

Staff Report



Development Services Department

www.kitchener.ca

REPORT TO: Planning and Strategic Initiatives Committee

DATE OF MEETING: May 8, 2023

SUBMITTED BY: Garrett Stevenson, Interim. Director of Planning, 519-741-2200 ext. 7070

PREPARED BY: Andrew Pinnell, Senior Planner, 519-741-2200 ext. 7668

WARD INVOLVED: 1

DATE OF REPORT: April 20, 2023

REPORT NO.: DSD-2023-193

SUBJECT: 528-550 Lancaster Street West
Official Plan Amendment Application OPA21/010/L/AP
Zoning By-law Amendment Application ZBA21/015/L/AP
Owner: 550 Lancaster Inc. & 528 Lancaster Street West Inc.
AND
26 Bridge Street West
Zoning By-law Amendment Application ZBA22/023/B/AP
Owner: 550 Lancaster Inc.

RECOMMENDATION:

528-550 Lancaster Street West

1. That Official Plan Amendment Application OPA21/010/L/AP for 550 Lancaster Inc. & 528 Lancaster Street West Inc. be adopted, in the form shown in the Official Plan Amendment attached to Report DSD-2023-193 as Attachments 'A1' 'A2' and 'A3', and, accordingly, forwarded to the Regional Municipality of Waterloo for approval; and
2. That Zoning By-law Amendment Application ZBA21/015/L/AP for 550 Lancaster Inc. & 528 Lancaster Street West Inc. be approved in the form shown in the Proposed By-law and Map No. 1, attached to Report DSD-2023-193 as Attachments 'B1' and 'B2'; and
3. That the Urban Design Brief prepared by MHBC Planning, dated May 2022 (Revised March 2023), attached as Attachment 'C' to report DSD-2023-193 be endorsed, and that staff be directed to implement the Urban Design Brief through future Site Plan Approval processes, and at the discretion of the City's Director of Planning, significant changes to the Urban Design Brief will be to the satisfaction of Council; and further

26 Bridge Street West:

4. That Zoning By-law Amendment Application ZBA22/023/B/AP for 550 Lancaster Inc. be approved in the form shown in the Proposed By-law and Map No. 1, attached to Report DSD-2023-193 as Attachments 'G1' and 'G2'.

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

REPORT HIGHLIGHTS:

- The purpose of this report is to evaluate and provide planning recommendations regarding the Official Plan Amendment and Zoning By-law Amendment applications requested by 550 Lancaster Inc. & 528 Lancaster Street West Inc. for the subject lands, addressed as 528-550 Lancaster Street West and 26 Bridge Street. It is Planning staff's recommendation that the Official Plan Amendment be adopted and Zoning By-law Amendments be approved.
- The proposed amendments support the creation of a high-rise residential development with ground floor live/work units, within an *Urban Corridor*. As an Urban Corridor, this area is planned to be a focus for intensification. The two dwellings with heritage interest, addressed as 544 and 546 Lancaster Street West, would be relocated to 26 Bridge Street West and used for low density residential purposes.
- Community engagement included:
 - Circulation of a preliminary notice postcard to property owners and occupants within 240 metres of each of the subject lands;
 - Installation of notice signs on each of the lands;
 - Virtual neighbourhood meeting held on January 20, 2022 regarding 528-550 Lancaster Street West;
 - Postcard advising of the statutory public meeting was circulated to all property owners and occupants within 240 metres of the subject lands, those who responded to the preliminary circulation, and those who attended the neighbourhood meeting;
 - Notice of the public meeting was published in The Record on April 14, 2023.
- This report supports the delivery of core services.

EXECUTIVE SUMMARY:

The applicants are requesting an amendment on two separate properties to facilitate high rise residential redevelopment of the lands addressed as 528-550 Lancaster Street West. The effect of the amendments would permit 528-550 Lancaster Street West to be redeveloped with a development concept consisting of 1,281 dwelling units plus 20 live/work units, within 5 multiple dwellings. Two dwellings with heritage interest, addressed as 544 and 546 Lancaster Street West, would be relocated to 26 Bridge Street West for use as single detached dwellings. An Official Plan Amendment and Zoning By-law Amendment (ZBA) are requested for the lands addressed as 528-550 Lancaster Street West and a ZBA only is requested for the lands addressed as 26 Bridge Street West. In the case of both properties, holding provisions would be applied to prohibit development until certain conditions are met. Planning staff is recommending that the Official Plan Amendment be adopted, and the Zoning By-law Amendments be approved.

BACKGROUND:

550 Lancaster Inc. and 528 Lancaster Street West Inc. (the Owners) have made application for Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA) for the lands addressed as 528-550 Lancaster Street West ("subject lands on Lancaster"). Also, 550 Lancaster Inc. has made application for ZBA for the property addressed as 26 Bridge Street West ("subject property on Bridge"). The two subject areas are located within 420 metres of each other, as shown in Figure 1. These applications would allow 528-550 Lancaster Street West to be redeveloped for high density residential development and allow two buildings with heritage interest, addressed as 544 and 546 Lancaster Street West, to be relocated to 26 Bridge Street West for use as single detached dwellings, each with an additional dwelling unit (attached).



Figure 1 - 528-550 Lancaster Street West (“subject lands on Lancaster”) is shown at bottom and 26 Bridge Street West (“subject property on Bridge”) is shown at top.

The majority of subject lands addressed as - Lancaster Street West (approximately 84% or 14,161 square metres) are designated Mixed Use in the 2014 Official Plan and are zoned MIX-2 with Site Specific Provision (49) in By-law 2019-051. A smaller portion of the lands (approximately 16% or 2,606 square metres) are designated Business Park Employment in the 2014 Official Plan and are zoned EMP-5 with Site Specific Provisions (78) and (79) in By-law 2019-051.

Highlights of the existing Mixed Use / MIX-2 (49) permissions are as follows:

- Wide range of commercial and residential land uses are permitted;
- Minimum Floor Space Ratio (FSR) of 1.0 and a maximum FSR of 4.0; and
- Maximum building height of 25 metres and 8 storeys.

Highlights of the existing Business Park Employment / EMP-5 (78)(79) permissions are as follows:

- Limited range of industrial employment uses permitted;
- Minimum lot area of 2,000 square metres;
- Minimum lot width of 25 metres;
- No minimum or maximum FSR; and
- No maximum building height.

A portion of the subject property addressed as 26 Bridge Street West is designated Low Rise Residential in the 2014 Official Plan and is identified as Community Areas within the City's Urban Structure. This portion is zoned RES-2 in By-law 2019-051. The other portion of the property is designated and Natural Heritage Conservation in the 2014 Official Plan and is identified as Green Areas within the Urban Structure. This portion is zoned EUF-1 in By-law 2019-051. It is only the portion zoned RES-2 that is subject to the requested ZBA.

Highlights of the existing Low Rise Residential / RES-2 permissions are as follows:

- A limited number of low rise residential uses are permitted, including: Single Detached Dwelling, Additional Dwelling Units (Attached), Additional Dwelling Units (Detached), Hospice, Small Residential Care Facility, and Home Occupation;
- A maximum of one Single Detached Dwelling is permitted on a lot;
- Minimum lot area of 411 square metres; and
- Minimum lot width of 13.7 metres.

Site Context

528-550 Lancaster Street West:

The subject lands on Lancaster Street West have approximately 168 metres of frontage on the east side of Lancaster Street, between General Drive and Lang Crescent, within the Bridgeport West Planning Community. The lands are 1.68 hectares in area (4.14 acres) and located approximately 100 metres west of the Grand River. The lands contain a recently constructed 10-storey multiple dwelling addressed as 528 Lancaster Street West (the subject applications apply to this building as well as to the balance of the lands). The property is irregular in shape and contains three dwellings, addressed as 544, 546, and 550 Lancaster Street West. The former two dwellings are not designated or listed under the Ontario Heritage Act but have been identified on the Heritage Kitchener Inventory as having potential cultural heritage value or interest. The buildings addressed as 544 and 546 Lancaster Street West are proposed to be relocated to 26 Bridge Street West, and the building addressed as 550 Lancaster Street West is proposed to be demolished. The buildings are currently occupied. The applicants advise that the existing tenants will be offered affordable units within the existing 528 Lancaster Street West building and that details are being worked out individually with tenants.

The two properties immediately north of the subject lands on Lancaster are zoned MIX-2 and contain single detached dwellings. A tire shop is located to the northeast. The property to the east is located within the Lancaster Business Park and developed as a professional office. The property to the south is developed with a Tim Hortons restaurant. The properties on the opposite side of Lancaster Street are within the Lancaster Urban Corridor, are designated Mixed Use, and are developed with a mix of low rise residential uses and low rise commercial uses. Beyond the Lancaster Urban Corridor, approximately 70 metres west of the subject lands on Lancaster, is the low rise residential neighbourhood serviced by General Drive and Lang Crescent. The property at the northeast corner of Lancaster Street and Bridgeport Road, across from Tim Horton's, was recently developed for multiple residential use with affordable housing units (St. Paul's Lutheran Church site).

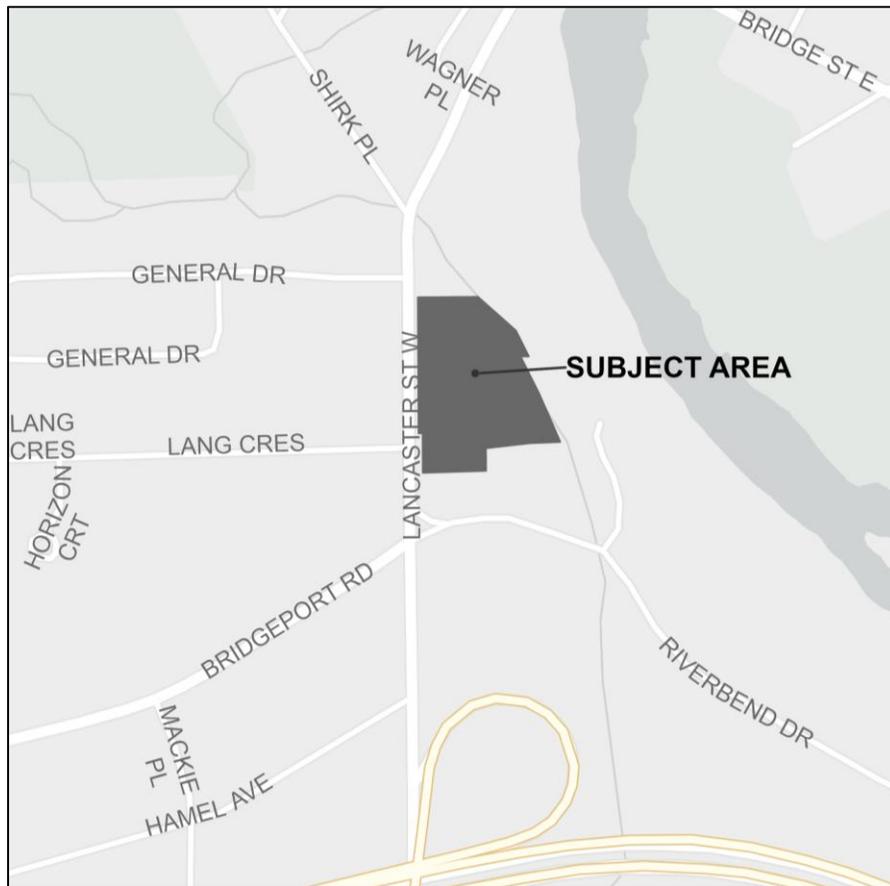


Figure 2 - 528-550 Lancaster Street West (“subject lands on Lancaster”)

26 Bridge Street West:

The subject property on Bridge Street West is located approximately 420 metres north of the subject lands on Lancaster Street West, also within the Bridgeport West Planning Community. The property has approximately 20.2 metres of frontage on the north side of Bridge Street and is 0.12 hectares in area (0.3 acres). The property is rectangular in shape and undeveloped. The lands are sloped towards Laurel Creek (located approximately 30 metres to the east) and Grand River (located 140 metres to the east). The property to the west is developed with a two-storey multiple residential building. The property to the east is addressed as 20 Bridge Street and is developed with a two-storey red brick single detached dwelling that is identified on the Heritage Kitchener Advisory Committee Inventory as a property of interest, having been constructed in c.1890. Lands to the north are developed for low rise residential uses.



Figure 3 - 26 Bridge Street West (“subject property on Bridge”)

REPORT:

528-550 Lancaster Street West:

The applicant is proposing to develop the subject lands on Lancaster with a development concept consisting of five high-density residential buildings, containing 1,281 dwelling units plus 20 live/work units (i.e., units that can be converted from residential to commercial and vice versa). The applicant advises that the development would be a purpose-built rental project, consisting of one- and two-bedroom units:

	Status	Number of Building Storeys	Number of Storeys in Base (Podium)	Number of Live / Work Units	Number of Typical Dwelling Units	Total Number of Units
Building A (528 Lancaster St W)	Existing	10	N/A	N/A	127	127
Building B	Proposed	12	6	18	218	236
Building C	Proposed	34	8	N/A	411	411
Building D	Proposed	26	8	N/A	302	302
Building E	Proposed	18	8	2	223	225
Total	N/A	N/A	N/A	20	1,281	1,301

The proposed development includes a combination of structured (mostly above grade and partially underground) and surface parking which together would provide 917 parking spaces. Amenity

spaces are located within each building and shared outdoor common amenity spaces are located above the 4th storey parking structure, between Buildings C and D (totaling 2,000 sq.m. in area), and on the rooftop of Building B (1,127 sq. m.). Additional common outdoor amenity areas are distributed throughout the site at ground level.



Figure 4 – Proposed Development Concept for 528-550 Lancaster Street West



Figure 5 – Conceptual rendering showing a view to the proposed development from the intersection of Bridgeport Road and Lancaster Street West. The existing Tim Hortons restaurant is shown in the foreground. The existing building addressed as 528 Lancaster Street West (subject to the requested amendments) is located directly behind Tim Hortons.

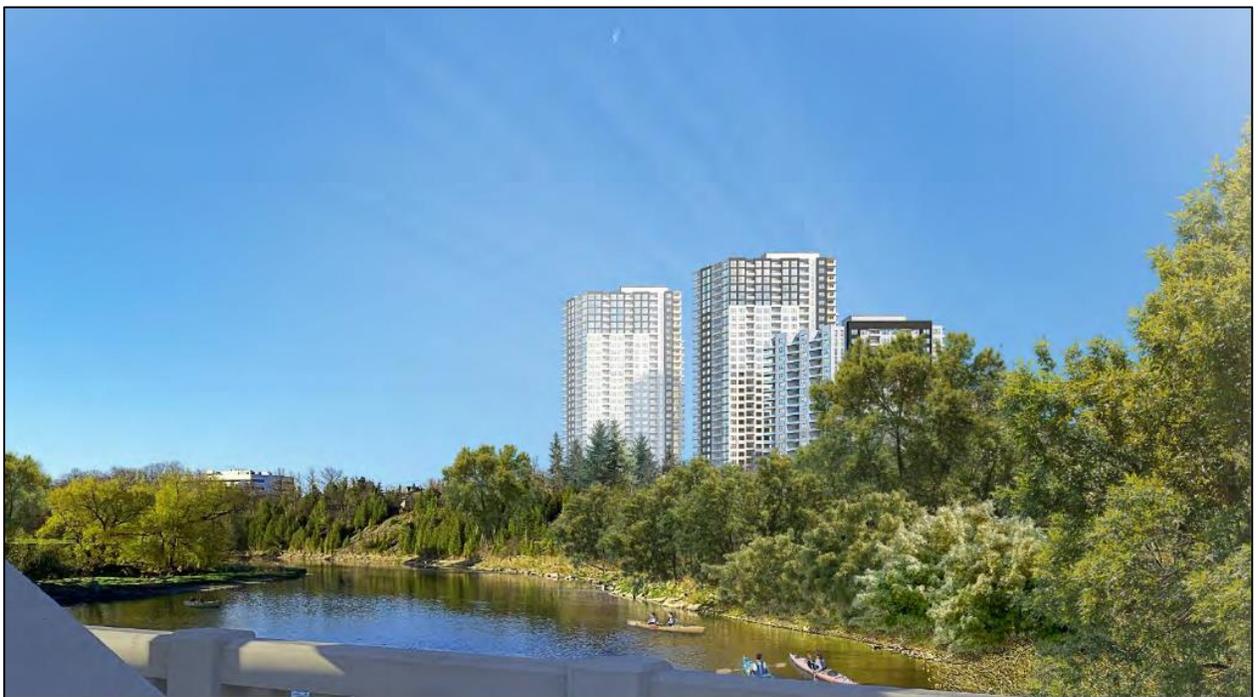


Figure 6 –Conceptual Rendering showing a view of the proposed development from the Bridge Street bridge over the Grand River.

Through the review of the applications, the site concept and proposal were revised to reduce the height of buildings directly abutting Lancaster Street and increase the height of buildings further from Lancaster Street, to create a better pedestrian streetscape while maintaining the same number of dwelling units. It should also be noted that the Floor Space Ratio of the proposal was increased during the review period from 5.8 to 7.5 as a result of not originally counting the massing of the parking structure within the calculation. All above floor area is included in the FSR calculation, including floor area for structured parking.

To facilitate the redevelopment of the subject lands on Lancaster with the proposed development concept, the applicant is requesting an Official Plan Amendment (OPA) and a Zoning By-law Amendment (ZBA). The purpose of the OPA is to:

- a. Amend *Map No. 3 – Land Use* by changing the land use designation of the portion of the subject lands designated *Business Park Employment* to *Mixed Use*, as shown on the attached Schedule A;
- b. Amend *Map 5 – Specific Policy Areas* to remove the lands identified on Schedule B from Specific Policy Area 9. Lancaster Business Park;
- c. Amend *Map No. 5 – Specific Policy Areas* to remove the lands identified on Schedule B from Specific Policy Area 15. Lancaster Urban Corridor;
- d. Amend *Map 5 – Specific Policy Areas* by adding **Specific Policy Area 64. 528-550 Lancaster Street West** for the lands identified on Schedule B.
- e. Part D, Section 15.D.12 is amended by adding Site Specific Policy Area policy 15.D.12.64 as follows:

“15.D.12.64 **528-550 Lancaster Street West**

Notwithstanding the *Mixed Use* land use designation and associated policies within Section 15.D.4, the following shall apply only to the lands addressed as 528-550 Lancaster Street West:

- i. The maximum building height shall be 34 storeys and 110 metres;
- ii. The maximum floor space ratio shall be 7.5;
- iii. A Holding provision pursuant to Section 17.E.13 will apply to prohibit new development or land uses until such time as the following conditions have been met and this holding provision has been removed by by-law:
 1. A Relocation and Conservation Plan have been submitted to the satisfaction of the City’s Heritage Planner and Director of Planning;
 2. A Transportation Impact Study has been submitted and approved to the satisfaction of the Regional Municipality of Waterloo;
 3. A Functional Servicing and Detailed Grading Plan and Stormwater Management Report has been submitted and

approved to the satisfaction of the Regional Municipality of Waterloo;

4. A Detailed Transportation and Stationary Noise Study has been completed and accepted and implementation measures addressed for each building to the satisfaction of the Regional Municipality of Waterloo. The detailed stationary noise study shall review the potential impacts of the development on itself (e.g. HVAC system on the sensitive points of reception) and the impacts of the development on adjacent noise sensitive uses; and
5. A Record of Site Condition (RSC) in accordance with O. Reg. 153/04, as amended, has been filed on the Ministry of Environment, Conservation and Parks (MECP) Environmental Site Registry and the RSC and Ministry's Acknowledgement letter is received to the satisfaction of the Regional Municipality of Waterloo."

- iv. Notwithstanding the Mixed Use land use designation along Lancaster Street West, free-standing retail uses will be permitted to locate within new buildings, to a maximum gross floor area of 1,000 square metres."

The purpose of the ZBA is to change the zoning from Mixed Use Two Zone (MIX-2) with Site Specific Provision (49) and General Business Park Employment (EMP-5) with Site Specific Provisions (78) and (79) to MIX-2 with Site Specific Provision (366), as follows:

- a) The maximum *building height* shall be 110 metres, measured from the highest grade at the perimeter of the building;
- b) The maximum number of *storeys* shall be 34 storeys;
- c) The minimum *Floor Space Ratio* (FSR) shall be 1.0;
- d) The maximum *Floor Space Ratio* (FSR) shall be 7.5;
- e) The minimum *street line setback* for *mid-rise buildings* and *tall buildings* constructed after the date of passing of this by-law shall be 1.5 metres;
- f) The minimum *rear yard* setback shall be 4.2 metres;
- g) The maximum number of *storeys* in the base of a *mid-rise* or *tall building* shall be 8 storeys;
- h) The minimum percent *street line façade openings* shall be 43%;
- i) The minimum parking rate for dwelling units shall be 0.6 spaces per dwelling unit, to a maximum of 1,300 dwelling units;
- j) The minimum visitor parking rate for dwelling units shall be 0.1 spaces per unit, to a maximum of 1,300 dwelling units;
- k) The minimum parking rate for live / work units shall be 1 space per 67 square metres of gross floor area which accommodates such use.

In addition, Holding Provision (46H) is proposed to be applied to ensure the following plans / materials / studies are submitted to the appropriate authority, prior to development occurring:

- A Relocation and Conservation Plan regarding 544 and 546 Lancaster Street West, to the satisfaction of the City's Director of Planning;
- A Transportation Impact Study, to the satisfaction of the Region of Waterloo;
- A Functional Servicing Report and Detailed Grading Plan and Stormwater Management Report, to the satisfaction of the Region of Waterloo;
- A Detailed Transportation and Stationary Noise Study, to the satisfaction of the Region; and

- A Record of Site Condition and associated Ministry Acknowledgement letter, to the satisfaction of the Region of Waterloo.

26 Bridge Street West:

To facilitate the above noted redevelopment at the subject lands on Lancaster, the two buildings on the City's Inventory of Historic Buildings, addressed as 544 and 546 Bridge Street West, are proposed to be relocated to 26 Bridge Street West, 420 metres to the north of their current location. The third dwelling, addressed as 550 Lancaster Street West, is not of heritage interest and is proposed to be demolished. The two buildings would be used as single detached dwellings, each with an additional dwelling unit (attached), also known as a duplex, for a total of four dwelling units on the property.

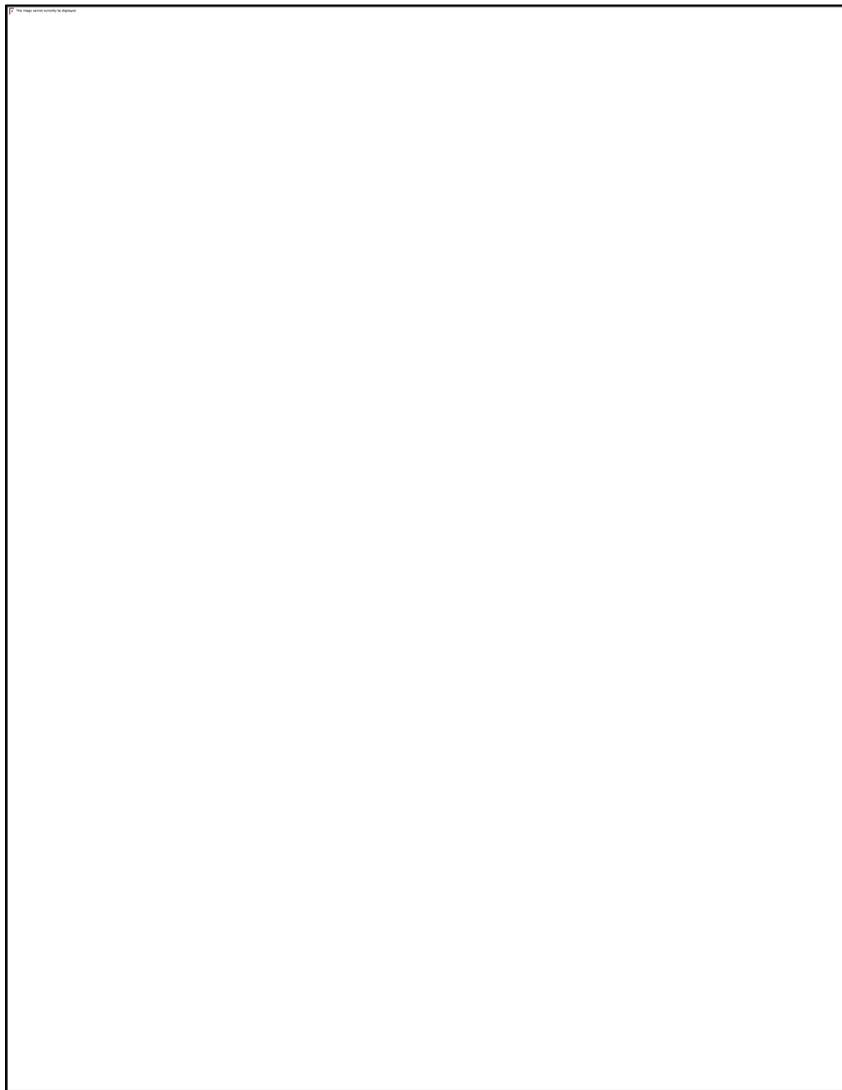


Figure 7 – Proposed Development Concept for 26 Bridge Street West



Figure 8 – Northwest perspective view showing a rendering of the proposed dwellings (on the left) from Bridge Street. An existing dwelling (20 Bridge Street) is shown for context (on the right).



Figure 9 – Northeast perspective view showing a rendering of the proposed dwellings (on the left) from Bridge Street. An existing dwelling (20 Bridge Street) is shown for context (on the right).

Due to the narrow lot width, and the heritage requirement to protect the side-by-side building arrangement, the dwellings are proposed to be positioned perpendicular to Bridge Street. In this way, both buildings would be visible as one travels west from the roundabout at Bridge/Lancaster towards Woolwich Street. The heritage buildings would be more visible from the public realm than presently, since currently large trees partially obscure their view from Lancaster Street and are set back 50 metres from Lancaster Street. The dwellings are proposed to be placed less than half this distance from Bridge Street (23 metres).

To facilitate the placement of these buildings on the lot, the owner is requesting a ZBA to Zoning By-law 2019-051 to add Site Specific Provision (367) to the current RES-2 Zone. The main purpose of this ZBA is to permit two single detached dwellings on one lot, since currently only one single detached dwelling is permitted on a lot. This provision would only apply to the two buildings to be relocated from 544 and 546 Lancaster Street West, not to new buildings. The provision would also permit each dwelling to contain one additional dwelling unit (attached). Additionally, the provision would not require the typical visual barrier between the parking lot and the abutting property addressed as 20 Bridge Street West, to ensure the view to the heritage buildings is maintained and due to a grade change between the properties.

Moreover, Holding Provision (47H) is proposed to ensure the following plans / materials / reports are submitted to the appropriate authority, prior to placement of the dwellings:

- An Urban Design Brief, including a Landscaping Plan and Planting Plan, related to the design and screening of retaining walls, to the satisfaction of the City's Director of Planning; and
- Detailed Grading / Stormwater Management Plan and Servicing Plan, to the satisfaction of the Region of Waterloo.

Planning Analysis:

Planning Act, R.S.O. 1990, c. P.13:

Section 2 of the Planning Act establishes matters of provincial interest and states that the council of a municipality, in carrying out its responsibilities under the Planning Act, shall have regard to, among other matters, matters of provincial interest. For example:

- The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- The minimization of waste;
- The orderly development of safe and healthy communities;
- The adequate provision of a full range of housing, including affordable housing;
- The adequate provision of employment opportunities;
- The appropriate location of growth and development;
- The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- The promotion of built form that,
 - Is well-designed,
 - Encourages a sense of place, and
 - Provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;
- The mitigation of greenhouse gas emissions and adaptation to a changing climate.

These matters of provincial interest are addressed and are implemented through the Provincial Policy Statement and Growth Plan which direct how and where development is to occur. The City's Official Plan is an important vehicle for the implementation of the Provincial Policy Statement and

Growth Plan. Planning staff is of the opinion that the requested amendments adequately address the matters of provincial interest outlined above.

Provincial Policy Statement, 2020:

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. Section 1.4.3(b) of the PPS promotes all types of residential intensification, and sets out a policy framework for sustainable, healthy, liveable and safe communities. The PPS promotes efficient development and land use patterns, as well as accommodating an appropriate mix of affordable and market-based residential dwelling types with other land uses, while supporting the environment, public health and safety. Provincial policies promote the integration of land use planning, growth management, transit-supportive development, intensification, and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs.

To support provincial policies relating to the optimization of infrastructure, transit and active transportation, the proposed land use designation and zoning for the subject lands on Lancaster facilitate a compact form of development which efficiently uses the subject lands. Also, the lands are within proximity to transit, including two local bus routes (Route #5 and Route #6).

Additionally, the lands are within proximity to the Walter Bean Trail, several local parks (e.g., Lancaster Business Park Greenway, Lancaster Park, Bridgeport Trail Natural Area, Joe Thompson Park, Bridgeport Sportsfield, Breithaupt Park), and Bridgeport Community Centre (approx. 800 metres). The proposed development would make efficient use of existing services and adjacent Regional roads, including Lancaster Street, Bridge Street, and Bridgeport Road.

Provincial policies support the provision of a broad range of housing, noting that the applicant advises the development would be a purpose-built rental project, consisting of one- and two-bedroom units.

Presently, along the section of Lancaster Street directly abutting the subject lands on Lancaster, a sidewalk is located only on the west (opposite) side of Lancaster Street, though sidewalks on both sides of Lancaster Street are present immediately south of 528 Lancaster St W (to the south) and recommencing two properties north of the subject lands on Lancaster. However, Regional staff advise that as part of the Lancaster Street Preliminary Design and Environmental Assessment Study, the installation of a sidewalk on the east (same) side of Lancaster Street to service the existing building at 528 Lancaster was added. Due to the subject proposal, the Region has advised it will also install a sidewalk service to the balance of the subject lands. The sidewalk is expected to be installed in 2025. Also, the Region is currently doing a study to determine the need for and configuration of cycling facilities on Bridgeport Road from Erb Street to Lancaster Street. This study will include the Bridgeport/Lancaster intersection and consider the proposed roadworks and active transportation facilities on Lancaster Street, south of the Bridgeport intersection. Any proposed works on Lancaster Street north of Bridgeport Rd will be the subject of a future study.

The ZBA for the subject property on Bridge facilitate low rise residential development of a property that has been vacant for an indefinite period (at least 27 years). The applicant has acquired this property and is willing to undertake significant grading changes, including constructing several retaining walls, to render the property developable under the current base zone. Moreover, the ZBA will conserve two buildings with heritage interest, in accordance with section 2.6.1 of the PPS which states, "2.6.1 Significant built heritage resources and significant cultural heritage landscapes shall be conserved."

Planning staff is of the opinion that the requested amendments will facilitate the redevelopment of the subject lands on Lancaster with high-density development that is compatible with the surrounding area, will contribute towards achieving a complete community, is transit supportive and will make use of the existing infrastructure. No new public roads would be required for the proposed development and Engineering staff has confirmed there is capacity in the sanitary sewer to permit intensification on the subject lands.

Based on the foregoing, staff is of the opinion that the requested amendments conform to the PPS.

A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020 (Growth Plan):

The Growth Plan supports the development of complete and compact communities that are designed to support healthy and active living, make efficient use of land and infrastructure, provide for a range and mix of housing types, jobs, and services, at densities and in locations which support transit viability and active transportation.

Policy 2.2.6.1(a) states that municipalities will support housing choice through the achievement of the minimum intensification and density targets in this plan by identifying a diverse range and mix of housing options and densities, including additional residential units and affordable housing to meet projected needs of current and future residents.

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

- feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
- improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
- provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
- expand convenient access to:
 - a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;
 - public service facilities, co-located and integrated in community hubs;
 - an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and
 - healthy, local, and affordable food options, including through urban agriculture;
- provide for a more compact built form and a vibrant public realm, including public open spaces;
- mitigate and adapt to the impacts of a changing climate, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; and
- integrate green infrastructure and appropriate low impact development.

In addition, the Growth Plan supports planning for a range and mix of housing options and higher density housing options that accommodate a range of household sizes in locations that provide access to transit and other amenities.

The subject lands on Lancaster and the subject property on Bridge are within proximity to transit, the provincial highway system, parks, trails, and a community centre. In addition, the proposed building height and massing, along with live/work units proposed for the subject lands on Lancaster, render the proposal high-density, mixed-use development. These aspects of the proposal will assist in achieving a complete and compact community.

As noted above, the subject lands on Lancaster are currently split designated Mixed Use and Business Park Employment, according to the City of Kitchener Official Plan. The lands designated Business Park Employment are considered protected employment. In accordance with policy 2.2.5.9 of the Growth Plan, the conversion of lands within employment areas to non-employment uses may be permitted only through a Municipal Comprehensive Review Process (MCR Process). Through the Region's ongoing MCR process, Regional Council endorsed the proposed Regional Employment Area (REA) in April of 2021 which excluded the portion of the subject lands that are designated Business Park Employment from the Region's Protected Employment Area. Regional Employment Areas and corresponding policies were adopted by Regional Council in August 2022 through Regional Official Plan Amendment (ROPA 6) which was approved by the Province in April 2023. Accordingly, Region staff has advised that it has no objection to the redesignation of these lands to non-employment uses.

Policy 4.2.7.1 of the Growth Plan states that, "Cultural heritage resources will be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas. In this regard, the amendments conform to this policy because they will ensure the conservation of the two buildings with heritage interest.

Planning staff is of the opinion that the requested amendments conform to the Growth Plan.

Regional Official Plan (ROP):

Urban Area policies of the ROP identify that the focus of the Region's future growth will be within the Urban Area. The subject lands are designated Built Up Area in the ROP. The proposed development conforms to Policy 2.D.1 of the ROP since this area provides for the physical infrastructure and community infrastructure to support the proposed development, including transportation networks, municipal drinking-water supply and wastewater systems, and a broad range of social and public health services. Regional policies require Area Municipalities to plan for a range of housing in terms of form, tenure, density and affordability to satisfy the various physical, social, economic and personal support needs of current and future residents.

The requested amendments would facilitate development that is well supported by hard and soft infrastructure and services. The proposed developments would provide rental housing at a high-density along with commercial use via live/work units.

Regional staff has indicated it has no objections to the proposed applications for the subject lands on Lancaster, on the condition that holding provisions are applied to require a transportation impact study, functional servicing and detailed grading plan stormwater management report, detailed transportation and stationary noise study, and a Record of Site Condition.

Furthermore, Regional staff has stated that it has no objections to the ZBA for the subject property on Bridge, subject to a holding provision that a Detailed Grading / Stormwater Management Plan and Servicing Plan be submitted to the satisfaction of the Region, prior to the placement of the buildings on the property.

Planning staff is of the opinion that the requested amendments conform to the Regional Official Plan.

Requested Official Plan Amendment to City of Kitchener Official Plan, 2014:

Land Use Designation

The City of Kitchener Official Plan (OP) provides the long-term land use vision for Kitchener. The vision is further articulated and implemented through the guiding principles, goals, objectives, and policies which are set out in the Plan. The Vision and Goals of the OP strive to build an innovative, vibrant, attractive, safe, complete and healthy community.

The subject lands on Lancaster are currently split designated Mixed Use and Business Park Employment on Map 3 – Land Use of the City of Kitchener Official Plan. The Mixed Use land use designation is intended to achieve an appropriate mix of commercial, residential and institutional uses. This designation is also intended to support and provide opportunities for lands to evolve and intensify over time and to allow for a broad range of uses. The Mixed Use designation allows for new appropriately scaled commercial uses that primarily serve the surrounding areas and seeks. Lands designated Mixed Use are to be transit-supportive, pedestrian-oriented, human-scaled and integrated and interconnected with other areas of the city. Redevelopment within these lands is to achieve a high standard of urban design and to be compatible with surrounding low rise neighbourhoods.

In addition, the Mixed Use designation contains several policies that speak to building height and massing. For example:

15.D.4.17. The Floor Space Ratio requirements for all new residential or mixed use building development or redevelopment within lands designated Mixed Use will be as follows:...b) A minimum Floor Space Ratio of 0.6 and a maximum Floor Space Ratio of 2.0 on lands within a City Node, Community Node, or Urban Corridor on Map 2....Further to the above, the implementing zoning will consider and may contain transition regulations to facilitate and permit lands to ultimately meet the minimum Floor Space Ratio requirements as noted above.

15.D.4.19. Notwithstanding Policy 15.D.4.17 b), a minimum Floor Space Ratio of 1.0 and a maximum Floor Space Ratio of up to 4.0 will apply to individual properties where higher density development or redevelopment is desirable and appropriate. The following criteria will be considered as the basis for the implementing zoning: a) the property abuts or has direct access to an arterial or collector road; b) the property is adequately buffered from lands designated Low Rise Residential; and, c) there is adequate existing or planned infrastructure.

15.D.4.20. Notwithstanding Policies 15.D.4.17 c) and 15.D.2.19, the City may, provided that all the applicable policies within this Plan are satisfied, consider a maximum Floor Space Ratio up to 5.0 if the development or redevelopment: a) is designed to LEED certification standard or equivalent building rating system; b) incorporates a below-grade parking structure, public amenity area, cultural heritage resource and/or public art; and/or, c) contains a food store located internal to a mixed use development.

15.D.4.22. Generally no building will exceed:...b) 8 storeys or 25 metres in height, whichever is greater at the highest grade elevation, on lands designated Mixed Use as a Urban Corridor on Map 2.

15.D.4.23. Notwithstanding Policy 15.D.4.22, the City may consider increases to the permitted building height of up to 50 percent of the permitted building height where a development or redevelopment provides a mixed use building containing residential units. It must be demonstrated that a pedestrian scale base, appropriate massing along the

streetscape and compatibility with adjacent lands is achieved and that all the applicable policies within this Plan are satisfied.

In response to these policies, Planning staff advises that the subject lands on Lancaster have direct access to a Regional (“arterial”) road. The lands are adequately buffered from the nearest Low Rise Residential area (approximately 70 metres) by lands on the opposite side of Lancaster Street which are designated and zoned for medium density mixed use development and would permit buildings up to 25 metres in height. The City’s Engineering Services and Kitchener Utilities advise that they have no concerns with the proposal with respect to servicing or otherwise. The Region has requested a holding provision to require a Functional Servicing and Detailed Grading Plan and Stormwater Management Report prior to development proceeding. The holding provision will prevent development until all engineering matters are adequately resolved to the satisfaction of the Region.

The development includes structured parking that is partially below grade and screened from public view. Also, the development will preserve two heritage resources (buildings) by relocating them to 26 Bridge Street and ensuring they are continued to be used for residential purposes.

Moreover, the redevelopment provides 20 live/work units that will provide opportunities for non-residential (e.g., commercial) use on the ground floor of Buildings B and E. The combination of live/work units and dwelling units result in a mixed-use development. Each proposed building will have a pedestrian-scale base between 6 and 8 storeys in height, and appropriate massing along the Lancaster Corridor.

Policy 17.E.13.1. of the City of Kitchener Official Plan requires that holding provisions be applied in situations where it is necessary or desirable to zone lands for development or redevelopment in advance of the fulfillment of specific requirements and conditions, and where the details of the development or redevelopment have not yet been fully resolved. Holding provisions may be used to implement this Plan to ensure that certain conditions, studies or requirements related to a proposed Zoning By-law Amendment are met. In this case, City Heritage staff has requested a holding provision to require a Relocation and Conservation Plan to be submitted to the satisfaction of the City’s Director of Planning. Additionally, the Region has requested application of four holding provisions to ensure the submission and approval of a 1) Transportation Impact Study, 2) Functional Servicing and Detailed Grading Plan and Stormwater Management Report, 3) a Detailed Transportation and Stationary Noise Study, and 4) a Record of Site Condition and Ministry Acknowledgement letter. It should be noted that the Region and City have already been provided with the first three studies/plans noted above, but the holding provision will ensure a final / satisfactory version is provided, based on the approved development. This approach will ensure that all applicable matters will be addressed before development can proceed.

The portion of the subject lands on Lancaster designated Mixed Use is also subject to Specific Policy Area 15. Lancaster Urban Corridor, as shown on Map 5 – Specific Policy Areas, and associated policy 15.D.12.15., which allows free-standing retail uses to be permitted to locate within new buildings, to a maximum gross floor area of 1,000 square metres. Presently, this policy is not applicable to the subject proposal, but will be carried forward via a new Specific Policy Area.

The Business Park Employment land use designation applies to lands which are planned as a unit and regarded as a prestigious location for certain industrial uses due to their access to major transportation corridors, high visibility, and distinct identity. The portion of the lands designated Business Park Employment is also subject to Specific Policy Area 9. Lancaster Business Park, as shown on Map 5 – Specific Policy Areas, and associated policy 15.D.12.9., which allows free-

standing office and prohibits certain industrial, commercial, manufacturing and storage uses. This policy is not applicable to the subject proposal.

The applicant is requesting to amend Map 3 – Land Use by changing the designation of the portion of the lands designated Business Park Employment to Mixed Use. Additionally, the applicant is requesting to amend Map 5 – Specific Policy Areas for the subject lands by removing the portion of the subject lands identified as *Specific Policy Area 9. Lancaster Business Park* and removing the portion of the subject lands identified as *Specific Policy Area 15. Lancaster Urban Corridor* and adding new *Specific Policy Area 64. 528-550 Lancaster Street West* to the whole of the lands. Lastly, to facilitate the proposed development concept consisting of 1,281 dwelling units plus 20 live/work units, within 5 buildings, Site Specific Policy Area policy 15.D.12.64 would be added, to add the following provisions:

- The maximum building height shall be 34 storeys and 110 metres;
- The maximum floor space ratio shall be 7.5;
- A Holding provision pursuant to Section 17.E.13 will apply to prohibit new development or land uses until such time as the following conditions have been met and this holding provision has been removed by by-law:
 - A Relocation and Conservation Plan have been submitted to the satisfaction of the City's Director of Planning;
 - A Transportation Impact Study has been submitted and approved to the satisfaction of the Regional Municipality of Waterloo;
 - A Functional Servicing and Detailed Grading Plan and Stormwater Management Report has been submitted to the satisfaction of the Regional Municipality of Waterloo;
 - A Detailed Transportation and Stationary Noise Study has been completed and implementation measures addressed for each building to the satisfaction of the Regional Municipality of Waterloo. The detailed stationary noise study shall review the potential impacts of the development on itself (e.g. HVAC system on the sensitive points of reception) and the impacts of the development on adjacent noise sensitive uses; and
 - A Record of Site Condition (RSC) in accordance with O. Reg. 153/04, as amended, has been filed on the Ministry of Environment, Conservation and Parks (MECP) Environmental Site Registry and the RSC and Ministry's Acknowledgement letter is received to the satisfaction of the Regional Municipality of Waterloo.

City staff is satisfied that the amendments to bring the lands designated Business Park Employment with Site Specific Policy 9 into the Mixed Use designation with Specific Policy Area 64 are justified. A Municipal Comprehensive Review has occurred as part of ROPA No. 6, and this small portion of land is not essential to the functioning of the Lancaster Business Park employment area. The lands are better served being incorporated into the Lancaster Urban Corridor, given the lot fabric that has changed because of private and public land purchases by the developer.

Planning staff is of the opinion that application of the Mixed Use designation to the whole of the subject lands on Lancaster, along with the requested Specific Policy Area and holding provisions, is supportable in this context.

The subject property on Bridge, is designated Low Rise Residential. There are several applicable policies, for example:

- 15.D.3.8. The Low Rise Residential land use designation will accommodate a full range of low density housing types which may include single detached dwellings, additional dwelling units, attached and detached, semi-detached dwellings, street townhouse dwellings,

townhouse dwellings in a cluster development, low-rise multiple dwellings, special needs housing, and other forms of low-rise housing.

- 15.D.3.9. The City will encourage and support the mixing and integrating of innovative and different forms of housing to achieve and maintain a low-rise built form.
- 15.D.3.11. A maximum Floor Space Ratio of 0.6 will apply to all development and redevelopment. Site-specific increases to allow up to a maximum Floor Space Ratio of 0.75 may be considered where it can be demonstrated that the increase in the Floor Space Ratio is compatible and meets the general intent of the policies in this Plan. An Official Plan Amendment will be required to consider an increase in the Floor Space Ratio greater than 0.75.
- 15.D.3.12. No building will exceed 3 storeys or 11 metres in height, at the highest grade elevation. Relief from the building height may be considered for properties with unusual grade conditions and for buildings and/or structures with increased floor to ceiling heights and architectural features provided the increased building height is compatible with the built form and physical character of the neighbourhood.

In this regard, Planning staff advises that the requested ZBA conforms to the Low Rise Residential policies. The ZBA would facilitate placement of two single detached dwellings each with an additional dwelling unit (attached), both of which are permitted uses. The concept of providing two dwellings on one larger lot represents an innovative new housing scenario. The placement of two 2-storey dwellings on the property aligns with the Floor Space Ratio and building height policies.

Urban Structure

The Official Plan establishes an Urban Structure for the City of Kitchener and provides policies for directing growth and development within this structure. Intensification Areas are targeted throughout the Built-up Area in key locations to accommodate and receive the majority of development or redevelopment for a variety of land uses. Primary Intensification Areas include the Urban Growth Centre (Downtown), Major Transit Station Areas, City Nodes, Community Nodes, and Urban Corridors, per Policy 3.C.2.3 of the Official Plan, and as shown in Figure 1, below.

The portion of the subject lands on Lancaster that are designated Mixed Use are located within an Urban Corridor in the 2014 Kitchener Official Plan, while the portion that is designated Business Park Employment is identified as Industrial Employment Areas. It should be noted that no change to the Urban Structure mapping is requested for the portion designated Business Park Employment. This is because the boundaries of Urban Structure components are interpretive. Accordingly, should the OPA be adopted to change the land use designation and specific policy area for those lands designated Business Park Employment, no change to the Urban Structure map will be required and the whole of the subject land will be interpreted as Urban Corridor.

Urban Corridors are identified as a Primary Intensification Area in the City of Kitchener's Official Plan on Map 2 – Urban Structure. Urban Corridors are generally linear in form and are located along existing or planned transit corridors. They are intended to have strong pedestrian linkages and be integrated with neighbouring residential and employment uses. The subject lands on Lancaster have direct access to a Regional road and are close to two other Regional roads (Bridgeport Road and Bridge Street). The lands are located on two local GRT transit routes.

According to policy 3.C.2.38 of the Official Plan, the planned function of Urban Corridors is to provide for a range of retail and commercial uses and intensification opportunities that should be transit-

supportive. Urban Corridors function as the spine of a community as well as a destination for surrounding neighbourhoods. Strengthening linkages and establishing compatible interfaces between the Urban Corridors and surrounding Community Areas and Industrial Employment areas are priorities for development in these areas. The proposed development is planned for mixed use, providing 20 live/work units and 1,281 purpose-built rental dwelling units.

		Structure Component	Predominant Land Use Designation
INTENSIFICATION AREAS	PRIMARY	Urban Growth Centre (Downtown)	City Centre District
			Civic District
			Market District
			Innovation District
			Mixed Use
		Major Transit Station Area	TBD by Station Area Plan Exercise
		City Node	Commercial Campus
	Commercial		
	Mixed Use		
	Institutional		
	Medium Rise Residential		
	High Rise Residential		
	Community Node	Commercial	
		Mixed Use	
Institutional			
Medium Rise Residential			
High Rise Residential			
Urban Corridor	Commercial		
	Mixed Use		
SECONDARY	Neighbourhood Node	Commercial	
		Mixed Use	
	Arterial Corridor	Commercial	
COMMUNITY AREAS	Low Rise Residential		
	Medium Rise Residential		
	High Rise Residential		
	Institutional		
	Major Infrastructure & Utilities		
INDUSTRIAL EMPLOYMENT AREAS	Heavy Industrial Employment		
	General Industrial Employment		
	Business Park Employment		
GREEN AREAS	Natural Heritage Conservation		
	Open Space		

Figure 10. Diagram from the City of Kitchener Official Plan illustrating the City’s Urban Structure and Predominant Land Uses. The current and proposed Land Use Designations and current Urban Structure Component are circled in red, for context.

Planning staff is of the opinion that the proposal will help to increase density in an area well served by nearby transit while ensuring development directly fronting Lancaster Street is pedestrian- and transit- friendly. Buildings with the greatest height and massing are located further from Lancaster Street and the Low Rise Residential neighbourhood located west of the Lancaster Urban Corridor. In this way, the proposal is context sensitive to surrounding lands.

Planning staff is of the opinion that the proposed Official Plan Amendment and Zoning By-law Amendment will support a development that complies with the City’s Urban Corridor policies and contributes to the vision for a sustainable and more environmentally-friendly city.

The subject property on Bridge, is part of the Community Areas Urban Structure Element. There are several applicable policies, for example:

- 3.C.2.50. The planned function of Community Areas is to provide for residential uses as well as non-residential supporting uses intended to serve the immediate residential areas.

- 3.C.2.52. Limited intensification may be permitted within Community Areas in accordance with the applicable land use designation on Map 3 and the Urban Design Policies in Section 11. The proposed development must be sensitive to and compatible with the character, form and planned function of the surrounding context.

In this regard, Planning staff advises that the requested ZBA conforms to the Community Areas policies. The ZBA would facilitate placement of residential uses that are sensitive to and compatible with the character of the surrounding lands, the dwellings being low rise in form and providing setbacks in compliance with the current zoning.

Urban Design

The City's Urban Design policies are outlined in Section 11 of the City's OP. In the opinion of staff, the development proposed for the subject lands on Lancaster meets the intent of these policies, specifically: Streetscape; Safety; Universal Design; Site Design; Building Design, and Massing and Scale Design. To address these policies, an Urban Design Brief was submitted and has been reviewed by City staff. The Urban Design Brief outlines the vision and principles guiding the site design and informs the proposed zoning by-law regulations.

Streetscape – The Lancaster Street frontage is activated by 11 ground floor live/work units within Buildings B and E (9 other live/work ground floor live/work units face the interior of the site and are accessible from a common corridor). Furthermore, the building entrances for the two proposed buildings abutting Lancaster Street (Buildings B and E) have principal entrances facing Lancaster Street with access to public sidewalks. While the existing 10 storey building (Building A) does not have a base (podium), all proposed buildings have clearly defined bases that will enhance the streetscape.

Safety – As part of the site plan approval process, staff will ensure Crime Prevention Through Environmental Design (CPTED) principles are achieved and that the site meets the Ontario Building Code and the City's Emergency Services Policy.

Universal Design – The development will be designed to comply with Accessibility for Ontarians with Disabilities Act and the Ontario Building Code.

Skyline – The proposed towers will provide a new feature on the City's skyline within the Bridgeport area. The proposed buildings through their varied height will create visual interest from several different vantage points, including from the opposite side of the Grand River.

Site Design, Building Design, Massing and Scale – The subject site is designed to have buildings that are developed at a scale that is compatible with the existing and planned built form for the surrounding area. The towers closest to Lancaster Street are shorter in height, while the towers farthest from Lancaster Street are taller. All proposed towers have well defined bases of varying heights – which creates interest – as well as building stepbacks which will enhance the public realm. For example, the base of Building B is 6 storeys, while the base of Building E is 8 storeys.

Planning staff recommends endorsement of the Urban Design Brief for the subject lands on Lancaster Street.

Regarding the subject property on Bridge, Planning staff is recommending a holding provision to prevent placement of the two dwellings until an Urban Design Brief, including a Landscaping Plan and Planting Plan, related to the design and screening of retaining walls, has been submitted by the

owner and approved by the Director of Planning of the City of Kitchener. This will ensure that the retaining walls that will be visible from the public realm, especially as one travels west from the roundabout at Lancaster/Bridge, do not create unacceptable adverse visual impacts and preserve the heritage attributes and character of the buildings to be placed on the property.

Shadow Impact Study

As part of the Urban Design Brief, the owner completed a Shadow Impact Study for the subject lands on Lancaster. Urban Design staff have reviewed the study (and updated study based on the revised design) and are satisfied the shadow study meets the City's requirements, with respect to shadow impacts, as noted in the City of Kitchener Urban Design Manual. It should be noted that there is very minimal shadow cast on the low rise residential neighbourhood to the west of the Lancaster Urban Corridor because the proposed development arranged such that the tallest buildings are located furthest from Lancaster Street and due to the orientation of the buildings relative to the sun's path. While the single detached dwelling immediately to the north of the subject lands would be impacted as a result of the proposed development, the dwelling is located within the Lancaster Urban Corridor, possesses the same MIX-2 (49) zoning as the subject lands currently possesses (which permits a development with a building height of 25 metres / 8 storeys), and is considered legal non-conforming since single detached dwellings are not a permitted use. These lands are planned to redevelop over time with a more dense use.

Wind Study

The owner completed a pedestrian level wind preliminary impact assessment for the subject lands on Lancaster. This assessment was reviewed by Urban Design staff. The assessment concludes the development is not expected to have significant wind influence on neighbouring properties. Wind control features will be required through the future site plan application and a full Wind Assessment will be required and reviewed at this future stage. Any mitigation measures to address pedestrian level wind impacts will be implemented through the site and building design through the site plan approval process.

Tall Building Guidelines

The development proposed for the subject lands on Lancaster have also been reviewed for compliance with the City's Design for Tall Buildings Guidelines (part of the City's Urban Design Manual). The objective of this document is to:

- achieve a positive relationship between high-rise buildings and their existing and planned context;
- create a built environment that respects and enhances the city's open space system, pedestrian and cyclist amenities and streetscapes;
- create human-scaled pedestrian-friendly streets, and attractive public spaces that contribute to livable, safe and healthy communities;
- promote tall buildings that contribute to the view of the skyline and enhance orientation, wayfinding and the image of the city;
- promote development that responds to the physical environment, microclimate and the natural environment including four season design and sustainability; and,
- promote tall building design excellence to help create visually and functionally pleasing buildings of architectural significance.

Urban Design staff has reviewed the Urban Design Brief, dated May 2022 (Revised March 2023), submitted in support of the development applications. The Urban Design Brief generally achieves most of the standards set out in the Urban Design Manual, including the Tall Building Guidelines.

The Urban Design Brief provides preliminary shadow and wind studies, both of which will be finalized through the future site plan approval process (full wind tunnel study and full shadow analysis based on final building massing). Any required changes identified will be implemented through the site plan process. Based on the above, Planning staff recommends that the Urban Design Brief be endorsed.

Transportation Policies

The Official Plan supports an integrated transportation system which incorporates active transportation, allows for the movement of people and goods and promotes a vibrant, healthy community using a combination of land use designations and urban design initiatives that make a wide range of transportation choices viable. As aforementioned, the subject lands on Lancaster are located within the Lancaster Urban Corridor and within proximity to Highway 85 and two local bus routes. The subject proposal will support current and future transit service and build transit ridership. Additionally, 640 secured bicycle parking stalls will be implemented, as required by Zoning By-law 2019-051.

Housing Policies

Section 4.1.1 of the City's Official Plan states that it is a City objective to provide for an appropriate range, variety and mix of housing types and styles, densities, tenure and affordability to satisfy the varying housing needs of our community through all stages of life. In addition, 4.C.1.12. states that "The City favours a land use pattern which mixes and disperses a full range of housing types and styles both across the city as a whole and within neighbourhoods." The development proposed for the subject lands on Lancaster will increase the range of dwelling units available in the city, and within the Bridgeport area. The site development concept includes a mix of 1-, and 2- bedroom rental dwelling units. The range of unit types in this location will appeal to a variety of household needs. The mixed-use nature of the proposed redevelopment as well as the building form will assist in achieving complete community.

Moreover, the placement of buildings on the subject property on Bridge will ensure that two buildings with heritage significance are preserved for their heritage attributes and for the ability to continue to provide a valuable housing in a low rise building form.

Sustainable Development

Section 7.C.4.1 of the City's Official Plan ensures developments will increasingly be sustainable by encouraging, supporting and, where appropriate, requiring:

- a) compact development and efficient built form;
- b) environmentally responsible design (from community design to building design) and construction practices;
- c) the integration, protection and enhancement of natural features and landscapes into building and site design;
- d) the reduction of resource consumption associated with development; and,
- e) transit-supportive development and redevelopment and the greater use of other active modes of transportation such as cycling and walking.

The applicant submitted a Sustainability Statement in support of the development proposed for the subject lands on Lancaster. Environmental Planning staff reviewed this statement and supports the proposals since several sustainable measures have been proposed or are being considered for the development. As part of a future site plan application, a Sustainability Statement will be required which will further explore and/or confirm additional sustainability measures that are best suited to the development.

Specific Policy Area 15. Lancaster Urban Corridor

The subject lands on Lancaster are proposed to be removed from Specific Policy Area 15 as a new Special Policy Area 64 is proposed. The policy from Specific Policy Area 15 is being carried forward to implement a maximum gross floor area of 1,000 square metres for free-standing retail uses, to align with the balance of the Lancaster Street Urban Corridor.

Official Plan Amendment Conclusions Specific Policy Area 15. Lancaster Urban Corridor

The subject lands are proposed to be removed from Specific Policy Area 15 as a new Special Policy Area 64 is proposed. The policy from Specific Policy Area 15 is being carried forward to implement a maximum gross floor area of 1,000 square metres for free-standing retail uses, to align with the balance of the Lancaster Street Urban Corridor.

Official Plan Amendment Conclusions

Based on the above noted policy analysis, Planning staff is of the opinion that the requested Official Plan Amendment represents good planning and recommends that the requested Official Plan Amendment be adopted.

Proposed Zoning By-law Amendment to Zoning By-law 2019-051:

528-550 Lancaster Street West

The majority of subject lands on Lancaster are designated Mixed Use in the 2014 Official Plan and are zoned MIX-2 with Site Specific Provision (49) in By-law 2019-051. This existing zoning permits a wide range of commercial and residential land uses, a minimum Floor Space Ratio (FSR) of 1.0 and a maximum FSR of 4.0, and a maximum building height of 25 metres / 8 storeys. This zoning also requires a minimum of 0.9 parking spaces per dwelling unit and 0.1 visitor parking spaces per dwelling unit.

A smaller portion of the lands are designated Business Park Employment in the 2014 Official Plan and are zoned EMP-5 with Site Specific Provisions (78) and (79) in By-law 2019-051. This zoning permits a limited range of industrial employment uses, a minimum lot area of 2,000 square metres, and no minimum lot width of 25 metres. It should also be noted that this zoning does not have a minimum or maximum FSR requirement or a maximum building height requirement.

The applicant has requested an amendment to Zoning By-law 2019-051 to change the zoning from Mixed Use Two Zone (MIX-2) with Site Specific Provision (49) and General Business Park Employment Zone (EMP-5) with Site Specific Provision (78) and Site Specific Provision (79) to Mixed Use Two Zone (MIX-2) with Site Specific Provision (366) and Holding Provision (46H).

Site Specific Provision (366)

Requested Site Specific Provision (366) includes the following regulations:

- a) The maximum *building height* shall be 110 metres, measured from the highest grade at the perimeter of the building;
- b) The maximum number of *storeys* within 40 metres of the *street line* of Lancaster Street shall be 18 storeys, measured from highest finished grade.

- c) The maximum number of *storeys* shall be 34 storeys;
- d) The minimum *Floor Space Ratio* (FSR) shall be 1.0;
- e) The maximum *Floor Space Ratio* (FSR) shall be 7.5;
- f) The minimum *street line setback* for *mid-rise buildings* and *tall buildings* constructed after the date of passing of this by-law shall be 1.5 metres;
- g) The minimum *rear yard* setback shall be 4.2 metres;
- h) The maximum number of *storeys* in the base of a *mid-rise* or *tall building* shall be 8 storeys;
- i) The minimum percent *street line façade openings* shall be 43%;
- j) The minimum parking rate for dwelling units shall be 0.6 spaces per dwelling unit, to a maximum of 1,300 dwelling units;
- k) The minimum visitor parking rate for dwelling units shall be 0.1 spaces per unit, to a maximum of 1,300 dwelling units;
- l) The minimum parking rate for live / work units shall be 1 space per 67 square metres of gross floor area which accommodates such use.

Policy 4.C.1.8 of the Official Plan indicates that where special zoning regulations are requested for residential intensification or a redevelopment of lands, the overall impact of the site specific zoning regulations will consider compatibility with existing built form; appropriate massing and setbacks that support and maintain streetscape and community character; appropriate buffering to mitigate adverse impacts, particularly with respect to privacy; avoidance of unacceptable adverse impacts by providing appropriate number of parking spaces and an appropriate landscaped/amenity area.

Planning staff offers the following comments with respect to the requested Site Specific Provision. The maximum building height and maximum number of storeys regulations would ensure that no building is constructed that is higher than 110 metres or 34 storeys. The current zoning permits building heights up to 25 metres or 8 storeys, though the Official Plan allows greater heights, based on certain criteria that have been achieved in this case (see Official Plan Amendment section). Should Council decide to endorse the Urban Design Brief, this document will provide further direction regarding where on the site buildings of specific heights may be located.

The minimum and maximum FSR regulations would ensure that the total massing/bulk of the site is limited to 7.5 FSR. The current zoning permits a minimum FSR of 1.0 (proposal does not request to change this figure) maximum FSR of 4.0. The requested figure includes above grade parking structures. Should Council decide to endorse the Urban Design Brief, this document will provide further direction regarding where on the site buildings of specific dimensions/massing may be located.

The minimum street line setbacks, minimum number of storeys in the base of a mid-rise or tall building, minimum street line façade openings regulations will assist in ensuring the development is human-scaled and that a pleasing streetscape is created on Lancaster Street. The Urban Design Brief assists in informing the these site-specific provisions for the context.

The minimum rear yard setback regulation will reduce the requirement from the current zoning from 7.5 metres to 4.2 metres. Planning staff is satisfied that 4.2 metres is an adequate setback considering the primarily affected abutting property is a professional office within the Lancaster Business Park and not a sensitive land use.

A Parking Study was submitted by the applicant in support of the requested parking reduction. The City's Transportation Services has reviewed several updated parking scenarios and is supportive of the requested parking reduction for dwelling units from 0.9 spaces per unit to 0.6. It should be mentioned that the visitor parking rate is unchanged from the requirement within the current zoning, but is inserted into the Site Specific Provision (366) for clarity. A special parking rate of 1 space per

unit for live/work units is proposed for this new, innovative use and is supported by Transportation Services.

Holding Provision (46H)

Planning staff offers the following comments with respect to Holding Provision (46H). Official Plan policies require that holding provisions will be applied in those situations where it is necessary or desirable to zone lands for development or redevelopment in advance of the fulfillment of specific requirements and conditions, and where the details of the development or redevelopment have not yet been fully resolved. A holding provision may be used to facilitate the implementation of the MIX-2 Zone and Site Specific Provision (366). The City will enact a by-law to remove the holding symbol when all conditions set out in the holding provision have been satisfied, permitting development in accordance with the assigned zoning category.

Planning staff recommends the following holding provision as part of the Zoning By-law Amendment, to prohibit new development and land uses until such time as the following conditions have been met and the holding provision has been removed by by-law:

- a) A Relocation and Conservation Plan have been submitted to the satisfaction of the City's Heritage Planner and Director of Planning;
- b) A Transportation Impact Study (TIS) has been submitted and approved to the satisfaction of the Regional Municipality of Waterloo;
- c) A Functional Servicing and Detailed Grading Plan and Stormwater Management Report has been submitted and approved to the satisfaction of the Regional Municipality of Waterloo;
- d) A Detailed Transportation and Stationary Noise Study has been completed and accepted and implementation measures addressed for each building to the satisfaction of the Regional Municipality of Waterloo. The detailed stationary noise study shall review the potential impacts of the development on itself (e.g. HVAC system on the sensitive points of reception) and the impacts of the development on adjacent noise sensitive uses.
- e) A Record of Site Condition (RSC) in accordance with O. Reg. 153/04, as amended, has been filed on the Ministry of Environment, Conservation and Parks (MECP) Environmental Site Registry and the RSC and Ministry's Acknowledgement letter is received to the satisfaction of the Regional Municipality of Waterloo.

Heritage Planning staff has requested a holding provision to require a Relocation and Conservation Plan to ensure the two dwellings are safely and efficiently moved to the new location at 26 Bridge Street. Official Plan Policy 17.E.13.1.e allows the City to place holding provisions for zoning until conditions related to cultural heritage conservation are satisfied. Further heritage requirements will be implemented at the site plan stage.

The Region has requested a holding provision for a final TIS. This study will review road cross-sections and determine whether the dual left turn lane proposed by the developer can be accommodated considering the grading along this section of Lancaster Street and the subject lands. The TIS must be approved by the Region before development can be permitted.

The Region has requested a holding provision for a Functional Servicing and Detailed Grading Plan and Stormwater Management Report. The plans submitted as part of the requested amendments do not identify the lands that are to be dedicated to the Region and must be updated to show the existing and future property lines as well as the entirety of the Lancaster Street West frontage. In addition, a Servicing Plan must be provided to identify the required storm, sanitary and water connections to all the proposed buildings including the existing building at 528 Lancaster Street West.

A Noise Feasibility Study was prepared in support of the requested amendments and reviewed by the Region of Waterloo. A Detailed Transportation and Stationary Noise Study is required to be prepared to the satisfaction of the Region once detailed plans are available at the site plan stage before development can proceed.

The Region has advised there are high environmental threats on an adjacent parcel of land according to the Region's Threats Inventory Database. Due to the proposed density increase of a sensitive land use on the subject lands a Record of Site Condition and Ministry's Acknowledgement letter is required before development can be permitted.

26 Bridge Street West

A portion of the subject property on Bridge is designated Low Rise Residential in the 2014 Official Plan and is identified as Community Areas within the City's Urban Structure. This portion is zoned RES-2 in By-law 2019-051. The other portion of the property is designated and Natural Heritage Conservation in the 2014 Official Plan and is identified as Green Areas within the Urban Structure. This portion is zoned EUF-1 in By-law 2019-051. *It is only the portion zoned RES-2 that is subject to the requested ZBA.* The existing zoning RES-2 zoning permits a limited number of low rise residential uses, including Single Detached Dwelling, Additional Dwelling Units (Attached), Additional Dwelling Units (Detached), Hospice, Small Residential Care Facility, and Home Occupation. The zoning requires a minimum lot area of 411 square metres and minimum lot width of 13.7 metres. In addition, a General Regulation in Section 4 of By-law 2019-051 applies to all Low Rise Residential zones to permit only one single detached dwelling or semi-detached dwelling on a lot [Section 4.12a)]. This regulation does not prohibit the establishment of an additional dwelling unit in association with a single detached dwelling.

The applicant has requested an amendment to Zoning By-law 2019-051 to change the zoning from Low Rise Residential Two Zone (RES-2) to Low Rise Residential Two Zone (RES-2) with Site Specific Provision (367) and Holding Provision (47H).

Site Specific Provision (367)

Requested Site Specific Provision (367) includes the following regulations:

- a) A maximum of two *single detached dwellings* shall be permitted on a lot. This regulation shall only apply to buildings moved from 544 and 546 Lancaster Street West.
- b) Each *dwelling* may be permitted to contain one *Additional Dwelling Unit (Attached)*.
- c) A *visual barrier* shall not be required between a *parking lot* with 5 parking spaces or less and an abutting residential lot.

Planning staff offers the following comments with respect to the requested Site Specific Provision. The regulation allowing a maximum of two single detached dwellings on a lot is the main regulation requested. This would allow the two buildings with heritage interest to be relocated from the subject lands on Lancaster to the subject property on Bridge. The regulation is situation specific in that it cannot be used to justify two new dwellings on the property. Given the large lot area (1,166 square metres) and lot width (20.2 metres) of the property, the placement of two dwellings along with additional dwelling units (attached) is not a concern. Adequate facilities to support the uses (e.g., landscaped area, amenity space, driveway, parking area) can easily be provided.

In addition, privacy to abutting properties is not a concern since the dwellings would back onto the parking lot of the multiple dwelling to the west while maintaining a 10-metre setback to the side lot line abutting the property to the east.

The proposed dwellings and subject property meet all lot area, lot width, lot coverage, building height, maximum number of storeys, and setback regulations of the RES-2 Zone. The dwellings are also proposed to be placed in a manner that respects the wide variety in setbacks of abutting properties: 30 Bridge Street West has a front yard setback of 4.5 metres and 20 Bridge Street West has a front yard setback of 39 metres. The front yard setback of the proposed dwellings is 23 metres, which would create an appropriate transition between the two abutting buildings.

Within the surrounding neighbourhood, there is variety in massing, and built form of existing buildings. While the placement of two dwellings at a 90-degree angle to Bridge Street is not ideal (the side of one dwelling would face the street), Planning staff can support the arrangement due to the undefined character of the area and the above noted factors.

Lastly, the Site Specific Provision would not require the typical visual barrier between the parking area and the abutting property to the east, to ensure the view to the heritage buildings is maintained and due to a grade change between the properties. The visual barrier would otherwise be placed on top of the significant retaining wall facing east.

Holding Provision (47H)

To ensure that the retaining wall does not create unacceptable adverse visual impacts, Planning staff is recommending a holding provision to prevent placement of the two dwellings until an Urban Design Brief, including a Landscaping Plan and Planting Plan, related to the design and screening of retaining walls, has been submitted by the owner and approved by the Director of Planning of the City of Kitchener. This is also important to ensure the heritage attributes of the buildings to be placed on the property are not compromised.

In addition, Regional staff has stated that it has no objections to the ZBA, subject to a holding provision that a Detailed Grading / Stormwater Management Plan and Servicing Plan be submitted to the satisfaction of the Region, prior to the placement of the buildings on the property. This will ensure that engineering matters are fully addressed from a Regional perspective, considering the property has frontage on a Regional road.

Conclusions regarding Zoning By-law Amendments

Planning staff is of the opinion that the requested ZBA to change the zoning of the subject lands from Mixed Use Two Zone (MIX-2) with Site Specific Provision (49) and General Business Park Employment Zone (EMP-5) with Site Specific Provision (78) and Site Specific Provision (79) to Mixed Use Two Zone (MIX-2) with Site Specific Provision (366) and Holding Provision (46H) represents good planning. The ZBA will permit redevelopment of the lands with high density residential use and includes a mixed-use component due to 20 live/work units that are proposed on the ground floor. The requested Site Specific Provision will ensure that the lands are developed in accordance with the principles of the Urban Design Brief. The requested Holding Provision will ensure that heritage and Regional conditions are implemented, prior to development commencing. Accordingly, Planning staff recommends approval of the ZBA per Attachment B.

Moreover, Planning staff is of the opinion that the requested ZBA to change the zoning of the subject property on Bridge from Low Rise Residential Two Zone (RES-2) to Low Rise Residential Two Zone (RES-2) with Site Specific Provision (367) and Holding Provision (47H) represents good planning,

since it will facilitate the preservation of two buildings with heritage interest and facilitate low rise residential development of a property that has been vacant for decades. It should also be noted that the ZBA will facilitate the redevelopment of 528-550 Lancaster Street West with 1,281 rental apartments – a significant community benefit during the ongoing housing crisis. Planning staff supports the proposed development and recommends that the proposed ZBA be approved as shown in Attachment G.

Department and Agency Comments:

528-550 Lancaster Street West

Circulation of the OPA and ZBA was undertaken in September 2021 to all applicable City departments and other review authorities. All concerns have been addressed through changes to the proposal through the application review or through recommended holding provisions. Copies of the comments are found in Attachment E of this report.

The following list represents a summary of primary reports and studies that were considered as part of the requested OPA and ZBA:

- Planning Justification Report
Prepared by: MHBC Planning, June 2021
- Addendum to Planning Justification Report
Prepared by: MHBC Planning, December 22, 2022
- Urban Design Brief
Prepared by: MHBC Planning, May 2022 (Revised March 2023)
- Pedestrian Level Wind Preliminary Impact Assessment (Appendix A to Urban Design Brief)
Prepared by: The Boundary Layer Wind Tunnel Laboratory, Western University, March 30, 2023
- Shadow Study (Appendix B to Urban Design Brief)
Prepared by: Cusimano Architects, March 2023
- Overlook Analysis (Appendix C to Urban Design Brief)
Prepared by: Cusimano Architects, March 2023
- Tree Preservation Report 1.0
Prepared by: Pinnacle Tree & Shrub Care, May 9, 2021
- Supplementary Report to Tree Preservation Report 1.0
Prepared by: Pinnacle Tree & Shrub Care, April 13, 2022
- Heritage Impact Assessment Report (Revised)
Prepared by: MHBC Planning, May 2022
- Addendum to Heritage Impact Assessment Report
Prepared by: MHBC Planning, December, 2022
- Feasibility to Move Structures
Prepared by: VanBoxmeer & Stranges, April 26, 2022

- Stage 1-2 Archaeological Property Assessment
Prepared by: AMICK Consultants, July 9, 2020
- Transportation Impact Study and Parking Study
Prepared by: Paradigm Transportation Solutions, June 2021
- Transportation Impact Study Comment Response
Prepared by: Paradigm Transportation Solutions, May 18, 2022
- Site Servicing Feasibility Study
Prepared by: Strik, Baldinelli, Moniz Ltd., May 26, 2022
- Phase I Environmental Site Assessment
Prepared by: Chung & Vander Doelen, August 29, 2019
- Phase II Environmental Site Assessment
Prepared by: Chung & Vander Doelen, September 27, 2019
- Noise Feasibility Study
Prepared by: HGC Engineering, May 26, 2021

26 Bridge Street West

Circulation of the ZBA was undertaken in October 2022 to all applicable City departments and other review authorities. All concerns have been addressed through changes to the proposal through the application review or through recommended holding provisions. Copies of the comments are found in Attachment I of this report.

The following list represents a summary of primary reports and studies that were considered as part of the requested OPA and ZBA:

- Planning Justification Report
Prepared by: MHBC Planning, June 2022
- Urban Design Brief
Prepared by MHBC Planning, June 2022
- Heritage Impact Assessment Report (Revised)
Prepared by: MHBC Planning, May 2022
- Addendum to Heritage Impact Assessment Report
Prepared by: MHBC Planning, August 4, 2022
- Scoped Environmental Impact Study
Prepared by: Aboud & Associates Inc, June 17, 2022
- Stage 1-2 Archaeological Assessment
Prepared by: AMICK Consultants, June 1, 2022
- Site Servicing Feasibility Study
Prepared by: Strik, Baldinelli, Moniz Ltd., June 3, 2022

- Slope Stability Assessment Report
Prepared by: Chung & Vander Doelen, February 24, 2022
- Noise Feasibility Study
Prepared by: HGC Engineering, June 7, 2022

Community Input & Staff Responses

WHAT WE HEARD

- 
344 households (occupants and property owners) were circulated and notified of the Lancaster Application and 209 for the Bridge Street application
- 
Approximately 69 people/households/businesses provided comments
- 
A City-led Neighbourhood Meeting was held on January 20, 2022 and approximately 67 different users logged on

In response to community circulation related to the subject lands on Lancaster, staff received written responses from 69 households / businesses, which are included as Attachment F. A Virtual Neighbourhood Meeting was held on January 20, 2022. In addition, staff had follow-up one-on-one correspondence with members of the public.

In response to community circulation related to the subject lands on Bridge, staff received no written responses. However, the Mayor’s Office did receive one phone message from a Bridgeport resident expressing support for both proposals and noting that the new developments will make the Bridgeport Area more modern-looking.

A high-level summary of what staff heard from the community regarding the proposal for the subject lands on Lancaster, along with staff responses, are noted below:

What Staff Heard from the Community	Staff Response
<p><u><i>Transportation Concerns:</i></u></p> <ul style="list-style-type: none"> • Difficulty completing turning movements • Road systems already overwhelmed • Traffic study does not accurately reflect reality • Limited transit and pedestrian options • Pedestrian safety 	<p>The main roads in the vicinity of the subject lands are Regional roads, including Lancaster Street, Bridgeport Road, and Bridge Street. A Transportation Impact Study (TIS) was submitted and reviewed by Regional Transportation staff. Region staff have not yet approved the TIS. The TIS recommended a dual left turn lane on Lancaster Street West (RR#29). To determine whether this turn land is justified and can be accommodated, a detailed plan with cross-sections showing the building locations and post-widening right-of-way must be submitted for</p>

	<p>review by Region staff. Apart from this matter, the Region has not identified any other transportation-related concerns. Region staff are agreeable to a holding provision to prohibit development and land uses until such time as a final TIS has been submitted by the applicant's transportation engineer and approved to the Region's satisfaction.</p> <p>The subject lands are well served by transit, noting that the lands are located on two local bus routes (Routes #5 and #6).</p> <p>Regarding pedestrian safety, currently, along the section of Lancaster Street directly abutting the subject land, a sidewalk is located only on the west (opposite) side of Lancaster Street, though sidewalks on both sides of Lancaster Street are present immediately south of 528 Lancaster St W (to the south) and recommencing two properties north of the subject lands on Lancaster (i.e., in front of 562 Lancaster St W). Regional staff advise that as part of the Lancaster Street Preliminary Design and Environmental Assessment Study, the installation of a sidewalk on the east (same) side of Lancaster Street to service the existing building at 528 Lancaster was added. Due to the subject proposal, the Region has advised it will also install a sidewalk service to the balance of the subject lands. The sidewalk is expected to be installed in 2025.</p>
<p><u><i>Built Form & Character Concerns:</i></u></p> <ul style="list-style-type: none"> • The proposal is incompatible in terms of scale, height, and density • The existing character and charm of the area will be negatively impacted 	<p>The Official Plan currently allows for the possibility of building heights up to 12 storeys and a Floor Space Ratio of 5.0 through a ZBA. The applicant is seeking to increase these permissions to allow a building height of 34 storeys and an FSR of 7.5. The proposal represents a significant increase to height and massing permissions. If approved, the proposed development would likely be the largest redevelopment project within the Bridgeport area. The subject lands are also one of the largest consolidated redevelopment sites within the area. However, Official Plan and Zoning By-law are not fixed documents. The Planning Act is established with provisions for municipalities to entertain changes to height and massing provisions within the Official Plan and Zoning By-law. As outlined in the above Planning Analysis, Planning staff is of the opinion that the requested height and massing increases are justified. Also, it must be noted that the character of the Bridgeport area will continue to change over time as a result of existing Official Plan and zoning permissions which already allow greater height and massing than currently exists, regardless of the subject proposal.</p>

<p><u>Parking Concerns:</u></p> <ul style="list-style-type: none"> • Insufficient parking is proposed for the site • Parking will overflow onto streets within the nearby low rise residential area 	<p>As part of the application submission, the applicant provided a Parking Study was prepared by Paradigm Transportation Solutions and reviewed by City Transportation Services staff. Transportation Services staff advise that to assist in reducing vehicle dependency, there are Transportation Demand Management strategies being employed for this development, which include charging for parking as a separate cost to the residents, provision of Class A bicycle parking spaces, connectivity to existing pedestrian facilities, existing Grand River Transit routes and future cycling facilities. Transportation Services staff advise that they have no concerns with the parking rates ultimately outlined in the draft Zoning By-law Amendment.</p>
<p><u>Natural Environmental Concerns:</u></p> <ul style="list-style-type: none"> • Concern about destruction and loss of environmental features (e.g., trees, wildlife & habitat, Grand River) 	<p>As part of the application submission, the applicant's environmental consultant prepared a Tree Preservation Report. This report was reviewed by City Environmental Planning staff. The report confirms that all 211 trees inventoried on the lands would be removed to facilitate the proposed development. The construction would cause severe root loss on existing trees. However, removal of existing vegetation is justified by replacement with native species with the redevelopment.</p> <p>A Tree Inventory table was provided to Environmental Planning staff which outlines that the total value of the vegetation to be removed is \$58,015.81. This value forms the basis for compensation plantings that would need to be provided beyond the base standards of the Urban Design Manual, through the landscape plan that will be required as part of the future Site Plan Application (SPA) process. Through the SPA and landscape design processes, extensive tree planting will be required.</p> <p>In accordance with the Tree Preservation Report 1.0, no endangered, threatened, special concern, or expatriated trees are present on the lands, as per the 'Endangered Species Act Ontario Regulation 230 / 08 Species at Risk in Ontario List'.</p> <p>It must be noted that removal of all the trees will have an impact on ecological functions and the distribution of woodland cover in the local planning community. If the requested OPA and ZBA are supported, an ecologically sound tree replacement plan will be imperative to mitigate impacts, as part of any future SPA process.</p> <p>As part of the application submission, the applicant submitted a Sustainability Statement. Environmental Planning staff reviewed this statement and supports the proposals since several sustainable measures have been</p>

	<p>proposed or are being considered for the development. As part of a future site plan application, a Sustainability Statement will be required which will further explore and/or confirm additional sustainability measures that are best suited to the development.</p>
<p><u>Heritage Concerns:</u></p> <ul style="list-style-type: none"> The area possesses heritage value and there are heritage homes present on the site. These homes would be removed to facilitate the proposal 	<p>The two dwellings of heritage interests (i.e., 544 and 546 Lancaster St W) are proposed to be relocated to 26 Bridge Street West. Planning staff is recommending a holding provision to prohibit development of the subject lands until a Relocation and Conservation Plan have been submitted to the satisfaction of the City’s Director of Planning.</p> <p>Moreover, as part of the future Site Plan Application process, Heritage Planning staff will require additional conditions related to these dwellings to ensure their successful relocation and preservation:</p> <ul style="list-style-type: none"> That the holding provision be lifted prior to any grading, construction or demolition activities can take place; That a Letter of Credit be provided for the costs of relocated the existing houses at 544-546 Lancaster Street West, including any stabilization work that may be required. The securities will be released once the houses have been successfully moved. That within 6 months of occupancy, the owner shall install a commemorative plaque at 528-550 Lancaster Street West. That the relocated properties be listed as non-designated properties of cultural heritage value or interest the day they are successfully moved.

Planning Conclusions

In considering the foregoing, Planning staff is supportive of the requested Official Plan Amendment (OPA) and Zoning By-law Amendments (ZBAs) to permit 528-550 Lancaster Street West to be developed with a high-density residential development, including 20 live/work units and to permit 26 Bridge Street West to be developed with two single detached dwellings within an attached dwelling units each. Staff is of the opinion that the subject applications are consistent with policies of the Provincial Policy Statement (2020), conform to Growth Plan for the Greater Golden Horseshoe, the Regional Official Plan, and the City of Kitchener Official Plan and represent good planning. Planning staff recommends that the OPA be adopted and the ZBAs be approved.

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. A large notice sign was posted on both subject properties and information regarding the application was posted to the City’s website in 2021. Following the initial circulation referenced below, an additional postcard advising of the statutory public meeting was circulated to all residents and property owners within 240 metres of the subject lands, those who responded to the preliminary circulation (applies only to 528-550 Lancaster Street West), and those who attended the Virtual Neighbourhood Meeting on January 20, 2022 (applies only to 528-550 Lancaster Street West, since no Neighbourhood Meeting was held regarding 26 Bridge Street West due to a lack of response to the initial circulation). Notice of the Statutory Public Meeting was also posted in The Record on April 14, 2023 (see Attachments D and H).

CONSULT – The requested Official Plan Amendment and Zoning By-law Amendment for 528-550 Lancaster Street West was circulated to residents and property owners within 240 metres of the subject lands in September 2021. In response to this circulation, staff received written responses from 69 households / businesses, which are summarized as part of this staff report. Planning staff also had one-on-one conversations with residents on the telephone and responded to emails.

The requested Zoning By-law Amendment for 26 Bridge Street West was circulated to residents and property owners within 240 metres of the subject lands on October 7, 2022. In response to this circulation, staff received no written responses.

PREVIOUS REPORTS/AUTHORITIES:

- Planning Act, R.S.O. 1990, c. P.13
- Growth Plan, 2020
- Provincial Policy Statement, 2020
- Regional Official Plan
- City of Kitchener Official Plan, 2014
- City of Kitchener Zoning By-law 2019-051

APPROVED BY: Readman, Justin - General Manager, Development Services

ATTACHMENTS:

- Attachment A – Proposed Official Plan Amendment re: 528-550 Lancaster St W
- Attachment B – Proposed Zoning By-law Amendment re: 528-550 Lancaster St W
- Attachment C – Urban Design Brief re: 528-550 Lancaster St W
- Attachment D – Newspaper Notice re: 528-550 Lancaster St W
- Attachment E – Department and Agency Comments re: 528-550 Lancaster St W
- Attachment F – Community Comments re: 528-550 Lancaster St W
- Attachment G – Proposed Zoning By-law Amendment re: 26 Bridge St W
- Attachment H – Newspaper Notice re: 26 Bridge St W
- Attachment I – Department and Agency Comments re: 26 Bridge St W