouver Building By-law (VBBL) will be provided.*

The table below (Table 4) compares energy performance requirements for low-rise residential development across the five standards surveyed as well as the Vancouver Building By-law.

Table 4: Overview of Mandatory Low-Rise Residential Energy Performance Requirements by Municipal Standard

Municipal Standard	Development Feature	Requirement	Required Documentation
Toronto Green Standard	Building Energy Performance	Design, construct and label the building to achieve ENERGY STAR for New Homes, version 17.1 or R-2000.	• Energy Efficiency Design Summary prior to NOAC • BOP or HOT2000 Report

Table 4 (continued): Overview of Mandatory Low-Rise Residential Energy Performance Requirements by Municipal Standard

Municipal Standard	Development Feature	Requirement	Required Documentation
The Sustainability Metrics Program	Building Energy Efficiency	Design all buildings in accordance with OBC. **Note**: while mandatory performance levels above the Ontario Building Code (OBC) are not required, the proponent would most realistically need to perform better than code to receive sufficient points for approval due to the weighting assigned to energy credits in this points-based program.	
Ottawa High Performance Development Standard	Building Energy Efficiency	Using exterior elements, buildings shall be designed to meet or exceed one of the following (projects may opt to factor in interior measures into the proposed design): • Total Energy Use Intensity (TEUI), Thermal Energy Demand Intensity (TEDI) and GHG Emission Intensity (GHGI) targets by building type per Table 1 Below. OR • 25% carbon emission reduction beyond the OBS, SB-10, Division 3 (2017) OR • Commitment to pursue certification program such as Energy Star for MURBS; LEED, or BOMA Best with a minimum number of energy pointes, or equivalent.	Compliance with this metric is proven through a preliminary energy model report submitted prior to approval; (not required at submission). Project proponents are encouraged to engage an energy modeller as early as possible to maximize energy efficiency design opportunities. Energy Modelling is performance as per the guidelines in the Energy Modelling Report Terms of Reference. It is understood as this is a preliminary energy model there will be a number of assumptions required, and energy estimates will not exactly reflect future models if completed for future phases of the project.
Whitby Green Standard	Building Energy Performance	Design the buildings(s) to achieve at least ENERGY STAR for New Homes, version 17, R-2000 requirements, or equivalent.	

Table 4 (continued): Overview of Mandatory Low-Rise Residential Energy Performance Requirements by Municipal Standard

Municipal Standard	Development Feature	Requirement	Required Documentation

Halton Hills Green Development Standards	Energy Use Reduction	Part 9 buildings (i.e. low-rise residential) shall be designed to meet or exceed the minimum energy performance level of at least the percent show below, better than that of the OBC's 2017 Supplementary Standard SB-12.
		
		Threshold:
		• 10% (5 points)
		• 20% (8 points)
		• 40% (11 points)
		• Net-zero Energy (14 points)
		
		Compliance with this pathway shall be demonstrated using the computer simulation software HOT2000 (v10.51 or later). Other software allowed under SectionA-2.1.2.1 of SB-12 may be accepted at the discretion of the Town's Administration. The energy model must be completed using industry best practices and in accordance with the requirements of SB-12, except for the following exception: once the 10% minimum threshold is demonstrated, onsite renewable energy can be used to reach higher thresholds.
			• Energy performance report that includes at a minimum:
			  • Summary of key energy model inputs and building characteristic;
			  • Annual building energy usage broken down by end-uses and fuel-type; and
			  • Explanation of any externally calculated energy performance or modelling software limitations.
			• Simulation files and any external calculations.
			• Building Envelope Design Brief on designer's letterhead.
			• Mechanical and Electrical Design Brief(s) on designer's letterhead.

Table 4 (continued): Overview of Mandatory Low-Rise Residential Energy Performance Requirements by Municipal Standard

Municipal Standard	Development Feature	Requirement	Required Documentation
Vancouver Building By-law (VBBL)	Overall Requirements/ Building Energy and Emissions (Performance and PH Path Only)	**Compliance Path #1: Prescriptive** The building envelope assemblies, mechanical appliances and airtightness must all meet or exceed the VBBL minimum prescribed requirements. **Compliance Path #2: Performance** The building's overall modeled energy use and emissions must meet the VBBL performance requirements, while also meeting or exceeding the minimum prescribed envelope requirements. **Compliance Path #3: Passive House** Buildings designed and constructed according to version 9 of the Passive House Package. Additionally, regardless of compliance path, proponents must: • Provide heat recovery ventilators • Provide control systems for HRV and • heat pump systems • Provide sub-metering of building hot water and gas usage for heating/hot water • Conduct air leakage testing	**Compliance Path #1: Prescriptive** • Minimum building assembly R-values • Maximum building glazing U-values • Minimum building mechanical appliance performance • Maximum building air leakage rate • Energy model for documentation **Compliance Path #2: Performance** • Minimum building assembly R-values • Maximum building glazing U-values • Minimum building mechanical appliance performance • Maximum building air leakage rate • Energy and emissions modelling to show compliance **Compliance Path #3: Passive House** • Passive House Certification

3.3 Technological Solutions

The following section provides a menu of technological solutions actively being considered across Ontario municipalities. Split between energy and carbon-related technologies and other sustainability technologies, such as transportation or water-related technologies. Note that most of these technologies have been implemented on various development projects in the past decades, with varying levels of familiarity within the development community.

3.3.1 Energy and Carbon Technologies

To optimize building performance, passive design improvements (such as building orientation and window to wall ratios) should be prioritized to reduce the heating and cooling loads within the building. Once loads are reduced, the mechanical systems can then be designed to minimize the energy needed to meet those loads. Finally, renewable technology and carbon offsets can then be used to strive towards net zero performance. For this report, we have focused on active strategies that contribute to GHG reductions and drive towards zero carbon buildings including both mechanical systems and renewable technologies.

Mechanical Systems:

- **Fuel switching** (shift in heating source from natural gas to electric HVAC systems)
    - **Air source heat pump / VRF HVAC system:** a high efficiency fully electric HVAC system that can operate at wider temperature ranges than a typical air source heat pump and utilize electric heating as a back-up source when required.

- **District energy system:** District energy is a thermal energy production system (heating, cooling, or both), and possibly from electricity, from a connected source that is supplied through a distribution piping network to multiple buildings. For a DES to be energy and carbon efficient it must have a low carbon supply source (e.g., geothermal).

Renewables and Storage:

- **Photovoltaic panels:** composite panels that convert solar energy into electricity, can be used to supply electricity to the building or exported to the grid.

- **Biogas systems:** fuel cells that use biogas to convert hydrogen and oxygen into electricity.

- **Biofuel systems:** fuels produced directly or indirectly from organic material and combusted to produce thermal energy or electricity.

- **Wind systems:** building- or site-integrated wind turbines that convert wind energy to electricity.

- **Geoexchange systems:** the use of ground source heat pumps that use electricity to harness heat from the ground under and/or surrounding a building.

- **Sewage / drain water heat recovery:** is a specialized water-to-water heat pump that recovers energy directly from wastewater and uses this energy to preheat domestic hot water.

- **Solar thermal:** rooftop mounted solar collector for thermal energy which is typically used to offset heating of domestic hot water loads in residential buildings.

- **Earth tubes:** Work by drawing incoming air through tubing in the ground for pre-heating and cooling, reducing ventilation loads.

- **Battery storage:** can be utilized in buildings to provide zero carbon backup power and empower owners to draw from the grid at off-peak times. Paired with renewable energy, can extend the utilization of renewables promoting a renewable, resilient grid.

3.3.2 Other Sustainability Technologies

Electric vehicle charging: involves the connection of an electric vehicle to a source of electricity to recharge the vehicle battery. The following outlines components involved with electric vehicle charging.

- **Electric vehicle charging infrastructure plan:** consists of electrical drawings and electrical load calculations indicating the EV charging infrastructure and sufficient capacity.

- **Electric vehicle ready parking:** a parking space that has an energized electrical outlet that is capable of charging an EV when a charging station is installed in the future, or an installed a multi-coupler charging station serving adjoining parking spaces.

- **Electric vehicle rough-in:** a resident parking space that:
    - has a trade-size conduit with pull-string, installed at the time of construction to allow for the later installation of EV charging station(s), terminating at either the resident electrical panel or the dedicated common electrical panelboard.
    - has a single trade size conduit with pull-string, from the common point of adjoining parking spaces.

E-bikes: E-Bikes are electric bicycles with an electric motor of 500 watts or less and functioning pedals that are limited to a top speed of 32 km/h without pedaling.

Intensive green roof: intensive green roofs have deeper substrates that can support a greater variety of habitats and biodiversity.

Extensive green roof: extensive green roofs generally have shallow, well drained substrates and hot dry conditions that are typically only suitable for a few drought tolerant species and minimal biodiversity.

WaterSense® labeled fixtures: an Environmental Protection Agency (EPA) program designed to encourage water efficiency through the use of a special label on consumer products. For more information, visit the WaterSense® website.

Stormwater management: the planning, design and implementation of systems that mitigate and control the impacts of man-made changes to the runoff and other components of the hydrologic cycle.

- **Permeable pavement:** also known as pervious or porous paving, is a type of hard surfacing that allows rainfall to percolate to an underlying reservoir base where rainfall is either infiltrated to underlying soils or removed by a subsurface drain.

- **Bioswales:** bioswales are vegetated open channels specifically designed to attenuate and treat stormwater runoff for a defined water volume.

- **Soakaway:** a soakaway is a hole dug into the ground that is filled with coarse stone and rubble or plastic crates. It allows water to filter through it, and literally soak into the ground (away).

- **Rain gardens:** rain gardens are landscape features designed to treat stormwater runoff from hard surface areas such as roofs, roads and parking lots. They consist of sunken garden spaces where runoff can pond and infiltrate into deep constructed soils.

- **Filter strips:** Filter strips are uniformly graded, gently sloping, vegetated strips of land that provide opportunities for slow conveyance and (commonly) infiltration. They accept runoff as overland sheet flow from upstream development.

- **Infiltration trenches:** Infiltration trenches are linear ditches that collect rain water from adjacent surfaces, and their highly permeable soils allow the water to quickly seep into the ground.

Cool roof: A cool roof is made of a material or has a coating that can lower the roof surface temperature, decreasing the amount of heat transferred into a residential or commercial building.

Tri sorter waste chutes: a specialized garbage chute extension that uses the building's existing waste equipment. The system directs residents' materials into one of three recycling, organic or waste containers located in the garbage room.

Dark sky compliant lighting: International Dark-Sky Association (IDA)'s Fixture Seal of Approval program certifies outdoor lighting fixtures as being Dark Sky Friendly, meaning that they minimize glare while reducing light trespass and skyglow.

3.4 Communicating GDS: Tools and Resources

Communicating the GDS project to partners, updating and reviewing internal planning application review processes, and training staff and applicants are essential in ensuring successful GDS implementation.

The following tools are used to support the team in this process:

Tool	Audience
Green Development Standard Guide	Development community
Green Development Standard Checklist	Development community
Webpage on the municipality website:	Development community and public
Training Guide	Internal staff

a. Green Development Standard Reference Guide:

A GDS guide is a tool used to help guide sustainable development within the municipality. The purpose is to increase action on sustainability measures for new development within the community to improve environmental, social, and economic performance. This ultimately helps to mitigate greenhouse gas emissions and increase green responsibility and resiliency. Note that some municipalities, such as the city of Toronto, do not have a reference guide.

b. Green Development Standard Checklist:

Green development standard checklists provide mandatory criteria that must be met within the new development application. The goal of this is to help developers achieve a high-performance, sustainable development.

c. Webpage on the municipality website:

A municipality webpage is intended to be a primary source of information, tools and resources for the community and developers to use to gain access to the information and knowledge required to meet the terms of the GDS guidelines and checklist items. The aim is to ensure new developments are constructed with sustainable measures in mind, providing resources for developers to meet the required criteria.

d. Training Guide:

Staff training guides are geared towards internal staff in order to facilitate implementation. They typically contain more details on internal processes and can also include overlapping content with the guides tailored for developers (i.e glossary, etc.). To accompany this guide, there typically are staff training sessions, webinars, workshops, etc., to train staff on the GDS.

Table 5: Community GDS in Ontario with Links to Tools and Resources

Location	Municipal Standard	Link to Tools and Resources
Toronto	Toronto Green Standard	Webpage Checklists & Templates GDS v4 Low Rise Res. Dev. GDS v4 High Perform. Checklist Zero Emissions Buildings Framework
Ottawa	The Sustainability Metrics Program	Webpage Site Plan Metrics HPDS Draft of Subdivision HPDS Final Report
Brampton / Vaughn / Richmond Hill / Markham	Ottawa High Performance Development Standard	Webpage BSDG
Whitby	Whitby Green Standard	Webpage WGS Checklist
Halton Hills	Halton Hills Green Development Standards	Webpage GDS v3 Checklists Low Rise Residential Checklist

4 Engagement

The following sections summarize the engagement plan and feedback from the engagement sessions for Phase 1 of the GDS project. A section summarizing typical feedback that can be anticipated from different partner groups is also included.

4.1 Phase 1 Engagement Plan

The intent of the Phase 1 engagement was to promote and educate partners on a community-wide Green Development Standard. The goal is to create a region-wide and province-leading development standard to help address climate change and the energy transition. Virtual sessions were held to obtain feedback from participants from the Region of Waterloo, the cities of Cambridge; Kitchener; and Waterloo, utilities, and other impacted agencies.

Three sessions were held on:

- Wednesday, August 31, 2022 from 9:30-11:00 am
- Thursday, September 8, 2022 from 1:00-2:30 pm
- Wednesday, September 14, 2022 from 10:00-11:30 pm

The sessions provided the opportunity for the consulting team to hear perspectives on existing initiatives and the challenges and opportunities for realizing green development in Waterloo Region.

A contact list was circulated prior to the sessions to assemble a list of participants and to ensure that all interested parties were included in the discussion. Each contact was sent an invite to an Eventbrite page to allow participants to register for one of the three sessions.

To ensure consistency in messaging, each event included the same presentation (see Appendix 4) followed by a discussion and opportunities to ask questions.

Agenda:

1. Introduction (WR Community Energy)
    - Agenda and expectations
    - Overview of the project, process, and goal
2. Presentation (Urban Equation)
    - Purpose of this session
        - What are Green Development Standards
        - Why are Green Development Standards important, the benefits, and the components
        - Precedent examples
    - Frequently Asked Questions
3. Discussion and Questions
4. Next Steps

Following the virtual sessions, a summary of the discussion, comments, questions, and responses was prepared in a data collection matrix (see Appendix 2). For participants unable to attend the sessions, materials were available for comment and inclusion in the matrix.

4.2 Phase 1 Engagement Sessions Feedback

In total, 47 individuals registered to and 40 attended the three virtual engagement sessions, including numerous municipal and utility representatives. The three sessions generated productive discussions and solicited many, often technical, questions and ideas to be further explored in Phase 2 of the project.

The sessions posed the following discussion questions to the attendees:

- General questions about the content that was presented?
- What are some opportunities you would like to explore as part of this project?
- Are there any other ways we can help you succeed?
- Do you have any additional needs (ex. training) we should be aware of?
- Are there any specific challenges, barriers, or obstacles you are most concerned about?
- Are there additional topics we should include in the Phase 1 Report?

At a high level, key themes emerged in response to these questions include the desire to reward performance and ensure follow through, the need for simplicity and clarity, and the need to consider additional constraints. Note that detailed feedback from the engagement sessions is captured in Appendix 2.

Theme #1: Rewarding Performance and Ensuring Follow-Through
The groups highlighted the importance of going beyond design to ensure projects are actually performing in line with the GDS' objectives. To this end, some ideas that emerged in the sessions include performance-based incentives and opportunities for collaboration between municipalities and utility providers.

Theme #2: Need for Simplicity and Clarity
Some attendees voiced a need for clear communication and streamlined processes, both to ensure involvement of developers less familiar with GDS, but also to ensure planners are equipped (but not overwhelmed) with the necessary tools and knowledge to enforce the GDS.

Theme #3: Additional Constraints to Consider
In addition to some common GDS constraints presented during the sessions, some participants expressed a need to explore constraints such as water sourcing and limits to EV infrastructure in further phases of the project.

While these themes capture common responses coming out of the three sessions, other feedback mostly comprised of technical inquiries and ideas related to specific sustainability strategies. Discussions to further explore and assess these questions and ideas will take place in Phase 2.

4.3 Typical Feedback from the Community

The following section overviews typical community responses to GDS development and implementation. It includes typical feedback and suggested approaches for engaging the development community, public, planning staff, and other partners considered key actors for successful implementation. It is based on Urban Equations' experience facilitating municipal engagement across Ontario, including the feedback received during the engagement sessions held as part of this project.

4.3.1 Development Community

Typical Feedback

- **Interest in GDS**: The response typically varies by municipality and the extent to which the development community is already experienced with green buildings. In municipalities where there are at least a few developers implementing green buildings**,** the development community has expressed openness and interest in in working with municipalities to develop GDS as well as a willingness to pursue more sustainability measures on a diversified range of topics.
- **Reluctance to implement more progressive measures:** While generally open to GDS, developers tend to express dis-ease around implementing bleeding edge technologies and overly prescriptive requirements. Specifically, progressive energy and carbon related requirements and stormwater management (particularly in high density sites) tend to be most contested.
- **Importance of clarity:** Overall, the key concern we have heard from developers is a lack of clarity. We have heard that developers appreciate:
    - Performance requirements over prescriptive or solution specific requirements. While there is openness to meet the intent of a performance-based requirements, developers prefer the room to be creative and come up with solutions that meet both performance and economic viability.
    - Proactive articulation of requirements. The City of Toronto set a helpful precedent with their tiered approach. We have heard numerous times, that this approach gives the development community time to plan for progressing requirements. .
    - Reporting and documentation – the provision of clear, simple, reporting requirements greatly eases the developer's effort to prepare a compliant submission.

Suggested Engagement Approaches

- **Building Advisory Panel (BAP):** Early in the project, organize a panel of representative volunteers from the development community and building associations so that development community representatives can assist staff by providing feedback at different project stages. To ensure clarity, invite the BAP to engagement sessions that:
    - Provide information on the project's goals and objectives
    - Provide updates on the project's progress
    - Present summary results from surveys

    - Collect and respond to any questions or comments
- **Knowledge sharing sessions:** Host knowledge sharing sessions with developers of varying levels of familiarity with GDS. Hearing directly from leading industry peers will mitigate concern around more ambitious sustainability strategies.
- **Avoid detailed surveys:** In our experience, developers tend to be less responsive to detailed surveys (i.e. commenting on a checklist) compared to meetings. Aim to set up live sessions, calls and interviews instead and keep surveys high-level.

4.3.2 Planning Staff

Typical Feedback

- **Capacity concerns:** Sustainability may be seen as an added workload to existing processes by planning staff. Actual daily implications on team capacity and workload are typically key concerns and should be addressed as early as possible.
- **Resistance to change:** Planning staff are familiar with existing approvals processes and may be hesitant to embracing a GDS due to a lack of familiarity and perceived complexity.
- **Not in favour of rushed approvals as an incentive:** Planning staff have voiced reluctance to speed approvals as a performance incentive as this would exacerbate capacity issues teams may already be facing.

Suggested Engagement Approaches

- **Internal training:** Hold multiple training sessions for all departments and staff involved in reviewing development applications to ensure their familiarity with the GDS.
- **Review process:** Dedicate time and a session with the broader team to review the application process that will be included in the staff training guide.

4.3.3 Public

Typical Feedback

- **Ambitious measures for key priorities:** The public generally favors higher performance sustainability measures in their community. Themes like nature, parks and open spaces, as well as affordability, are often clear priorities. These can help inform subjects where the municipality should invest more energy and consider including higher performance criteria that demonstrates leadership.

Suggested Engagement Approaches

- **Surveys, forums and polls:** Unlike the development industry, the public tends to be more responsive to polls and surveys. Live engagement sessions (in person or virtual) can generate weak turnout as GDS can be very technical for many. It is recommended that additional creative engagement methods, including but not limited to online forums, surveys, polling and in person events be explored and included in the engagement strategy early on.

4.3.4 Other Partners

The following section captures high level feedback from other partners including, but not limited to, local organizations, utility providers, The Atmospheric Fund (TAF), and other municipalities that may be consulted in the development of the GDS.

Typical Feedback

- **Open to innovation and collaboration:** Often experts in their respective fields, partners are eager to share best practice and collaborate in the GDS creation process.
- **Sharing experience:** Other cities or municipalities that have implemented GDS are generally very open to sharing the lessons learned along the way.

Suggested Engagement Approaches

- **Review Process:** it is highly recommended to tap into other partners' expertise by asking them to review and comment on draft documents make.

Learning from other municipalities: Engage early in the project with other municipalities so they can share their experience and answer questions. A 90 min workshop or consultation format can be very productive and useful for the project team and is highly recommended.

5 Conclusion

Creating a GDS is a considerable task that concerns various municipal policies and areas of expertise. It requires clear communication and efficient coordination between all parties involved, both internally and externally. With this in mind, the review of municipal standards and their key building blocks provided in this report can be used to shape and orient next phases of this project.

While putting together a GDS is a major step towards sustainable community building for each municipality, it is important to remember that it is the tip of the iceberg in the assortment of sustainable policies that will need to be developed to address climate emergency.

Lastly, it is important to note that the standards are living documents that will be reviewed and adapted to reflect evolving best practices. In the coming years, staff will need to monitor and collect any feedback useful for reviewing the next versions of the standard. The positive impact of GDS will be felt the most when it is treated as a long-term commitment.

Waterloo Region is very well positioned for success in moving forward with a GDS. The Region has many reasons for optimism, including strong interdisciplinary partnerships and opportunities for collaboration, the involvement of utility providers, drawing on experiences from other communities, and leveraging the local business landscape to innovate and stretch past the limits of current best practice.

Appendix 1: Recommended Phase 2 Work Plan

The following recommended Phase 2 work plan and budget is based on our experience working on GDS projects with various municipalities. It also considers the added level of complexity involved in coordinating the different municipalities within the Waterloo Region. The budget below covers the fees for the base project as mapped out in the work plan.

Phase 1: Project Launch and Engagement Round 1	$ 45,000
Phase 2: First Drafts	$ 25,000
Phase 3: Second Drafts and Engagement Round 2	$ 35,000
Phase 4: Final GDS and Presentations	$ 35,000
Phase 5: Other Tools and Staff Training	$ 25,000
Total Base Budget	**$165,000**

Depending on the needs, fees for additional reports and studies (in Phase 5) could range between $20,000 – $100,000. Note that these fees will be minimized by procuring these studies and reports together rather than completing them independently. The list of studies and reports below summarizes interests already suggested by the Region and would be covered in addition to the base budget as stated above:

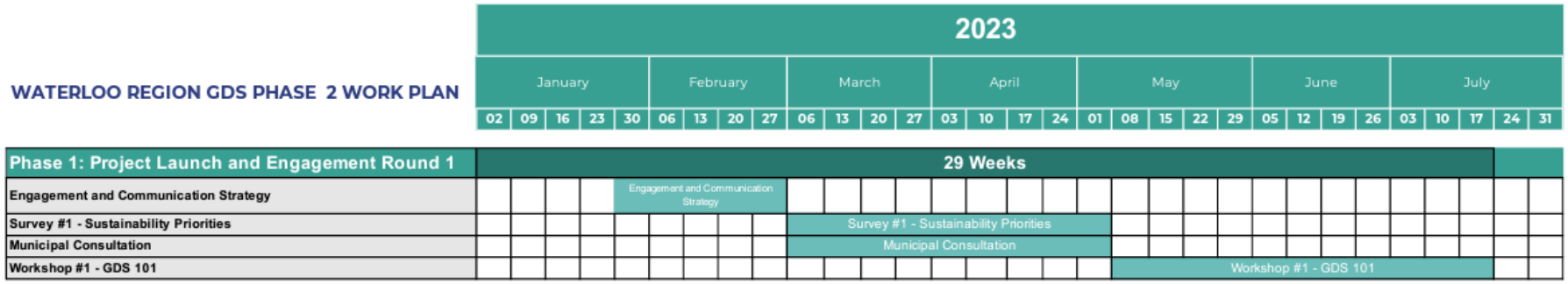
- Business Case Methodology & Briefing Note
- Business Case Report and Recommendations
- Incentives Briefing Note
- Monitoring Strategy
- Impact and Opportunities Report on Development Industry and Planning Process
- Impact Report on By-laws, and Other Processes
- GDS FAQ (e.g. response to feedback - codification of commenting matrix, industry impacts)

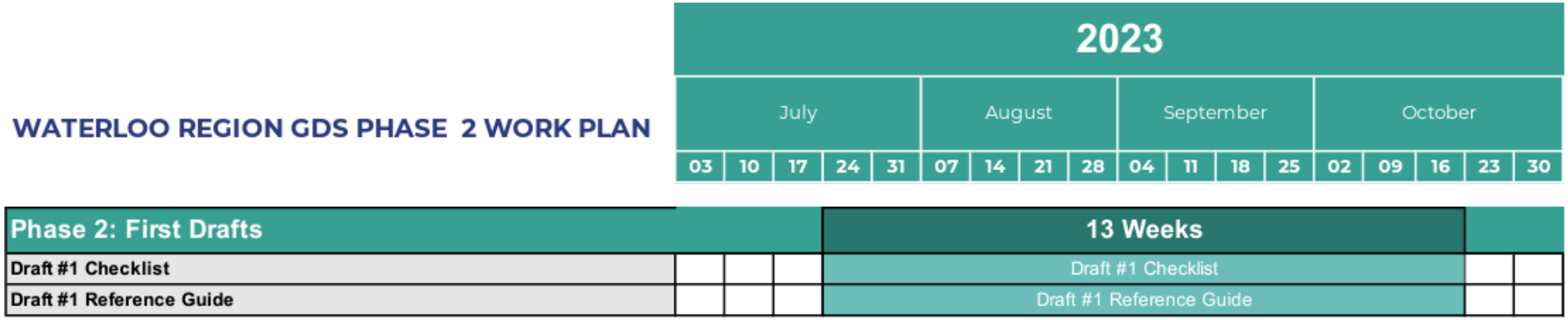
Note and Assumptions:

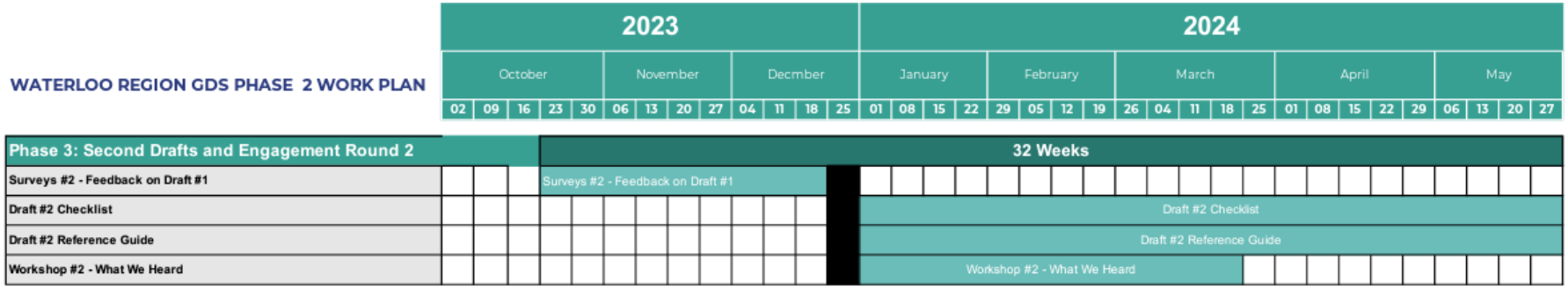
- Components of this work plan can be adjusted with further input from the Region's project team to fit needs and internal capacity.
- A hypothetical starting date of January 2023 has been suggested to simplify the work plan.
- The fee is dependent of completing the project within 24 months.
- All workshops are assumed to be online
- All workshops are set up within 1 month of project award
- A total review time of four weeks has been assumed for all key deliverables. One consolidated set of comments will be compiled by the Region.
- An individual within the Region team is responsible to coordinate amongst the municipalities

URBAN EQUATION

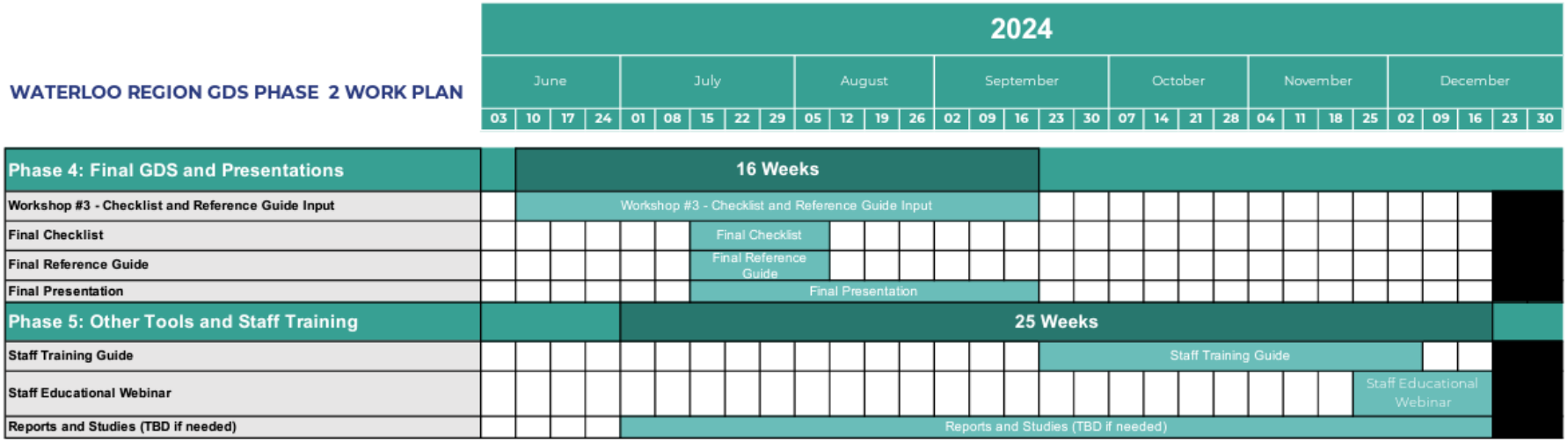
Phase 2 Work Plan







Phase 2 Work Plan (continued)



Appendix 2: Detailed Feedback from Phase 1 Engagement Sessions

#	Comment	Question/ Suggestion	Comment Type/ Group/Category	Department/ Group	Date	Transmitted Via	Response (UE/WR)
1	Waterloo Region has a different level of maturity around understanding GDS than what you would see in the GTA. We need to make sure we're bringing in information in a very broad way to different groups – making things clear, highlighting some developers who are doing great things, figuring out how we communicate this going forward, and bringing in less experienced developers.	Suggestion	Engagement	City of Cambridge	2022-08-31	Internal Engagement Session #1	To consider breadth of audiences in more depth in early Phase 2 work.
2	Some folks are very receptive to GDS, but many are still asking questions. There has been very little pushback from developers, but more hesitancy from planners. How can we talk to planners in particular about this topic/how do we collaborate?	Suggestion	Engagement	WR Community Energy	2022-08-31	Internal Engagement Session #1	Typical feedback from planners will be covered in the Phase 1 report. Recommended communication/ collaboration approach will be covered in early Phase 2.
3	Not a lover of point system – prefer tiered because it establishes strong performance expectation as baseline, very clearly. Would like to have good discussion on this at later point. Has developed GDS as	Suggestion	Implementation	City of Cambridge	2022-08-31	Internal Engagement Session #1	To consider in Phase 2 of the project.

#	Comment	Question/ Suggestion	Comment Type/ Group/Category	Department/ Group	Date	Transmitted Via	Response (UE/WR)
3	consultant in previous job – for Aurora – they ended up using a hybrid approach.						
4	I suggest removing the incentive related to faster approvals. The City of Kitchener has undertaken a Development Review and with the resulting process improvements we are moving as fast as we can.	Suggestion	Implementation	City of Cambridge	2022-09-08	Internal Engagement Session #2	To consider removing this incentive from potential options in Phase 2
5	Unsure how school boards, and other large site owners are involved. Big opportunities are usually on large sites; not sure if they should be left out of the process.	Suggestion	Engagement	City of Cambridge	2022-08-31	Internal Engagement Session #1	To explore further in Phase 2 of the project.
6	Want to see how we're dealing with First Nations engagement/involvement. Interest across watershed could be an important aspect in establishing themes/priorities.	Suggestion	Engagement	City of Cambridge	2022-08-31	Internal Engagement Session #1	To explore further in Phase 2 of the project.

#	Comment	Question/ Suggestion	Comment Type/ Group/Category	Department/ Group	Date	Transmitted Via	Response (UE/WR)
7	Developed performance standard for the City of Mississauga buildings in which points were awarded on energy savings. This is a hybrid system with points and levels, based on performance (beyond just design). Will this approach be considered on this project?	Suggestion	Implementation	City of Kitchener	2022-08-31	Internal Engagement Session #1	To explore further in Phase 2 of the project.
8	Important to set up the tools to allow for standardization. Could be monitored by a third party.	Suggestion	Implementation	City of Kitchener	2022-08-31	Internal Engagement Session #1	To explore further in Phase 2 of the project.
9	Is there a way for tax-based incentives to reward actual performance?	Suggestion	Implementation	WR Community Energy	2022-08-31	Internal Engagement Session #1	To explore further in Phase 2 of the project.
10	If we implement a performance-based incentive program (ex. deferred tax), could the utilities monitor if design savings are met? Could we use utilities to channel those savings to reduce administrative burden?	Suggestion	Implementation	WR Community Energy	2022-08-31	Internal Engagement Session #1	To explore further in Phase 2 of the project.

#	Comment	Question/ Suggestion	Comment Type/ Group/Category	Department/ Group	Date	Transmitted Via	Response (UE/WR)
11	Planners need to know how to sign off on GDS - this is usually the biggest challenge. They want to know what they need, what is being submitted, who has the responsibility to approve this, "how can you make this simple for me?". Planners need to know who is involved and how the process will work; Lisa's experience is that this process needs to be very iterative, steering committee focused.	Suggestion	Engagement	City of Cambridge	2022-08-31	Internal Engagement Session #1	To consider breadth of audiences in more depth in Phase 1 recommendation.
12	How do we ensure "follow through" on any potential post-occupancy commitments? This is something we've encountered at the regional and area municipal level re: TDM/TIS checklist and guidelines.	Question	Engagement	Region of Waterloo	2022-09-08	Internal Engagement Session #2	To explore further in Phase 2 of the project.

#	Comment	Question/ Suggestion	Comment Type/ Group/Category	Department/ Group	Date	Transmitted Via	Response (UE/WR)
13	Collaboration between municipalities and utility providers could start where GDS stops. Something like a tax rebate could be triggered when targets have been met. Some avenues exist, but would be innovative. Waterloo could be the pioneer.	Suggestion	Engagement	WR Community Energy	2022-09-08	Internal Engagement Session #2	To explore further in Phase 2 of the project.
14	I worry about the potential impact on resourcing for municipal operations where new design requirements get passed on to municipalities to maintain. It will be important that capital impacts are well understood and explained to senior decision makers and councils.	Suggestion	Engagement	City of Cambridge	2022-09-08	Internal Engagement Session #2	To explore further in Phase 2 of the project.
15	Brown outs have been a local challenge, losing industries $10M/hr. This would be a useful narrative in developing our case.	Suggestion	Engagement	WR Community Energy	2022-09-08	Internal Engagement Session #2	To explore further in Phase 2 of the project.

#	Comment	Question/ Suggestion	Comment Type/ Group/Category	Department/ Group	Date	Transmitted Via	Response (UE/WR)
16	Are these standards also intended to apply to public buildings? If so, how do we factor location into the standard which is critical for public buildings (e.g. transit and active transport network)?	Question	Engagement	Region of Waterloo	2022-09-08	Internal Engagement Session #2	To explore further in Phase 2 of the project.
17	Transportation, TIS guidelines could be uploaded into a GDS. When looking at public facilities (e.g. recreation centres), land is always a consideration, but sustainable transport access an afterthought. How do we factor this into the GDS?	Question	Engagement	Region of Waterloo	2022-09-08	Internal Engagement Session #2	To explore further in Phase 2 of the project.
18	Other green guidelines are quite weak on parking. Is there a way to have parking maximums/over-ride parking minimums depending on location (e.g. close to transit and active transportation)?	Question	Implementation	Region of Waterloo	2022-09-08	Internal Engagement Session #2	To explore further in Phase 2 of the project.

#	Comment	Question/ Suggestion	Comment Type/ Group/Category	Department/ Group	Date	Transmitted Via	Response (UE/WR)
19	How do municipalities include energy standards? We need to figure out how to raise the standard above the National Building Code. Getting a group of developers to form a subdivision would be a good idea. We should look into subdivisions where developers are willing to market how successful that can be.	Suggestion	Engagement	City of Kitchener	2022-09-08	Internal Engagement Session #2	To explore further in Phase 2 of the project.
20	I think there are existing and fairly robust standards / requirements for stormwater and natural features, which a GDS could incorporate. If the goal is to build better and get some GHG reductions and other green benefits, I personally think the question is where and how to go over and above that. Additional green space, naturalization of underused space, SWM functions to compensate for off-site issues, etc.	Suggestion	Implementation	Grand River Conservation Authority	2022-09-08	Internal Engagement Session #2	To explore further in Phase 2 of the project.

#	Comment	Question/ Suggestion	Comment Type/ Group/Category	Department/ Group	Date	Transmitted Via	Response (UE/WR)
21	Another GDS barrier to consider is infrastructure capacity. For example, if there's a mandate for EV chargers, electrical feeder capacity/wire sizes/ transformer sizes need to be considered.	Suggestion	Implementation	Enova Power	2022-09-14	Internal Engagement Session #3	To explore further in Phase 2 of the project.
	Waterloo is landlocked and the regions discussed have lake-based sources of water. Waterloo is reliant on groundwater. Waterloo is growing significantly in future years, and must have a plan to deal with waste water discharge (currently discharging into smaller bodies of water, i.e. Grand River and Speed River). The ecosystem has to be more closely monitored.						

#	Comment	Question/ Suggestion	Comment Type/ Group/Category	Department/ Group	Date	Transmitted Via	Response (UE/WR)
22	Moving forward, getting a way for developers to use low res/high res standards would be of interest to the Region of Waterloo Water Division.	Suggestion	Implementation	Region of Waterloo - Water Services Division	2022-09-14	Internal Engagement Session #3	To explore further in Phase 2 of the project.
23	The objectives for Waterloo Region are to make this an innovative and leading GDS. How can Waterloo Region differentiate from others and show leadership?	Question	Implementation	City of Cambridge	10/17/2022	Final Presentation	To explore further in Phase 2 of the project.
24	What are your thoughts on the point / tiered approach for the GDS?	Question	Implementation	City of Cambridge	10/17/2022	Final Presentation	To explore further in Phase 2 of the project.
25	The maturity of the market varies. Those who are less experienced sometimes look for points-based to make it very clear on what they need to do to achieve the standards.	Suggestion	Engagement	City of Cambridge	10/17/2022	Final Presentation	To explore further in Phase 2 of the project.

#	Comment	Question/ Suggestion	Comment Type/ Group/Category	Department/ Group	Date	Transmitted Via	Response (UE/WR)
26	Need to focus on creating a GDS that is workable with those developers who are not as knowledgeable with these pieces and who aren't as progressive	Suggestion	Implementation	City of Waterloo	10/17/2022	Final Presentation	To explore further in Phase 2 of the project.
27	Do other GDS programs have awards programs that go along with the GDS?	Question	Engagement	City of Waterloo	10/17/2022	Final Presentation	To explore further in Phase 2 of the project.
28	One thing that could set Waterloo apart is having the infrastructure to support GDS or innovative tech to allow tracking of energy usage	Suggestion	Engagement	Enova Power	10/17/2022	Final Presentation	To explore further in Phase 2 of the project.
29	Checklist of questions to be considered while developing 'ambitious' GDS: 1. Confirm if this standard will get us to net zero 2. If so, what year will we get to net zero? 3. Tiered or point system? 4. Performance categories? Which do we want to 'lean into' to really innovate? 5. What are our building types?	Question	Implementation	WR Community Energy	10/17/2022	Final Presentation	To explore further in Phase 2 of the project.

#	Comment	Question/ Suggestion	Comment Type/ Group/Category	Department/ Group	By (Name)	Date	Transmitted Via
29	6. At what point will we be requiring these standards? 7. What innovation requirements can we use?						

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Appendix 4: Engagement Presentation

WATERLOO REGION GREEN DEVELOPMENT STANDARD

Education Workshop

September 14, 2022

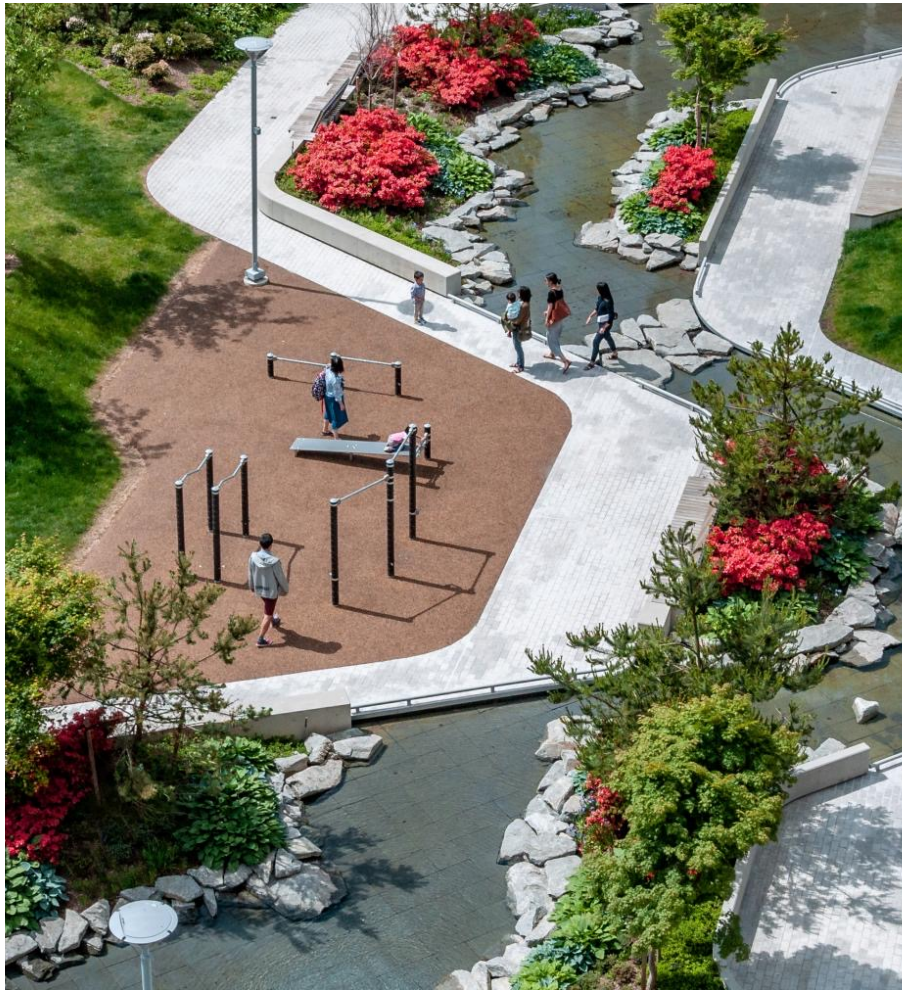
WR COMMUNITY ENERGY

URBAN EQUATION

The Planning Partnership

Purpose of This Session

- Today's session is one of three engagement sessions for Phase 1 of the Waterloo Region Green Development Standard (GDS) project
- It aims to:
  - Provide an overview of what GDS are and their benefits
  - Review and compare leading GDS across Canada
  - Answer any general questions you may have about GDS and collect your feedback



Sharing Comments

- Today's session will be **recorded**. It will allow us to:
  - Capture all your comments and feedback
  - Share with partners who could not attend a scheduled session

- **During the session**: share feedback and questions in the chat box

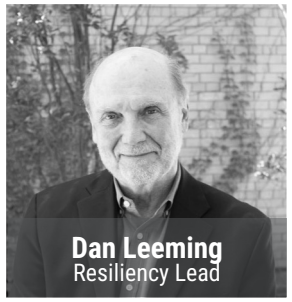
- **At the end of this session**: share feedback and questions during the discussion period

- **After this session**: Should you have any additional feedback or questions after today's presentation, please email them to:
  - Matthew Day (mday@wrcommunityenergy.ca)

Introductions

URBAN EQUATION

The Planning Partnership



Our role on this project:

Deliver a compelling Sustainable Design Standard that drives impact, achieves the overarching established goals, and provides compelling branding and storytelling language.

Overview

1. Purpose of This Session and Introductions
2. Green Development Standards Basics
   a. What are they?
   b. Why are they important?
   c. What are their benefits?
   d. What are the typical components?
   e. How is a GDS created?
3. Precedents in Other Municipalities
4. Frequently Asked Questions
5. Questions and Discussion
6. Next Steps

Green Development Standards Basics

What are GDS?

Green Development Standards (GDS) are:

- Voluntary and/or mandatory measures developed by municipalities to **encourage developers and builders** to create thoughtful and innovative developments using **sustainable design**
- Comprehensive **principles** to guide development at a level of **planning and design** that focuses on the community as a whole
- Critical **policy tool** for municipalities to achieve their GHG reduction targets, their Official Plan goals, and their goals in many areas of sustainability

Adapted from: Clean Air Partnership

Why are GDS Important?

- Municipalities are witnessing **rising climate impacts**: increased temperatures, increased severe weather events, threats to agriculture, and impacts to health.
- The majority of Canadians lead **high carbon lifestyles**. Municipalities play a **key role** in tackling climate change in their jurisdictions.
- Municipalities now have the opportunity to put **cost-effective** policies in place that will **benefit** their **taxpayers** in the future.
- With GDS in place, they can ensure that buildings and infrastructure are constructed to be more **resilient** to disruptions from extreme weather events.

Adapted from: Clean Air Partnership

What are the Benefits of GDS?

GDS can provide **Environmental, Social,** and **Economic** benefits to the Region of Waterloo.

Environmental Benefits

- Reduces energy consumption
- Reduces vehicle dependency
- Reduces heat island effect
- Improves water management
- Increases green space and biodiversity
- Increases climate resilience

Social Benefits

- Improves air quality
- Promotes healthier more active lifestyles
- Increases access to outdoor greenspace
- Promotes the development of affordable and mixed-used housing
- Promotes community design that embraces heritage and culture

Economic Benefits

- Increases property values
- Reduces municipal infrastructure costs
- Longer lasting building stock
- Reduces energy costs
- Job creation

What are the Typical Components of GDS?

Checklists
Tool used by developers to organize and demonstrate performance measures and for the city to review compliance.

Reference Guide
Tool to help inform developers how to use the standards.

Engagement
Internal and external feedback on priorities and feasibility of the standard. Provide project updates.

Staff Training
Tools to support municipal staff in implementing the standards.

How is a GDS Created?

We are here

Milestone 1	Milestone 2	Milestone 3	Milestone 4
Declaration Phase	Metric Development & Consultation	Implementation	Monitoring & Reviewing
• Establish a working team and roles to **build the business case** • Identify objectives and current practices; ensure **alignment**	• Develop **metrics** • Create **resources and tools** for applicants • Develop and implement internal and external **engagement** plan • Conduct **analysis**	• **Adopt** and **publish** new standards • Update and review internal **planning** application review **processes** • **Training** for staff and applicants	• Develop a continuous process to **track and monitor** the uptake pf sustainability metrics • **Refine** GDS as needed to address legislative and provincial policy changes • Provide **additional** guidance**, support** and training to City staff and external partners

Partner engagement & communication

Adapted from: Clean Air Partnership

Precedents in Other Municipalities

Municipal GDS Overview

	Toronto	Brampton Flower City / Richmond Hill / Vaughan / Markham	Ottawa	Whitby	Town of Halton Hills
Population	2.8M	1.4M	995K	136K	61K
Population as % of WR	565%	299%	201%	27%	12%
Year Published (V1)	2010	2018	2022*	2020	2014
Last Updated	2022	2021	2022	2020	2021
Number of Versions	4	2	1	1	3

Scoring: Point-Based vs Tiered?

- **Tier-based approach:** includes a number of levels, or tiers, across performance categories. Typically, municipalities will make the lowest performance tier mandatory, and the higher tiers voluntary.
- **Point-based approach:** includes a menu of metrics that applicants can select from to make their development more sustainable, with each metric worth a certain number of points. Typically, applicants are required to achieve a minimum points threshold for their application.

	Toronto	Brampton / Richmond Hill / Vaughan / Markham	Ottawa	Whitby	Town of Halton Hills
Tier-based	✓		✓	✓	
Point-based		✓			✓

Planning: Which Stages do GDS Apply to?

Municipalities may require documentation at various stages of the planning process. Most often, this includes **site plan, block plan, draft plan of subdivision, plan of subdivision,** and **rezoning**.

	Toronto	Brampton / Richmond Hill / Vaughan / Markham	Ottawa	Whitby	Town of Halton Hills
Site Plan	✓	✓	✓	✓	✓
Block Plan		✓			
Draft Plan of Subdivision				✓	
Plan of Subdivision		✓	✓		✓
Rezoning	✓				✓

Development Types: Which Projects do GDS Cover?

Municipalities can decide to focus on specific types of development projects, as well as differentiate between the types by mandating varied requirements and/or levels of stringency.

	Toronto	Brampton / Richmond Hill / Vaughan / Markham	Ottawa	Whitby	Town of Halton Hills
Low-rise Residential	✓	✓	✓	✓	✓
Mid/high-rise Residential	✓	✓	✓	✓	✓
Low-rise non-residential	✓	✓	✓	✓	✓
Mid/high-rise non-resid.	✓	✓	✓	✓	
City facilities	✓		✓	✓	

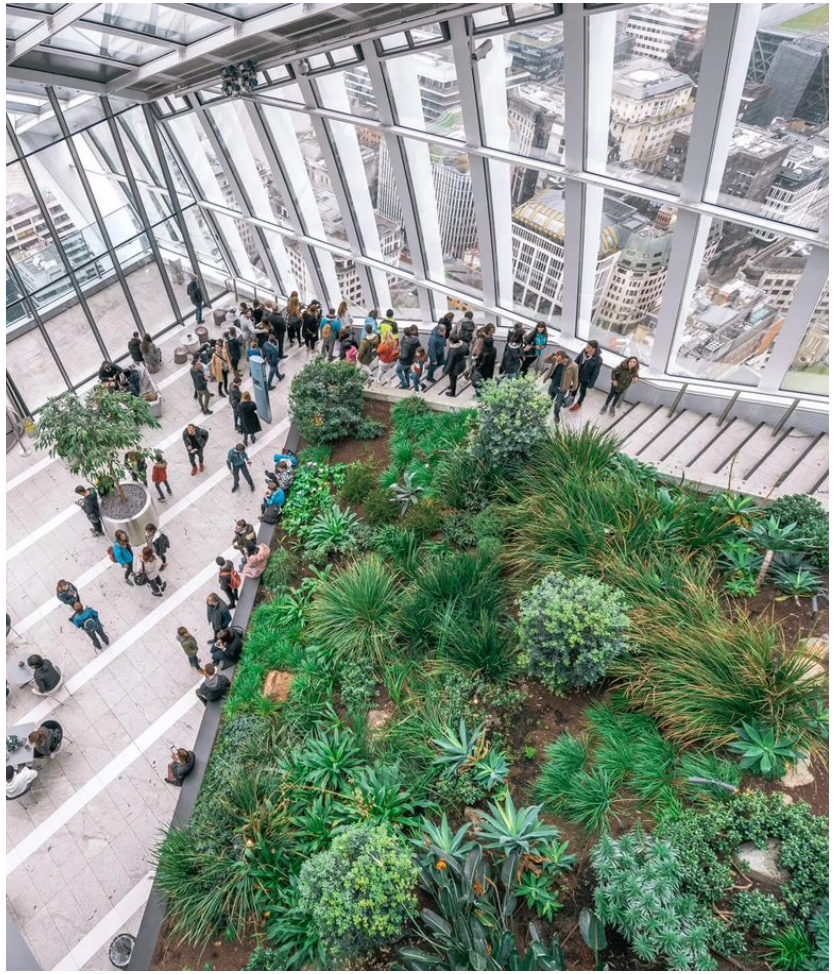
Performance: Which Categories do GDS Cover?

Municipalities may decide to cover a wide or narrow array of sustainability performance categories in their GDS.

	Toronto	Brampton, Richmond Hill, Vaughan, Markham	Ottawa	Whitby	Town of Halton Hills
Performance Categories (#)	5	4	0	10	5
Performance Categories (List)	• Air quality • Energy efficiency • Water efficiency • Ecological design • Solid waste	• Built environment • Mobility • Natural environment and open space • Infrastructure and buildings	-	• Health & happiness • Equity & local economy • Culture & community • Zero waste • Products & materials • Zero carbon energy • Sustainable water • Land use & wildlife • Local & sustainable food • Travel & transportation	• Energy & water • Ecology • Resiliency • Transportation • Innovation

Examples of Typical Development Features

- Energy efficiency
- Stormwater management
- Green space/parks
- Mixed-use development
- Renewable energy
- Electric vehicle charging
- Active transportation
- Proximity to transit
- Waste management
- Native and drought tolerant vegetation
- Tree canopy
- Healthy soil
- Bird friendly design



Vancouver

- The City of Vancouver's green building policy is **covered in several policies** – not one comprehensive green development standard
- Implemented a **Zero Emissions Building plan** to transition to zero emissions buildings in all new construction by 2030
- Additional development bylaws, policies, and guidelines, include:
    - Green Buildings Policy for Rezonings
    - Rezoning Policy for Large Sustainable Developments
    - Higher Buildings Policy
    - Low-Carbon Energy Systems Policy
    - Zero Emissions Building Catalyst Policy

CITY OF VANCOUVER

Frequently Asked Questions

FAQ: GDS Implementation

- What gives municipalities the **legal authority** to implement GDS?
  - Section 41 of the Planning Act provides powers for site control
  - Allows to regulate matters related to building and site development

- What kinds of **incentives** (financial and non-financial) can be used as part of GDS?
  - Development charge discounts
  - Density bonuses
  - Fast-tracking approval process
  - Awards and recognition programs
  - Community improvement plans
  - Tax increment-based grants (TIBG)

- What are some **barriers** to implementing GDS?
  - Funding to create GDS
  - Developers' perception
  - Internal capacity

FAQ: GDS Features

- What features typically get the most **reactions**?
  - Developers: energy requirements, anything costly beyond code, stormwater management.
  - Public: access to parks and greenspace, trees in public spaces, off-road bicycle and multi-use trails, accessibility measures.

- How have other cities implemented **more stringent measures** (beyond building code)?
  - Establishing smaller builder working groups to initiate open conversation
  - Round-table discussions for collaboration
  - Using Energy Star certification requirements to phase in sustainability
  - Engaging with the public to gain insights into their perspectives towards sustainability issues

Questions and Discussion

Discussion Questions

- General questions about the content that was presented?
- What are some opportunities you would like to explore as part of this project?
- Are there any other ways we can help you succeed?
- Do you have any additional needs (ex. training) we should be aware of?
- Are there any specific challenges, barriers, or obstacles you are most concerned about?
- Are there additional topics we should include in the Phase 1 Report?

Next Steps

Next Steps

Preliminary Summary Report:

Receive comments from GDS working group (Mid-September)

Draft Summary Report:

Address feedback in a revised version of the report (Mid-October)

Senior Leadership Presentation:

(Mid-October)

Final Summary Report:

(Mid-November)

Staff Report

Community Services Department *www.kitchener.ca*

REPORT TO:	**Community and Infrastructure Services Committee**
DATE OF MEETING:	**April 3, 2023**
SUBMITTED BY:	**Mark Hildebrand, Director Neighbourhood Programs and Services, 519-741-2200 ext.7687**
PREPARED BY:	**Steve Roth, Manager Community Centres, 519-741-2200 ext. 7077**
WARD(S) INVOLVED:	**All**
DATE OF REPORT:	**March 8, 2023**
REPORT NO.:	CSD-2022-422
SUBJECT:	**Mill Courtland Community Centre Expansion Business Case**

RECOMMENDATION:

That the Mill Courtland Community Centre (MCCC) business case, as attached to Community Services Department report CSD-2022-422, be received for information and staff be directed to move to the Detailed Design Phase of the centre expansion project.

BACKGROUND:

The Mill Courtland Community Centre (MCCC) is located at 216 Mill Street in Kitchener. It is one of the City's smaller community centres at 8,704 square feet. The small building envelope and overall site footprint is insufficient when contrasted to the large number of supportive services and dynamic programs delivered at the site.

Since 1986, MCCC has been a centre which has modeled a unique grass roots approach which focuses on the community's capacities and proven community development practices which has led to several partnerships. These relationships have been fostered through the dedicated efforts of three associations, their volunteers and highly skilled community centre staff. These associations are: Mill Courtland Neighbourhood Association (MCNA), Highland-Stirling Community Group (HSCG) and Cedar Hill Community Group (CHCG).

The City's commitment to this project is in the public domain with funds currently allotted in the 2023 capital budget. An expansion to the Mill Courtland Community Centre was recommended in the 2005 Leisure Facilities Master Plan and has been delayed several times based on competing funding needs.

REPORT:

Business Case Development Phase

When staff plan on building a stand-alone community centre or complete a substantial expansion and renovation to an existing community centre, a comprehensive business case is completed. Lead by a project team including staff and Neighbourhood Association representation, the intent of the business case is to conduct a thorough needs assessment through the implementation of community consultations, including engagement with groups such as neighbourhood associations, stakeholders, equity deserving groups, staff and other social service agencies and

partners who may operate out of the facilities from time to time. Through the business case, a number of community priorities are brought forward for consideration, in relation to the utilization of indoor and outdoor spaces at the Centre. Accompanying the engagement with the community and staff, usage data, demographics and trends (local to national) are also analysed to get a comprehensive picture of all the possible elements that could be considered.

It is often the case that not all elements can be included in a facility build or expansion, giving consideration to the size and configuration of the lot where the facility is, budget, etc. It is therefore necessary to identify critical and priority elements from the business case which are deemed necessary and that fit within the allotted construction budget. For the MCCC expansion, critical components will be further defined by the project team in the detailed design phase (explained more fully below).

The attached MCCC expansion business case, lead by award-winning placemaking specialist Jay Pitter and developed by the project team, contains a comprehensive review and analysis of the current needs of the surrounding community and capacities of the MCCC, based primarily on existing services, current demographic profiles, trends and projected population and household numbers.

MCCC Business Case Summary:

i) Space and Usage

The current facility includes a single gymnasium, a kitchen, two multi-purpose rooms, a craft room, children's program room supported by two Neighbourhood Association offices and an office for community centre staff. Almost 20 years ago, an outdoor portable space was added to accommodate the growing programming needs on the site. A cob oven, numerous gardens and ping pong table highlight some of the popular outdoor amenities at this site. The Neighbourhood Associations offer recreation programming at the facility four seasons a year. The Centre leads programs in collaboration with organizations such as SHORE, House of Friendship, African Women's Alliance of Waterloo Region and Community Support Connections to name a few.

ii) Demonstrated Need

The contents of the attached MCCC business case supports the proposed upgrades and renovation to the community centre. Rapid neighbourhood growth, specifically within the Centre's neighbourhood boundaries, suggests that expanding both internal and external spaces is a pressing requirement. The Mill Courtland neighbourhood is projected to grow by 37% by 2041, outpacing the growth rate of the City of Kitchener, which is projected to grow by 24% during the same period. While an emphasis has been placed on the expansion of the building envelope, the entire site program must be optimized.

iii) Proposed Facility Upgrades and Renovation

The business case highlights several priorities for the facility considering the needs identified by the public and stakeholders, and budget limitations. The priorities are categorized into five areas listed below:

Exterior Front and Side:

- A protected pedestrian walkway to increase safety when accessing back green space along the side of the building that currently connects the front and back parking lots.

- All-season design interventions centring covered, flexible space that can be heated to facilitate activities such as community markets, clothing giveaway programs and the 'foot hut' located at the front of the centre.

Exterior Back***:***

- Replace the current portable with a flexible, single storey multi-use building envelope extension.
- Add a covering to the building extension and central gathering area with seating to create a more comfortable outdoor programming environment.

Interior:

- Open the space between the front and back of the Centre to increase safety by improving interior sight lines and overall connectivity.
- Widen the corridor adjacent to the restrooms and the kitchen to create accessibility – addressing physical accessibility is paramount through out entire building envelope.

Accessibility:

- Ensure surfaces such as parking lots, walkways, interior hallways are smooth and free of incline or barriers.
- Install accessibility features that respond to a myriad of disabilities including visual impairment and neurodivergence.

Sustainability:

- Increase energy efficiency by installing solar panels on the exterior building addition, opening the roof above the front of the Centre and embrace other approaches that will reduce energy use and increase the benefits of passive solar design.
- Install a green roof and/or a rainwater harvesting system that collects rainwater runoff from roof structures into a rain barrel that can be used for irrigation.

Design and Development Phase:

Staff are recommending that the business case be received and to move immediately to the detailed design phase. This is a critical stage that involves multiple steps to ensure that the project is successfully executed and includes the following:

i) **Further refinement of Needs:** The first step is for the project team to work with the architect, taking the results of the business case and refining the **critical and priority items** for a successful expansion, that best meets the needs of the community, and considering project limitations, such as site constraints and budget.

ii) **Concept Development:** Based on the refined needs, the design team will develop conceptual designs that outline the proposed changes to the community centre. These designs will consider factors such as space planning, accessibility, sustainability, and cost-effectiveness.

iii) **Detailed Project Budgeting:** Once the conceptual designs are determined, a detailed budget, that outlines the cost of the project is developed which includes estimates for construction, materials, equipment, and labour.

The proposed renovation and expansion of the MCCC, as outlined in the business case, has been estimated to cost $6,063,100, which includes **all** design elements that were identified in the business case as well as contingencies and escalations. Staff are confident that they can work with the project team, including representatives from the Neighbourhood Associations and the architect, to identify and **prioritize the critical**

components from the business case and develop a program with a scope that aligns with the available project budget of $4,498,670. If after refining the needs and budget estimate, it is found that their are **critical components** that can not be met within the current budget, staff will bring back details for council to make a decision.

iv) **Permitting and Approvals**: The next step is to obtain the necessary permits and approvals. This may involve obtaining building permits, zoning approvals, and environmental permits etc.

v) **Detailed Design:** With the necessary approvals, the design team will then proceed to develop detailed designs that include technical drawings, specifications, and schedules. These documents will guide the construction process and ensure that the project is completed to the required standards.

vi) **Construction:** Including documentation, contractor selection, actual construction.

STRATEGIC PLAN ALIGNMENT:
This report supports A Caring Community by starting work on the Mill Courtland Community Centre expansion.

FINANCIAL IMPLICATIONS:
The proposed renovation and expansion of MCCC, as outlined in the business case, has been estimated to cost $6,063,100. It is important to note that this includes all design elements identified in the business case and is a D class estimate, which includes contingencies and escalations.

The budget allocated for the project is $4,498,670. During the design and development phase, staff will work with the project team, including the Neighbourhood Associations and the architect, to **prioritize the critical components** from the business case and develop a program with a scope that aligns with the available budget.

COMMUNITY ENGAGEMENT:
INFORM – Information pertaining to the proposed expansion was made available on the City of Kitchener's website, stakeholder meetings and public events.

CONSULT – The Mill Courtland Community Centre equitable engagement activities include: place-based storytelling; two public surveys; 10+ organizational stakeholder interviews; three site assessments (including University of Waterloo Students); community-led Neighbourhood Walk; equitable community engagement training delivered to City staff and Neighbourhood Associations members; one participatory open house and informal conversations.

APPROVED BY: Michael May, DCAO Community Services

ATTACHMENTS:
Attachment A – Mill Courtland Community Centre Business Case

BUSINESS CASE

Mill Courtland Community Centre

A blueprint for expansion & equitable placemaking

Consultant: Jay Pitter Placemaking
Client: City of Kitchener
January 2023

KITCHENER

INTRODUCTION
Redefining Expansion

"The word "expansion" evokes a sense of spaciousness, growth and possibility. These concepts extend well beyond increasing the physical footprint of a place; they are rooted in our collective values and aspirations. This expanded definition is especially applicable to the reimagining of public spaces that go beyond the wrongheaded social and economic ethos of "bigger is better." When we consider the dimensions of "expansion," we are compelled to consider ways in which we can create more metaphorical space for growing community values, prosperity and agency for all. Relatedly, by embracing this multidimensional definition—which doesn't focus solely on increasing our spatial footprint—we also reconcile our fractured relationship with the Earth and other living beings. In this way, the redefinition of the word "expansion" is radical and creates a virtuous cycle that reinforces the alchemy of place.

- Jay Pitter

Acknowledgements

Jay Pitter Placemaking would like to acknowledge the invaluable insights of the City of Kitchener, Mill-Courtland Neighbourhood Association, Highland-Stirling Community Group and a diverse range of community stakeholders who helped to inform this business case.

Jay Pitter Placemaking Contributors

Gelek Badheytsang, Communications Lead
Nicole Martin, Researcher
Jake Tobin Garrett, Collaborating Sub-Consultant and Business Case Co-Author
Jay Pitter, Principal Placemaker and Business Case Lead Author
Jim Sheppard, Editor (Retired Executive Editor, Globe and Mail)
Debra Scott, Community Development and Design Lead

Cover Image: The rendering on the cover was developed by University of Waterloo students and edited by JPP.

Objectives

The purpose of the Mill Courtland Community Centre expansion business case is to provide the City of Kitchener with an equitable, evidence-based, actionable roadmap for the expansion and redesign of the facility and broader site.

Specifically, the objectives of this document are to:

- Unpack the equitable placemaking principles and approaches that guided this initial, critical phase of the Centre's redevelopment to establish a clear standard for all phases;
- Respectfully acknowledge and respond to the Centre's rich history and ethos of exceptional community care and responsiveness;
- Contextualize the Centre using a nuanced spatial, social and economic lens, which responds to past and current community use while embracing future growth aligned with the dynamism of place;
- Present critical key findings and establish expansion priorities informed by a series of site, programming and socio-economic audits;
- Provide high-level design content, such as user group and stewards' journey maps, design precedents and design guidelines to ensure that the immense community engagement, research and analysis is translated to the Centre's built environment.

Please note that the area centralized in this business case appears in the following ways throughout this document:

- Mill Courtland Community Centre, MCCC and Centre are used when specifically referring to the site.
- A hyphen is added when referencing the two neighbourhood associations in alignment with the formal names for both groups—Mill-Courtland Neighbourhood Association and Highland-Stirling Community Group.
- When referencing the two areas generally, hyphens are not used.

Our Approach and Process

All projects led by Jay Pitter Placemaking are guided by the practice's equity-based placemaking approach, which is informed by academic research, structural analysis and real-life urban design and development projects. Our approach and process are outlined below:

Equity-Based Placemaking

Placemaking is conventionally defined as a collaborative approach to the design, programming and policy of public and semi-public spaces. It brings community knowledge and vision to the forefront of public realm design processes, historically going beyond the urbanism status quo and hierarchy. Equity-based placemaking—an approach largely advanced by Jay Pitter Placemaking in both academic and practice contexts—builds on pluralism and recognizes power relations within communities, as well as the place-based histories of exclusion and socio-spatial dynamics that shape the character of public spaces. An equity-based placemaking approach explicitly acknowledges that urban planning, design and development sectors are not neutral; they either perpetuate or reduce urban inequities. Key approaches include but are not limited to the following:

- Acknowledge the complex histories and socio-political dynamics of public spaces, and how they inform people's mobility, safety and joy;
- Identify and address power imbalances and multiple dimensions of safety (physical, psychological and historical) throughout all stages of placemaking processes;
- Embrace multiple forms of community power, cultural expressions and assets;
- Develop strong social plans and programming that address competing interests among young families, elders, people experiencing homelessness, disabled people, sex workers and other groups that use and steward public spaces;
- Co-create public spaces where community members are not simply "user groups" but respectfully recognized as stewards of public places;
- Consider multiple dimensions of accessibility—physical, economic and social;
- Recognize that the character of a place is shaped through interactions with humans, other living beings and the natural environment.

Equity-based placemaking deeply considers the spatial, psycho-social, economic and historical aspects of public spaces. This is why—despite being nascent and not yet fully codified—equity-based placemaking practitioners must have a broad knowledge of

theories such as urban design, human geography, place-based attachment and intersectionality. That said, everyone from residents to public health professionals to municipal decision-makers all have important roles in equity-based placemaking.

The key process steps that informed this business case hybrid master plan document are as follows:

1. **Two-Phase Public Survey:** The practice co-created a two-phase survey with the Mill-Courtland Neighbourhood Association and the Highland-Stirling Community Group (hereafter referred to as the neighbourhood associations) to gain an understanding of the Centre's history, formal and informal uses, distinct community stewardship practice, governance model and priorities for future growth. After hearing from the current users and stewards most connected to, and invested in, the Centre, the practice opened up the survey to the general public and conducted one-on-one interviews with local organizations that are currently connected to the Centre or that may become future users and stewards of the Centre.

2. **Equitable Community Engagement:** With the support of members of the neighbourhood associations, the practice led its signature place-based storytelling engagement. Members of Ms. Pitter's community engagement team and volunteers from the aforementioned groups gathered stories using a simple template developed by the practice. By involving local volunteers and experts, community members had the option to share their stories, some of which were profoundly personal, with someone they were familiar with, which increased comfort and participation levels. After individuals and families shared their stories, a professional photographer captured their images while members from the cob oven group grilled hearty snacks including roasted breadfruit, a Caribbean treat gifted to Ms. Pitter from a community member as a special welcome.

3. **Site and Operations Data Collection:** The practice worked with City staff to collect information pertaining to the redevelopment and redesign of the Centre including, but not limited, to: the site plan; programs and fees; staffing; and the current-year operating budget, including revenues and expenses. Additionally, the practice viewed both demographic information for the city of Kitchener and neighbourhood-level data related to both the Mill Courtland and Highland Stirling areas to perform a socio-economic analysis and to better understand the unique and diverse community members who use and volunteer at the Centre. Finally, an audit of surrounding land use and transportation use was done to fully understand the context of the Centre in terms of related amenities in the community, walkability and cycling safety, as well as rates of driving and transit use.

4. **In-Depth Research in Collaboration with the University of Waterloo:** In addition to valuing the lived experiences and local knowledge of all of the communities with which we're privileged to collaborate, the practice places considerable significance on evidence-based practice as Ms. Pitter is also an urban planning scholar who lectures, develops syllabi and co-leads research with academic institutions across North America. While serving as Planner-In-Residence at the University of Waterloo's School of Planning, Ms. Pitter included this initiative in her PLAN 409 Urban Design Studio syllabus. Together with reputable Professor and Dean Markus Moos and Teaching Assistants Timothy J. Hunting and Victoria Mance, the practice engaged 90+ students in this initiative. This entailed inviting City of Kitchener staff, neighbourhood association representatives and community members to present to the class. This spirited and informative presentation was followed by a special student site tour hosted by Jay Pitter Placemaking and neighbourhood associations. Centring the practice's equitable placemaking and design approaches, and community contributions, University of Waterloo planning students contributed images, research data and precedents to help local stakeholders collectively visualize their future Community Centre.

5. **Equitable Placemaking and Policy Analysis:** The practice specializes in equitable placemaking, planning and policy development. Throughout the process this lens was informed by theories such as critical urban planning theory, spatial feminism theory, environmental justice and human geography, and place-based theories asserted by sociologists such as Henri Lefebvre and W.E.B. Du Bois. Although distinct, all of these theories pose questions related to power, equity and ownership while striving towards human-centred, sustainable and just approaches for co-creating places where everyone prospers. In practical terms, the practice took considerable time to learn about the site's origin and ongoing story; invisible and visible barriers that impact meaningful participation at the Centre; how people move through and interact within the Centre; how important decisions pertaining to the Centre were made; and how well-reflected the community was across leadership roles at the City of Kitchener and in the neighbourhood association groups.

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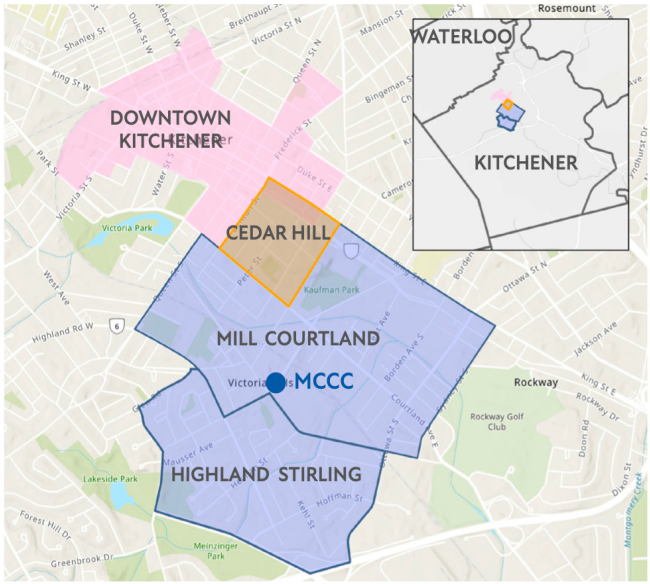
PART ONE:
BACKGROUND
Site and Service Boundaries

While the Centre is located within the Mill-Courtland Neighbourhood Association boundaries, it also services residents in the Highland Stirling and Cedar Hill neighbourhoods. Our public surveys, coupled with qualitative data, found that approximately one-third of the individuals and families who visit the Centre live outside of these neighbourhood boundaries. This is primarily attributed to the fact that community members who have moved outside the service boundaries continue to frequent the Centre because they have long-standing and trusting relationships with City staff and volunteers at MCCC, and because of the range and type of supportive services offered there. In some instances, community members indicated they didn't have access to a local community centre or if they did, they didn't feel as welcomed there. Regardless of proximity to the MCCC, community members who visit the Centre do so for reasons related to respect, responsiveness and belonging, which are attributes that defy boundaries on a map.



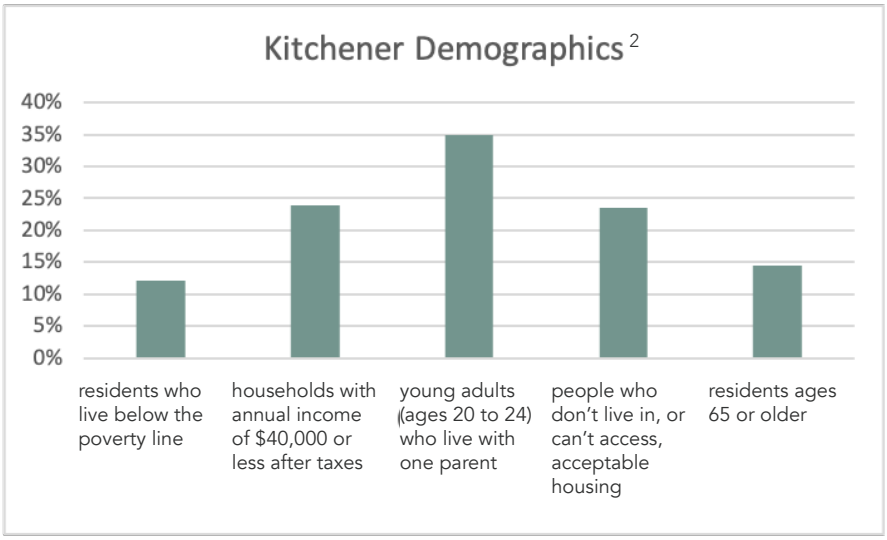
The MCCC Neighourhood Context[1]

Site and Project History

Kitchener is a vibrant, mid-sized city with a distinct character, closely connected to the broader Tri-Cities region. It is sited on the Haldimand Tract in the Grand River Valley, which was purchased by the British from the Mississaugas, who were the original Indigenous stewards of the land. The city is lauded for its lush green spaces, its connectivity to a major innovation hub and its strong social networks amid rapid urbanization. As a fast-growing region, Kitchener-Waterloo is experiencing both growing pains and opportunities. Many neighbourhoods are experiencing intensification, population growth and demographic changes such as:

1. Fluit, K., Garrard, G., Guo, J., Khan, A., Kim, D., Ma, A., Mo, A., O'Neill, L., Su, S., Yong, B. (Group 2). The MCCC Neighbourhood Context [Map] (2022, April 7). *Business Case: Mill Courtland Community Centre*, p.2

- 12.2% of residents live below the poverty line
- 23.9% of households have annual income of $40,000 or less after taxes
- 34.9% of young adults (ages 20 to 34) live with one parent
- 23.5% of people are not living in, or not able to access, acceptable housing
- 14.5% of residents are 65 or older



Places such as the Mill Courtland Community Centre play an integral role in responding to these complex challenges, which is why the City of Kitchener identified it as one of its priority sites in its recently approved recreational master plan.

Established in 1986, the Centre's origin story is defined by a grassroots approach, co-led by dedicated City of Kitchener staff and volunteer members affiliated with local neighbourhood associations. The construction of the Centre was the direct result of years of community advocacy for a centralized, physical space to accommodate the increasing number of community-led programs and services which had been run out of local schools and churches. This spirit of grassroots initiative and community care continues to define the character of the Centre. For example, over the past few years, the community financed and constructed a cob oven, a backyard social gathering space and raised-bed community gardens. These and other community-led interventions remain both a source of pride, and hold immense tangible and intangible community value.

Today, however, the Centre is bursting at its seams. The building envelope is 6,816 square feet, making it one of the smallest community centres in Kitchener. The small building envelope and overall site footprint are insufficient when contrasted with the large number of supportive services and dynamic programs delivered. Specifically, there

2. City of Kitchener. (2020) 2020 Kitchener Demographics. https://experience.arcgis.com/experience/b228dc3a629b44498ce209bf7d822ce4/page/2020-Demographics/

is a dire lack of storage space, flexible programming space, and space to accommodate assistive devices and other critical accessible-design features. The current spatial capacity challenge has been spurred by local population growth, new developments and demographic shifts. For example, the Mill Courtland neighbourhood is projected to grow rapidly—37% by 2041, outpacing the growth rate for the overall city of Kitchener, which is projected to be 24% by 2041.

To address these and other social, spatial and economic challenges, several studies have previously recommended the expansion and overall enhanced placemaking of the Centre. For example, a City-initiated Community Centre Facility Future Needs Review, published in 2018, noted the need for more multi-purpose space and a larger kitchen. The following year, the City published its Leisure Facilities Master Plan, which recognized the overall expansion of the Centre as a priority. Both public surveys and the community engagement initiatives conducted by Jay Pitter Placemaking validated the urgent need for more functional, flexible and accessible space. This document—a distinct hybrid business case and master plan conceived by our practice—is a response to years of studies and advocacy. It humbly acknowledges and builds upon previous efforts while integrating our internationally recognized practice approach for establishing good ground—principles, precedents, socio-economic analysis and design approaches—for all phases of the Centre's expansion.

Building on Past Work:
A Review of the 2006 Draft Business Case

Again, we believe that it is both professionally prudent and humble to build on past efforts related to the Centre's expansion. Consequently, as part of our onboarding process, we reviewed an early, unpublished draft business case developed by another consultant in 2006. While the document employed a conventional business case approach and was never finalized, it provides a good jumping-off point. What is clear from that early draft is that within a mere 13 years after the Centre was constructed—much like an adolescent experiencing a growth spurt—the Centre's supportive services and programming were already exceeding its size. Relevant observations and findings from the 2006 draft business case include:

- The neighbourhoods served by MCCC are lower-income and the Centre cannot meet the demands for services from the community, including more space for youth programming, diverse programming for a growing "multi-ethnic" community and a lack of storage space.
- The community survey found a demand for a number of new programs and services for all ages, including kids' cooking, youth dance, volleyball, martial arts, strength training, ceramics etc., which the Centre could not accommodate.

» The Centre expansion needs to include two multi-purpose rooms with a capacity of 50–75 people each, a full-sized gym and an industrial kitchen.
» The cost of expansion was approximately $475,000 and would necessitate a 22% increase in the 2006 operating budget.

Again, while our practice approach and scope of this particular document are significantly different from the work completed in 2006, themes pertaining to the socio-economic status of many of the individuals and families accessing programs and supportive services at the Centre, the changing demographic, demand for a wide range of programs for all, and increased flexible spaces are even more urgent today. In the spirit of building on previous efforts, our practice also adapted the following Mill Courtland Community Centre development and milestone table in collaboration with the 2022 Project Team, which included both City staff and neighbourhood association members:

This table has been adapted from the 2006 MCCC Business Case Review.

Time Period	Milestones
1977–79	• The Highland-Stirling Needs Assessment survey is conducted by Lutherwood, a non-profit health and social service agency. • Lutherwood starts a self-help organization in the community, with two staff members conducting outreach on behalf of the Highland-Stirling Community Group. • The Woodside Neighbourhood Association appeals to the City to upgrade area services in the Cedar Hills and Woodside neighbourhoods, including the cleanup of a scrap yard.
1982–83	• The need for a community centre is indicated in the City of Kitchener's planning redevelopment plan. • The Highland-Stirling Community Group hires a co-ordinator, via funding collaboration with Lutherwood.
1985	• The City of Kitchener allocates funding to purchase the Gailor Scrap Yard as a site for the development of a community centre.

Time Period	Milestones
1986	• The City provides temporary portable space for programming until the end of the lease term for the scrap yard. o The Highland-Stirling Community Group initiates programming in the portable (including a lending library, a clothing room and office space) while continuing to run programs around the neighbourhood, in churches and schools. o The Mill-Courtland Neighbourhood Association (MCNA) initiates programming in the portables and nearby schools. o A Monteith Planning Study recommends a community centre for the Mill Courtland area as a priority, to be constructed within 3–5 years. o The Neighbourhood Voice Committee—a partnership between the City of Kitchener, the Mill-Courtland Neighbourhood Association and the Highland-Stirling Community Group—is formed to co-ordinate discussion regarding the use of portable space and a permanent building for the future.
1988–89	• A public meeting is held to determine future community centre needs. o The Mill-Courtland Neighbourhood Association and the Highland-Stirling Community Group make a presentation to the City Finance Department regarding the lack of space in the neighbourhood to run programs. o A request is made to the City to keep the provision of a permanent building in mind for the 1990 budget. • A second portable is added for programming. • The Cedar Hill Community Group is formed due to a concern pertaining to the rising drug use in the neighbourhood.
1990–91	• Several Parks and Recreation planning meetings are held, but the project is delayed. o The Mill-Courtland Neighbourhood Association and the Highland-Stirling Community Group make another deputation to the Parks and Recreation Committee regarding lack of community space.

Time Period	Milestones
1992	• The Mill Courtland Community Centre breaks ground.
1993	• The Mill Courtland Community Centre's main building opens in August; programs begin in September.
1994–99	• Programs and services grow at the Mill Courtland Community Centre.
2000	• The Mill Courtland Community Centre Management Committee is formed to replace the previous Neighbourhood Voice Committee.
2001	• The Mill-Courtland Neighbourhood Association submits an application to KW Counselling Services for an onsite National Child Benefit Outreach Worker at the Community Centre. o The program starts with shared office space between the Mill-Courtland Neighbourhood Association and program staff.
2003	• The Mill Courtland Community Centre hosts its 10th anniversary celebration.
2004	• Portable space is added to accommodate growing office and meeting space needs. • An advisory board is formed to start a youth tutoring/mentoring program, with Youth Education for Success funding from the Trillium Foundation.
2006	• A draft business case for the Mill Courtland Community Centre expansion is completed, but not finalized.
2015	• An electronic sign supplied by Signs by Jukes is installed on Mill Street.

Time Period	Milestones
2016	• A Chilean Village art installation created by artists Pamela Roja and Maca Suazo is erected in front of the Mill Courtland Community Centre. o The project is financially supported by the Region of Waterloo Arts Fund. o The installation depicts the houses of fishermen and country folks from the island of Chiloé, built on stilts over the ocean to prevent flooding and the constant changes of the tides. • A cob oven is installed in the Centre's green space. o The project was steered by the Highland-Stirling Community Group with financial support from the Mennonite Savings and Credit Union (now named Kindred). o Members from the group KW Cobbers (part of the larger Transition KW collaborative) met with the Highland-Stirling Community Group and community volunteers to complete the cob oven installation in stages, over a period of three months.
2018	• Permaculture gardens are designed and installed in the green space, including a carved log armchair, a spiral park bench and four picnic tables. • A custom precast ping pong table is also installed, with support from a Love My Hood matching grant from the City of Kitchener. • A mural by The Firm Murals is installed in the back hallway of the Community Centre with the slogan "Together." • The City completes its Community Centre Facility Future Needs Review, noting that an expansion of space at the MCCC will allow it to expand its focus from neighbourhood level to community level.
2020	• Kitchen renovation is completed.

When leading placemaking projects, our practice conducts an extensive literature review of all relevant documents. The literature/document review for this particular process included the following:

MCCC Documentation

- Site Plan and Building Floor Plans
- Hydroelectric Bills
- Fire Safety Plan
- 2022 Operating Budget
- Comprehensive List of Programs and Activities
- Building Condition Assessment, 2020
- Mill Courtland Community Centre Business Case (DRAFT), 2006

City Plans, Strategies and Bylaws

- Cedar Hill and Schneider Creek Secondary Plan
- Community Centre Facilities Future Needs Review, 2018
- Leisure Facilities Master Plan, 2019
- Purchasing and Materials Management Bylaw
- Facility Booking Guidelines for Non-Profit Groups
- City of Kitchener Neighbourhood Association Affiliation Policy

Demographic Information

- Highland Stirling Community Demographic Profile, 2020
- Mill Courtland Community Demographic Profile, 2020
- City of Kitchener Demographic Profile, 2020

Maps

- City of Kitchener land use map https://www.kitchener.ca/en/council-and-city-administration/maps.aspx

PART TWO:
COMMUNITY ENGAGEMENT

A fundamental principle in the practice is respecting local knowledge. While design and development projects require considerable technical and policy expertise, we understand that our work must be anchored in the context of the community. Given that there are many communities within the community, we also seek to engage a wide range of people, including individuals with dissenting viewpoints, individuals historically excluded from placemaking processes and individuals with a healthy sense of skepticism. Through respectful, embodied and creative community engagement initiatives, we seek to earn trust and co-create safe(r) spaces where all community members feel comfortable and confident sharing their knowledge, concerns and aspirations. Finally, we consistently spark curiosity and ignite the spirit of collaboration throughout all phases of the community engagement process.

The Mill Courtland Community Centre equitable engagement activities included: Place-Based Storytelling; Two Public Surveys; 10+ Organizational Stakeholder Interviews; Three Site Assessments (Including University of Waterloo Students); Community-Led Neighbourhood Walk; Equitable Community Engagement Training Delivered to City Staff and Neighbourhood Association Members; One Participatory Open House; and Informal Conversations.

Photo Credit: Gelek Badheytsang

Jay Pitter and Local Resident

Place-Based Storytelling

To truly understand the history, character and significance of a place, we must begin by listening to local stories. As such, Phase 1 of the Mill Courtland Community Centre expansion was focused on place-based storytelling, which contributes to:

- Mitigating power imbalances and inequities inherent in traditional community engagement processes by guiding a creative, democratic and accessible way to explore the value and function of places;
- Uncovering the intangible cultural heritage of the site, meaning the rituals, stories, celebrations, social networks, sites of significance, etc.;
- Modelling the equitable placemaking practice of listening more than speaking, and acknowledging lived experiences as an important form of expertise.

Public spaces and amenities are storied sites. The Jay Pitter Placemaking Storytelling Engagement Method positions community place-based stories as valuable design and development data. Using qualitative research approaches and building on oral traditions across cultures, the practice collects, analyzes and validates this data, which is then translated into tangible design interventions and policies. With the support of members of the Mill-Courtland Neighbourhood Association and the Highland-Stirling Community Group, Jay Pitter Placemaking led the practice's signature place-based storytelling engagement. Members of Ms. Pitter's community engagement team and volunteers from the aforementioned groups gathered stories using a simple template developed by the practice.

By involving local volunteers and experts, community members had the option to share their stories, some of which were profoundly personal, with someone they were familiar with, which increased comfort and participation levels. After individuals and families shared their stories, a professional photographer captured their images while members from the cob oven group grilled hearty snacks including roasted breadfruit, a Caribbean treat gifted to Ms. Pitter from a community member as a special welcome. Also, members of the music program, both youth and adult instructors, provided live music.

Despite contending with COVID-19 restrictions and hosting the event outdoors in chilly temperatures, 100+ individuals attended, and dozens of powerful and informative community stories were collected—including the five below.

Every time I see pita bread, I think of the Centre's cob oven. That whole project is a great memory where an amazing group of people, including my sons, came together with their own sets of skills to be part of a community project. While building the cob oven, we learned about the lives of our neighbours, and where they came from, and they provided mentorship for my boys. Alfred led the group, sharing his knowledge, and helped one to gain the confidence to build his own wooden table. Mark gave back to the Centre by building the shelter for the oven. He went out of his way to make sure the design fit the space, protected the oven and all those who would cook in it. I've now watched my children go from participating in Centre programs to volunteering, instructing and even working at the Centre. They have matured and developed life skills from working with people of all different walks of life, cultures and ages, and I have made connections with so many people I would never have met otherwise. I'm looking forward to another season of community connecting around food from the oven: pitas, pizza, corn and potatoes prepared by volunteers to share with our neighbours. ~ Julie

Growing up, I didn't have a lot of guidance so I could pretty much go anywhere I wanted. I went to a lot of recreational facilities to play basketball, but they would either charge a fee or kick youth out at the first sign of tension. I ended up coming to the Mill Courtland Community Centre twice a week because they didn't charge and when things went down, they communicated with us rather than kicking us out of the facility. The Centre is known for its many excellent programs, including basketball, and for being a gathering place that brings people together across different cultures. I was viewed as a person here, not a stereotype, based on how I presented myself. That's what matters … acceptance. In addition to being accepted, I learned structure at the Centre, developed skills and built relationships. I now work for the school board and with youth in the detention centre. It all started by running stuff here! I am so thankful for this place. ~ Jorge

This place is really meaningful to me because it was through the Centre that I met my husband. Alex and I met when we were both working here, me as a co-ordinator, and Alex running a basketball program. Since then, we've spent the last 20 years building our family together and volunteering at the Centre. Once my employment at the Centre ended, I started volunteering. I also started bringing my kids here for programming. It's such a safe place for kids to be kids. There's a sense of accountability for them, but people at the Centre don't hold things against them when they make mistakes. I don't worry about my kids when they are here because I know the community is raising them. Now we've come full circle, and my daughter and son have each run their own basketball program. There's just something so special about the way this community treats people. There's a commitment to meeting people where they are. ~ Jen

The Community Centre is close to home for us, and the staff here are awesome. We started attending the Community Centre because of the programs they offer for kids. At first, I (Cindy) was shy and nervous because the Centre was new to me, but I was soon overwhelmed by a sense of community and the energy of the youth through the Community Outreach Program. The Centre keeps evolving and things are always being added, like the Little Library and art projects. It's an open-minded and reliable place.

It's like going to mom's house. It was through participation in the Just for Girls program that I (Forrest) came to understand that I was transgender. I received support from staff and the Program Director as they grew in their understanding. There's always someone at the Centre to talk to. It's a welcoming environment for people my age, and there's always new friends to make. ~ Cindy & Forrest

I came to Canada from civil war-torn South Sudan during the winter of 1988. My father passed away early in my life. My mother thought that sending me to Canada with my uncle would be my best opportunity for a better life, so I travelled here with my uncle who became my dad. I didn't speak English but my uncle/dad spoke a little bit and worked hard to get us settled. We lived in a tight-knit community, but I wasn't always surrounded by the right influences. When I arrived at the Community Centre, I was a difficult seventh grader struggling with identity issues, and carrying so much trauma from my journey and the things I'd witnessed during the civil war. I acted out on a regular basis but Joanne, the Centre Co-ordinator, just pulled me closer to her. She and others saw something in me that I didn't see in myself. I was given leadership opportunities and they did little things like celebrate my birthday, Christmas cards and access to playing basketball in my spare time. I began to feel safe and valuable, and I developed a sense of accountability. Because of everyone's faith in me and my own efforts, I went on to graduate with a Bachelor's Degree in Communication Studies and a Minor in Religious Studies from Wilfrid Laurier University. Today, I am working with newcomers who are predominantly Black and racialized youth, coaching football at the local university and raising my three children alongside my wife. In fact, when my son and daughter were born, I brought them to see Joanne who still holds a motherly role for me and a nana role for my children. Although I no longer live in the neighbourhood, this is where I bring my children. I wouldn't consider going to a closer, fancier community centre. If you remove the Community Centre from my story, I wouldn't be the person I am today. ~ Nial

The story-based engagement process culminated in an informal walk with neighbourhood association members and Councillor Debbie Chapman.

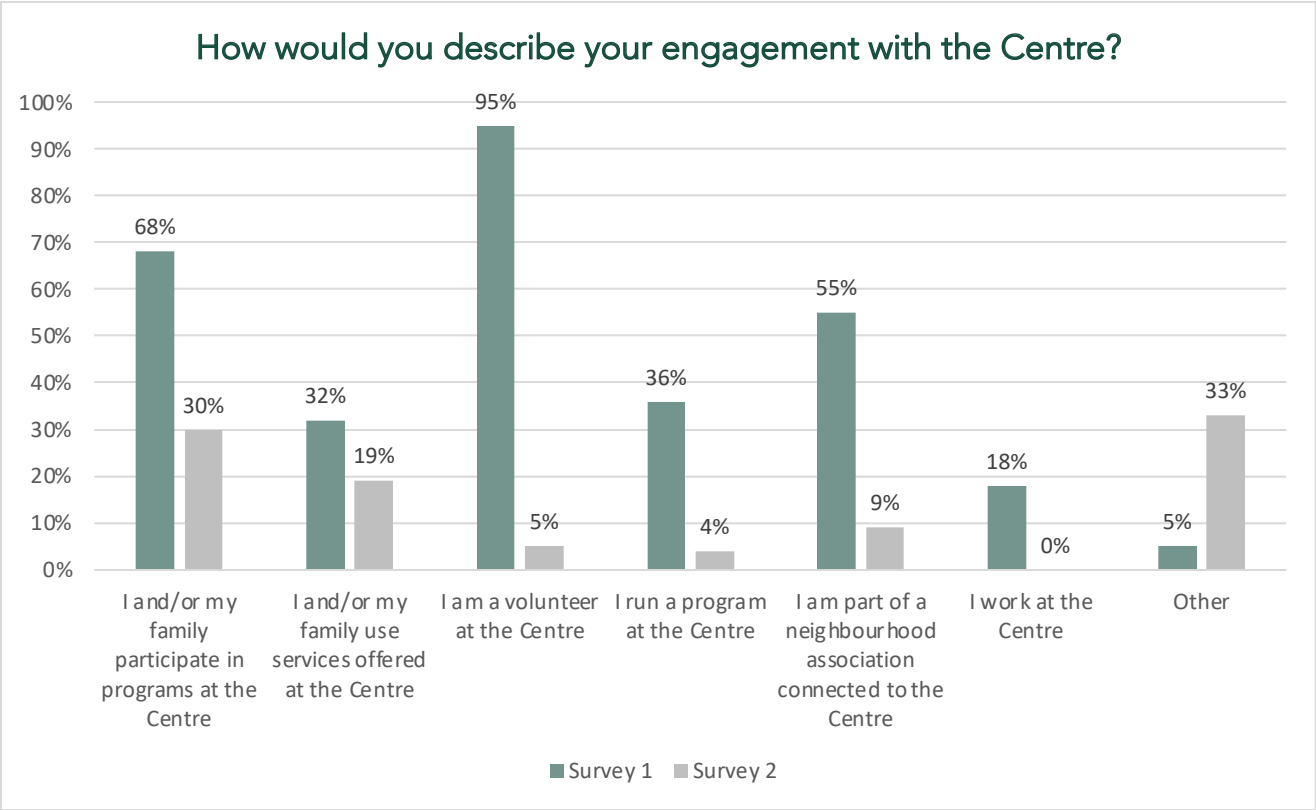
Public Surveys

Two public surveys, co-created with the neighbourhood associations, were conducted with community members and were designed to provide insight into how new, enhanced spaces could support the culture and values of the Centre.

> The first public survey was geared towards community stakeholders with deep connections to the Centre, including staff, volunteers and neighbourhood association representatives. The second was geared towards community stakeholders who were casual or potential users.

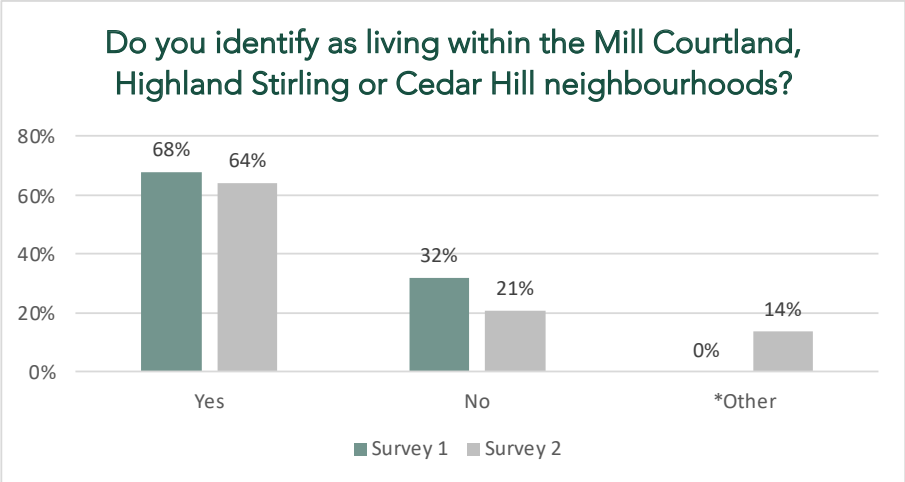
How would you describe your engagement with the Centre?

- I and/or my family participate in programs at the Centre: 68% / 30%
- I and/or my family use services offered at the Centre: 32% / 19%
- I am a volunteer at the Centre: 95% / 5%
- I run a program at the Centre: 36% / 4%
- I am part of a neighbourhood association connected to the Centre: 55% / 9%
- I work at the Centre: 18% / 0%
- Other: 5% / 33%
  - For Survey 1, the other was a city councillor.
  - For Survey 2, the other category was people indicating they had previously used the Centre but don't anymore or that they live nearby and want to use the Centre but haven't yet.



Do you identify as living within the Mill Courtland, Highland Stirling or Cedar Hill neighbourhoods?

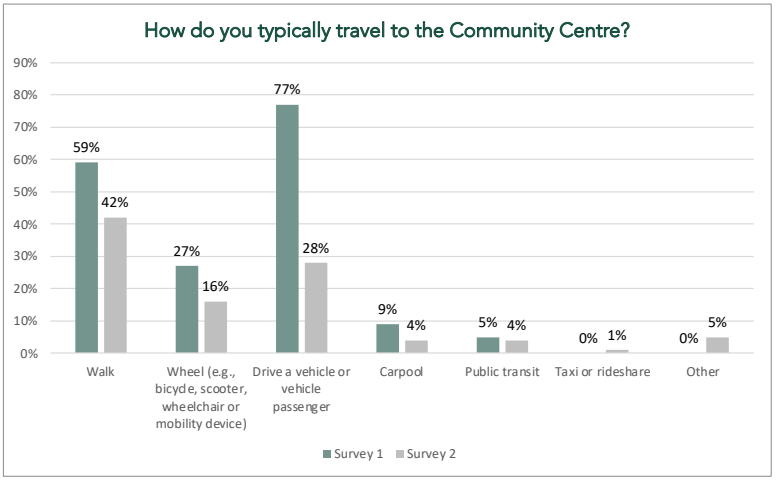
- Yes: 68% / 64%
- No: 32% / 21%
- Other: 0% / 14%*



* For Survey 2, the other category was people who live outside those neighbourhoods but identified MCCC as their closest community centre.

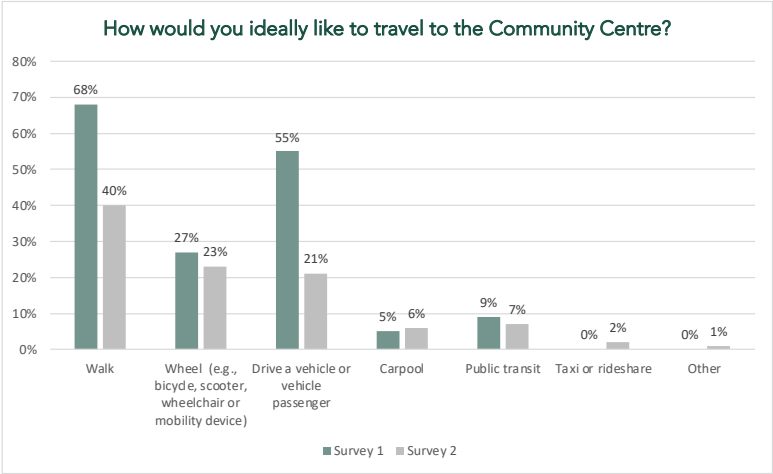
How do you typically travel to the Community Centre?

- Walk: 59% / 42%
- Wheel (e.g., bicycle, scooter, wheelchair or mobility device): 27% / 16%
- Drive a vehicle or vehicle passenger: 77% / 28%
- Carpool: 9% / 4%
- Public transit: 5% / 4%
- Taxi or rideshare: 0% / 1%
- Other: 0% / 5%



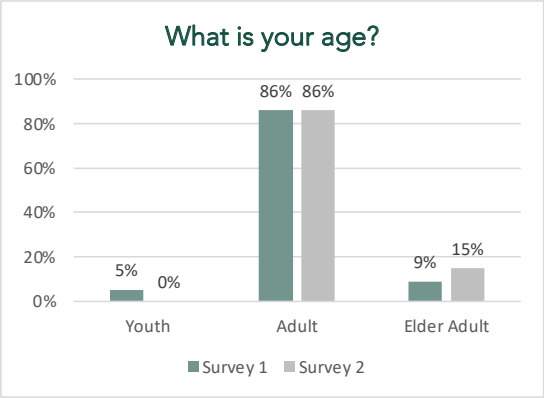
How would you ideally like to travel to the Community Centre?

- Walk: 68% / 40%
- Wheel (e.g., bicycle, scooter, wheelchair or mobility device): 27% / 23%
- Drive a vehicle or vehicle passenger: 55% / 21%
- Carpool: 5% / 6%
- Public transit: 9% / 7%
- Taxi or rideshare: 0% / 2%
- Other: 0% / 1%



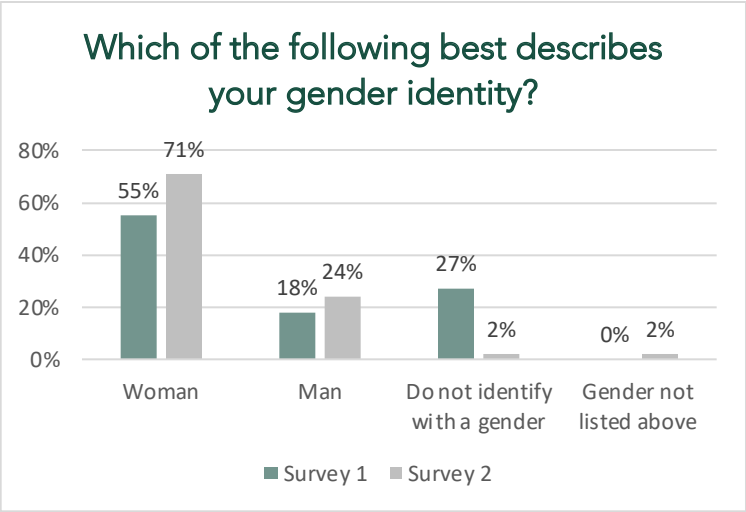
What is your age?

- Youth: 5% / 0%
- Adult: 86% / 86%
- Elder Adult: 9% / 15%



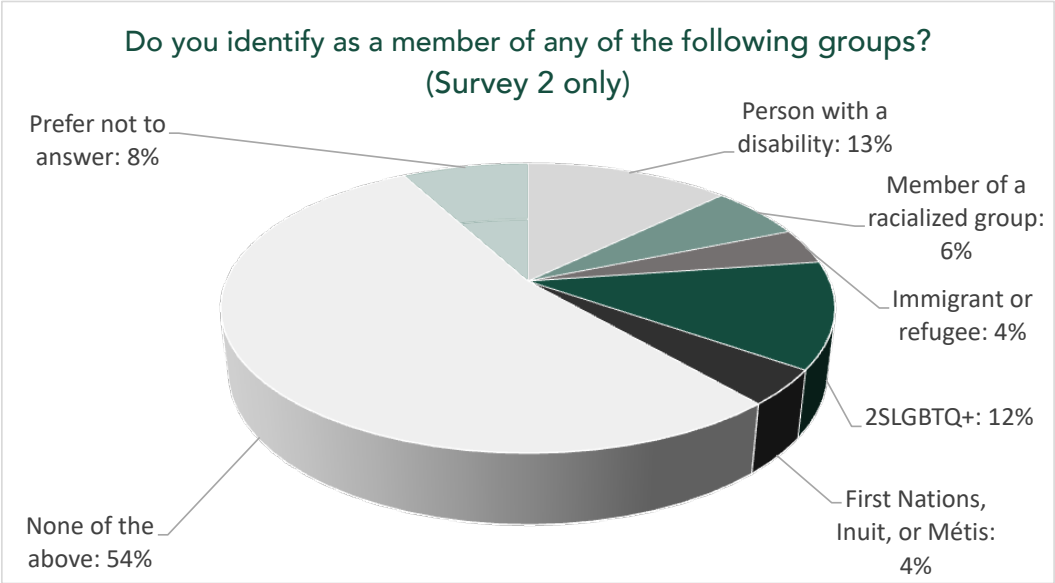
Which of the following best describes your gender identity?

- Woman: 55% / 71%
- Man: 18% / 24%
- Do not identify with a gender: 27% / 2%
- Gender not listed above: 0% / 2%



Do you identify as a member of any of the following groups? (Survey 2 only)

- Person with a disability: 13%
- Member of a racialized group: 6%
- Immigrant or refugee: 4%
- 2SLGBTQ+: 12%
- First Nations, Inuit, or Métis: 4%
- None of the above: 54%
- Prefer not to answer: 8%



Community Survey Responses

The following unedited responses were selected from both surveys to provide further context and information.

Legend

- Survey One: people closely connected to the Centre
- Survey Two: casual users of the Centre

What would you say is the most important or valuable function of the Community Centre?

- The people who come to MCCC and the staff working at the Centre are the most valuable function of the Community Centre. Everyone is made to feel valued and represented. The atmosphere is always open, inviting and friendly. The Centre is warm and accessible. Everyone is welcome and treated with respect.
- It offers a place for the most vulnerable (youth, homeless, low-income) to access resources and supports, like food, clothing, showers, internet, child care, cooking classes, wellness programs.

- I love the various programs being offered. They are diverse and affordable.
- A place to belong. A place to meet neighbours. A place to connect to City staff, who might be able to help a person and/or their family connect to other community/municipal supports.
- Room to be active. I live in an apartment near the Centre.

What would you say is the most usable space at the Centre right now and why?

- The gymnasium is the most versatile room. It is used for large events like the Christmas Dinner, craft sales, exercise programs, play area for pre-schoolers.
- There are multiple usable spaces. The front parking lot where the market is held, the back where the cob oven is and other amenities, and the newly renovated kitchen are all important usable spaces.
- Gym: The open space is easy for people to use with lots of space to run around.

- The outdoor space is AWESOME and is available to all in the neighbourhood, even those of us with pre-existing conditions that make being indoors with others who may be unmasked unsafe right now in the sixth wave of the pandemic. It is gorgeous, full of learning opportunities for small children, and is very welcoming/inviting.

- Honestly, we stopped going because it didn't grow with our family, not good youth programs or space to play sports or green space. I know it's a small area to work with, so limited; what can be done.

What space(s) at the Centre desperately need improvement?

- Portable. The guitar club is in need of a space. The portable was only ever intended as a temporary solution and 16 years later is showing its age. There have been leaks. There was a break-in. There are pests. There is no bathroom. It is accessible, but not user-friendly. It has no internet connection. The HVAC system is makeshift. It is disconnected from the rest of the MCCC.
- The outdoor greenspace is wonderful because it can be used any time but could do with many improvements. Making the space more physically accessible and improving/adding outdoor infrastructure would be beneficial. The basketball nets in the back parking lot are also an issue. While it is great to have them, the parking lot surface is not ideal. It is difficult to play on (uneven surface) and can also be a safety issue (with gravel and sand on the surface).
- Storage space is of great importance, as you have to move so much to get out what you need.

- There was a problem with ants every spring/summer, which is part of the reason I discontinued attending programs. Not entirely comfortable working out on the floor or even laying down an exercise mat knowing I might be bringing an ant problem home with me. If there was some way to seal the exterior better to eliminate this problem.
- Kitchen and all the small rooms, offices—poor lighting, cramped, meeting rooms, child-care facilities and supply areas with inadequate storage facilities. Little insulation in outer walls, inconsistent heating and air conditioning flow.
- The entrances are somewhat crowded (front more so) and it is not easily identified when we should use the front or rear entrance. Also, the parking is limited at certain times.
- From a mobility perspective, some of the rooms when set up can be a little hard to navigate. Hallways narrow ... especially when busy and full of bodies.

What is currently the #1 space in the Centre for community-building and community care?

- The back space has become a great space for community-building. The cob oven allows for food and conversation. It has beautiful gardens, and a play space beside it, and a ping pong table, and raised-container gardening in front of it.
- Also, a large green area to allow for activities and play. Casual gatherings, summer camps, celebrations, outdoor programming including sports all allow for community-building and making connections with others.
- I can't think of a specific space within the Centre that is the #1 space for community-building and community care. I see that as positive as community-building and community care happen everywhere inside and outside the Centre. I think the most important thing is to have a variety of options, or versatility of the spaces. The lobby is a good space because it allows people to congregate, mingle and connect. But it is also important to have smaller meeting rooms and areas where people can have smaller, more intimate conversations. I think having different options and spaces allows community-building/community care to occur in different ways at different times.

- Clothing room, community members are able to get clothes for free.
- The front where everyone comes in and feels welcomed. That's where it all begins.
- Gym and kitchen interactive activities, classes and a variety of recreational/ sports.
- Outside areas. Community events happen. I play with my kids at the outdoor table tennis and basketball net.

What components of the building could be improved as part of this expansion?

- The outdoor space—perhaps a roofed shelter and group gathering space in the rear and a more conducive front area for market/events.
- Physical accessibility in the front and back parking lots, in and around the green space. People with special needs cannot get to the cob oven, skating rink, container gardens.
- Lighting, heating & cooling need upgrading. Some areas of the building have baseboard heaters. Improved lighting in the front parking lot & repaving of parking areas.

- Parking lot: it is a challenge to use this space for outdoor activities, such as the market, because it lacks shade and safety (for example, children have to walk through the lot and compete with cars to access the front door).

- I think more character and warmth could be added into some of the rooms where classes are held. The layout is confusing at times; for example, you have to walk through a long windy hall to get to the gymnasium. There are many side rooms that I have never seen open.
- Definitely parking lot flow, especially at the side and rear. Lighting can always be improved for safety and utilizing energy-efficient fixtures.
- It is awesome to have the cob oven and ping pong table, however there are many people who can't use them. I definitely appreciate that not everything is accessible to every person. Perhaps it is about adding more features that are accessibility-minded to complement the other outdoor features.
- The air conditioning can definitely use an upgrade and so can the heating to provide maximum relief and coverage. The water fountain needs to not only be replaced but also upgraded to allow refilling of personal water bottles and for its usual purpose. The parking lot could be somewhat more flexible, unless there were to be an alternate parking area close by for convenience. The building also needs to be greened with LEED standards and EnerGuide appliances with a solar network dynamic roof for lowering energy costs and generating energy to be sent back to the grid.

Are there any components of the building or the exterior that should not be changed as part of the expansion?

- The back area with its basketball courts, skating rink, community garden, woodfired stove, and naturalized spaces should not be changed.
- Cob oven—Volunteers put many dedicated hours into this structure and look at it as a piece of art.
- I think it is very important to keep the front offices at the front door. It is crucial to have staff welcome people as they come in. Many people who come to the Centre are accessing it for the first time and it is very important they are immediately welcomed and can be helped by staff.

- I love the huge green space in the back—please keep that! The gardens in the summer and the ice rink in the winter are awesome.
- Please keep the oven out back, the lovely gardens, game tables, grassy area for play, etc. and improve on them rather than taking them out. I also love the rainbow bench and bike rack with all of my heart.

- The green space at the back. Need an open space to run around, but I could see the space having more flowers or designed garden where people can sit and enjoy. Pollinator garden.

What future spaces would you like to see added to the Centre?

- Secure bike lockup/outside storage with video surveillance. Bicycles have been stolen when locked up to the rails and bike racks at MCCC. Building a green community means bikes, scooters, etc., but it also requires assurances that people can use the Community Centre without their property being stolen right out from under their noses.
- More storage because a lot of the programs and services require a lot of storage space and it is hard to keep it organized.
- Expansion of the pollinator gardens in the back space, along with more raised vegetable beds, would allow for those living in apartments or places with little or no outdoor area a chance to be in nature. Kids can learn about growing food, seniors who have downsized can still use their gardening skills and connect with others. A path encircling the back space would provide exercise, meditation, etc.
- More multipurpose rooms would help a great deal. We need rooms to house the music program, a room for the youth group, and a maker's space for people who want to learn and create.

- Computer lab for new Canadians to develop skills usable in a work environment (résumé labs and such).
- Perhaps an expansion of the gardens, another outdoor game or workout equipment, some multilingual signage to better represent the languages spoken in our community (including Arabic and Tigrinya to represent our large populations, and possibly Persian and Ukrainian, depending on which newcomers settle in our area from Afghanistan and Ukraine). A survey of users may be helpful in determining which languages are spoken/in which languages families are literate.
- There have been comments that the sitting area of the Centre feels underused.
- Instead of a place where people come just to "hang out," it felt like a waiting area. Indoor and outdoor spaces that encourage folks to linger and talk and just be.
- More rooms. It's a very small community centre compared to others.

How do you want to feel and what would you like to experience in the new, expanded space?

- Friendly, welcoming, kind, caring and creative staff who have the autonomy and flexibility to meet the needs of community members. I want to feel that people care about each other and the staff have always modelled that for the rest of us.
- I want to feel the same inviting, warm, supporting atmosphere that has always been there, but with upgraded touches. Décor and artwork purchased from local artists. Easily accessible for those living with physical disabilities.
- The sense of community and connection that already exists with the potential to offer more to our community and to those who don't have a lot of other alternatives. One of the amazing things about this Centre is that it is welcoming to the underdog. While I would love new fancy stuff, I think it is far, far, far more important to remain accessible to those who are unable to access the larger organizations (due to finances, special needs/behavioural concerns/mental health, ESL, and all the other reasons I can't think of right now). I want the space to remain low-key and understated enough to remain a place for those who don't fit into the fancier places.

- Clean! Updated flooring and paint. Properly sealed.
- Clear and visible anti-racist principles, Indigenous cultural involvement and land acknowledgement, physical accessibility. It should be unambiguously inclusive for people who are usually marginalized from public spaces.
- Physically safe and free to move; have a more spacious floorplan and room to move around. Energized, warm, inviting; bright lights and warm colours, comfortable surroundings.
- Don't care about how it makes me feel, just want cost-effective, usable space with facilities and programming that's free of charge. It should have good natural light where possible.

In addition to serving the existing community and user groups, which new communities could benefit from the expansion of the Centre and how?

- Our neighbourhood is seeing greater numbers of BIPOC and LGBTQ2IA+ residents request inclusivity. They are letting everyone know that they have been excluded in the past and they want in now. I think that we need to take

action to create more space that is designated for programs geared to the historically marginalized.

- Many cultural groups do not have dedicated meeting space. They could benefit from a meeting room to be used on dedicated times/days that they are comfortable in, or space in the back for religious rituals, fires, prayer/meditation paths, drumming circles, etc.
- As the neighbourhood changes, the Centre has adapted to meet the needs of the community. I have seen this over and over again through the years. The challenge at this time is that with new intense development I hope that in scaling up, the flexibility and adaptability of the Centre is not lost.
- There are now many residents and residents in the future in high-rise apartments and condos who are not really served by the Centre.

- As a new parent, I would like this to be a place where I can connect with other new parents in my geographical area, and support each other/connect.
- We have a large new immigrant component in our community, so kitchen facilities, closet and storage for donations for the clothes closet and personal care/home necessities. Child-care needs are essential.
- The development where Schneiders used to be sure is going to add a lot of people in the community. I'm sure sad to see a part of heritage going in this city but hopefully there will be some remembrance left there from part of the old buildings. That is just one of the sites that made this city thrive and grow the way it is today. For that be thrown away and forgotten is sinful, but this city is well-known for that. If Schneiders' name is good and there were no bad doings in the past, the name and picture of what was there should be included.

Additional responses

- Our Centre needs more permanent additions to house more programs and to create spaces for marginalized neighbours. We don't need a swimming pool or a weightlifting space, or a tech lab. We need rooms that are connected to the main building. We need versatile spaces that allow us to store equipment for multiple programs. Thank you.

- Compared with other community centres, MCCC is a smaller, more intimate space. It has a warm and welcoming atmosphere where people's needs come first. I hope that any changes will reflect the neighbourhood's needs and continue to be open to help all those who come through the doors with resources, programs and support.
- I think the focus should be on improvement and enhancement. I think Mill Courtland is an incredible place that helps many, many people. But it is far from perfect and there is always space for improvement. My ideal vision for the Centre would be to continue providing the services we do, while investing in change that allows us to broaden our reach. I want to see Mill Courtland continue to be a hub in the community, where people from all backgrounds and walks of life can grow together. Any type of change to the Centre that allows us to be an accessible resource for all would be a win in my book.

- Honestly, I think the Centre runs INCREDIBLE programming. I just never find out about it, despite living around the corner. They have a toddler and parent drop-in program, and I follow that on Instagram, but they never say when it's running, they just post random pics. They need better info and communication.
- As the area is undergoing expansion with high-rises along the Iron Horse Trail, the facility needs to expand the building and services to meet the needs of a growing community. There needs to be more variety of programs for seniors and others in the community.

Organizational Stakeholder Interviews

To further expand engagement, the practice collaborated with City of Kitchener staff and the neighbourhood associations to compile a list of local organizations. The purpose of these interviews was to understand usage needs as well as potential barriers to use faced by local organizations that are within the Centre's catchment area and/or to serve community members who may be located in the catchment area. By broadening the engagement in this way, the interviews helped provide insight into potential and future uses of the Centre by these organizations, and their stakeholders who could either use space in the Centre themselves for running programs and services, or refer clients to programs and services provided at the MCCC.

Interviews were conducted in August and September 2022. Organizations included were:

- Spectrum, which services and supports LGBTQ2IA+ people in the Waterloo Region;
- Carizon, which provides services including mental health and education programs;
- Immigration Partnership, which provides immigration services under three pillars—settle, work and belong;
- KW Counselling Services, which provides mental health services and training;
- KW AccessAbility, which is a resource centre supporting adults with physical disabilities;
- Sanguen Health Centre, which offers health services, outreach and support, including to people who are precariously housed.

The following learnings emerged from the external organizational interviews:

Consider how an expanded Centre could host organizational programming.

Most organizations indicated they had not used the MCCC for their own programs and services, but expressed interest in potential uses, depending on what spaces were available. For example, one organization said it needed a kitchen space for its cooking program, while another mentioned that food distribution and computer programs are helpful for its clients. One organization that said it relied on outside space for its programs, indicated it had used the MCCC for an event several years ago and said that it would require rooms with a capacity of at 20–40 people to accommodate events and meetings.

Share MCCC programs/services offerings more widely with organizations.

Several organizations noted that they were interested in relaying programming and service/resource offerings to their clients. For example, one organization said a "food distribution program" would be helpful to its clients—something the MCCC already offers in some form but could advertise more.

Ensure programs and staff are inclusive of LGBTQ2IA+ people.

Two organizations that specifically serve the LGBTQ2IA+ community indicated that a renovated Centre should consider including gender-neutral washrooms, trans and non-binary recreation programming, and ensure that all staff have training in LGBTQ2IA+ needs. One organization also indicated that forms should have spaces for chosen names and be written in neutral language (i.e., not gendered).

Design spaces for accessibility.

One organization said it was key to ensure that the building and any expanded spaces are universally accessible. This sentiment and critical priority was also echoed by the neighbourhood associations and other local stakeholders, both individuals and organizations.

Create inclusive spaces, programs and services.

One organization said it is key to ensure all people feel welcome in spaces such as community centres and act as a "safe drop-in space" particularly in colder weather months. They suggested the Centre could include providing programs where people learn to make harm-reduction kits, therapeutic program offerings and access to meals and personal hygiene products.

Consultant Reflection

Speaking to long-time Community Centre users and stewards, it is clear that the Centre is a supportive services hub for the community and broader city. A diverse range of community stakeholders spoke about important, oftentimes long-term relationships with staff and each other, placing emphasis on the fact that it is the people who make the place special. Themes and values pertaining to inclusion, flexibility and community care were recurring across all surveys and conversations. Community members repeatedly emphasized that their priorities for expansion are squarely focused on creating internal and external spaces that, above all else, foster established and new relationships.

PART THREE: AUDITS AND ANALYSIS

Predicated on our equitable approach, the following social, spatial and economic audits are intended to ensure that all development decisions are made using a holistic lens that privileges community care, responsiveness and functionality over sleek design or the bottom line. This assertion isn't intended to create a polarized either/or approach, but rather is a statement of value and priority, both fundamental aspects of the business case process. Each of the following audits are tethered to correlating analysis and recommendations.

Community Profile Audit

The Centre is a hub, distinctly situated amid diverse neighbourhoods with divergent socio-economic realities, which differ from the city as a whole. This community profile was composed using data from the 2020 Neighbourhood Profiles of both the Mill Courtland and Highland Stirling communities[3]—the two main communities that the Centre serves. This was then compared to the overall city of Kitchener profile using census data from 2016. While some of these numbers have likely changed with the 2021 census, the overall trends regarding population, income and education levels likely continue to be relevant. As aforementioned, some of the data and analysis were informed by University of Waterloo urban planning students in a course taught by Jay Pitter and have been explicitly cited to acknowledge their important contributions.

Demographic Audit

Population Growth[4]

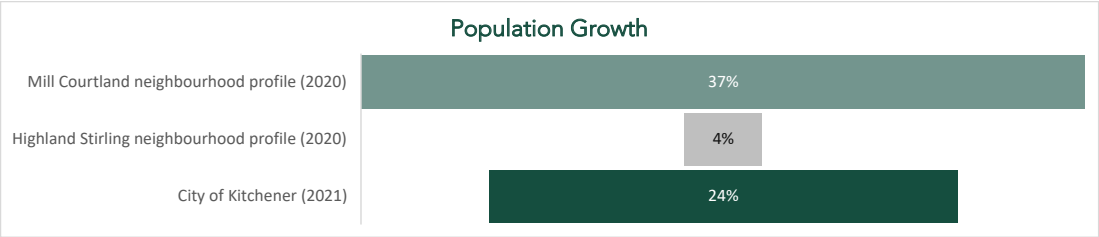
City of Kitchener:

254,300 (2021) to 315,100 (2041), a 24% increase

Mill Courtland: 5,773
Forecast to grow to 7,900 by 2041, a 37% increase

Highland Stirling: 4,704
Forecast to grow to 4,900 by 2041, a 4% increase

Combined: 10,477
Forecast to grow 12,800 by 2041, a 22% increase

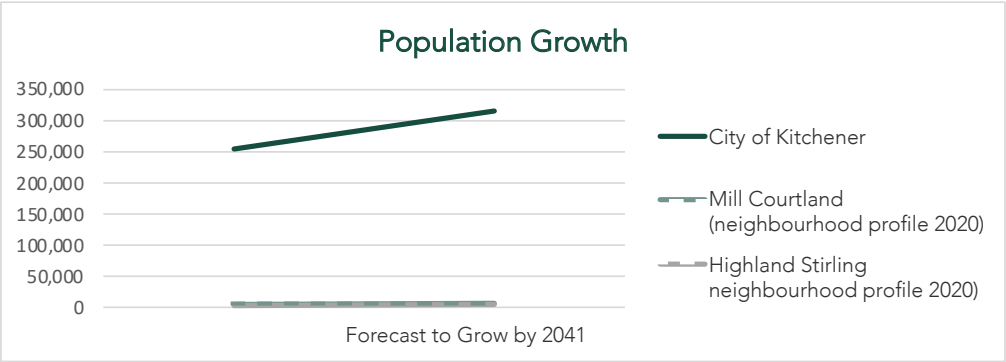


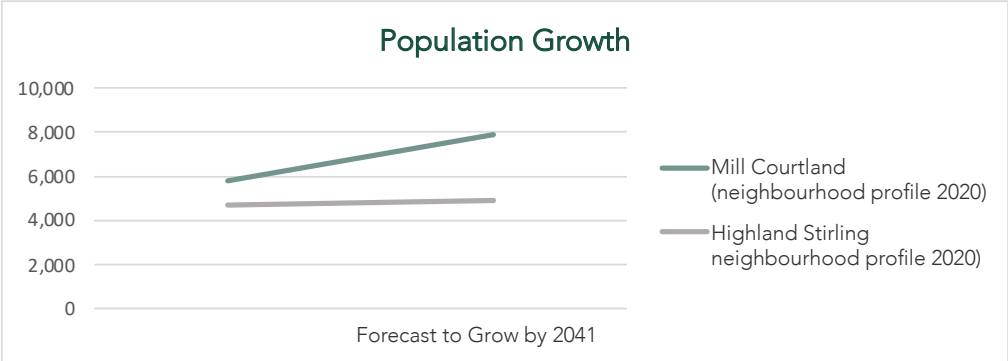
3 All demographic data, unless otherwise noted, was derived from official 2020 City of Kitchener demographic profiles for the Mill Courtland neighbourhood, Highland Stirling neighbourhood, and City of Kitchener.

City of Kitchener. (2020) 2020 Kitchener Demographics. https://experience.arcgis.com/experience/b228dc3a629b44498ce209bf7d822ce4/page/2020-Demographics/

4 Monteith + Brown Planning Consultants, Watson & Associates Economists Ltd. (2018) *Community Centre Future Facility Needs Review (CCFFNR)*. City of Kitchener. p. 5

Population Growth (continued)





Immigration

Mill Courtland
(neighbourhood profile, 2020)

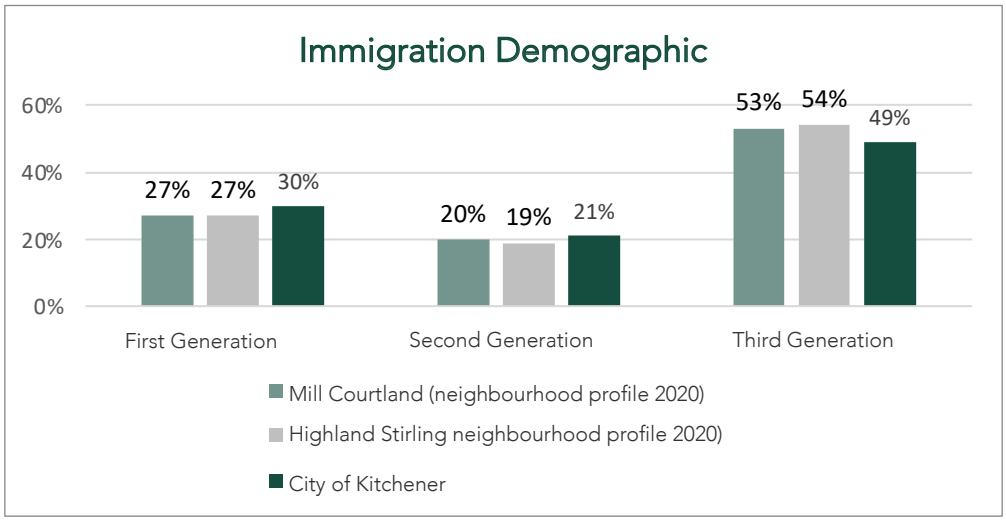
First gen: 27%
Second gen: 20%
Third gen: 53%

Highland Stirling
(neighbourhood profile, 2020)

First gen: 27%
Second gen: 19%
Third gen: 54%

City of Kitchener

First gen: 30%
Second gen: 21%
Third gen: 49%



Top non-official home languages (neighbourhood profile, 2020)

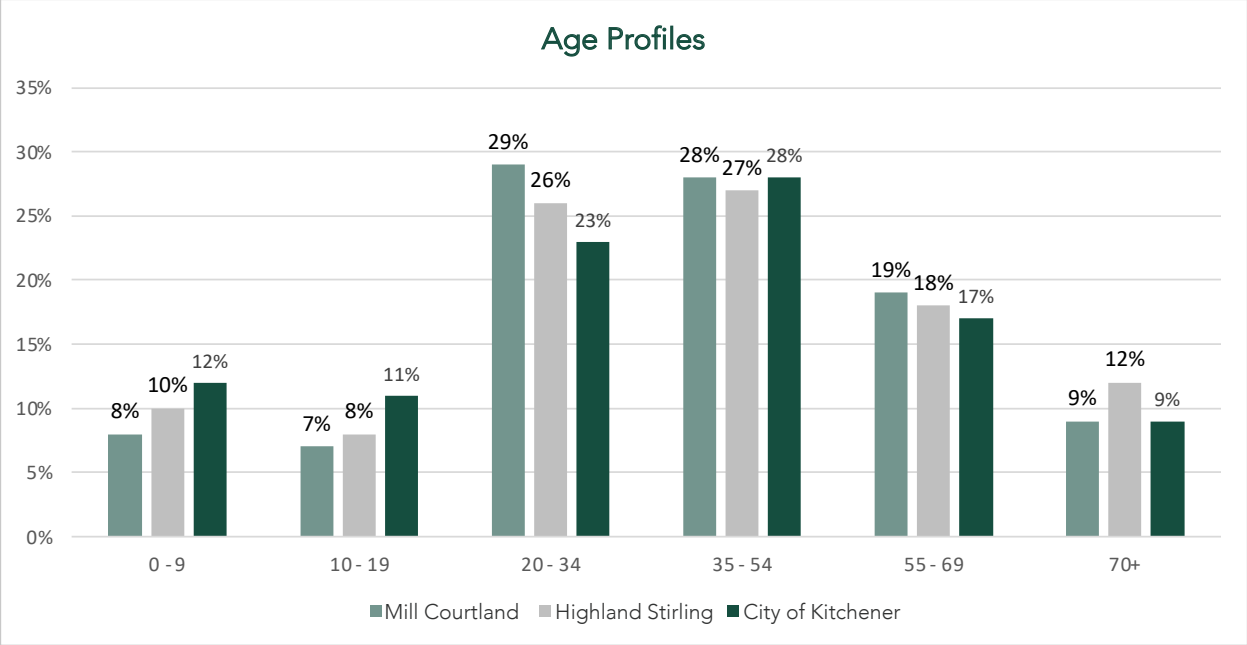
Mill Courtland: Arabic, Portuguese, Serbian, Spanish, Vietnamese, Mandarin

Highland Stirling: Spanish, Portuguese, Romanian, German, Arabic

City of Kitchener: Spanish, Arabic, Serbian, Romanian, Mandarin

Age profiles

Mill Courtland[5]	Highland Stirling[6]	City of Kitchener[7]
0–9: 8%	0–9: 10%	0–9: 12%
10–19: 7%	10–19: 8%	10–19: 11%
20–34: 29%	20–34: 26%	20–34: 23%
35–54: 28%	35–54: 27%	35–54: 28%
55–69: 19%	55–69: 18%	55–69: 17%
70+: 9%	70+: 12%	70+: 9%



5. City of Kitchener (2020). Environics Analytics DemoStats. p.477. https://experience.arcgis.com/experience/b228dc3a629b44498ce209bf7d822ce4/page/2020-Demographics/
6. City of Kitchener (2020). Environics Analytics DemoStats.
7. Monteith + Brown Planning Consultants, Watson & Associates Economists Ltd. (2018) Community Centre Future Facility Needs Review (CCFFNR). City of Kitchener. p. 9 (2016 numbers)

Demographic Analysis

Mill Courtland is a fast-growing community.

Forecasted 2041 population growth for the combined Mill Courtland and Highland Stirling communities mirrors the forecast for the city of Kitchener. However, the bulk of the population growth will happen in Mill Courtland, where growth is projected to outstrip the city's average. Mill Courtland is projected to grow by 37% by 2041, while Highland Stirling is projected to grow by just 4% in the same period. This can be attributed to the planned development potential within the Mill Courtland neighbourhood boundaries, such as the Schneider development.

The MCCC serves a large immigrant population.

In both Mill Courtland and Highland Stirling, the number of first-generation immigrants makes up 27% of the overall population.

The proportion of visible minorities is growing in the city.

In the city of Kitchener as a whole, visible minorities increased from 15% of the population to 22% from 2006 to 2016. South Asians represent the largest and fastest-growing population group within the city of Kitchener, as well as the larger region.[8]

Mill Courtland and Highland Stirling have lower levels of older youth and teens.

Compared to the city of Kitchener, the Mill Courtland and Highland Stirling neighbourhoods have lower levels of youth aged 10–19.

There's a high proportion of seniors, with many living alone.

Approximately 15% of the people living within Mill Courtland and Highland Stirling neighbourhoods are seniors (aged 65 and older), which is slightly higher than the city of Kitchener as a whole. Approximately 6% of seniors in each neighbourhood live alone.

8. Monteith + Brown Planning Consultants, Watson & Associates Economists Ltd. (2018) *Community Centre Future Facility Needs Review* (CCFFNR). City of Kitchener. p. 15

Economic, Workforce and Education Audit

Income Distributions

Mill Courtland household income

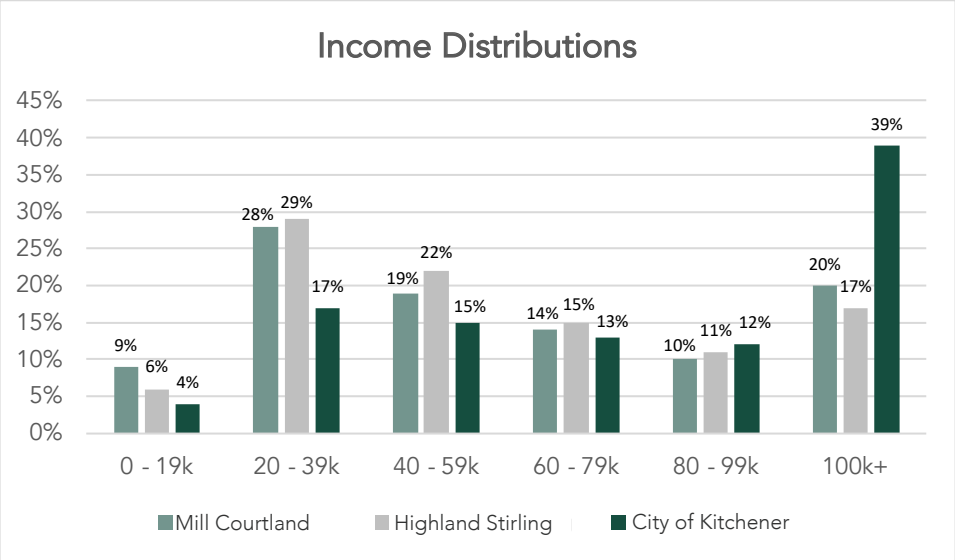
0–19k: 9%
20–39k: 28%
40–59k: 19%
60–79k: 14%
80–99k: 10%
100k: 20%
median household income: $54,182

Highland Stirling household income

0–19k: 6%
20–39k: 29%
40–59k: 22%
60–79k: 15%
80–99k: 11%
100k: 17%
median household income: $53,766

City of Kitchener household income

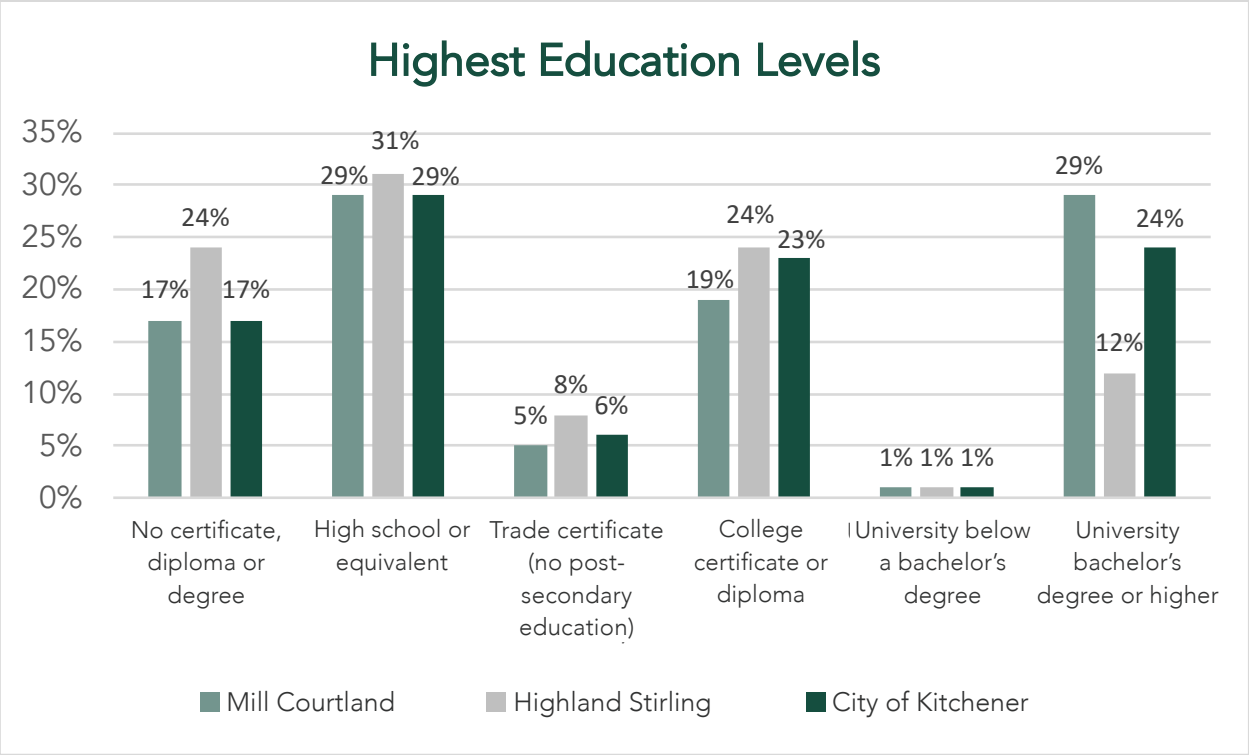
0–19k: 4%
20–39k: 17%
40–59k: 15%
60–79k: 13%
80–99k: 12%
100k: 39%
median household income: $80,395



Unemployment Rate

Mill Courtland: 7.23%
Highland Stirling: 10.05%
City of Kitchener: 5%

Highest Education Levels



Mill Courtland

No certificate, diploma or degree: 17%

High school or equivalent: 29%

Trade certificate (no post-secondary education): 5%

College certificate or diploma: 19%

University below a bachelor's degree: 1%

University bachelor's degree or higher: 29%

Highland Stirling

No certificate, diploma or degree: 24%

High school or equivalent: 31%

Trade certificate (no post-secondary education): 8%

College certificate or diploma: 24%

University below a bachelor's degree: 1%

University bachelor's degree or higher: 12%

City of Kitchener

No certificate, diploma or degree: 17%

High school or equivalent: 29%

Trade certificate (no post-secondary education): 6%

College ccertificate or diploma: 23%

University below a bachelor's degree: 1%

University bachelor's degree or higher: 24%

Economic, Workforce and Education Analysis

Both neighbourhoods have higher levels of people who are unemployed.

In Mill Courtland, the unemployment rate is slightly higher when compared to the city of Kitchener as a whole, but the unemployment rate in Highland Stirling is double that of the city of Kitchener (10% compared to 5%).

Both neighbourhoods have higher levels of people living on lower incomes.

Mill Courtland and Highland Stirling both contain higher proportions of lower-income households compared to the wider city of Kitchener. For example, Mill Courtland and Highland Stirling have 28% and 29% respectively of households with an annual income between $20k and $39k, while the figure is 17% for the city of Kitchener. Following from this, both neighbourhoods also contain fewer households earning middle and higher annual incomes than the city as a whole, especially when it comes to those earning $100k and more.

Education levels diverge between the two neighbourhoods.

Highland Stirling has higher proportions of people with no certification, diploma or degree as well as those whose highest education level is high school or equivalent when compared to the city of Kitchener average. However, Mill Courtland has a higher proportion of residents with a bachelor's degree and above than the city average, with the neighbourhood showing higher education levels than the city average.[9]

Dwelling Type

Mill Courtland

Apartment: 61%

Single-detached house: 32%

Semi-detached house: 3%

Row house: 4%

Highland Stirling

Apartment: 59%

Single-detached house: 27%

Semi-detached house: 4%

Row house: 10%

City of Kitchener

Apartment: 34%

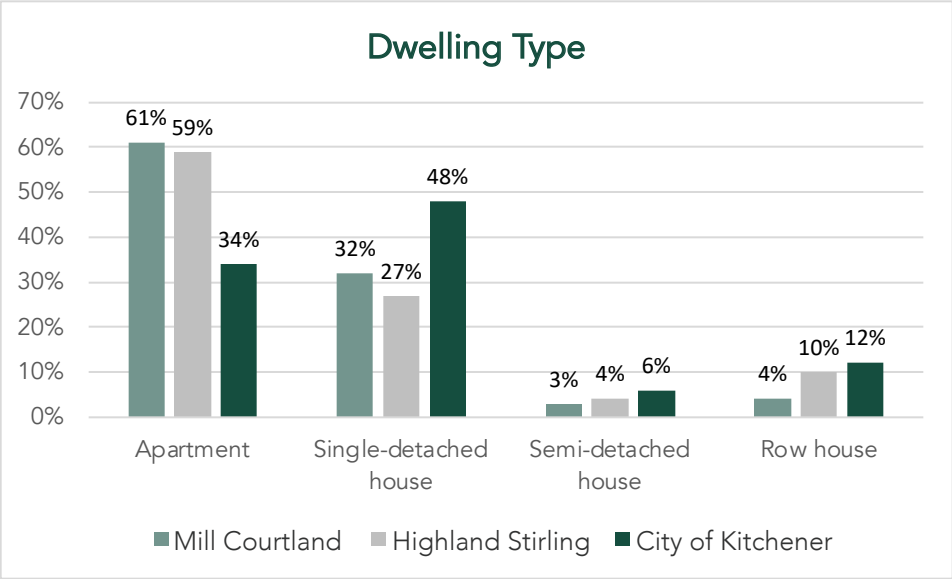
Single-detached house: 48%

Semi-detached house: 6%

Row house: 12%

9. Budiwarman, R., Chen, A., Cheung, S.J., Coulis, H.J., Hao, R., Mittelstaedt, M.R., Rosatone, S.D., Salidas, L.M., Vandermeulen, P.E. (Group 7). (2022). *Mill Courtland Community Centre*, p.6

Dwelling Type (continued)



Rate of Ownership vs. Renter

Mill Courtland: 44% own / 56% rent

Highland Stirling: 38% own / 62% rent

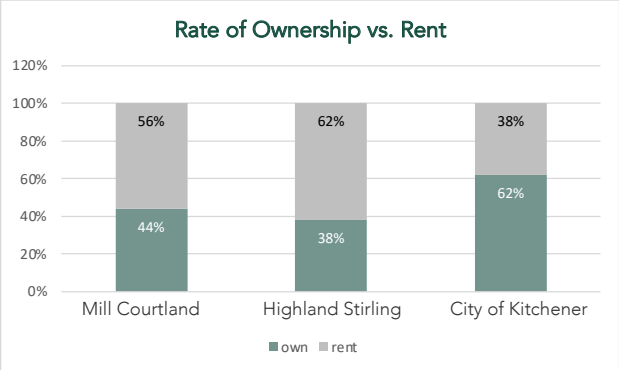
City of Kitchener: 62% own / 38% rent

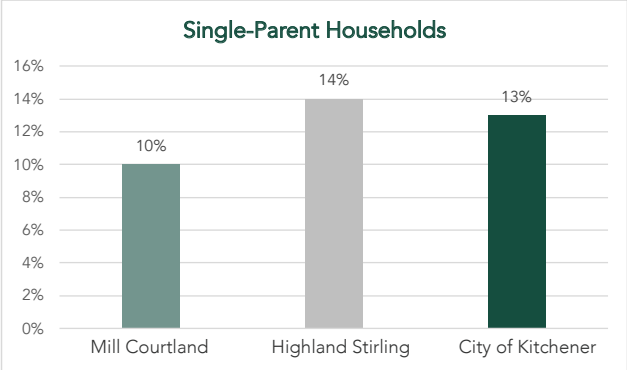
Single-Parent Households

Mill Courtland: 10%

Highland Stirling: 14%

City of Kitchener: 13%





Household Make-up Analysis

Most residents live in apartment buildings.

Mill Courtland and Highland Stirling have more people living in apartment buildings than is the case in the broader city of Kitchener. Apartments account for 58% of dwelling types in Mill Courtland and Highland Stirling combined, while they account for just 27% in the city of Kitchener as a whole.[10]

Most people are renters.

Mill Courtland and Highland Stirling contain more renters compared to the city of Kitchener as a whole, where more homeowners are found.[11]

Single parent-led households differ between neighbourhoods.

Mill Courtland has a slightly lower level of single-parent households (10%) when compared with the city of Kitchener (13%), while Highland Stirling sits slightly higher (14%). However, MCCC staff have commented that the Centre's programs draw a large number of single parents for programming and activities.

Community Profile Recommendations

Expand both internal and external spaces to meet future population growth needs.

Rapid neighbourhood growth, specifically within the Centre's neighbourhood boundaries, suggests that expanding both internal and external spaces is a pressing requirement. The Mill Courtland neighbourhood is projected to grow by 37% by 2041, outpacing the growth rate of the city of Kitchener, which is projected to grow by 24% during the same period. While an emphasis has been placed on the expansion of the building envelope, the entire site must be enhanced.

Continue to offer high-quality indoor and outdoor communal spaces.

For renters, especially those living in apartments, public spaces act as a critical extension of personal living space. For these stakeholders, access to quality public spaces significantly contributes to mental health, physical health and an overall sense of spaciousness. There are more people living in apartment buildings in the Mill Courtland and Highland Stirling neighbourhoods (58%) than on average within the city of Kitchener (27%). Similarly, there are far more renters located within the two neighbourhoods than in the city as a whole, with renters representing approximately two-thirds of households in Mill Courtland and Highland Stirling, but only one-third of households within the city. Given these statistics, the Centre must continue to function as the community's public living room.

10. Group 7. (2022). Mill Courtland Community Centre, p.5

11. Group 7. (2022). Mill Courtland Community Centre, p.5

Ensure increased operating costs do not drive up supportive service and program fees. Ensure programs and services are accessible to those on lower incomes.

The Centre already offers a range of accessible and free programs and services, which remains critical because there are higher proportions of households living on lower incomes in both Mill Courtland and Highland Stirling than in the city. As such, when selecting specific design interventions, careful attention must be paid to not only development and design costs, but also ongoing operation costs. While expansion will naturally inflate annual operating costs, supportive services and program fees cannot be relied upon to generate revenue to cover this increase—unlike at other community centres in the city.

Consider expanding employment-related support services.

Higher unemployment rates and the arrival of newcomers in the adjacent neighbourhoods suggest that greater access to employment-related programming such as skills training, culturally responsive networking opportunities, and workforce onboarding skills would be beneficial to current and future Centre users and stewards. Additionally, establishing a partnership with an academic institution may also be beneficial because while the Mill Courtland neighbourhood ranks higher in education than the city average—with more people reporting bachelor's degrees and higher—the Highland Stirling neighbourhood has higher proportions of people who report having no certificate, diploma or degree, and less than half of people reporting bachelor's degrees and higher than the city average.

Partner with more ethno-racial organizations to produce multilingual program materials.

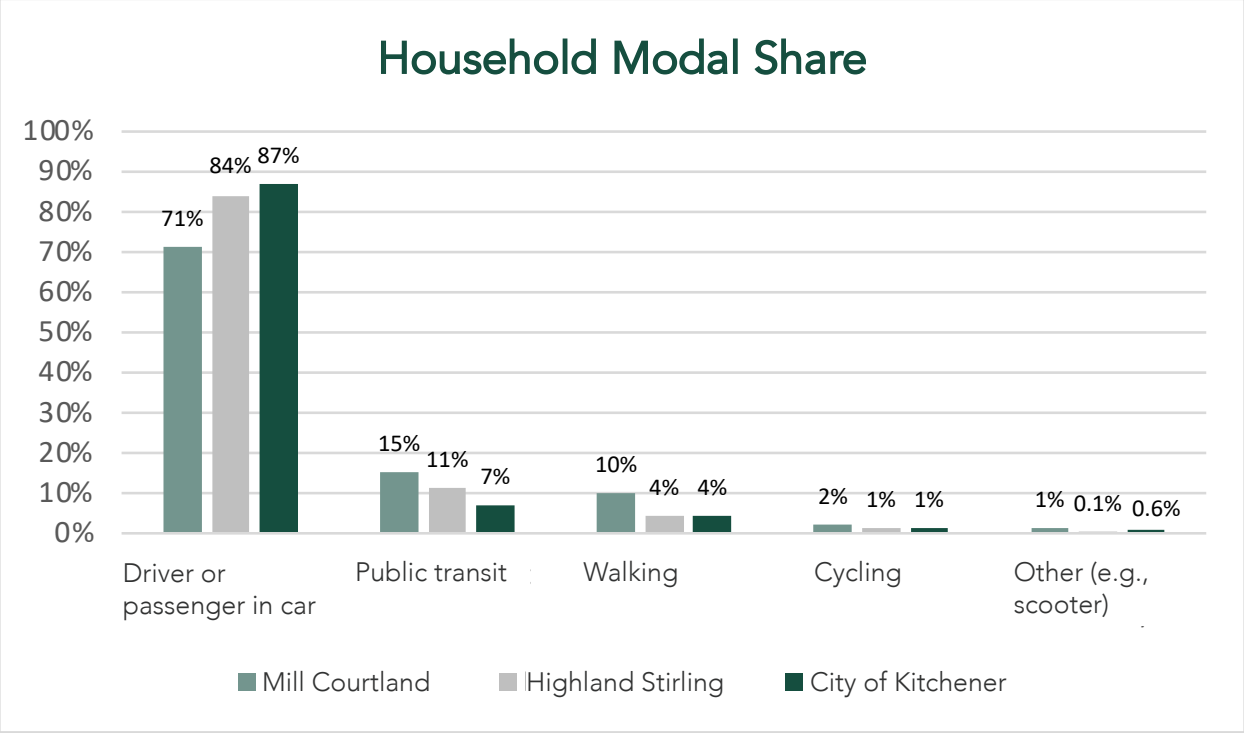
The top spoken languages, outside of English or French, in both Mill Courtland and Highland Stirling are Arabic, Spanish and Portuguese, with smaller numbers of people speaking Serbian, Romanian, German and Vietnamese. Providing current and future Centre users and stewards with programs and communication materials in their first languages is an important form of accessibility, and reduces barriers for many.

Understanding the costs of translation, it is advisable to employ both pragmatic and creative methods such as forging partnerships with ethno-racial organizations to co-lead specific programs and to translate prioritized communications materials.

Active Transportation Audit

A key aspect of ensuring that the Community Centre is socially, economically and physically accessible is ensuring that people are able to access it through safe and accessible transportation options. For some, this may be carpooling, while for others it may be cycling, walking, rolling or catching a reliable bus. In this section, we compared statistics gathered from the demographic profiles of Mill Courtland, Highland Stirling, the city of Kitchener as a whole, as well as results from the community surveys conducted as part of this business case. For more in-depth statistics related to transportation use from these surveys, see the Community Engagement section on page 16 of this report.

Household Modal Share



Mill Courtland

Driver or passenger in car: 71%

Public transit: 15%

Walking: 10%

Cycling: 2%

Other (e.g., scooter): 1%

Highland Stirling

Driver or passenger in car: 84%

Public transit: 11%

Walking: 4%

Cycling: 1%

Other (e.g., scooter): 0.1%

City of Kitchener

Driver or passenger in car: 87%

Public transit: 7%

Walking: 4%

Cycling: 1%

Other (e.g., scooter): 0.6%

Active Transportation Analysis

Most people drive, but more people walk, compared to the overall city.

The vast majority of people drive within both Mill Courtland and Highland Stirling at 71% and 84%, respectively, which is close to the city of Kitchener as a whole where 87% of people drive or are a passenger. However, the number of people who walk as a mode of transportation was higher in Mill Courtland than it was in the city of Kitchener as a whole at 10% compared to just 4% (the number of people who walk in Highland Stirling was the same as the city at 4%). Cycling use overall remains very low at 1–2% between the neighbourhoods and city.

Transit use is higher within the Mill Courtland and Highland Stirling neighbourhoods.

The proportion of people who use transit is higher in Mill Courtland and Highland Stirling at 15% and 11%, respectively, than that of the city of Kitchener as a whole (7%). The area around the Community Centre is serviced by regional transit, including an LRT which opened in 2019 and runs along Charles Street with stops at Mill Street & Ottawa Street, Borden Avenue & Charles Street, and Cedar Street & Charles. Additionally, there are five bus lines that operate within the area, including two that have a stop directly in front of the MCCC.

More people want to cycle and walk to the Centre.

As noted within the Community Engagement section of this report, while driving to the Centre remains the main mode of transportation, it's clear that people would walk and cycle more if they felt those options were safe and accessible to them. On average when individuals were asked how they would like to travel to the Centre, most said they would rather walk, cycle, or take transit more often than they do–with the option to drive to the Centre coming in lower in people's preferences. However, the current infrastructure around the Centre (e.g., lack of protected bike lanes) as well as facilities at the Centre (e.g., lack of safe bike parking) is hindering the community's ability to use active and sustainable modes of travel.

Active Transportation Recommendation

Create a safer, more sustainable cycling and pedestrian experience.

While most people drive within the Mill Courtland and Highland Stirling neighbourhoods, the public survey responses indicated that many current and future Centre users and co-stewards would like to walk, roll and/or cycle to the Centre.

Active Transportation Recommendation (continued)

Encouraging these and other forms of active transportation is not only aligned with external public survey responses but also supports municipal imperatives focused on addressing the climate crisis. Simple design interventions such as installing secure bike parking at the site will partially facilitate greater active transportation. However, a more structural approach, including the provision of continuous, protected bike lanes and improved public transit access, is required to meaningfully respond to both community and environmental imperatives.

Local Amenities Audit

An in-depth local amenities audit was done to better understand the surrounding neighbourhood context within which the Centre is situated that may impact design interventions and programs offered. This was done through neighbourhood walks as well as online research using various mapping applications. The local amenities audit included an exploration of land use, housing typologies, as well as parks and recreation spaces. We would like to specifically acknowledge the work of the University of Waterloo Urban Planning students in informing this section.

Land use surrounding the Community Centre is largely residential, however there is also a large pocket of industrial sites, storage facilities, offices and a strip of commercial use along the King Street East corridor to the north.

Source: City of Kitchener. (n.d.) [base maps] powered by: ROLTA OnPoint™. https://maps.kitchener.ca/OnPointExternal/RMap/Default.aspx#

Residential Use

Residential use in the immediate surrounding area is mostly low-rise, detached, single-family homes and townhomes, as well as some mid-rise apartment buildings.

Corner of Russell Street and Woodland Avenue.

Spadina Woods Development
(301 Spadina Rd. East).

Stirling Place apartment building
(403 Stirling Ave.).

Business and Commercial Use

The neighbourhoods surrounding the MCCC contain a number of cultural-specific amenities that hold special significance for Mill Courtland residents, such as supermarkets. For example, Torreense Store is an important site for the Portuguese community, which opened in 1972 and provides specialty grocery goods. Additionally, Roua Halal Food Market is a similar institution for the area's large Arab community.

Auto repair shop across from Mill Courtland Community Centre.

The Community Centre is 800 metres north of downtown Kitchener, with the surrounding area including several locally owned, multicultural grocery stores as well as bakeries, cafes, restaurants and a number of auto repair shops. Approximately 55% of businesses are in the food, beverage and convenience goods sector; 25% are in automotive and home improvement; and 20% are a mix of entertainment and leisure.

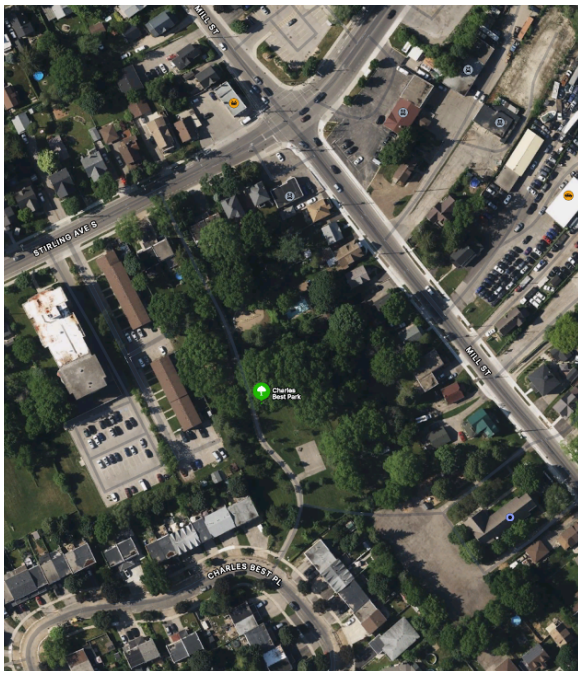
Industrial Use

The neighbourhoods surrounding the MCCC have a long history of industrial use that continues today with both small- and large-scale active and disused industrial facilities and infrastructure found in the area. This includes the now-closed Scheniders Plant, which is slated to become a new, mixed-use development contributing to the population growth in the Mill Courtland neighbourhood area.

Parks and Green Spaces

The Mill Courtland Community Centre is located within walking distance of several nearby parks and green spaces, including Charles Best Park and Veterans' Park. There are also school green spaces nearby, such as Cameron Heights Collegiate Institute, which includes a large field area with an outdoor running track, as well as St. Bernadette Elementary School, which includes a small baseball diamond. Finally, the Centre is located in between two creeks—Schneider Creek and Shoemaker Creek—which wind their way through the residential and industrial areas around the Centre.

Aerial photo of Cameron Heights Collegiate Institute and Schneider Creek. (Apple Maps).



Aerial photo of Charles Best Park adjacent to MCCC. (Apple Maps).

Amenities Audit Analysis

High-density living necessitates high-quality communal spaces.

From our neighbourhood context analysis, as well as from the statistical data for the neighbourhoods surrounding the Centre, we know that many people live in apartments and lack their own personal outdoor space. This makes the green space at the Centre all the more vital in serving community members as a place for leisure and recreation. Additionally, people who live in apartments, especially families, may require more indoor communal space for leisure as well as studying, which the Centre also provides.

Green space is gathering space.

While the Centre is surrounded by several green spaces, many of them are smaller parks or school-related outdoor spaces with sports facilities, such as running tracks. It's clear the Centre plays an important role as an outdoor gathering space for the community, which is also reflected in the community feedback we heard during our surveys. The additions of the ping pong table, gardens, cob oven, seasonal ice rink and seating areas help to fill the green space gap in the surrounding community.

Amenities Recommendation

Ensure green space is programmed and designed for comfort and use in all seasons.

As an important communal outdoor space in the community, the green space at the Centre should be programmed to be active all year round (an example of this is the already well-used seasonal ice rink). Supporting this use would mean ensuring design elements that support all-season, all-weather enjoyment such as additional seating and protection from the elements (e.g., sheltered spaces from wind and rain). Finally, the community survey indicated a strong interest in expanding the community garden spaces, which would also increase use and contribute to food security in the neighbourhood.

Site Program and Building Envelope Analysis

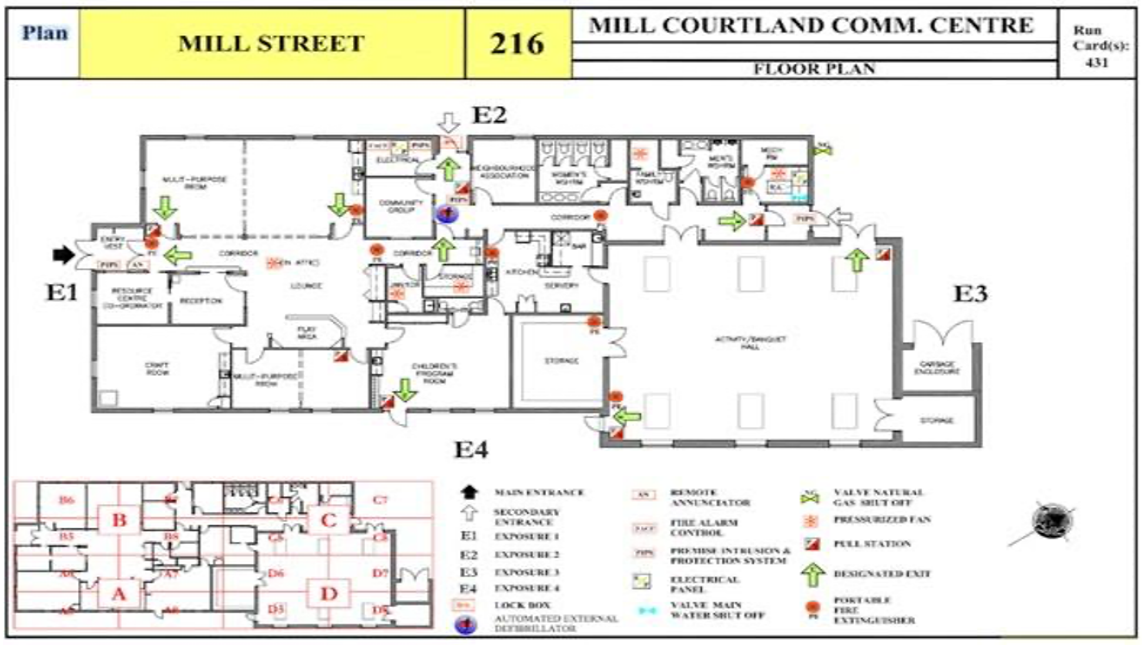


Image: Mill Courtland Community Centre Site and Floor Plan. Courtesy of City of Kitchener

Outdoor/External Spaces

The main features of the Centre's outdoor/exterior spaces include:

- Two parking lots—one in front and one behind the building;
- A sheltered cob oven constructed by Centre users and co-stewards;
- A small, backyard-style skating rink constructed and maintained by Centre users and co-stewards;
- A permagarden that is now home to several living beings/species constructed and maintained by Centre users and co-stewards;
- A ping pong table;
- A back green space connected to the adjacent Stirling Avenue sidewalk with a ramp;
- A small, fenced-in children's playground extending off the children's playroom;
- Two portables providing space for overspill programming from the building;
- Four storage sheds along the property line;
- An art installation at the front entrance installed by a newcomer artist;
- A rainbow-painted bench and bike rack adding vibrance and conveying solidarity with LGBTQ2IA+ communities;

- A temporary shack/shed located close to the building in the parking lot;
- A shared pedestrian and car driveway connecting the back and front of the building;
- A wooded area where unhoused individuals are currently seeking refuge.

The outdoor features and areas at the Centre are critical for creating welcoming, informal interactions among community members. These spaces also become platforms for community events throughout the year that help build connections within the community and draw people in, including the holiday market, winter ice rink, cob oven and outdoor camps.

Indoor/Interior Spaces

Main features of the building envelope, constructed in 1993 with gross floor area of 8,704 square feet, include:

- Semi-open staff offices that double as a reception area;
- A central open-concept lounge area that accommodates important informal connections and relationship-building outside of structured programs;
- Two main multi-purpose rooms—which accommodate large gatherings and multiple supportive services, programs and special events—that open up to the open-concept lounge;
- A small children's library nook with child-scale seating;
- A neighbourhood association shared office;
- A children's program room with access to a fenced-in playground;
- A newly renovated kitchen classified as a server kitchen, but not a commercial kitchen.
- Multiple small storage rooms;
- Restrooms for women and men, and a single-family/all-gender restroom with zero sightlines or connectivity to the front area of the building;
- A narrow, inaccessible corridor at the back of the building;
- Two vaulted ceilings that have the potential to be main conduits for passive lighting—generally speaking, the windows are small and the lighting low;
- A small- to mid-sized gymnasium adjacent to a small storage room, kitchen and doors leading to the exterior of the building.

The indoor spaces of the Centre serve multiple purposes, providing space for various events, activities, classes and community meetings. It's important that these spaces remain flexible and adaptable to accommodate the large and diverse range of programs the Centre offers, such as the guitar club, youth group, seniors groups, camps and other activities, as well as providing critically-needed additional space for safe storage of program materials. (See page 56 for a comprehensive list of programming.)

The Mill Courtland Community Centre provides the third-highest rate of square footage by population at 1.4 square feet per-capita, with the Chandler Mowat and Downtown community centres being the highest and second-highest, respectively. However, it's important to highlight that this number is based on the population of the Mill-Courtland Neighbourhood Association boundaries, while the MCCC actually serves populations from other neighbourhoods, such as Highland Stirling.[12] The Mill Courtland Community Centre, along with Centreville Chicopee Community Centre, had the least-used gyms out of 13 community centres surveyed for the Community Centre Facility Future Needs Review 2018. However, they are both also under-sized gyms.[13] Program room hours increased at MCCC between 2015 and 2017. The only other community centres that saw program hour increases were the Downtown and Stanley Park community centres. This reflects the growing use of the MCCC as the neighbourhood around it, particularly the Mill Courtland community, expands in population.[14]

Moreover, the 2019 Building Assessment Study Report found the following:

- Building replacement cost (main building only, includes demolition cost, does not include any contingency costs): $3,481,600;
- Full facility replacement cost (including demolition and 48% contingency costs): $5,729,968;
- Site elements replacement cost: $390,000;
- All site-element conditions rated as "good" currently and as "fair" for the following 10 years (to 2029) if no capital investment is done, except for the portable and one of the sheds which were rated as "poor" in the next 10 years;
- Did not do a detailed accessibility audit but found main building entrances to have low-slope approach, main door with auto-opener, and all internal doorways accessible. Washrooms also met accessibility requirements.

12. Monteith + Brown Planning Consultants, Watson & Associates Economists Ltd. (2018) *Community Centre Future Facility Needs Review* (CCFFNR). City of Kitchener. p. 19

13. Monteith + Brown Planning Consultants, Watson & Associates Economists Ltd. (2018) *Community Centre Future Facility Needs Review* (CCFFNR). City of Kitchener. p. 18

14. Monteith + Brown Planning Consultants, Watson & Associates Economists Ltd. (2018) *Community Centre Future Facility Needs Review* (CCFFNR). City of Kitchener. p. 21

Operating Budget, Programming and Fees Audit

As shown above, the demographic groups who reside within and beyond the Centre's service area boundaries face disproportionate social and economic barriers, and have access to fewer public spaces. The Centre is currently addressing big needs with a small amount of space and resources. Gaining a clear understanding of the Centre's context, social role and economic outputs—including, and perhaps especially, the sweat equity and in-kind labour extended to meet a complex range of community needs—is paramount for ensuring its future prosperity.

The Centre currently leads programs in collaboration with organizations such as: Shore, Sexual Assault Support Centre (SASC), Waterloo Public Health, House of Friendship, Reep Green Solutions, African Women's Alliance of Waterloo Region, Waterloo Regional Police, RED Academy of Soccer, Out of the Box Theatre, Community Support Connections, Organic Pantry, Schneider Haus, Inter Arts Matrix and Globe Studios. The following tables reflect an impressive range of affordable and impactful programs, supportive services and special events with correlating fees offered at the Centre.

Programs, Services & Special Events

Table 1.1 Programs, Services & Special Events

PROGRAMS

Activity/Initiative	Description	Cost/Duration
Children & Youth		
Creative Kids	This playgroup provides children with experiences such as arts and crafts, adventure play, music and movement, books, and story time as well as the opportunity to socialize with other children. Children must be toilet-trained.	Unsure 14 weeks
Family Time	This group facilitates making new connections and friends. It offers toys and activities for children that inspire imagination while parents and caregivers can find support and engage in peer-led discussions around health and child-focused topics in a family-friendly and welcoming space. Parents must remain on site.	No Cost Ongoing
Ballet Dance	This program teaches beginners the basic positions and techniques of ballet.	$30.00 8 weeks
Jazz/Hip Hop Dance	This program teaches participants the principles of jazz and Hip Hop, starting with jazz moves then picking up the beat with Hip Hop.	$30.00 8 weeks
Irish Dance	This program teaches participants various Celtic rhythms in this unique soft-shoe style of dance. Participants will be encouraged to learn new jigs and reels at their own pace.	$30.00 8 weeks

PROGRAMS

Activity/Initiative	Description	Cost/Duration
Youth & Teens		
Junior Basketball	This program provides time to enjoy playing basketball while also developing new skills and drills in a fun-inclusive atmosphere.	$25.00 8 weeks
Basketball and Black History	This hybrid program explores Black excellence while shooting hoops. This program is led by Black youth for teens self-identifying as Black or of African descent.	No Cost Ongoing
Girls Empowerment/ Running Group	This hybrid group for girls includes a weekly run. Participants will discuss empowering one another, healthy habits and means of maintaining physical and mental health.	No Cost 4 weeks
Jazz/Hip Hop Dance	This program teaches participants the principles of jazz and Hip Hop, starting with jazz moves then picking up the beat with Hip Hop.	$30.00 8 weeks
Guitar Club	This music club teaches participants how to play guitar, drums, piano and organ.	No Cost Ongoing
Drama	This program teaches participants what it takes to put on a play (onstage and behind the scenes) and how to work together to create a short performance for family and friends. It is available to anyone able to commit to the full 12 weeks who has an interest in drama and a willingness to work and have fun.	$40.00 12 weeks
Empower and Allyship	This hybrid program encourages leadership and ending gender-based violence through activities, discussions, crafts and games. Snacks will be provided. Youth have the opportunity to create a community project.	No Cost 10 Weeks
Homework Hub – Tutoring	This academic support program is a student-led, digital tutoring platform dedicated to providing free, quality help to students currently requiring academic assistance in multiple subjects. Visit: homeworkhubtutoring.org	8 Weeks

PROGRAMS

Activity/Initiative	Description	Cost/Duration
Adult Fitness & Leisure		
Restorative Yoga	This program teaches participants increased flexibility, strength and body awareness in a gentle yoga class. Participants will improve their mental concentration and learn new deep-breathing techniques.	$65.00 12 weeks
Pilates	This program will help participants develop strength, flexibility and balance. Participants will increase muscle tone, using fluid body movements in a safe and gentle way.	$50.00 8 weeks
Yoga	This program builds strength, stamina and flexibility. Participants will learn new breathing and relaxation techniques, while strengthening and toning muscles.	$65.00 12 weeks
Power Pilates	This program will help participants strengthen and tone the entire body. Participants will improve posture, core strength and flexibility, using weights and bands.	$50.00 8 weeks
Zumba	This program is a total body workout! Participants will take part in aerobic fitness routines that offer fast and slow rhythms that help tone and sculpt.	$65.00 12 weeks
Pound	This program will help participants get energized, let loose, tone up and rock out! It is great for all fitness levels.	$65.00 12 weeks
Herbal Wellness	This naturopathic program is a weekly study of herbal remedies, healthy alternatives and options you can make at home.	$50.00 6 weeks
Advocate Yourself	This program is a peer-led support group that focuses on bringing women from various backgrounds together to support each other.	No Cost Ongoing

PROGRAMS

Activity/Initiative	Description	Cost/Duration
Adult Fitness & Leisure (continued)		
Walking Group	This program consists of a low-impact and weather-permitting walk around the neighbourhood, different parks and landmarks. Participants will meet at Mill Courtland Community Centre. A waiver form will need to be filled out at the Centre.	No Cost Ongoing
Lunch, Conversation, and Community	This program is available at the Centre with Coffee and Conversation or for takeout if preferred. These lunches take place between 11:30am and 1:00pm on designated Wednesdays. Registration is required due to supply issues.	No Cost
Family/Other Programs		
Family Outreach	This program connects low-income families who have children 17 and under in the downtown Kitchener area to community programs and resources. This program is not an emergency service and there is an intake process to determine eligibility.	No Cost
Family Time	This group facilitates making new connections and friends. This program offers toys and activities for children that inspire imagination while parents and caregivers can find support and engage in peer-led discussions around health and child-focused topics in a family-friendly and welcoming space. Parents must remain on site.	No Cost Ongoing
A Temporary Open-Air Studio in Sandhills Park	This archaeological evaluation of Sandhills Park was commissioned by Inter Arts Matrix. Archaeologists will work in collaboration with community members and artists exploring artifacts in a 5x5-foot parcel. One of the confirmed projects is called A Hole in the Ground. Twelve artists will be involved in a serial collaboration.	No Cost

PROGRAMS

Activity/Initiative	Description	Cost/Duration
Family/Other Programs (continued)		
Internet Access/ Wi-Fi/Public Access Computer/Printer/ Scanner	This service enables community members to check e-mails, surf the web, finish homework or update résumés on public access computers or bring your own device (BYOD). Access is via Wi-Fi. Daily limit is one hour. Availability is not guaranteed. Community members must call ahead to book a time for the public access computers.	No Cost
Outdoor Little Library	This facility encourages community members to take a new book or leave an old favourite for someone else to enjoy. This service is always available, even when the Centre is closed.	No Cost
Little Diverse Library	This facility is dedicated to amplifying and celebrating the voices of Black, Indigenous and other racialized writers. Community members are encouraged to take a new book or leave an old favourite for someone else to enjoy.	No Cost
Clothing Room	This program offers a good selection of all-gender and children's clothing. Gently used seasonal clothing donations are gladly accepted. When the weather permits, racks of clothes are made available in the front of the Centre.	No Cost
After-School Snack Shack	This program runs on Wednesdays from 3:00pm to 4:00pm starting every September. School-age children will receive healthy after-school snack options. This program is donation-based. Community members can contact the Centre for information about snacks and/or monetary donations.	No Cost
St. Andrew's Memorial Anglican Church Neighbourhood Food Cupboard	This food-security program provides community members with basic groceries, toiletries, diapers and baby products, toys, books, cleaning and paper products, limited frozen entrees and bread. Community members can call to arrange a pickup time, which is by appointment only.	No Cost

PROGRAMS

Activity/Initiative	Description	Cost/Duration
Family/Other Programs (continued)		
Community Angel	This program assists low-income families by providing food and gifts during the holiday season. Donations of new toys, PJ's, gift certificates, cash or non-perishable food items are accepted. Community members can contact the Centre for information on sponsoring a family or to drop off donations at the front desk prior to the winter holidays.	No Cost
Halloween Hut	The Halloween Hut is situated in the front parking lot of the Centre where little ghosts and ghouls can get some candy and fill out a ballot to enter a draw for even more treats.	No Cost
PD Day S.T.E.A.M.	This professional development day program is a fun day of Science, Technology, Engineering, Art and Math. Elementary school-aged students will enjoy an art activity and challenges with LEGO that cover six simple machines! Pizza lunch is included!	$40.00
Community Dinner	This event creates an opportunity for neighbours to get to know each other over a hot meal. It also includes games and carol-singing. Registration is required and seating is limited.	A canned food item or cash donation is greatly appreciated.
Winter Rink	Outdoor skating is open to community members. Individuals who require skates may be accommodated.	No Cost
Schneider Creek Porch Party	The Schneider Creek Porch Party neighbourhood live music and arts festival takes place in downtown Kitchener in early fall. This family event creates an opportunity for community members to explore the Schneider Creek neighbourhood while enjoying wonderful local talent.	No Cost
St. George Sidewalk Gallery	This facility is a public art installation on St. George Street. Community members and artists come together to engage in a community arts initiative.	No Cost

Operating Budget

The total operating budget for 2023 is $292,392 and the most substantive lines items are:

- Part-time salaries: $123,559
- Full-time salaries: $104,659
- Benefits for all salaried staff: $51,659
- Program/office supplies: $4,040

The total projected revenues for 2023 are as follows:

- Room Rentals: $15,205
- Some programs are offered free of charge, while others have a nominal fee for participation (see: services and program audit above). Revenues from programs organized by the neighbourhood associations go directly to the neighbourhood associations and are therefore not reflected in the City's community centre budget for the MCCC. If the City did run any programs at the MCCC, revenues would be reflected in the City's Programs and Services Budget and not the MCCC operating budget.

In-Kind Community Contributions and Accommodations

Although unconventional within the business case development process, we feel strongly as an equity-based placemaking practice that it is important to quantify the approximate value of volunteer labour. This calculation is particularly important in the case of the Centre because we suspect that operating costs would be significantly higher except for the following contributions of neighbourhood association members and other stakeholders:

Volunteer Data

Deeply Engaged Volunteers: 30

Occasional Volunteers Annual Basis: 60+

Weekly Volunteer Hours: 30

Annual Volunteer Hours: 3,000 approximately

The Centre also provides the following accommodations and program supports: refreshments; food containers; resources; printed materials; instructors/training orientation; clothing; household items; hygiene products; sports equipment; games; program equipment; gardening supplies, plants and flowers; holiday food and gifts; gift cards; transit fare; gas money; child care; skates; backpacks; craft and art supplies.

ASSET MAP

Business

Torreense
Portuguese Store
TWB Brewery*
Kieswetter Demolition
City Café Bakery
Grand River Rocks
Pizza Express
The Frugal Decorator
Gateman Milloy
John MacDonald Architect
Signs by Jukes
The Medicine Shoppe Pharmacy

↓

J and P Filipino Store
Liaison College (of Culinary Arts)
Astrodog Media
Bird Packaging
Lisbon Auto Service
UniglassPlus/Ziebart
3 Bay Sales and Service
NAPA AUTOPRO
Guru Motors and Auto Serv
Keyko's Auto Service

↓

Big Bear Food Mart
Bad Ass Ladies
#livefitbabe training
Short Finger Brewing Co.
Sherwood Music
Kwartzlab
Tim Hortons
Nougat Bakery and Delicatessen
Little Short Stop
The Wine Butler
Concordia Club

* temporarily closed
** permanently closed

Parks & Amenities

Harry Class Pool*
Cameron Heights Pool
Iron Horse Trail
Kitchener Market
Cameron Heights Tennis Courts
The Kitchener Lawn Bowling Club
Highland Courts Park Tennis & Pickleball Courts
Woodside Park Soccer Fields

↓

Sandhills Park
Charles Best Park
Kaufman Park
Woodside Park Multisport Fields
Mike Wagner Green
Lakeside Park
Mausser Park
Mill Saint Parkette
Highland Courts Park

Little Libraries

The Queen's Greens Community Garden
185 Benton Street
216 Mill Street
St. Andrew's Presbyterian Church
244 Lorne Avenue
17 Whitney Place

Community Gardens

Queen's Greens
St. Andrew's Presbyterian Church
St. Stephen Lutheran Church—raised beds
St. Bernadette Elementary School
MCCC—raised beds

Youth Groups

MCCC Youth Group
Highland Baptist Church
St. Joseph Roman Catholic Church

MCCC Projects

Neighbourhood Association Programs & Special Events
March Break & Summer Camps
The Lunch Connection
Community Angel
Neighbourhood Market
Community Dinner
Cob Oven
Food Hut
After-School Snack Shack

↓

Guitar Club
Winter Rink
Tools for School
Clothing Giveaway
Hygiene Supplies Drives

Government

City of Kitchener
Region of Waterloo Public Health
Waterloo Regional Police
Service Canada—Summer Jobs Grant

Partnerships

Out of the Box Theatre
CNIB
ACCKWA
SHORE Centre
Male Allies

Partnerships (con'd)

KW Counselling Services
Schools and Churches
The Firm Murals
African Women's Alliance of Waterloo Region
Rainbow Reels
Kitchener Public Library

↓

Carlzon
Reep Green Solutions
Reception House
MCC Thrift on Kent
Ray of Hope
Millwood Manor
United Way
Kindred Credit Union
Cycling Into the Future
Children & Youth Planning Table

↓

KW Habilitation
Community Support Connections
Victoria Place
House of Friendship
Schneider Haus
Region of Waterloo Public Health
Family & Children Services
Mamas for Mamas
Get Set Learn

Neighbourhood Market

Herrle's Country Farm Market
Barrie's Asparagus
Hoffman's Strawberries
Nith Valley Apiaries
Martin's Family Fruit Farm
The Chopped Leaf

Neighbourhood Associations

Mill-Courtland Neighbourhood Association
Highland-Stirling Community Group
The Cedar Hill Community Group
Schneider Creek Neighbourhood Group

Schools

St. Bernadette Elementary School
Queen Elizabeth Public School
Courtland Avenue Public School
Cameron Heights Collegiate Institute
J.F. Carmichael Public School
MAC Maple Grove School
Wilfred Laurier University
University of Waterloo
Conestoga College
St. Mary's High School
Resurrection Catholic Secondary School

Churches

Lamplight Church**
St. Andrew's Presbyterian Church
St. Stephen Lutheran Church
St. Joseph Roman Catholic Church
Highland Baptist Church
Al Zahra Shia Association
Bahá'í Community of Kitchener

Governance Model

Governance models are living documents that outline how a group of people in leadership positions make decisions about policy, programs and places. Some of these models are hyper-focused on business operations, product and innovation. Governance models pertaining to public places like the Mill Courtland Community Centre should explicitly focus on serving public good, engender public participation, and outline the process for participatory public decision-making and power-sharing. However, many conventional governance models lack the equitable placemaking analysis and approaches to achieve these goals. Along with numerous good approaches and intent, this common gap is apparent in the Mill-Courtland Neighbourhood Association Bylaws and the Highland-Stirling Community Group Constitution and Bylaws. The following serves as a combined, high-level assessment of the governance model guiding the programming and informal day-to-day interactions at the Mill Courtland Community Centre.

Overall, it is clear that the Mill Courtland Community Centre is a welcoming space. A welcoming space invites, includes and represents community members. However, welcoming spaces are not synonymous with equitable spaces. Equitable spaces redistribute power to historically excluded and marginalized groups. To transition to becoming both a welcoming and equitable space, both neighbourhood associations and the City should consider the following:

Governance Model Strengths	Governance Model Growth Opportunities
» Both neighborhood associations clearly articulate a desire to create a welcoming environment. » Both neighbourhood associations clearly articulate a desire to respond to community needs. » Both neighbourhood associations list conventional roles related to similar groups.	» While both associations are committed to serving the community, there are very few opportunities for the community to participate in decision-making processes. » Both neighbourhood association groups do not reflect the community members it serves in terms of racial and class identities.

Governance Model Strengths

(continued)

- Both neighbourhood associations reference a commitment to accessibility and related accommodations.
- Both neighbourhood associations are committed to creating a platform for community members to voice concerns.

Governance Model Growth Opportunities

(continued)

- Both neighbourhood associations are operating under a conventional governance model that centres language such as "supervises" "control" and "direct," which isn't in keeping with more contemporary participatory, co-creation and consensus-based governance models.
- Both governance models omit tenure of roles and role descriptions could be more comprehensive.
- While both governance models suggest good intent, there is very little content and approaches aligned with equitable engagement and power-sharing.

Overall, it is clear that the Mill Courtland Community Centre is a welcoming space. A welcoming space invites, includes and represents community members. However, welcoming spaces are not synonymous with equitable spaces. Equitable spaces redistribute power to historically excluded and marginalized groups. To transition to becoming both a welcoming and equitable space, both neighbourhood associations and the City should consider the following:

Governance Recommendation

- The neighbourhood associations should explore community governance models, which create the conditions for greater transparency, participatory decision-making and succession planning, to ensure that no one individual or small group of people maintain an inordinate amount of power or control.
- The neighbourhood associations should consider integrating a mutual aid approach, which places an emphasis on a reciprocal exchange of resources and services for mutual benefit rather than a traditional charitable approach, which can reinforce power imbalances and inadvertently diminish the agency of individuals being "served."
- The neighbourhood associations should explore equitable communication approaches, which focus more on the inherent strengths and capacity of community members and less on need and empowering community members.
- The City should institute participatory program development, program facilitation and program evaluation templates to ensure that community members, especially those from historically marginalized groups, are being equitably engaged and have decision-making power across all community centres in its portfolio.
- The City of Kitchener should conduct a review of neighbourhood association governance documents, specifically assessing decision-making models, broader community participation, succession planning, transparency and equitable practice to ensure that public property is optimally utilized for public good. It is also advisable to create additional ways for community members to participate and be heard outside of the neighbourhood association model, as no one group can accurately and authentically speak on behalf of or represent the diverse priorities of a wide range of community members.

PART FOUR:
DESIGN AND DEVELOPMENT

> Good design is not simply a matter of aesthetics; it should be functional in terms of facilitating connectivity between people and other living beings; it should be sustainable in terms of respecting the divine, life-giving force of the Earth; and it should be aspirational in terms of revealing the alchemy of place. As with the previous sections of this hybrid business case and master plan, this section considers inputs from City staff, the neighbourhood associations and the broader community.
>
> -Jay Pitter

Precedents & Prioritized Placemaking Interventions

The following precedents on the boards were collected by University of Waterloo students using criteria established by the practice, and information collected through a special student site tour and a classroom lecture featuring neighbourhood association members, City staff, and Centre users and stewards. Building on this initial research, and community and client engagement, the following prioritized placemaking interventions have been developed by the practice to enhance sustainability, social cohesion, safety and equity throughout the site program.

Mill Courtland Community Centre

Established in 1986, Mill Courtland Community Centre's origin story is defined by a grassroots approach, co-led by dedicated City of Kitchener staff and volunteer members affiliated with local neighbourhood associations. Many of the centre's well-attended and beloved initiatives have emerged in response to community needs and aspirations. Today, the centre is bursting at its seams. The relatively small building envelope and site footprint are insufficient when contrasted to the large number of services and dynamic programs delivered, and the centre's distinct intergenerational legacy. The current Mill Courtland Community Centre and site configuration can no longer contain the community-building that has characterized this special place for over three decades.

Centring Jay Pitter's equitable placemaking and design approaches, and community contributions, University of Waterloo planning students contributed images and precedents to help local stakeholders collectively visualize their future community centre. We are committed to deeply considering the community's preferences, priorities and concerns. We also welcome additional insights and ideas.

Let's get started…

Review the overview statement, and equitable placemaking and design interventions unpacked on each community engagement board.

Assess the equitable placemaking and design interventions, keeping in mind that they are for illustrative purposes only. This means that an emphasis should be placed on the general concepts and principles, not finite design details.

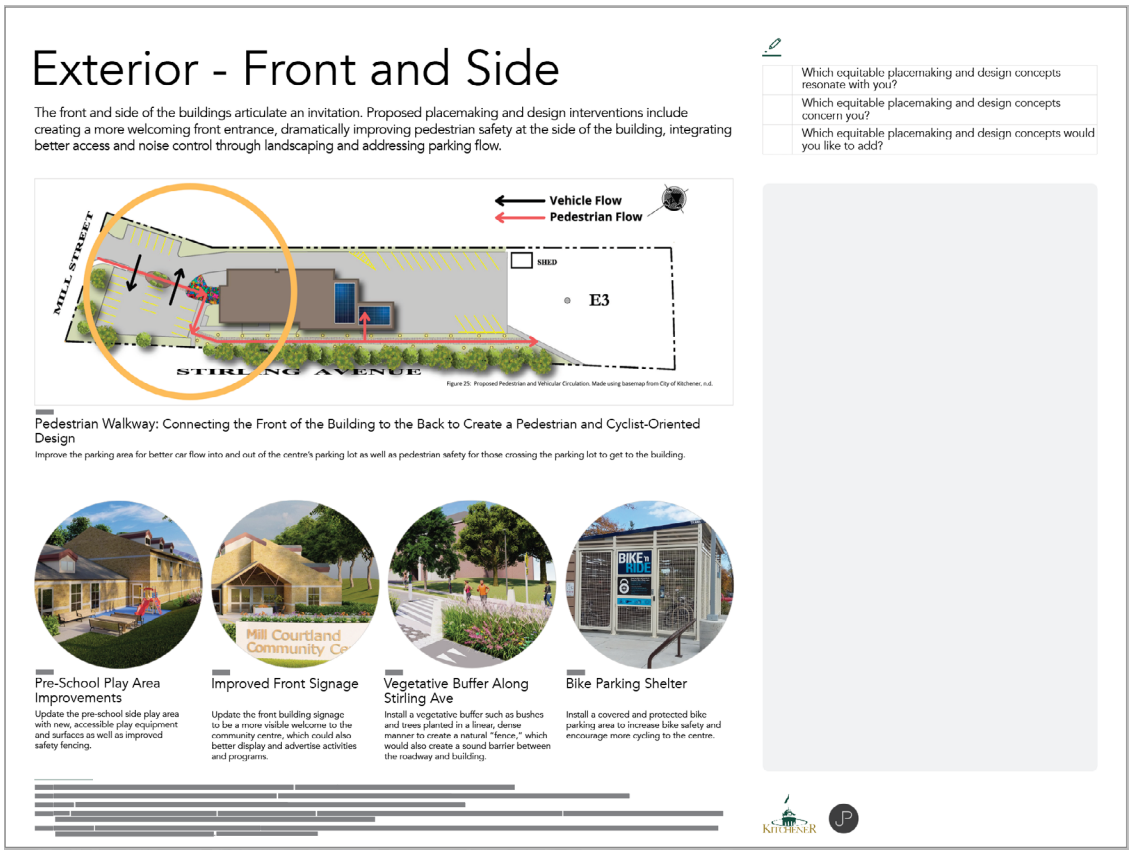
Express the equitable placemaking and design interventions that resonate with you or cause concern. Also, please provide us with additional concepts and insights.

Imagine… We invite you to contribute a bold and/or hopeful idea outside the bounds of concepts presented on the thematic boards. Please note that while these (and all other ideas) will be deeply considered, final decisions will be made based on a 3-5 collective community priorities, available resources and existing municipal policies.

Precedent Category: Exterior Front and Side

Prioritized Placemaking Interventions

- All-season design interventions centring covered, flexible spaces that can be heated to facilitate activities such as community markets, the clothing giveaway program and the foot hut located at the front of the Centre;
- Design interventions that create focal points and better boundaries between parking and programming spaces;
- Additional bike parking that provides more secure bike parking and storage;
- Improvements to pedestrian safety and flow from sidewalk through the parking lot to front entrance, which could include special paving treatment or walkway signage;
- A protected pedestrian walkway to increase safety when accessing the back green space along the side of the building that currently connects the front and back parking lots.



Exterior - Front and Side

The front and side of the buildings articulate an invitation. Proposed placemaking and design interventions include creating a more welcoming front entrance, dramatically improving pedestrian safety at the side of the building, integrating better access and noise control through landscaping and addressing parking flow.

Which equitable placemaking and design concepts resonate with you?
Which equitable placemaking and design concepts concern you?
Which equitable placemaking and design concepts would you like to add?

Figure 25: Proposed Pedestrian and Vehicular Circulation. Made using basemap from City of Kitchener, n.d.

Pedestrian Walkway: Connecting the Front of the Building to the Back to Create a Pedestrian and Cyclist-Oriented Design

Improve the parking area for better car flow into and out of the centre's parking lot as well as pedestrian safety for those crossing the parking lot to get to the building.

Pre-School Play Area Improvements

Update the pre-school side play area with new, accessible play equipment and surfaces as well as improved safety fencing.

Improved Front Signage

Update the front building signage to be a more visible welcome to the community centre, which could also better display and advertise activities and programs.

Vegetative Buffer Along Stirling Ave

Install a vegetative buffer such as bushes and trees planted in a linear, dense manner to create a natural "fence," which would also create a sound barrier between the roadway and building.

Bike Parking Shelter

Install a covered and protected bike parking area to increase bike safety and encourage more cycling to the centre.

Precedent Category: Exterior Back

Prioritized Placemaking Interventions

- Replace the current portable with a flexible, single-storey multi-use building envelope extension;
- Add a covering to the building extension and central gathering area with seating to create a more comfortable outdoor programming environment;
- Maintain the existing permaculture gardens, which are now home to multiple species, and add additional small gardens;
- Reimagine the parking spaces as flexible programming space; this may include a small fold-away stage extending from the property line fencing;
- Strategically leverage landscaping to create a safety and sound barrier between the busy main street, and the programming and gathering area;
- Consolidate multiple outdoor storage sheds in a single, more secure exterior storage area;
- Given the unhoused population adjacent to the site, consider the installation of an exterior restroom with restricted hours to mitigate both safety and maintenance challenges;
- Address numerous accessibility challenges such as uneven surfaces, poor lighting, lack of noise barrier and non-existent wayfinding.

Exterior - Back

The back of the community centre contains many well-loved, grassroots placemaking elements such as the permagardens and cob oven that are critical to integrate into the enhanced design. Also, this area of the site presents the best opportunity to expand the building's footprint while enhancing flexible, external placemaking space for all-season activities.

Building Extension

Expand the indoor building space, which could house activities such as the music program and contain more storage space, as a replacement for the portable.

Improved Green Space and Parking Area

Improve the green space area (e.g., seasonal skating rink and lawn area) as well as the parking area (e.g., flexible basketball play area) to better facilitate outdoor activities.

More Community Gardens

Increase space for urban agriculture through the introduction of more community garden opportunities.

Shaded/Sheltered Gathering Space

Enhance the cob oven to better facilitate outdoor gathering by ensuring space for social gathering (e.g., picnic tables and seating) is sheltered from the elements and accessible to all users.

Which equitable placemaking and design concepts resonate with you?

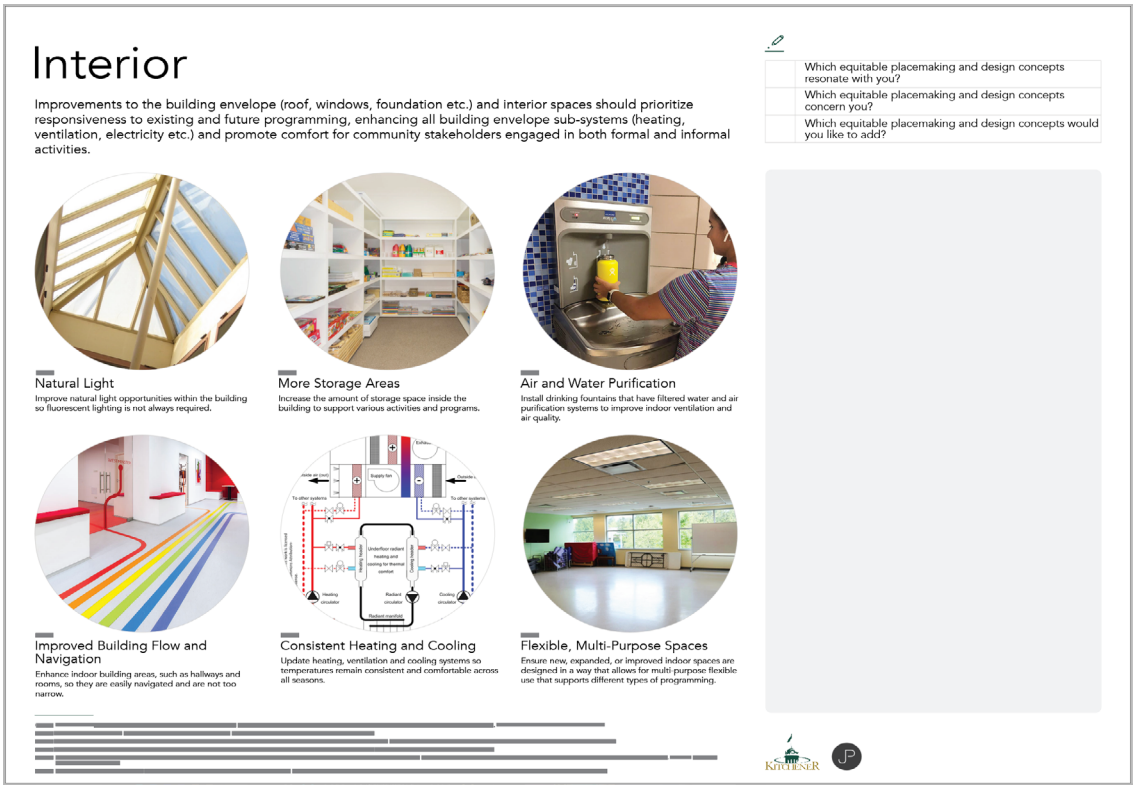
Which equitable placemaking and design concepts concern you?

Which equitable placemaking and design concepts would you like to add?

Precedent Category: Interior

Prioritized Placemaking Interventions

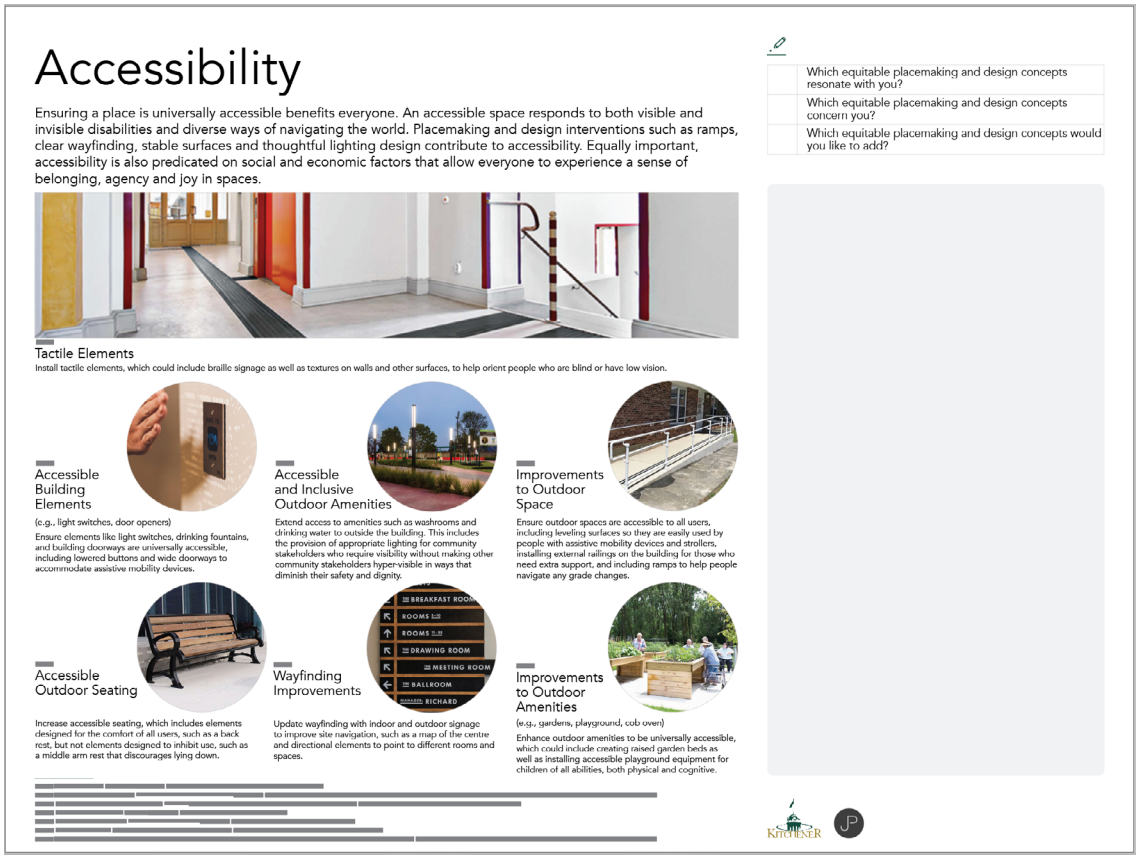
- Open up the space between the front and back of the Centre to increase safety by improving interior sight lines and overall connectivity;
- Include signage to enhance internal wayfinding to help community members navigate the various program areas and quickly locate amenities such as restrooms and water fountains;
- Increase and strategically design storage space to accommodate a diverse range of programming while considering requirements such as temperature, security and accessibility;
- Build on good existing approaches to multi-use spaces;
- Widen the corridor adjacent to restrooms and the kitchen to create accessibility—addressing physical accessibility is paramount throughout the entire building envelope;
- Install a dedicated music room with soundproofing and secure storage for musical instruments;
- Maintain small nooks currently used for informal gathering and connection.



Precedent Category: Accessibility

Prioritized Placemaking Precedents

- Ensure surfaces such as parking lot, walkways, interior hallways are smooth and free of incline or barriers;
- Install accessibility features that respond to a myriad of disabilities including visual impairment and neurodivergence;
- Create barrier-free access to all amenities such as green spaces, the cob oven, gardens and ice rink;
- Create a quiet space for prayer, time out and quiet reflection;
- Purchase interior and exterior accessible seating options such as benches with backs and picnic tables that can accommodate assistive mobility devices;
- Ensure community gardens are raised-bed gardens that accommodate those who have trouble bending down and those using assistive mobility devices;
- Expand accessible design thinking to extend beyond merely providing physical access to ensure that disabled people and those requiring accommodations also have access to the full range of social and economic opportunities at the Centre.



Accessibility

Ensuring a place is universally accessible benefits everyone. An accessible space responds to both visible and invisible disabilities and diverse ways of navigating the world. Placemaking and design interventions such as ramps, clear wayfinding, stable surfaces and thoughtful lighting design contribute to accessibility. Equally important, accessibility is also predicated on social and economic factors that allow everyone to experience a sense of belonging, agency and joy in spaces.

Tactile Elements

Install tactile elements, which could include braille signage as well as textures on walls and other surfaces, to help orient people who are blind or have low vision.

Accessible Building Elements

(e.g., light switches, door openers)

Ensure elements like light switches, drinking fountains, and building doorways are universally accessible, including lowered buttons and wide doorways to accommodate assistive mobility devices.

Accessible and Inclusive Outdoor Amenities

Extend access to amenities such as washrooms and drinking water to outside the building. This includes the provision of appropriate lighting for community stakeholders who require visibility without making other community stakeholders hyper-visible in ways that diminish their safety and dignity.

Improvements to Outdoor Space

Ensure outdoor spaces are accessible to all users, including leveling surfaces so they are easily used by people with assistive mobility devices and strollers, installing external railings on the building for those who need extra support, and including ramps to help people navigate any grade changes.

Accessible Outdoor Seating

Increase accessible seating, which includes elements designed for the comfort of all users, such as a back rest, but not elements designed to inhibit use, such as a middle arm rest that discourages lying down.

Wayfinding Improvements

Update wayfinding with indoor and outdoor signage to improve site navigation, such as a map of the centre and directional elements to point to different rooms and spaces.

Improvements to Outdoor Amenities

(e.g., gardens, playground, cob oven)

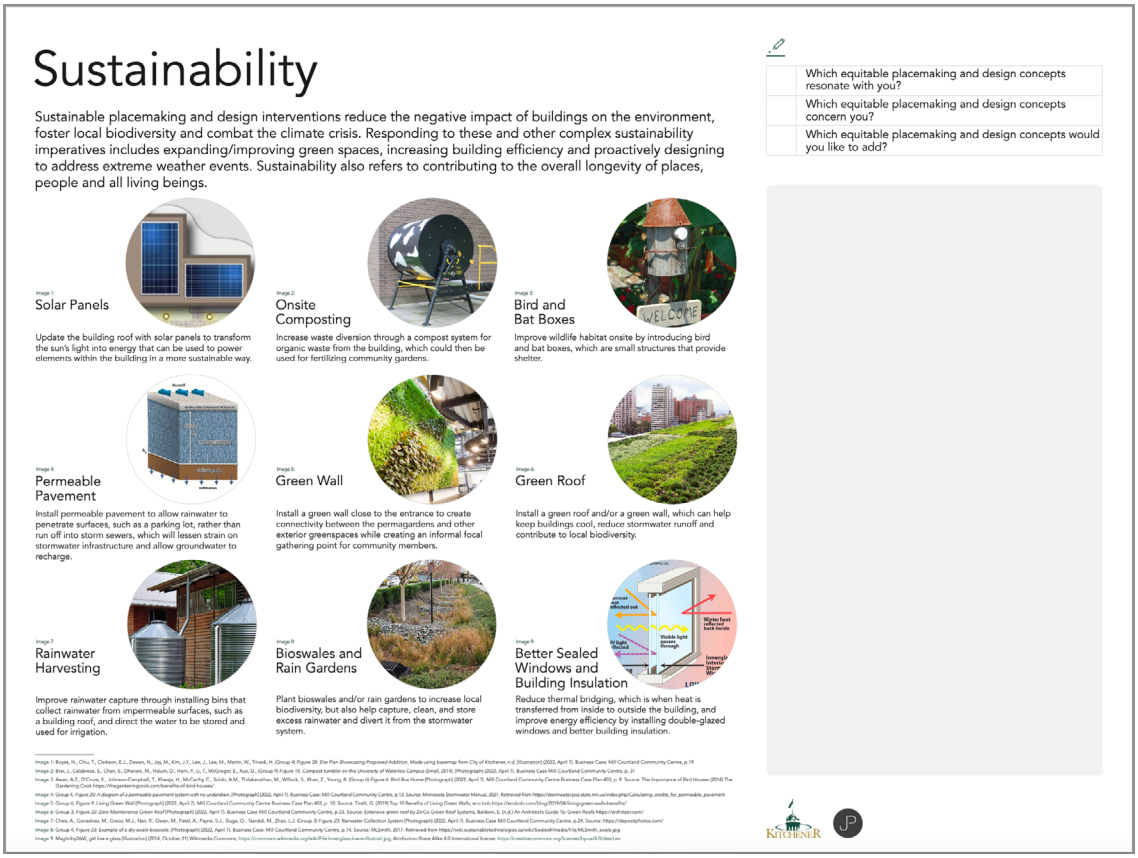
Enhance outdoor amenities to be universally accessible, which could include creating raised garden beds as well as installing accessible playground equipment for children of all abilities, both physical and cognitive.

	Which equitable placemaking and design concepts resonate with you?
	Which equitable placemaking and design concepts concern you?
	Which equitable placemaking and design concepts would you like to add?

Precedent Category: Sustainability

Prioritized Placemaking Interventions

- Increase energy efficiency by installing solar panels on the exterior building addition, opening up the roof above the front of the Centre and employing other approaches that will reduce energy use and increase the benefits of passive solar design;
- Install a green roof and/or a rainwater harvesting system that collects rainwater runoff from roof structures into a rain barrel that can be used for irrigation;
- Engage community members in sustainability initiatives such as waste management education workshops, tool share programs, bike and electronic equipment repair programs and creative upcycling events;
- Consider the installation of rain gardens/bioswales to reduce rainwater runoff from impermeable surface areas (e.g., parking lot areas) into the stormwater system—a demonstration rain garden could be included in the back garden area where there is currently a storm drain in the grass near the parking lot edge.



Sustainability

Sustainable placemaking and design interventions reduce the negative impact of buildings on the environment, foster local biodiversity and combat the climate crisis. Responding to these and other complex sustainability imperatives includes expanding/improving green spaces, increasing building efficiency and proactively designing to address extreme weather events. Sustainability also refers to contributing to the overall longevity of places, people and all living beings.

Image 1: Solar Panels
Update the building roof with solar panels to transform the sun's light into energy that can be used to power elements within the building in a more sustainable way.

Image 2: Onsite Composting
Increase waste diversion through a compost system for organic waste from the building, which could then be used for fertilizing community gardens.

Image 3: Bird and Bat Boxes
Improve wildlife habitat onsite by introducing bird and bat boxes, which are small structures that provide shelter.

Image 4: Permeable Pavement
Install permeable pavement to allow rainwater to penetrate surfaces, such as a parking lot, rather than run off into storm sewers, which will lessen strain on stormwater infrastructure and allow groundwater to recharge.

Image 5: Green Wall
Install a green wall close to the entrance to create connectivity between the permagardens and other exterior greenspaces while creating an informal focal gathering point for community members.

Image 6: Green Roof
Install a green roof and/or a green wall, which can help keep buildings cool, reduce stormwater runoff and contribute to local biodiversity.

Image 7: Rainwater Harvesting
Improve rainwater capture through installing bins that collect rainwater from impermeable surfaces, such as a building roof, and direct the water to be stored and used for irrigation.

Image 8: Bioswales and Rain Gardens
Plant bioswales and/or rain gardens to increase local biodiversity, but also help capture, clean, and store excess rainwater and divert it from the stormwater system.

Image 9: Better Sealed Windows and Building Insulation
Reduce thermal bridging, which is when heat is transferred from inside to outside the building, and improve energy efficiency by installing double-glazed windows and better building insulation.

	Which equitable placemaking and design concepts resonate with you?
	Which equitable placemaking and design concepts concern you?
	Which equitable placemaking and design concepts would you like to add?

High-Level Design Guidelines

The following high-level design guidelines are intended to ensure that equitable placemaking principles are tangibly integrated within the built environment.

Accessibility

- All interior and exterior surfaces should be firm, stable and slip-resistant;
- All interior and exterior seating should have enough solid and clear space to accommodate assistive devices such as wheelchairs, scooters and strollers;
- 80% of interior and exterior seating should be devoid of defensive architecture approaches and should provide back supports and armrests;
- Depressed curbs and curb ramps should be provided to accommodate mobility devices and strollers;
- Shared-access aisles should be installed between two accessible parking spaces instead of having single accessible parking spaces beside non-accessible parking spaces;
- All accessible bathrooms and pathways should accommodate wheelchair, scooter and large stroller turning radiuses;
- Wayfinding signs should be installed, clearly marking all primary interior and exterior spaces;
- Where possible, ensure that signage includes braille, print and pictograms;
- Use contrast in colour to indicate contrast in space function, type and boundaries;
- Interior and exterior spaces should be designed with private spaces, quiet spaces and spaces with "low stimulation" to accommodate neurodivergent individuals;
- Places of pause and rest should be created.

Cultural Responsivity

- Together with Indigenous communities, identify meaningful ways of recognizing their distinct status and stewardship on the land;
- Ensure wayfinding signs include visual cues for individuals who do not speak English as a first language;
- Observe desire pathways and formalize them within flexible, permanent design interventions;
- Incorporate intangible cultural heritage (place-based stories, rituals, traditions) into the built environment;

- Balance grids and linear lines with curvatures and organic lines;
- Create a flexible design feature where various cultural contributions and expressions can be featured throughout the year;
- Include a room that functions as a non-denominational quiet space for prayer, reflection and/or meditation;
- Incorporate native and "invasive" species in landscapes within the site program;
- Consider ways that spaces can be designed to accommodate a wide range of ethno-cultural sports, everyday practices and celebrations.

Functionality and Flexibility

- Employ interior and exterior design approaches that are both multi-purpose and changeable for future use;
- Separate main building systems from sub-systems so individual alterations and repairs can be targeted/isolated;
- Ensure all systems are designed to accommodate increased future capacity;
- Purchase mobile furnishings that can be utilized across interior and exterior spaces;
- Implement interior and exterior design approaches that facilitate free movement;
- Select durable materials aligned with the diverse range of demographics and programs;
- Use partitions to change the size and configuration of internal spaces to accommodate various functions;
- Identify 3–5 primary storage zones—both independent rooms and built-in storage spaces;
- Increase shade with strategically placed trees and awnings;
- Ensure exterior design interventions facilitate year-round placemaking, programming and informal activities.

Safety

- Open up the interior of the building to increase sightlines;
- Install an increased number of windows to create greater line of sight between interior and exterior spaces;
- Create a protected pedestrian pathway towards the back of the building;

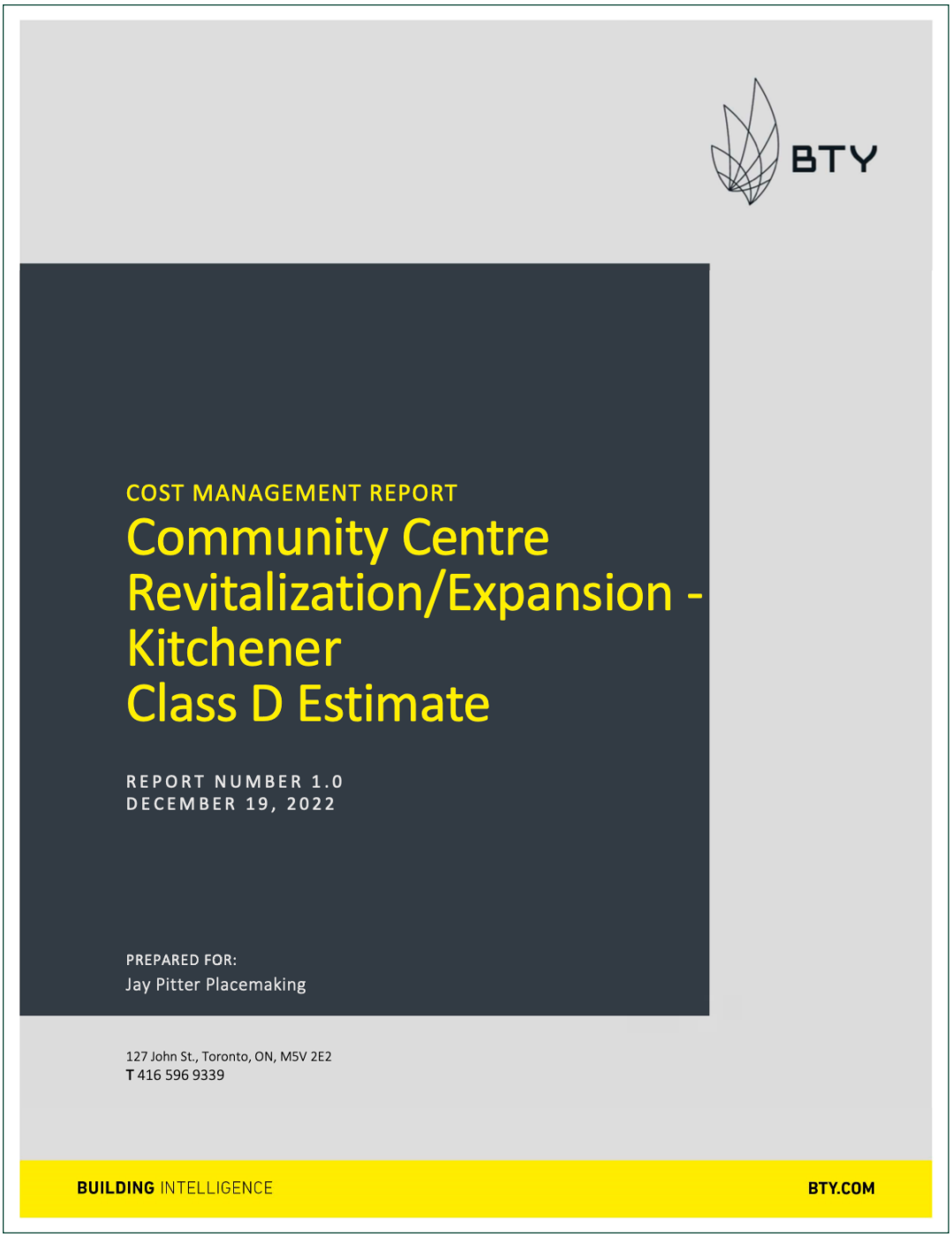
- Increase lighting at the back at the building, while being mindful of glare, light pollution, eliminating direct upward lighting and light spill;
- Examine all interior and exterior spaces through the lens of a gender-based spatial audit.

Sustainability

- Employ passive daylighting strategies such as increasing the number of windows, maintaining vaulted roofs, adding skylights and opening up the interior spaces, clerestories, light shelves and solar tubes;
- Implement high-efficiency plumbing, HVAC, electrical and other systems;
- Daylight native plant species and paved-over ecologies;
- Update the building roof with solar panels to transform the sun's light into energy that can be used to power elements within the building in a more sustainable way;
- Improve wildlife habitat onsite by introducing bird and bat boxes, which are small structures that provide shelter;
- Reduce thermal bridging, which is when heat is transferred from inside to outside the building, and improve energy efficiency by installing double-glazed windows and better building insulation.

DEVELOPMENT AND OPERATIONS COST PROJECTIONS

The following report was developed by BTY Group.[15] The appendices (Elemental Summary and Cost Plan), not included in this document, have also been submitted to the City of Kitchener. According to City of Kitchener staff and the building condition assessment (BCA), completed in 2019, all major building components are in good to fair condition.



BTY

COST MANAGEMENT REPORT

Community Centre Revitalization/Expansion - Kitchener
Class D Estimate

REPORT NUMBER 1.0
DECEMBER 19, 2022

PREPARED FOR:
Jay Pitter Placemaking

127 John St., Toronto, ON, M5V 2E2
T 416 596 9339

BUILDING INTELLIGENCE

BTY.COM

15. BTY Building Intelligence (2022, December 19). Cost Management Report Community Centre Revitalization/Expansion - Kitchener Class D Estimate, Report Number 1.0

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APPENDICES:

APPENDIX I	Elemental Summary	8 pages
APPENDIX II	Cost Plan	33 pages

Prepared By	Reviewed By	Date
Aashir Khan	Lee Harkin	12/19/2022

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1.0 Introduction

1.1 Instructions Received

This report has been prepared by BTY Group ("BTY") at the request of Jay Pitter Placemaking (the "Client").

Jay Pitter Placemaking has appointed BTY to provide a Class D estimate developed for the project at 216 Mill Street, Kitchener, ON. (the "Project"). The Project will be delivered using a Stipulated Price Contract construction model and, therefore, BTY strongly recommends that estimates are prepared at each of the key design milestones. This report has been prepared in accordance with the scope of our Fee Proposal, dated November 16,2022, and is subject to the terms of that appointment.

Information related to the Project for the purposes of this report was received by BTY on November 23, 2022. Please refer to Section 13.0 for a list of information received in producing this report.

1.2 Report Reliance

This Report is owned by BTY Group, and it is provided for the benefit and sole reliance of the Client. BTY Group, its directors, staff, or agents do not make any express or implied representation or warranty whatsoever as to the factual accuracy of the information provided to us on behalf the Client, its subcontractors or agents, upon which this Report is based. This Report contains confidential, proprietary information and related intellectual property rights of BTY Group which is licensed on a non-exclusive and limited basis to the Client and the Report may not be reproduced, transferred, copied, shared, or distributed, in whole or in part, to any party, without the express prior written permission of BTY Group.

1.3 Reporting Qualifications

This Report has been prepared based on information provided to us by the Client up to the date of issue of this Report. BTY Group does not accept any liability or accountability for information that has not been provided, or made available to us, at the time of preparing this Report. Any advice, opinions, or recommendations within this Report should be read and relied upon only in the context of the report as a whole. The contents do not provide legal, insurance or tax advice or opinion. Opinions in this report do not an advocate for any party and if called upon to give oral or written testimony it will be given on the same assumption.

1.4 Contacts

Should you have any queries regarding the content of this report, please do not hesitate to contact either of the following:

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2.0 Executive Summary

2.1 Report Purpose

The purpose of this report is to provide a realistic estimate of the Project cost based on the information available at the time of writing.

The opinion expressed in this report has been prepared without the benefit of detailed architectural, mechanical, electrical or processing system drawings and should, therefore, be considered a Feasibility Study/Functional Program (Class D) estimate. Based on the documents reviewed, our estimate should be correct within a range of approximately +/- 30% to 35%.

In order to provide an accurate cost estimate for the Project, BTY Group strongly recommends that a professional Quantity Surveying organization, such as BTY Group, be retained to provide a detailed analysis of any design information produced on behalf of the Client during the remaining stages of design.

2.2 Project Background and Description

The proposed development consists of two-single storey buildings providing for a small single gym, a multi purpose room, a small meeting room, kitchen, lobby area, washrooms, 4 offices, pre-school room, clothing room and a toy lending library & a music room. The works include renovation to the existing facility to widen the corridor and other areas, to make the building accessible, and construction of a new extension of similar design.

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Executive Summary (Cont'd)

2.3 Project Overview

Construction Budget Status	Details	
Budget	N/A	
Current Estimate	$6,063,100	
Current Cost / m²	$6,137 /m²	$570 /ft²
Project Specifics		
GFA	988 m²	10,635 ft²
Construction Start	January-2024	
Construction Completion	December-2024	
Duration	12 months	
Escalation	12.90%	
Design Contingency	15.00%	
Construction Contingency	10.00%	

3.0 Development Cost Summary

The current estimated cost of the project may be summarized as follows:

	Item	Estimated Costs ($)
A	Land Cost (Excluded)	0
B	Construction	4,245,400
C	Contingencies	1,125,100
D	Professional Fees	0
E	Municipal & Connection Fees	0
F	Management & Overhead	0
G	Project Contingency	0
H	Furnishing, Fittings & Equipment	0
I	Financing Costs	0
J	Goods & Services Tax	0
	Total Project Cost	**$5,370,500**
K	Escalation (12.9%)	692,600
	Escalated Project Cost	**$6,063,100**

Please note that, where zero-dollar values are stated, BTY has excluded these costs and the values should be carried in a separate budget (if applicable).

127 John St., Toronto, ON, M5V 2E2 |416 596 9339

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4.0 Basis & Assumptions

The construction estimate is based on the following list of assumptions:

1. Basis of estimate developed from items highlighted within pdf titled '2022 Biz Case Design Priorities Only'
2. It is assumed no adverse ground conditions exist that would inhibit new construction works
3. Site area has been assumed for purposes of study
4. Concrete typical strip and pad footing with concrete grade slab construction considered for extension
5. Community center renovation works are limited to 50% of the total GFA (scope to be determined by client)
6. Typical steel stud GWB partitions considered for interior works
7. Interior doors are considered to be solid wood core, exterior doors are considered as hollow metal doors
8. Demolition works for community center are limited to 50% of total GFA (scope to be determined by client)
9. For range of assumptions, please refer to Appendix II for details

Please note that BTY is not qualified to act as design consultant. The assumptions in our estimate should be reviewed and corrected by the design team.

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5.0 Exclusions

The construction estimate includes all direct and indirect construction costs derived from the drawings and other information provided by the Consultants, with the exception of the following:

1. Land costs
2. Professional fees and disbursements
3. Planning, administrative and financing costs
4. Legal fees and agreement costs / conditions
5. Building permits and development cost charges
6. Temporary facilities for user groups during construction
7. Removal of hazardous materials from existing site and building
8. Loose furnishings and equipment
9. Unforeseen ground conditions and associated extras
10. Environmental remediation outside / beneath building footprint
11. Servicing outside the project site boundary (Main hydro service)
12. Phasing of the works and accelerated schedule
13. Decanting & moving
14. Costs associated with “LEED” certification
15. Project commissioning
16. Erratic market conditions, such as lack of bidders, proprietary specifications
17. Cost escalation past December 2024

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6.0 Construction Cost Summary

The estimated construction cost of the project may be summarized as follows:

Description	Estimated Cost $	Cost/GFA $/m²	Cost/GFA $/ft²	%
Structural	371,300	376	35	9%
Architectural	1,398,800	1,416	132	33%
Mechanical	765,800	775	72	18%
Electrical	460,200	466	43	11%
General Requirements & Fees	599,200	606	56	14%
Net Building Cost	**$3,595,300**	**$3,639 /m²**	**$338 /ft²**	**85%**
Site Work	425,000	430	40	10%
Ancillary Work (Demolition)	116,700	118	11	3%
General Requirements & Fees	108,400	110	10	3%
Net Construction Cost	**$4,245,400**	**$4,297 /m²**	**$399 /ft²**	**100%**
Design Contingency (15%)	636,800	645	60	
Construction Contingency (10%)	488,300	494	46	
Total Construction Cost	**$5,370,500**	**$5,436 /m²**	**$505 /ft²**	
Escalation Allowance (12.9%)	692,600	701	65	
Escalated Construction Cost	**$6,063,100**	**$6,137 /m²**	**$570 /ft²**	
Gross Floor Area	988 m²		10,635 ft²	
Net Building Cost /GFA	$3,639 /m²		$338 /ft²	
Net Construction Cost /GFA	$4,297 /m²		$399 /ft²	
Total Construction Cost /GFA	$5,436 /m²		$505 /ft²	
Escalated Construction Cost /GFA	$6,137 /m²		$570 /ft²	

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7.0 Areas

The gross floor area of the project, measured in accordance with the guidelines established by the Canadian Institute of Quantity Surveyors, is:

Location	Community Centre - Renovation	Community Centre - Expansion	Site Area (Assumed)
Main Floor	756 m²	232 m²	2,000 m²
Total Gross Floor Area	**756 m²**	**232 m²**	**2,000 m²**

8.0 Taxes

The estimate excludes the Harmonized Sales Tax (H.S.T.).

9.0 Project Schedule & Escalation

For the purpose of identifying and quantifying the escalation allowance for this project, BTY has assumed the following schedule:

Activity	Start	Finish	Duration
Construction	Jan-01-2024	Dec-30-2024	12 months

Based on the above schedule, the mid-point of construction for the project is projected to be July 1st, 2024, which is 20 months from the date of this estimate. On this basis, BTY has calculated the escalation for this project to be 12.90%.

Our current projected escalation rates are shown below. In the event that there is slippage in the schedule, further escalation based on the projected escalation rate per annum should be included in the estimate.

	2022	2023	2024
Current BTY Group Forecast	11% - 13%	7% - 9%	5% - 7%

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10.0 Pricing

The estimate has been priced at current rates considering the size, location, and nature of the project. The unit rates utilized are considered competitive for a project of this type, bid under a stipulated lump-sum form of tender in an open market, with a minimum of five (5) bids, supported by the requisite number of sub-contractors.

The estimate allows for labour, material, equipment and other input costs at current rates and levels of productivity. It does not consider extraordinary market conditions, where bidders may be few and may include in their tenders' disproportionate contingencies and profit margins.

11.0 Risk Mitigation

BTY Group recommends that the Owner, Project Manager and Design Team carefully review this document, including exclusions, inclusions and assumptions, contingencies, escalation and mark-ups. If the project is over budget, or if there are unresolved budgeting issues, alternative systems/schemes should be evaluated before proceeding into the next design phase.

Requests for modifications of any apparent errors or omissions to this document must be made to BTY Group within ten (10) days of receipt of this estimate. Otherwise, it will be understood that the contents have been concurred with and accepted.

It is recommended that BTY Group design and propose a cost management framework for implementation. This framework would require that a series of further estimates be undertaken at key design stage milestones and a final update estimate be produced which is representative of the completed tender documents, project delivery model and schedule. The final updated estimate will address changes and additions to the documents, as well as addenda issued during the bidding process. BTY Group is unable to reconcile bid results to any estimate not produced from bid documents including all addenda.

12.0 Contingencies

12.1 Design Contingency

A design contingency of Ten Percent (15%) has been included in the estimate to cover modifications to the program, drawings and specifications during the design.

12.2 Construction Contingency

An allowance of Three Percent (10%) has been included in the estimate for changes occurring during the construction period of the project. This amount may be expended due to site conditions or if there are modifications to the drawings and specifications.

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13.0 Documents Reviewed

The list below confirms the information that we have reviewed in order to prepare our opinion contained within this report:

Description		Received Date
Drawings & Specifications		
	Mill Courtland Community Centre Floor Plans (3 Sheets)	November 23, 2022
	Mill Courtland Floor Plan (1 Sheet)	November 23, 2022
Report		
	MCCC Building Elements Summary (4 Sheets)	November 23, 2022
	2022 Biz Case Site & Building Analysis (3 Sheets)	November 23, 2022
	Facility Needs Review (3 Sheets)	November 23, 2022
	2022 Biz Case Design Priorities Only (5 Sheets)	November 23, 2022
	2006 Draft Business case costing (2 Sheets)	November 23, 2022

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Potential Funding Opportunities

In addition to the approved $4 million budget for this initiative, the following potential funding opportunities may be helpful in achieving the community's aspirations for the Mill Courtland Community Centre expansion:

1. The Green and Inclusive Community Buildings Program (GICB)[16] has $1.5 billion in federal funding available to support retrofits, repairs and upgrades to existing publicly accessible community buildings.
    a. Applications are open for small and medium retrofit projects, ranging in total eligible cost from $100,000 to $3 million. Applications are accepted on a continuous basis and projects are funded on a rolling intake basis.
    b. All retrofit projects must be planned to be completed before March 31, 2026.
2. The Ontario Trillium Foundation—Community Building Fund[17] provides support for non-profits, Indigenous communities and municipalities in the community sport and recreation sectors, with funding ranging from $10,000 to $500,000 per project. Applications are currently closed but may be available again later in 2023.
3. The Investing in Canada Infrastructure Program[18], a part of Infrastructure Canada, has approved more than 3,600 projects. Its Investments go toward supporting public transit[19], green and inclusive buildings[20], and other community infrastructure projects. Funding may be available for 2023 through different streams.
    a. One project in the City of Kitchener was approved in 2022 through the Community and Recreation Infrastructure Stream[21].

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16. Government of Canada. (2022). *Green and Inclusive Community Buildings.* https://www.infrastructure.gc.ca//gicb-bcvi/index-eng.html
17. Ontario Trillium Foundation. (2022). *Community Building Fund - Capital Stream. https://www.otf.ca/our-grants/community-building-fund/community-building-fund-capital-stream.*
18. Government of Canada. (2022). *Investing in Canada Infrastructure Program.* https://www.infrastructure.gc.ca/plan/icp-pic-INFC-eng.html
19. Prime Minister of Canada Justin Trudeau (2021). *New public transit investments to build strong communities, fight climate change, and create new jobs across Canada.* https://pm.gc.ca/en/news/news-releases/2021/02/10/new-public-transit-investments-build-strong-communities-fight-climate
20. Government of Canada. (2022). *Green and Inclusive Community Buildings.* https://www.infrastructure.gc.ca//gicb-bcvi/index-eng.html
21. Government of Canada. (2022). *Canada and Ontario invest in community and recreation infrastructure.* https://www.canada.ca/en/office-infrastructure/news/2022/04/canada-and-ontario-invest-in-community-and-recreation-infrastructure.html

    Ontario Newsroom. (2022). *Canada and Ontario invest in community and recreation infrastructure.* https://news.ontario.ca/en/backgrounder/1002129/canada-and-ontario-invest-in-community-and-recreation-infrastructure

b. There is also an opportunity to pursue funding from the $3 billion COVID-19 Resilience Stream[22], which is designed to support near-term, quick-start projects that begin between September 30, 2023 and the end of 2023. Projects include retrofits, repairs and upgrades, COVID-19 response infrastructure, active transportation infrastructure and ventilation improvements.

4. The Canada Community-Building Fund[23] is a permanent source of funding provided twice a year to provinces and territories, that in turn then channel this money to their municipalities to support local infrastructure priorities. Municipalities can pool, bank and/or borrow against this funding, providing significant financial flexibility.

5. Community Services Recovery Fund[24] is a one-time, $400 million investment to help charities and non-profits adapt and modernize.

6. The Green Municipal Fund[25] consists of several grants for municipal environmental projects, loans available at competitive rates, and applications for competitive, long-term financing. There are many options, including:

   a. Capital project: GHG impact retrofit[26] program is available to help local recreation or cultural facilities reduce their GHG emissions. The maximum is $5 million per project, with up to 25% of the funding as a grant and the remainder as a loan. The combined loan and grant can cover up to 80% of total eligible project costs.

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22. Government of Canada. (2022). *Investing in COVID-19 Community Resilience*. https://www.infrastructure.gc.ca/plan/covid-19-resilience-eng.html

23. Government of Canada. (2022). *The Canada Community-Building Fund*. https://www.infrastructure.gc.ca/plan/gtf-fte-eng.html

24. Canadian Red Cross. (2022). *Community Services Recovery Fund*. https://communityservicesrecoveryfund.ca/resources

25. Green Municipal Fund. (2022). *Funding opportunities*. https://greenmunicipalfund.ca/funding

26. Green Municipal Fund. (2022). *Capital project: GHG impact retrofit*. https://greenmunicipalfund.ca/funding/capital-project-ghg-impact-retrofit

Jay Pitter Placemaking is an award-winning, bi-national practice mitigating growing divides in cities across North America. The practice leads institutional city-building projects focused on public space design and policy, mobility equity, cultural planning, gender-responsive design, transformative public engagement and healing fraught sites. Additionally, Jay Pitter, Principal Placemaker, shapes urgent urbanism discourse through media platforms such as the Los Angeles Times and Canadian Architect. Ms. Pitter is a sought-after speaker who has delivered keynotes for organizations such as United Nations Women and the Canadian Urban Transit Association, and is also an urban planning lecturer who has engaged students at Cornell University, Massachusetts Institute of Technology (MIT), Princeton University and numerous other post-secondary institutions. Guided by Ms. Pitter's expertise, which is located at the nexus of urban design and social justice, the team translates community insights into the built environment and urban policy.

Jay Pitter Placemaking

Jay Pitter, Principal Placemaker
Adjunct Professor and Practitioner-in-Residence, University of Waterloo
Visiting Fellow, University of Windsor Law Centre for Cities
Forthcoming books with McClelland and Stewart, Penguin Random House Canada

jaypitter.com

Staff Report

Development Services Department *www.kitchener.ca*

REPORT TO:	**Community and Infrastructure Services Committee**
DATE OF MEETING:	**April 3, 2023**
SUBMITTED BY:	**Barry Cronkite, Director, Transportation Services, 519-741-2200 ext. 7738**
PREPARED BY:	**Aaron McCrimmon-Jones, Manager, Transportation Safety & Policy, 519-741-2200 ext. 7038**
WARD(S) INVOLVED:	**Ward (6)**
DATE OF REPORT:	**March 16, 2023**
REPORT NO.:	**DSD-2023-113**
SUBJECT:	**Erinbrook Drive Traffic Safety Study & Hot Spot Improvements**

RECOMMENDATION:

That an all-way stop control be installed at the intersection of Erinbrook Drive and The Country Way; and,

That an all-way stop control be installed at the intersection of Erinbrook Drive and Rockwood Road; and,

That a speed cushion be installed on Erinbrook Drive between Hedgestone Court and Marlis Crescent; and,

That a speed cushion be installed on Erinbrook Drive between Hedgestone Crescent and Tara Crescent; and further,

That the Uniform Traffic Bylaw be amended accordingly.

REPORT HIGHLIGHTS:

- The key finding of this report is that speeding is a safety concern within the study corridor and that speeding was identified as a major contributing factor to the severe collisions that occurred in 2020 and 2022. To address safety issues, four countermeasures have been recommended in the highest risk locations including the installation of two all-way stop controls and two speed cushions.
- The financial implications include a total estimated budget impact of $10,000 to be funded from the capital budget. The recommendations have no impact on the operating budget.
- This report supports the delivery of core services.

BACKGROUND:

A traffic safety study was initiated for Erinbrook Drive as a result of a motion approved by Council August 2022 as follows:

> *Whereas two residential homes on Erinbrook Drive have been struck by vehicles as a result of dangerous driving since June 2020 and;*
>
> *Whereas traffic safety continues to be a concern for residents of Erinbrook Drive;*
>
> *That staff be directed to conduct a traffic safety study for Erinbrook Drive between Rittenhouse Road (easterly intersection) and Rittenhouse Road (Westerly intersection), and;*
>
> *That study shall include:*
> - *Data collection and analysis*
> - *All-way stop warrant review*
> - *Sight line review*
> - *Geometric constraints review*
> - *Collision analysis*
> - *Recommendations for warranted traffic safety improvements; and*
>
> *That staff be directed to report back to Council by March 2023,*

The motion was tabled due to two severe collisions that occurred between 2020 and 2022 which resulted in homes being struck by vehicles. Additionally, a total of 12 collisions occurred over past five years within the study corridor. Of those, three collisions involved driver injury and nine collisions involved property damage only.

In response to the motion, Transportation Services conducted a traffic safety study between fall 2022 and winter 2023. The intent of the review was to understand existing conditions, safety hazards and recommend countermeasures to enhance safety.

REPORT:

Erinbrook Drive is a minor community collector street and is approximately 9 m wide with one lane of traffic in each direction. The study corridor, as shown in *Attachment A - Erinbrook Drive Study Corridor and Proposed Safety Measures,* is approximately 1.6 km long and is defined as Erinbrook Drive (south of Rittenhouse Road), between Rittenhouse Road and Rittenhouse Road. Additionally, the existing conditions can be described as follows:

Existing Conditions:

Erinbrook Drive is classified as minor neighbourhood collector roadway with the following characteristics:

- Approximately 9 m wide running east-west with one lane of traffic in each direction.
- There are 18 intersections along the study corridor. With two all-way-stop controls, and 16 intersections with stop control on the side street approach only.
- There are 1.5 m wide sidewalks on both sides of Erinbrook Drive with 2.5 m boulevards between the curb and sidewalk.

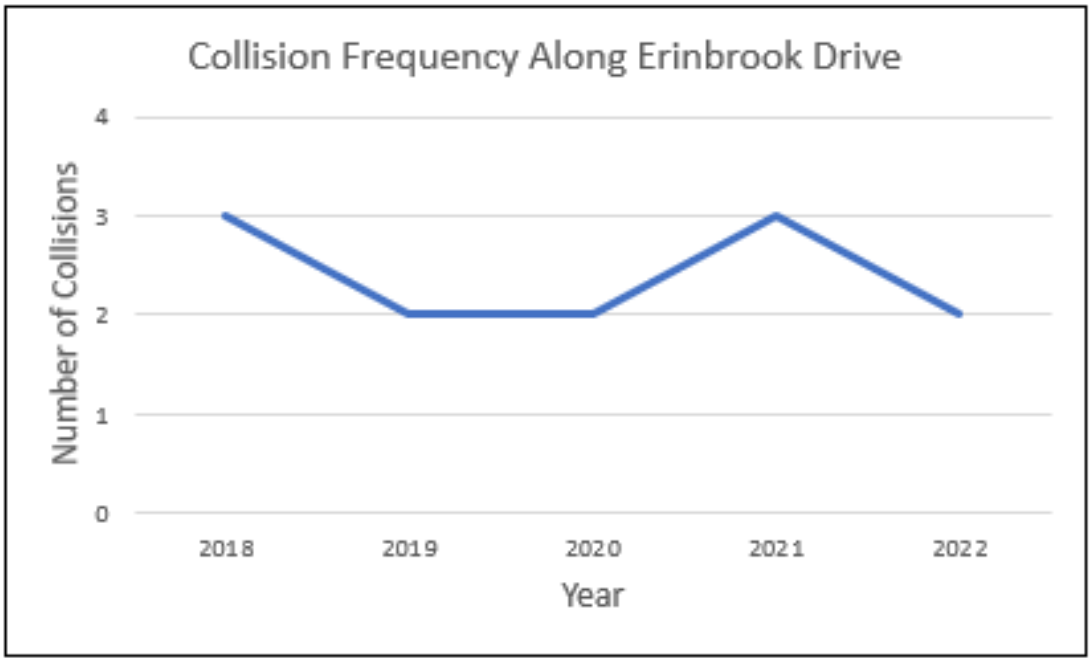
- There is currently no Grand River Transit service active along the study corridor.

Collision Analysis:

Analysis of the 5-year collision history (from 2018 – 2022) was carried out as part of the safety review. The collision analysis results are summarised below:

- There has been a total of 12 collisions within the study corridor over a five-year period from 2018 to 2022. Collision frequency within the study corridor over the past five years is shown in *Figure 1.*
- 9 collisions (75%) involved property damage only and 3 collisions (25%) involved driver injury. No fatalities were reported.

Figure 1: 5-year collision history within the study corridor



- Four collisions occurred on Erinbrook Drive near Rockwood Road, and Four collisions occurred on Erinbrook Drive near The Country Way. These locations have the highest concentration of collisions, and as a result all-way-stop controls are being proposed at these intersections. The distribution of collisions along the study corridor is included in *Attachment B - Erinbrook Drive Spatial Distribution of Collisions.*

Review of Geometric Constraints:

The study corridor along Erinbrook Drive has major horizontal curves located between Thistledown Drive and Goundry Crescent, and between Tamvale Crescent and Erinbrook Court. A Ball-bank indicator test was conducted to determine the maximum ball-bank deflection achieved while travelling along the curves at different speeds. The observed ball-bank deflection values at speeds of 50 km/h and 60 km/h were within the criteria set by Ontario Traffic Manual.

Additionally, sightlines at all intersections along the study corridor were reviewed. There were no sightline issues identified for street users. There are boulevard street trees on both sides along Erinbrook Drive between the curb and sidewalk. However, because the sidewalks are not curb facing, drivers on the side streets have opportunity to safely roll their vehicles from the stop position to achieve a better view of traffic travelling on Erinbrook Drive.

Traffic Speed and Volume Analysis:

Traffic data along the study corridor has been consistently reviewed since 2009. Through the 2022 Seasonal Traffic Calming program a series of seasonal narrowing were installed within the study corridor. While these measures are temporary they had a positive impact on reducing traffic speeds. Historic data collection along Erinbrook Drive is summarized in the two charts below comparing the speeds before 2022 (*Table 1*), and during 2022 when the series of seasonal narrowings were installed (*Table 2*).

Table 1: Traffic Data Averages from 2009 to 2020

Street	**From**	**To**	**Average 85th Percentile Speed**	**Average Daily Volume**
Erinbrook Drive	Ridgeway Crescent	Bonnybank Court	55km/h	2,000 trips
Erinbrook Drive	The Country Way	Goundry Crescent	47km/h	1,900 trips

Table 2: Traffic Data Averages in 2022 (with three seasonal narrowings installed)

Street	**From**	**To**	**Average 85th Percentile Speed**	**Average Daily Volume**
Erinbrook Drive	Ridgeway Crescent	Bonnybank Court	47km/h	2,300 trips
Erinbrook Drive	The Country Way	Goundry Crescent	39km/h	1,900 trips

The highest 85th percentile speeds have historically been observed near Hedgestone Crescent and Hedgestone Court, as shown in *Attachment C – Erinbrook Drive Speed and Volume Data*. The 85th percentile speeds near these locations have historically averaged approximately 56 km/h. This is in close proximity to the location of the severe collision that occurred in 2020. The series of seasonal narrowings installed in 2022 along the study corridor, including near Hedgestone Crescent and Hedgestone Court, had a positive impact reducing the average 85th percentile speed by 8 km/h.

As a result of speed and collision data staff are recommending the installation of two speed cushions on Erinbrook Drive including one speed cushion between Hedgestone Crescent and Tara Crescent, and one speed cushion between Hedgestone Court and Marlis Crescent. This will alleviate the need for future seasonal measures.

Turning Movement Counts:

Along the study corridor, turning movement counts were conducted at the intersections of Erinbrook Drive at The Country Way, Erinbrook Drive at Rockwood Road, and Erinbrook Drive at Rittenhouse Road (west intersection). Based on the study results and collision analysis, staff are recommending the installation of all-way-stops at the following intersections:

- Erinbrook Drive and The Country Way, and
- Erinbrook Drive and Rockwood Road.

The proposed all-way stop locations are within the Erinbrook Drive study corridor and within proximity to where the majority of collisions were observed (as shown in *Attachment B*). *Table 3* and *Table 4* below show the all-way stop warrant analysis at the two intersections.

Table 3: All-way stop warrant for Erinbrook Drive at The Country Way

Warrant Factors - "3-Leg" Intersection	Results	Warrant Met
The total vehicle volume on all intersection approaches is at least 350 vehicles per hour for each of any eight hours of the day,	373	YES
and		
The volume split does not exceed 75% / 25% on the major road,	72% / 28%	YES
or		
Average of at least 4 collisions per year over a three-year period (susceptible to correction by an All-way stop)	0	NO
All-Way Stop Warranted		**YES**

Table 4: All-way stop warrant for Erinbrook Drive at Rockwood Road

Warrant Factors - "3-Leg" Intersection	Results	Warrant Met
The total vehicle volume on all intersection approaches averages at least 250 vehicles per hour for each of any eight hours of the day,	209	NO
or		
The total vehicle volume on all intersection approaches is at least 350 vehicles per hour for each of any eight hours of the day,	293	NO
and		
The volume split does not exceed 75% / 25% on the major road,	71% / 29%	YES
or		

Average of at least 4 collisions per year over a three-year period (susceptible to correction by an All-way stop)	0	NO
All-Way Stop Warranted		**NO**

The all-way stop warrant is justified at the intersection of Erinbrook Drive and The Country Way as per the requirements of Ontario Traffic Manual (OTM).

The intersection of Erinbrook Drive and Rockwood Road does not meet the requirements of the OTM, however the traffic volume splits meet the warrant, and the total traffic volumes are within 20% of meeting the warrant. Given that there has been a history of collisions near the Rockwood Road intersection and anticipated fluctuations in traffic volume, staff are recommending an all-way-stop control at this location. This should create consistent driver expectation along Erinbrook Drive, as all intersections that provide a direct connection to the regional road network will now be controlled by all-way stop conditions.

Summary of Proposed Changes

The proposed changes include two all-way-stops and two speed cushions within the study corridor as shown in *Attachment A - Erinbrook Drive Study Corridor and Proposed Safety Measures.* The proposed measures are located in the areas with the highest speeds and frequency of collisions, including the most severe collisions that occurred in 2020 and 2022. Additionally, the speed cushions are being proposed in close proximity to where seasonal narrowing were installed in 2022. The spacing between the proposed measures was carefully considered to promote consistent and calm speeds throughout the study corridor. Staff will continue to collect traffic data and work with the local Ward Councillor to evaluate the effectiveness of the changes.

STRATEGIC PLAN ALIGNMENT:
This report supports the delivery of core services.

FINANCIAL IMPLICATIONS:

Capital Budget – The financial implications include a total estimated budget impact of $10,000 on the capital budget. These costs can be absorbed from the existing Traffic Calming budget.

COMMUNITY ENGAGEMENT:
Letters were delivered to all addresses along the study corridor summarizing the proposed traffic safety improvements including a reference map. The letter encouraged residents to connect with staff with questions or provide their feedback about the traffic safety study. The letter identified the Erinbrook Drive Traffic Safety Study staff report number, Community and Infrastructure Services Committee meeting date, and options to participate.

INFORM – This report has been posted to the City's website with the agenda in advance of the council / committee meeting.

CONSULT – If applicable.

COLLABORATE – If applicable.

ENTRUST – If applicable.

PREVIOUS REPORTS/AUTHORITIES:

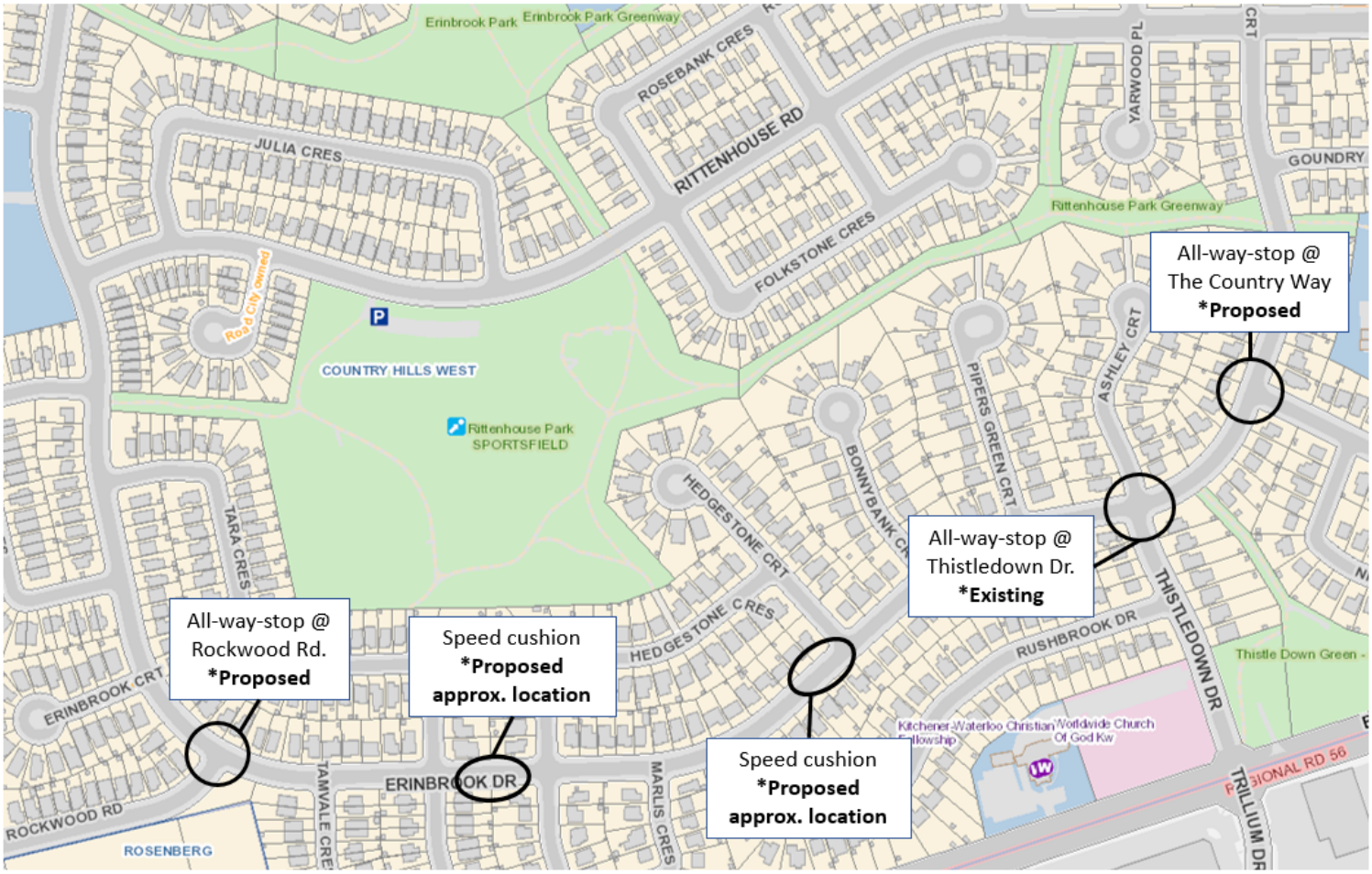
- *City of Kitchener Uniform Traffic By-law No. 2019-113*

APPROVED BY: Justin Readman, General Manager, Development Services Department

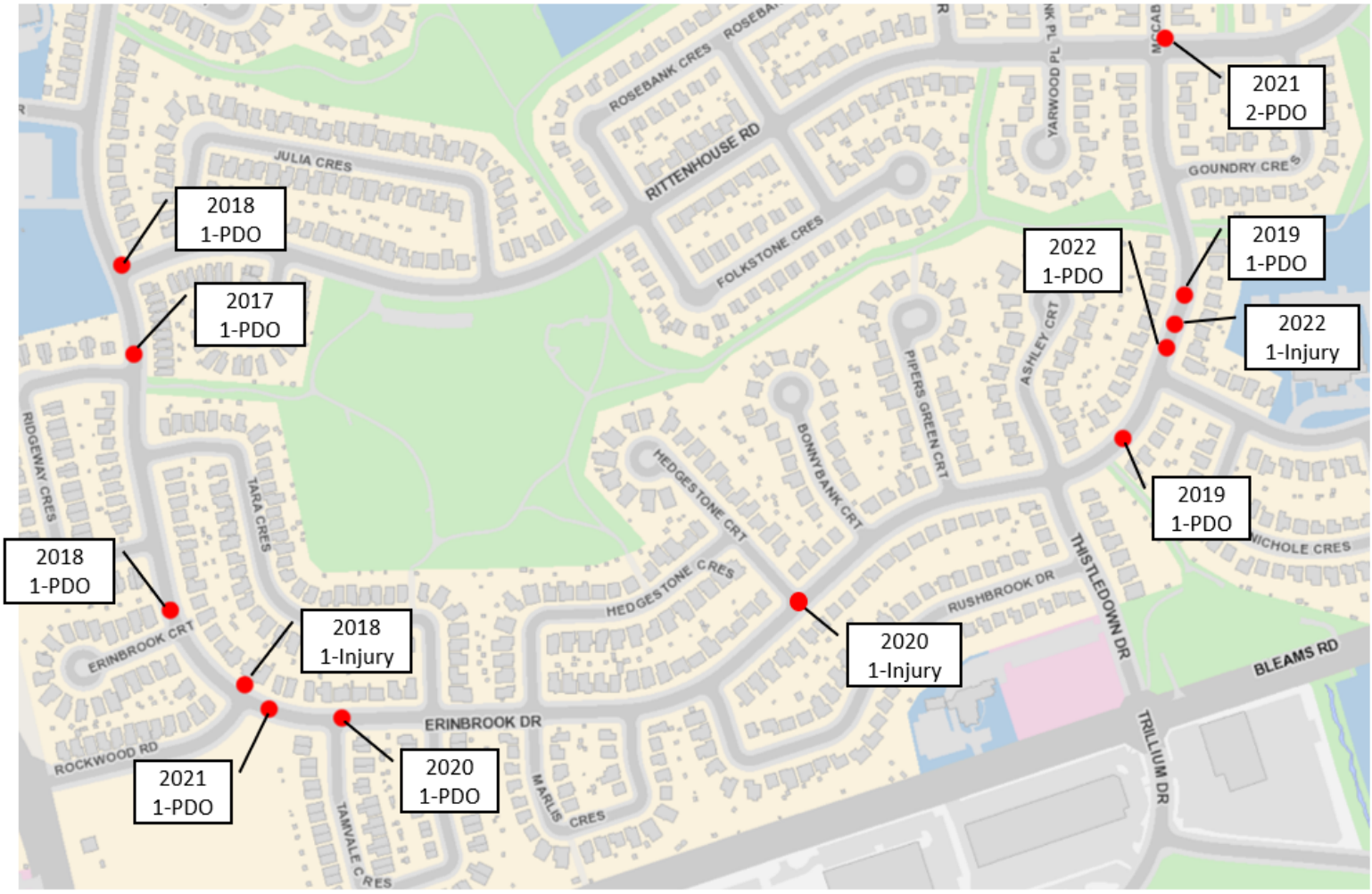
ATTACHMENTS:

Attachment A – Erinbrook Drive Study Corridor and Proposed Safety Measures
Attachment B – Erinbrook Drive Spatial Distribution of Collisions
Attachment C – Erinbrook Drive Speed and Volume Data

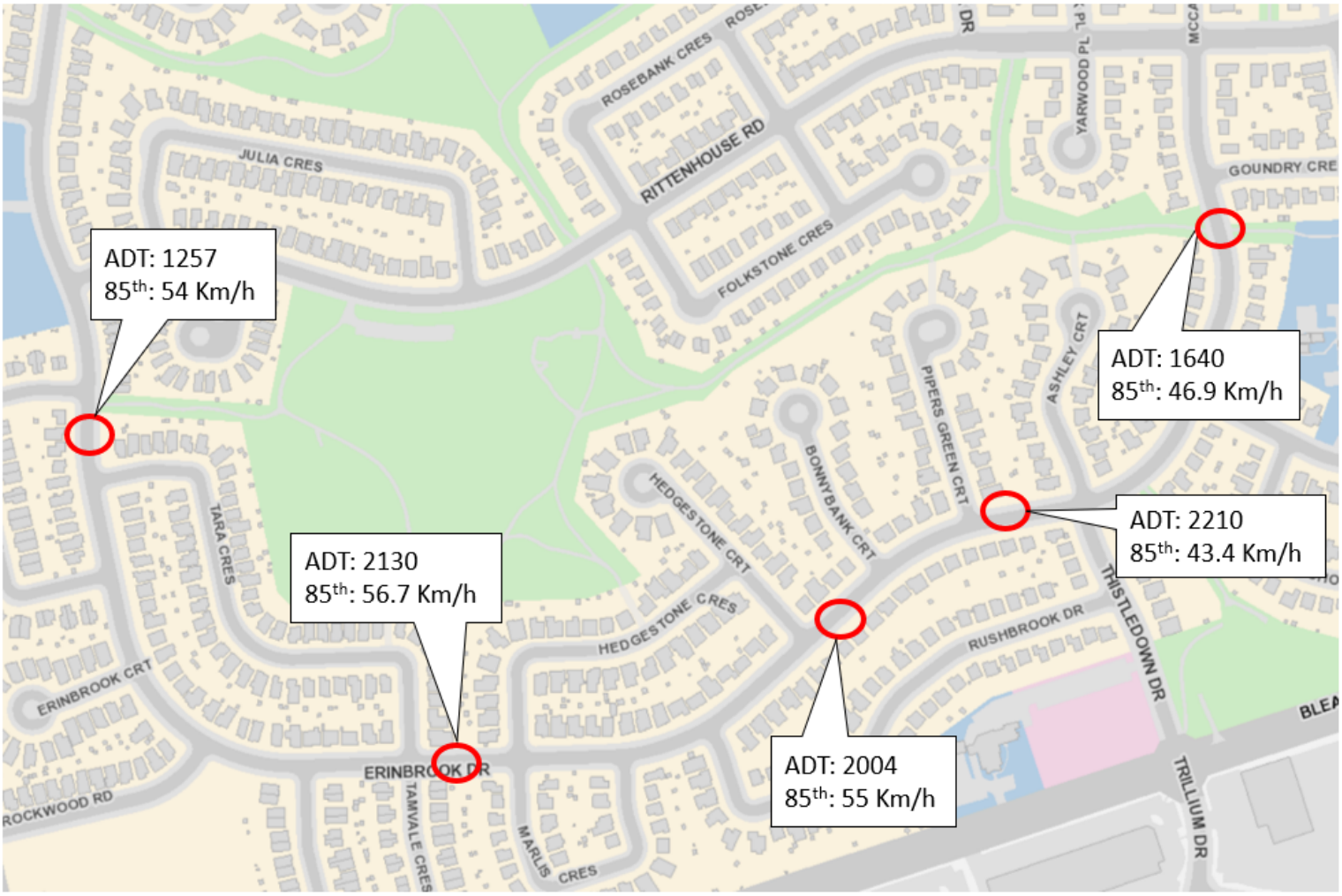
Attachment A – Erinbrook Drive Study Corridor and Proposed Safety Measures



Attachment B – Erinbrook Drive Spatial Distribution of Collisions



Attachment C – Erinbrook Drive Speed and Volume Data



Staff Report

Corporate Services Department *www.kitchener.ca*

REPORT TO:	**Community and Infrastructure Services Committee**
DATE OF MEETING:	**April 3, 2023**
SUBMITTED BY:	**Amanda Fusco, Director of Legislated Services/City Clerk, 519-741-2200, ext. 7809**
PREPARED BY:	**Amanda Fusco, Director of Legislated Services/City Clerk, 519-741-2200, ext. 7809**
WARD(S) INVOLVED:	**All**
DATE OF REPORT:	**February 6, 2023**
REPORT NO.:	**COR-2023-091**
SUBJECT:	**2022 Election Overview**

RECOMMENDATION:

For information.

REPORT HIGHLIGHTS:

- The purpose of this report is to provide Council with an overview of the administration and delivery of the 2022 municipal and school board election and identify opportunities ahead of the next regular municipal election in 2026.
- This report supports the delivery of core services.

EXECUTIVE SUMMARY:

The 2022 municipal and school board election was held on October 24, 2022. The *Municipal Elections Act, 1996* (the Act) identifies the municipal Clerk, as Returning Officer, is responsible for election preparation and administration, preparing for and conducting a recount in the election, maintaining peace and order in connection with the election and in a regular election, preparing and submitting the required reports. The 2022 election was a success. Official results were declared on October 25, 2022 with all offices filled. A summary of election activities and considerations for future are outlined in the report below along with upcoming Council reporting timelines ahead of 2026.

BACKGROUND:

Municipal elections require extensive resources and planning. While the preparations and choices about managing the election process are similar across the province, each municipality designs its own plan in compliance with the *Municipal Elections Act* ("the Act").

Planning for the City's election began in 2021 by bringing together the Election Steering Committee (ESC) consisting of internal staff from across the organization. The Steering Committee considered best practices, lessons learned from the 2018 election and the 2021 "Your Vote Your Way" survey results, to make recommendations for the 2022 election. Decisions were made based on principles in the Act of facilitating an open, fair and impartial election process that encourages participation, preserves the secrecy of the vote and inspires confidence in the municipal election.

Throughout the election planning and implementation phase, City staff received and responded to inquiries and addressed requests and concerns, with the goal of conducting an equitable, fair and non-biased experience. City staff employed a “vote anywhere” model for Advance Voting and “vote anywhere in your ward” model on Election Day, which was new for 2022, increasing the flexibility and opportunities to vote by increasing the total number of voting locations available to electors.

To obtain as much feedback from the electorate as possible, several engagement campaigns were undertaken including;

- “Just-in-time” Customer Satisfaction Surveys; administered at each advance voting opportunity and at every election day voting location to engage voters on their experience. A total of 50 electors participated in the survey with half providing feedback on their advance voting experience and the other half on election day experiences.
- Election Worker Surveys after the election; workers were canvassed on their training, deployment, compensation and overall experience. A total of 293 staff participated in the survey.
- EngageKitchener Voter Experience Survey; open for a 6 week period to gather feedback from electors what they felt went well and what can be improved. A total of 410 individuals participated in the survey.

REPORT:

1. Accessibility

Both the Act and the *Accessibility for Ontarians with Disabilities Act* (AODA) govern the election with respect to promoting accessibility for all voters, candidates and election workers. Staff were committed to providing an accessible election and conducted voting location audits to ensure all voting locations were physically accessible, were on a transit route and offered accessible voting equipment. Candidates were provided material on making elections accessible and election workers were provided AODA training and equitable and inclusive practices. The 2022 City of Kitchener Municipal Election Accessibility Report further details the actions taken to address barriers and identifies improvements for 2026. The Accessibility Plan was developed in consultation with the Grand River Accessibility Advisory Committee (GRAAC), Mayor’s Advisory Council for Kitchener Seniors (MACKS), and the Equity & Anti-Racism Advisory Committee. The final Report on steps taken to remove the identified barriers was circulated and posted on the City’s website by the required date.

2. Voting Locations & Days

In-person voting was available for 66 hours in 2022, an increase of 12 hours compared to 2018. Advance voting was held over four days from October 12 to 15 at five centralized locations and 3 special voting opportunities (St. John’s Kitchen, Ray of Hope and A Better Tent City) continuing the past practice of “vote anywhere”. On Election Day, 52 voting locations and 16 long-term care facilities (with reduced hours to permit all residents at the facility to vote) were used for a total of 68 locations managed on October 24. All voting dates, times and locations were posted on the City’s website, social media, and local newspaper.

Election voting locations were assessed and selected based on their geography, access to transit routes and capacity to manage expected turnout, respecting the piloting of the “vote anywhere” model. Staff worked very closely with St. John's Kitchen, Ray of Hope and A Better Tent City to bring voting to voters who are precariously housed and those who are homeless. Several vote locations were adjusted to accommodate feedback from previous elections, construction, and to provide easier pedestrian access.

Advance Voting (October 12-15)

Significant communication efforts were undertaken to encourage electors to vote early and skip the lines on Election Day. All 5 locations were programmed to accept any voters within the City, and the times were extended to increase flexibility. Overall, the voter experience with the dates, times and locations of Advance Voting was positive,

- 85% reported it was easy to understand where and when to vote,
- 89% of Advance voters indicating they were satisfied with the location,
- 87% were satisfied with the information received to cast their ballot, and
- 89% were satisfied with the time they waited before voting.

Election Day (October 24)

All 52 voting locations on Election Day were programmed to accept any voter within the ward so that if a voter attended the wrong location, they could vote and not have to travel to another facility as long as their electoral address was within the same ward. One accessible voting equipment device was allocated in each ward. Specifically, regarding Election Day voting,

- 93% of those surveyed were satisfied with the location,
- 85% were satisfied with the directional signage,
- 88% were satisfied with the time waited before casting a vote, and
- 91% were satisfied with the information explaining how to cast the ballot.

3. Voters' List and Voter Notification Cards

An accurate voters' list is essential to the integrity of the election. Eligibility to vote is set out in the Act. The municipal voters' list is currently the responsibility of the Municipal Property Assessment Corporation (MPAC) and the City Clerk.

Despite efforts in 2022 to increase the accuracy of voters' list data, the quality and accuracy of voter information from MPAC remains one of the most foundational challenges in administering the election. Only those electors on the Voters' List receive a Voter Notification Card (VNC), and while there is no statutory requirement under the Act to produce VNCs, staff does so to help facilitate electors in knowing where and when to vote, and to expedite voting.

Properties with a single elector at the residence were sent a Voter Notification Card, while properties with multiple electors at the address were combined into a Voter Information Letter (VIL) containing all cards, reducing the printing and postage costs. The incomplete and inaccurate Voters' List resulted in some voters not receiving a VNC, some voters' receiving duplicate cards and allegedly ineligible electors receiving cards. The City mailed 37,343 single VNCs and 51,734 VILs (Voter Information Letter) through Canada Post. Even with the City obtaining the Canada Post's address accuracy requirement of 95%, (which avoided mail handling surcharges, enabled us to obtain the best postage rates possible, and allowed for quick delivery of the VNCs), costs for postage and mailing were greatly impacted by the quality of the List.

In 2026, Elections Ontario will take over responsibility for a permanent list of electors to be used by municipalities which we anticipate will result in marked improvement as they will have access to additional data sources than MPAC has had access to in the past. We are hopeful this will provide a much more accurate voters list and in turn improves voter card distribution and voter turnout calculations.

4. Voting Method

The Act requires that Council pass a by-law authorizing any alternative voting methods. Options for alternative voting methods, including internet voting and vote by mail were discussed on November 22, 2021, with use of tabulator and paper ballots being endorsed by Council. Composite paper ballots were used, where all offices to be elected were listed with clear indications of the maximum number of votes per office permitted. The number of candidates for all races increased from 72 candidates in 2018 to 92 candidates in 2022. The increase in the number of candidates coupled with apparent issues in accessing candidate platform/information posed challenges for electors.

Concerns were received from housebound electors that restrictions to voting in person and the lack of mail-in ballot and/or internet/online voting were also problematic. Some municipalities adopted a "Vote from Home" alternative method whereby ballots were taken to individual residents, upon request, which saw greater flexibility for electors with mobility or chronic health issues.

Internet/online voting is more complex as the practices regarding authentication, validation, integrity and security have not been defined by the Act. While there is a desire for convenience, technology and systems experts have expressed concerns with internet voting processes. There are various studies and agencies actively engaged in investigating and researching voting equipment standards, security and integrity including internet voting. ***Staff will be gathering data on voting methods including Vote from Home pilots and will be reporting back to Council in 2024 on voting methods.***

Where an elector was unable to attend a voting location, curbside voting was available at all voting locations. One location in each ward (10) was supplied with accessible voting equipment for electors who had hearing/vision or mobility impairments and electors were also provided with the ability to have an individual, or designated support person, accompany them when marking their ballot, if the appropriate oath was administered.

Electors were encouraged to appoint a proxy if they were unable to attend the Advance and Election Day locations and City staff attended upon 10 electors to complete the proxy appointment process during the advance voting and Election Day period.

Technologies used in the election are held to strict security and integrity requirements. All tabulators and accessibility equipment undergo thorough logic and accuracy testing to ensure the integrity of the election. Prior to election day, tabulators are tested to ensure that they will accurately count the votes for all candidates. Any technology used to process or tabulate votes is isolated from other applications or programs to prevent remote access to the system or device and ensure security and integrity of the election. Tabulators are not connected to any network either wirelessly or by hardwire and are locked and stored securely until and during their use.

Feedback was received from MACKS, the Equity & Anti-Racism Advisory Committee and the public through the election period on considering alternative voting methods in place at neighbouring municipalities (i.e., vote by mail, internet/telephone voting, vote from home, etc.). Particularly considering the COVID-19 pandemic, electors opined that access to more flexible voting options should be available and consistency with neighbouring municipalities was desired. The 2021 "Your Vote Your Way" survey indicated a willingness of the electorate to pursue alternative voting methods, which is further supported with the Engage survey. While 90% of survey participants were satisfied with their overall experience voting in-person using a paper ballot, participants ranked voting methods by their desire to use other methods in the following order,

- remotely with internet/online voting – rank 1.78 out of 5
- in person at voting location with a paper ballot, and – rank 1.88 out of 5
- remotely with vote by mail – rank 2.98 out of 5

- remotely with telephone voting – rank 3.28 out of 5

Participants provided additional recommendations on how the City can improve the voting experience including;

- add other alternative voting options (internet/online voting, mail-in ballots),
- increase the amount of advance voting opportunities,
- ensure centrality of locations, and
- offering free transit for advance and voting day.

5. Communications

A comprehensive advertising campaign was developed, and staff worked with community partners to provide communication initiatives and information for candidates and electors including direct outreach to those groups most likely impacted by the scheduling of the municipal election on Diwali. The City's election website was the central place for information for candidates and electors including links to voter and candidate information guides produced by the province and city guides and documents with key due dates and legislative requirements from the Election Office.

Appointments were encouraged to file nomination papers, and this received positive feedback from many candidates as an opportunity for them to ask questions and ensure all the required documents were present and complete. Candidates were invited to provide a website, email address or social media site where voters could find additional information about the candidate.

Election advertisements were placed with various print, radio, and electronic forms of media with the voting locations promoted for their accessibility and convenience. The effect and impact of the variety of tools used is reflected in the statistics below and are in alignment with the survey results.

Strategy	Website Page views	Media Releases Page views	Facebook/Instagram	
			Impressions	Engagements
Nominations	11,330	378	23,223	1,366
Voter Registration	55,328	-	31,960	951
Election awareness	66,952	379	100,057	207
Working the election	7,910	437	71,297	3,183
Get out and vote	31,314	5,068	33,814	1,423

Survey responses indicate that electors learned about the municipal election from the following sources (in order),

- local news and media coverage,
- voter notification cards,
- social media,
- word of mouth.

Other ideas of how best to communicate with electors were provided by survey respondents as:

- more fulsome candidate biography and platform issues,
- enhanced election signs (city and candidate),
- information circulated via the engage newsletter / email, and
- direct mail election information including a map of all the voting locations.

The results further demonstrated that given the increased number of candidates and limited contact information for some, electors cited difficulty finding information on candidates as the greatest communication challenge.

6. Election Workers

Finding enough qualified and committed workers, and the time to recruit and train them is consistently the biggest challenge and the most resource intensive aspect of election administration for the Election Office. The City also gives opportunities to staff to be involved at voting locations and in other capacities.

Recruitment was conducted through an online application process and the response to the call for election workers was strong with approximately 900 applications received from the public. A call for election workers was also put out to City staff to encourage participation in this important community and corporate initiative. Having city staff work the election assists in finding enough workers with technical and customer services abilities to represent the City.

Hiring over 500 election workers precludes interviewing each person and makes it difficult to match each person with the right position. The application process was issued later in an attempt to improve the retention of workers and meant that training could be completed earlier ensuring election workers received the proper training and tools paramount to their success. Training materials were enhanced to address creating an inclusive voting environment with emphasis on gender-neutral pronouns, language and assumptions, particularly when reviewing government issued photo identification.

To train the 525 workers required, over 30 training sessions were administered by Election Office staff during the day and evening, for a total of 96 hours of in-person training delivered. Workers reported they were satisfied with the communication received (80%), the training received (79%) and 47% felt it was extremely easy to perform their assigned role. The compensation for each position was increased to remain competitive and comply with the *Employment Standards Act*, with 72% of workers reporting satisfaction with the compensation.

7. Election Results and Voter Turnout

The overall turnout for the 2022 Municipal Election for the City of Kitchener was 20, a decrease of from 2018. There are a number of likely factors that impacted the turnout including, voter fatigue, given the Provincial election occurred just 4 months earlier and saw a reduced turnout, general communication about October 24th as election day, voter list accuracy, the municipal ballot composition and non-party representation, national trends and pandemic impacts (polarization of politics, dis-engagement, mis-information and health restrictions).

During the Advance Voting period, 5,639 electors cast their vote representing a 3.3% advance voter turnout, compared to 2018, where the advance voter turnout was 2.4% over the same period.

On Election Day, 29,019 eligible voters cast their votes, for a total of 34,658 ballots cast, or turnout of 20% using the 172,598 eligible electors on the Voters' List as of Election Day. Recognizing the impact of the inaccurate and incomplete voters' list noted above, it may be appropriate to consider the number, the voter breakdown by age (Figure 1), of ballots cast (Figure 2) as indicators of engagement and areas to improve. There was an 8% decrease in turnout between elections, and while we would expect the number of ballots cast to increase, the differential between the two elections is 7,275 ballots cast.

The ballots cast by ward on election day between elections is very similar with Ward 10 showing the greatest turnout, and similarly the most survey participants (22%) identifying as Ward 10 voters.

Age	% of Turnout (2018)	% of Turnout (2022)
18-21	1.76%	13.68%
22-29	5.74%	13.06%
30-39	13.54%	14.76%
40-49	15.49%	17.91%
50-59	19.52%	19.08%
60-69	21.43%	26.82%
70-79	15.42%	35.09%
80-89	5.78%	28.92%
Over 90	0.64%	0.04%

Figure 1

Year	Eligible Electors / Ballots Cast	% of Turnout
2018	148,584 / 41,933	28.22%
2022	172,598 / 34,658	20.08%

Figure 2

Ward	2018 Turnout	2022 Turnout
01	10.70%	10.36%
02	14.09%	12.38%
03	5.96%	5.71%
04	9.12%	8.16%
05	6.79%	8.21%
06	8.57%	7.96%
07	12.43%	11.27%
08	9.82%	9.48%
09	10.05%	11.78%
10	12.47%	14.69%

Figure 3

Electors were asked in the survey to identify if they did not vote, reasons why. Electors ranked reasons why they did not vote as (in order),

- they did not know enough about the candidates,
- they were not satisfied with the voting methods available,
- there were no candidates that interested them,
- they did not know where to vote,
- they were not aware of the election, and
- the location was not accessible.

Additionally, electors indicated mobility issues, illness, work requirements and travelling out of the country during the election period as further reasons why they could not vote.

Addressing voter turnout is complex, some suggestions highlighted in recent studies and articles include;

- advocacy to the Province to change the legislated election day to avoid Provincial and/or Federal elections and days of cultural significance,
- Province-wide communication of Election Day,
- standardized and consistent days and voting methods in Area Municipalities with a region, and,
- enhanced media involvement in the nomination, campaigning process for information sharing.

Low voter turnout in the municipal elections garnered national news with voter fatigue, acclamations, voting methods, COVID-19 pandemic impacts and the poor turnout at the Provincial election in June 2022 (43% total turnout) all being highlighted as possible factors. The Association of Municipalities of Ontario (AMO) has published 2022 municipal election turnout data highlighting that municipal election voter turnout diminished across the province from 2018.

8. Opportunities for 2026

The Steering Committee solicited, received and compiled feedback from various stakeholders in order to obtain a wide perspective on the election concerning what went well and what potentially could be improved upon for the next election. While it is impossible to know exactly what the landscape will look like in 2026, staff have amassed improvements from 2022 they will evaluate and possibly implement, budget permitting, summarized below;

Accessibility

- consultation with Indigenous communities on voting processes and the location of voting opportunities,

- broaden the stakeholder engagement to include regional immigration partners to engage new Canadians in the democratic process,
- earlier delivery of voting equipment so the community, candidates and potential election workers have an opportunity to familiarize themselves with the equipment, and
- alternative voting methods, which will be outlined in more detail below.

Voting locations

- review planned locations with City and Regional facility/construction project managers to flag any planned construction conflicts,
- further consider Advance Voting days (including weekends), times, and locations and whether there would be benefit separating the voting days before and after Thanksgiving weekend,
- dedicate additional time and training on the accessible voting equipment for designated locations and staff, and
- develop short videos that clearly outline the voting process and abilities to ensure voters understand options and time requirement.

Voters' list and notification

- investigate the costs of producing single voter cards with enhanced voting information (offices to be elected, etc.)
- include language on envelope that advised owner or occupant that there are several VILs inside
- if proceeding with VILs again, ensure address label clearly notes "Owner or Occupant".

Voting process

- investigating the vote from home pilots deployed in 2022,
- investigating with area municipalities the possibility of a joint venture and co-operative purchasing abilities for election equipment, and
- **report back to Council in 2024 on voting methods** with research, analysis and recommendations as highlighted above.

Communications

- enhanced communication avenues including community centre digital signs, mobile signs, tax bill inserts, Kitchener Ranger games, movie theatres, etc.,
- develop videos on voting process (including school board support), marking a ballot, and using the accessible voting equipment,
- consider possibly requiring all candidates to complete a short biography, platform or priority issues, contact details and website validation, and,
- consider holding City-hosted candidate information session(s) at accessible location(s) to increase education and voter engagement and reduce information barriers.

Election workers

- alternative training and education abilities (reduce reliance on reading training guides),
- promote the election worker application process publicly earlier to generate greater interest and review compensation levels with an equity-informed lens,
- investigate alternative worker assignment abilities, including interviews, and
- explore ways to enhance equity, diversity, and inclusion training.

9. Conclusion

In summary, the Steering Committee met its objective to deliver a legally-binding (non-controverted), accessible and democratic election. Work continues with financial statement filing

and compliance audit processes from the 2022 election ongoing into June 2023.

Early planning is already underway for the next election in 2026. Staff will be researching and investigating further accessible and alternative voting methods. Staff are actively involved with external projects that will influence voter list data quality and security including the development of electoral voting technology standards through work by Dr. Nicole Goodman, Dr. Aleksander Essex and the Digital Governance Council. Any movement towards standards for procurement, testing and security of voting technology will be monitored and used to inform future recommendations on alternative voting methods and vote counting equipment.

Staff will also be advocating to the Ministry of Municipal Affairs and Housing (MMAH), through the Association of Municipal Clerks and Treasurers of Ontario (AMCTO) on new and ongoing issues.

Finally, future financial consideration related to increased election service levels expectations, voting methods, staffing capacity, as well as the cost of goods and services must be addressed ahead of 2026.

STRATEGIC PLAN ALIGNMENT:

This report supports the delivery of core services.

FINANCIAL IMPLICATIONS:

Annually $129,000 is contributed to the Election Reserve. The total budget for the 2022 Municipal Election was $883,000. The budget was set based on conducting the election by polling subdivision and thus more equipment, staff and supplies required. Increases had already been made to the communication, postage and supplies line items. Conducting the election using the “vote anywhere” method meant some voting locations could be collapsed or combined, while still maintaining service levels. The cost of the 2022 election totalled $789,326. The surplus of $93,679 was transferred back to the election reserve.

COMMUNITY ENGAGEMENT:

INFORM – This report has been posted to the City’s website with the agenda in advance of the council / committee meeting. In addition, a communication strategy was developed and executed for the 2022 Municipal Election ensuring information about the election was actively promoted on the City's Election website as well as through the social media and the local media.

CONSULT – The following groups were consulted with respect to possible improvements for 2026: Voters, Candidates, Managing Deputy Returning Officers (MDROs), Deputy Returning Officers (DROs), Tabulator Assistants (TA), Election Assistants (EA), Election Steering Committee, Vendors, and Waterloo Region Area Clerks.

COLLABORATE – Legislated Services staff presented its accessibility plan to GRAAC, MACKS and the Equity & Anti-Racism Committee for feedback. As well, members of the Steering Committee continually collaborated with their colleagues across the Region of Waterloo on joint messaging concerning the election via the website, WRVotes. Finally, staff worked very closely with the staff from the 16 institutions prescribed by the Act, and St. John's Kitchen, Ray of Hope and A Better Tent City to bring voting to those locations for voters who have precarious housing or are homeless.

PREVIOUS REPORTS/AUTHORITIES:

There are no previous reports/authorities related to this matter.

APPROVED BY: Victoria Raab, General Manager, Corporate Services

ATTACHMENTS:

None.

Staff Report

Corporate Services Department *www.kitchener.ca*

REPORT TO:	**Community and Infrastructure Services Committee**
DATE OF MEETING:	**April 3, 2023**
SUBMITTED BY:	**Amanda Fusco, Director of Legislated Services/City Clerk, 519-741-2200, ext. 7809**
PREPARED BY:	**Amanda Fusco, Director of Legislated Services/City Clerk, 519-741-2200, ext. 7809**
WARD(S) INVOLVED:	**All**
DATE OF REPORT:	**February 13, 2023**
REPORT NO.:	**COR-2023-090**
SUBJECT:	**Integrity Commissioner Annual Report - July 1, 2021 to June 30, 2022**

RECOMMENDATION:

For information.

REPORT HIGHLIGHTS:

- The purpose of this report is to present the annual report submitted by the Integrity Commissioner (IC), ADR Chambers, in accordance with provisions in the Code of Conduct.
- This report supports the delivery of core services.

BACKGROUND:

The *Municipal Act, 2001*, ("the Act") requires that municipalities establish a code of conduct for members of the Council of the municipality and its local boards (s. 223.2 (1)) and appoint an Integrity Commissioner who shall perform various functions under the Act as authorized by the municipality (s. 223.3).

A Code of Conduct sets standards that are intended to enhance public confidence that the City of Kitchener elected, and appointed officials operate from a basis of integrity, justice and courtesy. The City's Code of Conduct has been in place since 2008 with amendments last occurring in 2019 recommended by staff arising from legislative changes to the Act. The Code of Conduct is a living document that is revised as necessary as case law evolves and as databases are created by Integrity Commissioners reviewing issues and complaints.

An Integrity Commissioner performs, in an independent manner, the functions assigned by the municipality with respect to any or all of the following:

- the application of the code of conduct for members of council and the code of conduct for members of local boards,

- the application of any procedures, rules and policies of the municipality and local boards,
- governing the ethical behaviour of members of council and of local boards,
- the application of sections 5, 5.1 and 5.2 of the *Municipal Conflict of Interest Act, 1990* to members of council and of local boards,
- requests from members of council and of local boards for advice respecting their obligations under the code of conduct applicable to the member,
- requests from members of council and of local boards for advice respecting their obligations under a procedure, rule or policy of the municipality or of the local board, as the case may be, governing the ethical behaviour of members,
- requests from members of council and of local boards for advice respecting their obligations under the *Municipal Conflict of Interest Act*, and
- the provision of educational information to members of council, members of local boards, the municipality and the public about the municipality's codes of conduct for members of council and members of local boards and about the *Municipal Conflict of Interest Act*.

Arising from a competitive procurement process (P16-05) ADR Chambers, Toronto, Ontario was appointed as the City's Integrity Commissioner in 2016, and continues to serve in this capacity.

REPORT:

Annual Report

The City's Code requires that the Integrity Commissioner annually report to Council on findings of complaint cases. The last annual report filed with the city was dated July 31, 2019 for the period of July 1, 2018 to June 30, 2019 (report COR-19-040).

There were no code complaints filed between July 1, 2019 and July 30, 2021, and as such no annual reports.

The attached annual report (Attachment 'A') from the IC dated January 11, 2023 for the period of July 1, 2021 to June 30, 2022, is provided for Council's information. No Code complaints were received, and one request for advice was received and responded to in writing.

Code of Conduct Revisions

There is an opportunity with the beginning of a new term of Council to review the current Code to determine if amendments are required. The Act, Integrity Commissioner and Code of Conduct were provided and highlighted as part of the Council Orientation program. Given there has been historically minimal use of the IC services for code complaints and investigations and no legislative amendments nor case law findings, staff is of the opinion that amendments are not required at this time.

Should Council desire a review of the Code, amendments could occur through a number of methods including research and recommendations arising from a staff report to Council, a review conducted by the IC or the establishment of a sub-committee of Council.

STRATEGIC PLAN ALIGNMENT:

This report supports the delivery of core services.

FINANCIAL IMPLICATIONS:

The billings for the year as noted in the Annual report is $2,632.90. The amount budgeted is $2,000. The deficient is currently being covered in the Operating Budgets for Legislated Services and Office of the Mayor and Council accounts.

Should Council determine a review of the current Code by the IC is appropriate, an unbudgeted expense would occur.

COMMUNITY ENGAGEMENT:

INFORM – This report has been posted to the City's website with the agenda in advance of the council / committee meeting.

PREVIOUS REPORTS/AUTHORITIES:

- COR-19-040 Integrity Commissioner Annual Report July 1, 2018 to June 30, 2019
- *Municipal Act, 2001*
- *Municipal Conflict of Interest Act, 1990*

APPROVED BY: Victoria Raab, General Manager, Corporate Services

ATTACHMENTS:

Attachment A – Annual Report of the Integrity Commissioner, July 1, 2021 to June 30, 2022

Integrity Commissioner Office
for the City of Kitchener

January 11, 2023

SENT BY E-MAIL TO:

Amanda Fusco
City Clerk
City of Kitchener
200 King Street West
Kitchener, ON N2G 4V6
Amanda.fusco@kitchener.ca

Re: City of Kitchener Integrity Commissioner Annual Report
File No.: IC-20016-1022 – Operating Period: July 1, 2021 to June 30, 2022

Dear Ms. Fusco:

Thank you for the opportunity to act as the Integrity Commissioner ("IC") for the City of Kitchener (the "City") over the past year.

As you know, the IC's role is to help Members of Council ("Members") ensure that they are performing their duties and functions in accordance with the City's Code of Conduct (the "Code") and the *Municipal Conflict of Interest Act*, R.S.O. 1990, c. M.50 ("MCIA"). The Integrity Commissioner is available to educate and provide advice to Members on matters governing their ethical behavior and compliance with the City's Code and MCIA. The IC is also responsible for receiving, assessing, and investigating appropriate complaints made by Council, its Members, and members of the public respecting alleged breaches of the Code and the MCIA by Members. Additionally, the Integrity Commissioner investigates complaints received from electors of the City, or persons demonstrably acting in the public interest, where it is alleged that a Council Member has contravened the provisions of the MCIA.

I am hereby providing the Annual Report for the sixth operating year covering the period July 1, 2021 to June 30, 2022.

<u>Requests for Advice</u>

One Request for Advice was received and responded to in writing.

The Request for Advice by Members must always be made in writing to the Integrity Commissioner. Similarly, any advice given to Members by the Integrity Commissioner is always provided in writing, and in accordance with the provisions of the City's Code and the applicable provisions of the MCIA.

Advice from the Integrity Commissioner should not be considered to constitute legal advice, and Members are always encouraged to seek the advice of their personal solicitor should they believe legal advice is necessary.

Code and MCIA Complaints

No Code or MCIA complaints were received in respect of Members during the preceding 12 months.

Billings

Billing for the year to date has totaled $2,632.90.

Final Comments

It has been a pleasure assisting the City and its Members in contending with the issues which arose in connection with the administration of the Code and *MCIA*. We look forward to continuing to provide the services of Integrity Commissioner to the City in the forthcoming year.

Yours truly,

Lori Lalonde
ADR Program Associate, ADR Chambers Inc.
Office of the Integrity Commissioner