

AMENDMENT NO. \_\_ TO THE OFFICIAL PLAN  
OF THE CITY OF KITCHENER

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CITY OF KITCHENER  
528-550 Lancaster Street West

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## **SECTION 1 – TITLE AND COMPONENTS**

This amendment will be referred to as Amendment No. xx to the Official Plan of the City of Kitchener (2014). This amendment is comprised of Sections 1 to 4 inclusive.

## **SECTION 2 – PURPOSE OF THE AMENDMENT**

The purpose of the Official Plan Amendment is to amend:

- Map 3 – Land Use by redesignating the portion of lands identified on Schedule A from Business Park Employment to Mixed Use;
- Amend Map 5 – Specific Policy Areas to remove the lands identified as Area 1 on Schedule B from Specific Policy Area 9. Lancaster Business Park;
- Amend Map 5 – Specific Policy Areas to remove the lands identified as Area 2 on Schedule B from Specific Policy Area 15. Lancaster Urban Corridor;
- Amend Map 5 – Specific Policy Areas by adding *Specific Policy Area 64. 528-550 Lancaster Street West* for the lands identified as Area 1 and 2 on on Schedule B.
- Add Policy 15.D.12.64 to Section 15.D.12 to permit a maximum building height of 34 storeys and 110 metres and Floor Space Ratio (FSR) of 7.5:
  - Policy 15.D.12.64 amends three policies in the Mixed Use land use designation:
    - Policy 15.D.4.17.b) is amended to permit a maximum Floor Space Ratio (FSR) of 7.5.
    - Policy 15.D.4.22.b) is amended to permit a maximum Building Height of 34 storeys and 110 metres.
    - Policy 15.D.4.13 is amended to require a maximum gross floor area of 1,000 square metres for free-standing retail (this carries forward Specific Policy Area 15. Lancaster Urban Corridor).

## **SECTION 3 – BASIS OF THE AMENDMENT**

### **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 amendment adequately addresses 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 Water 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.

Planning staff is of the opinion that the requested amendment 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 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 amendment conforms 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, in particular, 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 is 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 amendment conforms to this policy because it will ensure the conservation of the two buildings with heritage interest (544 and 546 Lancaster Street West) by facilitating their relocation to 26 Bridge Street West.

Planning staff is of the opinion that the requested amendment conforms 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 amendment 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 application 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.

Planning staff is of the opinion that the requested amendment conforms to the Regional Official Plan.

### **Proposed Official Plan Amendment 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 amendment to bring the lands designated Business Park Employment with Site Specific Policy 9 into the Mixed Use designation with Specific Policy Area 64 is 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.

### 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
	PRIMARY	City Node	Commercial Campus
			Commercial
			Mixed Use
			Institutional
Medium Rise Residential			
PRIMARY	Community Node	High Rise Residential	
		Commercial	
		Mixed Use	
		Institutional	
		Medium Rise Residential	
PRIMARY	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 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.

### 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.

### 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.

### 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 Special 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.

## **SECTION 4 – THE AMENDMENT**

The City of Kitchener Official Plan (2014) is hereby amended as follows:

- 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 as Area 1 on Schedule B from Specific Policy Area 9. Lancaster Business Park;
- c. Amend *Map No. 5 – Specific Policy Areas* to remove the lands identified as Area 2 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 as Area 1 and 2 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.”

# NOTICE OF PUBLIC MEETING

## for a development in your neighbourhood

### 528-550 Lancaster Street West



Concept Drawing

## Have Your Voice Heard!

Date: **May 8, 2023**

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

To view the staff report, agenda, meeting details, start time of this item or to appear as a delegation, visit:

**[kitchener.ca/meetings](http://kitchener.ca/meetings)**

To learn more about this project, including information on your appeal rights, visit:

**[www.kitchener.ca/  
PlanningApplications](http://www.kitchener.ca/PlanningApplications)**

or contact:

**Andrew Pinnell, Senior Planner**  
519.741.2200 x 7668  
[andrew.pinnell@kitchener.ca](mailto:andrew.pinnell@kitchener.ca)



Multiple  
Residential



34 Storeys,  
Floor Space  
Ratio of 7.5



1281 Dwelling  
Units & 20  
Live/Work  
Units

The City of Kitchener will consider applications to amend the Official Plan and Zoning By-law to facilitate a residential development having a maximum building height of 34 storeys, a Floor Space Ratio (FSR) of 7.5, providing 1,281 dwelling units plus 20 live/work units, and having a reduced parking rate of 0.7 parking spaces per dwelling unit and a reduced visitor parking rate of 0.09 parking spaces per dwelling unit.

APPENDIX 2: Minutes of the Planning & Strategic Initiatives Committee Meeting (May 8, 2023)

APPENDIX 3 - Minutes of the Meeting of City Council (May 29, 2023)