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Hidden Valley Land Use Plan
Context
The “Hidden Valley” area comprises approximately 183 hectares of land bounded by the Grand River, Highway 8, Wabanaki Drive and the rail corridor near Fairway Road. The area is characterized primarily by rolling topography, including several agricultural fields, with large lot estate residential dwellings towards the river. Previous equine facilities, fields and original dwellings have evolved over time with two new subdivisions and other infill lots. A gravel pit existed at the northeasterly corner of Hidden Valley Road and Wabanaki Drive. Currently, Hidden Valley Road forms a ring-road system within Hidden Valley and a new regional road, the River Road extension, is approved along the northern and western edges of the area. There are steep slopes and grade changes that, along with the limited road access and limited views into the area contribute to the name, “Hidden Valley”.

By far, one of the greatest and most noteworthy features of this area is the significant natural environmental system. Several branches of a creek flow into and out of Hidden Valley ultimately draining to the Grand River with a branch of Hofstetter Creek also flowing north and out of Hidden Valley under the highway and, eventually, to the river. The features include an esker formation, provincially significant wetlands, large significant woodland and upland forest areas, rare and significant flora and fauna including regulated habitat for species at risk, significant wildlife habitat, sourcewater protection areas and steep slopes along the Grand River. The natural environment is very significant and has been referred to as the “jewel”.

From a land use planning perspective, the Hidden Valley area includes a ‘Residential Community Plan’ that was approved in 1989-90 which helped guide and stage development in the late 1990s/early 2000s to now following the creation of a second road access/egress (Wabanaki Drive) and some servicing infrastructure. That plan includes land from the old alignment of River Road extension to the river and contains much of the area that was, and still is, on limited services (i.e. sanitary, water, etc). The area generally north of the old River Road extension alignment to the rail corridor and highway is within the ‘Secondary Plan for the Hidden Valley Community’, which was approved in 1981 and holds the same status as a ‘Community Plan’. That plan envisioned business park land uses, which includes industrial and commercial uses, along the old alignment of the River Road extension and a planned internal road system. Development did not occur in this area as the River Road extension and services were never constructed (which are reflected in special policies and zoning holding regulations).

Following more than a decade of study and environmental assessment, a new alignment for the River Road extension is now approved. Provincial, regional and city policies and directions have also changed along with the context of growth and development in Waterloo Region. The existing land use plans and zoning for the Hidden Valley area are clearly out-of-date and will be replaced through recommendations of this Land Use Master Plan process.
Issues and Opportunities

Given the context of the area, including its limited access and services, the existing land use is almost entirely low rise, large lot/estate residential. Along the future development areas of the River Road extension, there is definitely an opportunity to establish a range of other land uses to support a more “complete community” (an area that one could live, work, shop and play). The adjacency of the Grand River and the presence of the significant environment features, coupled with the existing rural character of the area lends itself to opportunities for preserving and accessing open green spaces. With any new development, active parkland will be needed. Centrally-located parks, well-designed public spaces and a network of trails can enhance new development and contribute to health and livability.

The City is in the process of essentially overhauling the entire local level planning framework to respond to and implement changes in provincial, regional and city policy. The old land uses from the Official Plan, the existing Community Plans and the outdated zoning from 1985-1994 need to be replaced. The Region has decided on the revised River Road extension alignment and is proceeding with the design and construction phases. This establishes new knowns and new opportunities for parcels of land adjacent to the new road alignment. A significant body of technical work prepared through an extensive public process was completed through the various regional studies and environmental assessment, including on the natural environment, transportation, geotechnical, heritage, water, species at risk, economics, design options, lighting, noise, etc.

Hidden Valley is a special character area with some unique attributes (including the significant environmental features and limited service areas) that deserves specific policies within the City’s Official Plan via a Secondary Plan to provide certainty for the existing residential area and guidance for any new development. The intent is to create a plan so that new development is a positive addition to the community rather than through an ad-hoc reaction to any new development. From a land use policy standpoint, other considerations, include:

- There is currently no transit-service within the area (potential for River Road though). Typically, Kitchener land use planning occurs based on existing or planned transit routes.
- A portion of the land is within the ‘Built-Up Area’ and a portion is within the ‘Designated Greenfield Area’. This provides different policy directions and some challenges.
- A small portion of the northeastern most edge of the plan is within the ‘Influence Area’ of the Fairway Major Transit Station Area (i.e. within 800m of ION stop at the mall).
- This area is currently a ‘Special Policy Area’ within the Official Plan that provides direction for this master plan, servicing considerations and existing land uses.
- All of the existing ‘Business Park’ lands, save and except for the City-owned parcel at the southeasterly corner of Hidden Valley Road and Wabanaki Drive, were identified in the City’s Comprehensive Review of Employment Lands Study (2010) as ‘lands under review’ and were not included within the ‘protected employment’ category.
- Lands immediately to the west are currently considered ‘protected employment’ and are designated Heavy Industrial zoning.
- There are numerous environmental features and designations of local, regional, and/or provincial significance that must be considered and confirmed.
- Hidden Valley Road is a significant ‘Cultural Heritage Landscape’ and under consideration as a ‘Heritage Corridor’.
- A large portion of the area needs a wastewater/sanitary servicing solution. Also, there is no watermain for some of the area and limited other utility infrastructure.

Community members identified that environmental, transportation and streetscape/placemaking issues are of top concern. The protection of the natural environment is of critical importance along with the need for active park space. The methods of managing water (including flooding) requires solutions. There is also an opportunity to improve the conditions of roads, add sidewalks, and improve the existing streetscapes (including the remnant industrial/rail area along existing Wabanaki). The limited movement access/egress at Fairway Road/Wabanaki Drive is often noted as an issue and there are many commercial businesses on Fairway Road to drive to but there are not many neighbourhood-oriented uses in close proximity or walking distance. There is also a lack of community space and institutional uses close by (although the Kitchener Operations Facility is in the immediate vicinity).
Guiding Principles

- Respect and Enhance Existing Areas
- A More “Complete” Community
- Sustainability
- Protect the “Jewel”
- Mix of Uses along River Rd extension
Policy Directions
The following is a summary of the key directions for the Land Use Master Plan. These reflect internal and external directions and feedback and are intended to guide the next steps.

Urban Structure and Community Design
1. Identify a new “Urban Corridor” on River Road extension from existing Goodrich/Hidden Valley Rd to Highway 8. Revise the existing urban structure elements accordingly.
2. At this time, the parcel at southeasterly corner of Wabanki/Hidden Valley remains within the “Industrial Employment Area”.
3. The remainder of the land within the master plan is part of the “Community Area”.
4. Review and work with the Region of Waterloo on the River Road extension as a “Planned Transit Corridor”. Plan for transit-supportive densities along that route and in proximity to the nearby Fairway LRT Station. Provide transit-oriented design policies and guidelines for future development in that area.
5. The Land Use Master Plan requires approximately 2-3 hectares of new parkland. Provide a new, suitably-sized (~2ha) neighbourhood park using a 5-minute walking distance (approximately 450m) within the Urban Corridor along the River Road extension with connections to a trail system. Where possible, identify new and upgrade existing Urban Greens (small parkettes) in areas that are not served by a neighbourhood park within a 5-minute walk.

Natural Environment
1. Ensure that the form and function of the significant environmental features is conserved (protected and enhanced). Update the land use designations and zoning accordingly.
2. Undertake an Environmental Impact Study of the land use plan. Utilize water management background work and modelling as an input to that assessment. Determine appropriate zoning, development limits and setbacks (i.e. buffers) from natural heritage features. Include an assessment of proposed trailhead and trail locations.
3. Any future development should prepare an Environmental Impact Report.

Water Management
1. Utilize water management background work and modelling as an input to the secondary plan, technical studies and future development.
2. Establish a formal Stormwater Management Strategy and further investigate hydrogeological implications.
   a. This would include further confirmation of stormwater management facility locations (shown as ‘potential’ on the Land Use Master Plan)

Transportation
1. Establish transit and active transportation routes.
2. Create a Transportation Demand Management Plan for the lands within the Urban Corridor.
3. Incorporate a local road system within the Urban Corridor area that has access/egress to River Road extension.
4. Plan for improvements to the portion of existing Hidden Valley Road from Wabanki Drive to just before Hidden Valley (East) Creek.
5. Plan for shared parking arrangements between land uses and developments, parking within the hydro corridor, zero-emission vehicles, ride-share and automated vehicle drop-offs.
6. Define clear pedestrian and cyclist crossing points of River Road extension and existing Wabanki Drive. This may include analysis of above, below or at grade crossings with an understanding that the design of the River Road extension is a given.
Infrastructure

1. With the exception of land that can utilize the existing sanitary pumping station on River Birch Street, the remainder of the area requires a wastewater servicing solution. Formal options are to be explored and analyzed through a Municipal Class Environmental Assessment that is informed by the Land Use Master Plan. Consideration is to be given to environmental, economic, social, infrastructure and other appropriate criteria.

2. Confirm the requirements and extent for water servicing, utilities and flood control measures.

3. With the construction of the River Road extension, formally close portions of existing Hidden Valley Road no longer required, retain easement(s) and consolidate with adjacent lands where possible.

Cultural Heritage

1. The portion of Hidden Valley Road from approximately just south of Hidden Valley Creek to the location of the start of the new access arrangement to River Road extension near Highway 8 is the only portion of the road that would be the significant Cultural Heritage Landscape (CHL).

   a. Conserve this significant CHL via several methods, such as identification in the Official Plan and as a Heritage Corridor, inform the land use and zoning of the adjacent area, and prepare a Corridor Enhancement Plan that would include cross-section(s) of the road to guide the maintenance and enhancement of the rural, cultural heritage character.

2. Find opportunities to acknowledge and celebrate the Grand River, Indigenous Culture and the historical context of the area. This could be connected with future park and open space features, wayfinding, interpretive panels, views and vistas or other opportunities.

Streetscapes and Placemaking

1. Establish a “Community Gateway” to the existing residential area on the easterly side of Wabanaki/Goodrich/River Rd extension on either side of Hidden Valley Road at the corner. This should include well-defined, visible and decorative entry features.

2. Consider as part of any future plans for road or lighting improvements along Hidden Valley Road to include streetscape enhancements, such as banner poles and landscaping.

3. With the River Road extension by the Region of Waterloo it will replace some of the existing Wabanaki Dr. Investigate opportunities to improve the landscaping and streetscape. Eventually work with lands on the west side of Wabanaki Dr./River Road extension to enhance the streetscape.

4. Work with the community in the Estate and Large Lot Residential areas for placemaking/sense of place opportunities. This could include recognition of historical use of the land, including indigenous culture, equine stables and operations or other placemaking features regarding the prior use of the land and that could enhance the character of the area.

5. Establish the existing portion of Wabanaki Drive between the River Road extension intersection and Fairway Road as a “Priority Street” and a “Community Gateway”. This could be an important connection, including to the Fairway ION stop. Prepare a Streetscape Master Plan, incorporate specific features to define the area with its own unique sense of place and carry that through via a promenade style to the future development southeast of River Road extension. Establish views, vistas and potential access of the environmental area.

6. Prepare any urban design guidelines for the existing residential portion of the community and the future development areas to establish clear expectations for any development.

Sustainable Development

1. Any new development in the Hidden Valley area should achieve a high standard of environmental sustainability in terms of energy, water and waste conservation/generation; transportation demand management, air quality, etc. to assist with achieving greenhouse gas emission reduction targets and to help mitigate an adapt to climate change.

2. Target net-zero energy development for the Urban Corridor area along the River Road extension. Study opportunities for distributed/district energy systems/shared infrastructure.
### Hidden Valley Land Use Master Plan – Typologies

#### Low Rise Residential - Estate
- Single detached dwellings on estate sized lots that are privately/partially serviced
- Minimum lot width: 30 metres. Min. lot area: 0.4 ha
- Home businesses allowed
- Maximum lot coverage: 55%
- Maximum building height: 11 metres

#### Low Rise Residential - Large Lot
- Predominantly single detached dwellings on large sized lots. Second and Secondary dwelling units permitted.
- Minimum lot width: 24 m. Minimum lot area: 929 m²
- Home businesses allowed
- Maximum lot coverage: 55%
- Maximum building height: 11 metres

#### Medium Rise Residential
- Permits multiple dwellings (apartments), cluster townhouses, lodging houses, residential care facilities
- Apartments would allow complementary uses on the ground floor such as artisan’s establishment, studio, community facility, day care, convenience retail, office
- Minimum 20% landscaped
- Floor Space Ratio (FSR): min. 0.6 to max. 2.0
- Building height: min. 7.5 m to max 25 m (8 storeys)

#### High Rise Residential
- Permits multiple dwelling (apartments), residential care facilities
- Includes complementary non-residential uses: convenience retail, office, health office, day care, studio, personal services, community facility, etc.
- Minimum 20% landscaped
- FSR = min. 2.0 to max. 4.0
- Building height: min. 11 m to no max. but base/stepbacks

#### Mixed Use (Urban Corridor)
- A mix of commercial services, office, retail, multiple dwellings (apartments), institutional, etc.
- More “urban”-style development with active uses like shops and restaurants at street level and parking is accommodated underground or behind buildings
- Minimum 15% landscaped
- FSR: min. 0.6 – max. 2.0
- Building height: min. 11 m - max. 25 m or 50% greater if mixed use

#### Commercial (Urban Corridor)
- Typically commercial services, retail stores, offices and light employment businesses
- Also allows for uses such as banks, brewpubs, catering business, commercial schools, commercial entertainment, fitness centre, gas station, health clinic, personal services, veterinary, etc.
- Minimum 20% landscaped
- FSR: N/A
- Building height: up to max. 16 m or 25 m if mixed use building

#### Business Park Employment (General & Service)
- Land set aside for employment uses such as manufacturing, research and development, light industrial uses, contractor’s establishments, biotech, etc.
- Allows for some complementary commercial such as fitness centre, craftsperson shop, personal services, restaurants
- Office allowed 450m from transit
- Visual barrier for residential zone
- FSR: N/A. Building height: N/A (max. 11 m near residential)

#### Site Specific Policy Areas
1. Community and Institutional Uses – in addition to Commercial, other uses such as community facility, cultural facility, stand-alone place of worship, and other institutional uses would also be permitted.
2. Subject to Regulation and Further Study – this area is within a provincial ministry regulated area. The future land use is subject to further study or permitting.
3. Neighbourhood Commercial Uses – in addition to Business Park Employment, convenience retail and personal services would also be permitted.
4. Compatibility of Sensitive Uses – notwithstanding any of the land use categories, sensitive uses such as residential, day care facilities and places of worship may not be permitted within 70-300m of an industrial zone and may require compatibility studies.

#### Major Infrastructure and Utility
- Large scale infrastructure and utilities for public use
- Includes electrical transformer stations, public works yards, transportation or waste facility

#### Natural Heritage Conservation
- Protection of natural heritage (environmental) features and their ecological function
- May include wetlands, woodlands, valleylands, species habitat, etc
- No development permitted (only ‘existing’ agriculture allowed)

#### Open Space
- Typically “green” areas that may have steep slopes or opportunities for outdoor passive recreation as part of a connected open space, natural, trail or park system
- Provides a “buffer” between land uses
- No development permitted (except related to recreation)

#### Neighbourhood Park
- Provide locations for active and passive recreation, playgrounds, field, etc.

#### Urban Green
- Provide small, walkable amenity spaces for the immediately surrounding area. May include seating, small playground or other

#### Existing / Proposed SWM Facilities
- Provide quantity and/or quality control for water run-off

#### Community Gateway
- Main entrances to the community or neighbourhood that are opportunities for placemaking features (enhanced landscaping, signage)
Implementation
The following aspects will help implement this Land Use Master Plan. Utilize an integrated and public process.

Official Plan Implications
- Prepare a draft amendment to Map 2 – Urban Structure to reflect the policy directions of this plan, including:
  - Identify a new ‘Urban Corridor’ along the River Road extension within the plan area instead of Industrial Employment Area and Major Transit Station Area.
  - Identify River Road extension as a ‘Planned Transit Corridor’.
- Prepare a draft amendment to Map 3 – Land Use to identify that the Hidden Valley area should ‘Refer to Secondary Plan for Detail’
- Prepare a draft amendment to Map 5 – Specific Policy Areas to remove #2 Hidden Valley (since it will be replaced with Secondary Plan maps and specific policies)
- Prepare a draft amendment to Map 6 – Natural Heritage System to reflect some minor adjustments
- Prepare a draft amendment to Map 9- Cultural Heritage Resources to indicate Hidden Valley Road from approximately Hidden Valley Creek to near Highway 8 as a Heritage Corridor
- Prepare a draft amendment to Map 11 – Integrated Transportation System to:
  - Illustrate the River Road extension as ‘Planned’ (or if any phase is built prior to the Official Plan Amendment then as ‘Existing’)
  - Illustrate Hidden Valley Road from approximately Hidden Valley Creek to near Highway 8 as a ‘Heritage Corridor’
  - Update the ‘Planned – Secondary Multi-use Pathway/Connection (Type 2)’

Secondary Plan and Supporting Technical Studies
- Prepare a draft Secondary Plan that would be incorporated into the Official Plan via an amendment to Section 16.D. At minimum, the Secondary Plan should include:
  - A Land Use Plan; a Natural Heritage System, Environmental and Water Management Map; and any other map/plan deemed appropriate for showing Secondary Plan details.
  - Objectives, general and topic-specific (natural environment, water management, parks, transportation, etc.) policies where required to identify directions for this community, and land use designation policies. Where possible, utilize the parent Official Plan policies and land use designation policies.
- The Official Plan Amendments, Secondary Plan and supporting technical studies should provide guidance for zoning, development applications and implementation.

Wastewater Servicing EA
- Proceed with a City-led Municipal Class Environmental Assessment for wastewater (sanitary) servicing that, at minimum, includes:
  - Utilization of the Land Use Master Plan
  - Assessment of options to service new development areas, particularly the urban corridor area along the River Road extension.
    - Confirm whether or not it is feasible that, if it is determined that there could be future development within Site Specific Policy Area 2B, that there may be a servicing solution to the north near the new Hidden Valley Road access and River Road extension.
  - Reduce, minimize, eliminate or improve potential impacts to the natural environment
  - Considers the life-cycle costs of any resultant municipal assets within the option analysis
Zoning
- Prepare a draft Zoning By-law Amendment concurrently with, and that would conform to, the Secondary Plan and Official Plan Amendment.
  - Utilize the base zones from the new Zoning By-law (CROZBy project).
  - Provide context and site-specific provisions to achieve the Land Use Master Plan, Secondary Plan/OP policies and Urban Design Guidelines.
  - Update the zoning for the existing developed residential area.
  - Consider if new development areas should be pre-zoned, zoned with holding provisions or zoning deferred until development application stage.

Urban Design
- Prepare and utilize 3D modeling, visualizations and testing of urban design principles to inform the policies, zoning and preparation of any neighbourhood-specific design guidelines. Specific attention should be paid to building heights and massing, building relationship to the street, setbacks and stepbacks. A transit and active transportation-oriented ground floor environment is important for the Urban Corridor area along with appropriate building base and features of mid-rise and tall buildings within the mixed use, medium rise residential and high rise residential areas.
- Identify (existing) Wabanaki Drive from Fairway Road to the intersection with River Road extension as a Priority Street with a Community Gateway function. Prepare a Streetscape Master Plan and accompanying design guidelines and standards.
- Incorporate the above into the Urban Design Manual (UDM)

Natural Heritage System and Trails
- Management Plans should be prepared for significant natural heritage features within the Land Use Master Plan area. This may occur as a condition of a development application and/or with decisions on ownership and operation.
- Confirm ownership and access rights to any of the natural heritage system, open space, parks and trails within the Land Use Master Plan area.
- Any trail system that is identified within the Natural Heritage System of this Land Use Master Plan area should undertake further environmental study. Incorporate trail-heads and wayfinding signage.

Streets and Roads
- A new local road should be considered within future development applications for lands in the Urban Corridor with access to River Road extension.
- With the construction of the River Road extension, existing streets in the area should be appropriately renamed (i.e. portion of Wabanaki Drive).
- Prepare a cross section(s) and guidelines for Hidden Valley Road from Goodrich/Wabanaki to Hidden Valley (East) Creek that has a more urban condition. Include in the appropriate manual.
- As part of the Corridor Enhancement Plan, prepare a cross section(s) and guidelines for Hidden Valley Road from the creek to Highway 8 that respects and enhances the character and significance of the significant Cultural Heritage Landscape/Heritage Corridor. Include in the appropriate manual.
- Work with the Region of Waterloo and Ministry of Transportation on any future improvements and enhancements that could be made to the intersection of Fairway/Wabanaki.

Community Plans
- With the consideration of the Official Plan Amendments and Secondary Plan, the existing Hidden Valley Industrial and Residential Community Plans should be repealed.
Appendix - Neighbourhood Planning Review Summary

The Hidden Valley Land Use Master Plan project process was formally initiated in early 2018 and is the first step of a multi-year process to update the planning framework.

Project Process

The project was divided into two major phases. The first phase involved internal project team discussions to study and apply technical information/reports available through the Region, GRCA and MNR in preparation of the land use and zoning maps. In addition, the draft maps were circulated to the City, Region and GRCA experts for their professional opinion before presenting the maps at the public information centres.

Project Team

The Hidden Valley project has an internal team of various experts from the City, Region and Provincial level governments. The internal project team representation is shown in the table below. In addition to the technical expertise, a significant number and wide range of technical studies were completed by the Region as part of the South Kitchener Transportation Corridor Study and subsequent Class Environmental Assessment for the River Road extension. Any further technical work conducted as part of the detail design for River Road extension, or from any related City-initiative is being utilized in the consideration of the land use master plan and secondary plan. At the next stage, additional technical assessments will be conducted in response to the land use plan which will accompany the formal Secondary Plan and provide direction for the land use, zoning, design guidelines, heritage implementation and for any subsequent development applications to follow.

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<tr>
<th>City of Kitchener</th>
<th>Review Area/Expertise</th>
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<tbody>
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<td>Planning</td>
<td>Long Range &amp; Policy Planning, Urban Design</td>
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<td>Development Review</td>
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<td>Transportation</td>
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<td>Technology Innovation &amp; Services</td>
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<td>Communications &amp; Marketing</td>
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Public Process

The Project team solicited feedback from public, developers and other stakeholders on the conceptual land use and zoning maps. For this purpose, two public information centres were arranged in the area. These public open houses provided opportunities to review proposed land use, zoning and other relevant documents and discuss these proposed changes with professionals from the City, Region and Grand River Conservation Authority. Stakeholders were given various options to provide feedback that included completing a feedback form, emailing comments, and have one to one meeting with project manager.

The first public information center was in June 2018. Background information was presented along with some of the considerations and potential guiding principles. Feedback was solicited from the community about the important characteristics of the area and suggestions moving forward. The information presented at the meeting included:

1. What are secondary plans
2. Existing land use and zoning maps
3. Supporting technical information
4. Key aspects of City land use review and considerations
5. Final outcome/deliverables of the project

Four themes, Figure 1, emerged from the feedback received during the first public information centre. These themes were Engineering and Stormwater, Transportation, Land Use and Character, and Environment. The project team incorporated the feedback into the process.

The second public information centre occurred in November 2018. City staff presented a draft land use plan for the area informed by the project team’s work and stakeholder feedback. The information presented at the meeting included:

1. Land use consideration
2. Land Use typology for both residential and non-residential uses
3. Preliminary technical review information on:
   a. Environment, Transportation, Engineering & Water Management, Planning, Cultural Heritage, Parks & Trails
4. Master Plan guiding principles

The feedback, Figure 2, received from the second public information centre had some similarities; however, the top three area of concerns were flooding, traffic and environment.
## Acknowledgements

**Project Manager**

Brandon Sloan (Planning)

### City of Kitchener

- Carol Bacon (Operations – Design & Development)
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