

AMENDMENT NO. ## TO THE OFFICIAL PLAN
OF THE CITY OF KITCHENER

CITY OF KITCHENER

20 Woolner Trail

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INDEX

SECTION 1	TITLE AND COMPONENTS
SECTION 2	PURPOSE OF THE AMENDMENT
SECTION 3	BASIS OF THE AMENDMENT
SECTION 4	THE AMENDMENT

APPENDICES

APPENDIX 1	Notice of the Meeting of Planning and Strategic Initiatives Committee of October 30, 2023
APPENDIX 2	Minutes of the Meeting of Planning and Strategic Initiatives Committee – October 30, 2023
APPENDIX 3	Minutes of the Meeting of City Council – November 6, 2023

AMENDMENT NO. ## TO THE OFFICIAL PLAN OF THE CITY OF KITCHENER##

SECTION 1 – TITLE AND COMPONENTS

This amendment shall be referred to as Amendment No. ## 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 lands from Mixed Use and Low Rise Residential to Institutional.
- Amend Map 5 – Specific Policy Areas by adding the subject lands addressed as 20 Woolner Trail as Specific Policy Area 67, and
- Add Site Specific Policy 15.D.12.67 to the text of the Official Plan.

SECTION 3 – BASIS OF THE AMENDMENT

Planning Analysis:

Planning Act, R.S.O. 1990, c. P.13 25.

Section 2 of the Planning Act establishes matters of provincial interest and states that the Minister, the council of a municipality, a local board, a planning board and the Tribunal, in carrying out their responsibilities under this Act, shall have regard to, among other matters, matters of provincial interest such as:

- f) The adequate provision and efficient use of communication, transportation, sewage and water services and waste management systems;
- g) The minimization of waste;
- h) The orderly development of safe and healthy communities;
- j) The adequate provision of a full range of housing, including affordable housing;
- k) The adequate provision of employment opportunities;
- p) The appropriate location of growth and development;
- q) The promotion of development that is designed to be sustainable, to support public transit and to be oriented to pedestrians;
- r) The promotion of built form that,
 - (i) Is well-designed,
 - (ii) Encourages a sense of place, and
 - (iii) Provides for public spaces that are of high quality, safe, accessible, attractive and vibrant;
- s) 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, 2020, as it directs how and where development is to occur. The City's Official Plan is the most important vehicle for the implementation of the Provincial Policy Statement, 2020 and to ensure Provincial policy is adhered to.

The Ministry of Municipal Affairs and Housing is proposing an integrated province-wide land use planning policy document, potentially replacing the Provincial Policy Statement and A Place to Grow: Growth plan for the Greater Golden Horseshoe, with a singular Provincial Planning Statement (PPS) which is in draft form and not in effect at the time this report was prepared.

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 1.1.1 of the PPS promotes healthy, liveable and safe communities which are sustained by promoting efficient development and land use patterns as well as accommodating an appropriate mix of uses, including residential, institutional and employment 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 designation and zoning facilitate a form of development which efficiently uses the lands, provides an elementary and secondary school (institutional use) in close proximity to residential areas within the catchment area as well as transit options including bus transit. This location offers transportation choice for walkers and transit users and makes efficient use of both existing roads and active transportation networks. The lands are serviced and are in proximity to parks, trails and other community uses.

Provincial policies are in support of providing a broad range of uses within a community, and that public service facilities should be located in community hubs, where appropriate, to promote cost-effectiveness and facilitate service integration with access to transit and active transportation.

Planning staff is of the opinion that the proposed applications will provide an additional institutional use that is compatible with the surrounding community, contributes to a liveable 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 have confirmed there is capacity in the sanitary sewer to permit the development of the subject lands.

Based on the foregoing, staff is of the opinion that this proposal is in conformity with 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. Policies of the Growth Plan promote growth within strategic growth areas including major transit station areas, in order to provide a focus for investments in transit and other types of infrastructure.

Policies 2.2.1.4 states that complete communities will:

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

Policy 3.2.8.6 states that new public service facilities, including hospitals and schools, should be located in settlement areas and preference should be given to sites that are easily accessible by active transportation and transit, where service is available. The proposed school is located adjacent to a residential community, and it is located within the catchment area identified by the school board.

Planning staff is of the opinion that the applications 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 Designated Greenfield Areas. The subject lands are designated Urban Designated Greenfield Areas in the ROP. This neighbourhood provides for the physical infrastructure and community infrastructure to support the proposed development, including transportation networks and municipal drinking-water supply and wastewater systems.

Regional policies require Area Municipalities to establish a network of continuous sidewalks, community trails and bicycle pathways that provide direct, safe, comfortable and convenient linkages within the neighbourhood and externally to other neighbourhoods, including linkages to transit stops, employment areas, school sites, food destinations and community facilities. The proposed development will be well connected as existing sidewalks and multi-use pathways have been developed.

Regional staff have indicated that they have no objections to the proposed applications (Appendix 'D'). Planning staff are of the opinion that the applications conform to the Regional Official Plan.

City of Kitchener Official Plan (OP)

The City of Kitchener 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.

Complete Community

A complete community creates and provides access to a mix of land uses including, a full range and mix of housing, including affordable housing, recreation, commerce, community and cultural facilities, health care facilities, employment, parks and open spaces distributed and connected in a coherent and efficient manner. A complete community also supports the use of public transit and active transportation, enabling residents to meet most of their daily needs within a short distance of their homes. Kitchener will be planned as a complete community that creates opportunities for all people to live, work and interact within close proximity. Planning for a complete community will aid in reducing the cost of infrastructure and servicing, encourage the use of public transit and active modes of transportation, promote social interaction, and foster a sense of community.

The applicant is proposing to contribute aspects of a complete community on the subject lands with a new elementary and secondary school.

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.

The subject lands are located within a Neighbourhood Node. The planned function of Neighbourhood Nodes is to serve the day to day commercial needs of surrounding residential areas and are encouraged to be cycling and pedestrian friendly. Properties that are located within a Neighbourhood Node are intended to accommodate mixed use and commercial uses when deemed appropriate for achieving the planned function of the Neighbourhood Node.

The Institutional land use designation and uses, and particularly 'Major Institutional' uses are not permitted in a Neighbourhood Node.

The applicant is proposing to add a Site Specific Policy Area No. 67 to the subject lands to permit an Institutional land use designation and a 'Major Institutional' use within a Neighbourhood Node.

Although institutional and community uses are not part of the Neighbourhood Node designation, the Neighbourhood Node designation does indicate that the intent of the site was to accommodate non-residential uses as part of the community. Institutional

uses, such as schools, help serve the existing community by providing educational facilities and amenities that can be used by the neighbourhood, while helping to meet the planned function of the area.

Staff is of the opinion that the proposed Official Plan Amendment and Zoning By-law Amendment will support a development that help meets the planned function of the Neighbourhood Node designation and also contributes to the vision for a sustainable and more sustainable city.

Land Use

The subject lands are designated 'Mixed Use' and 'Low Rise Residential" (Map 3) in the City of Kitchener Official Plan.

The 'Mixed Use' designation is intended to be flexible and responsive to land use pattern changes and demands and permit a broad range of uses at different scales and intensities depending on the lands' geographic location and identification at the urban structure level. As such, an appropriate and compatible mix and range of commercial, retail, institutional and residential uses, at different scales and intensities will be encouraged and supported within lands designated Mixed Use.

The Low Rise Residential' designation permits a full range of low density housing types which may include single detached dwellings, additional dwelling units, attached and detached, semi detached dwellings and other forms of low-rise housing.

The applicant is proposing to change the land use designation to 'Institutional' and to add Site Specific Policy Area No. 67 to the subject lands. The Institutional designation's primary use is intended for institutional uses that are of a community or regional nature, such as secondary and post-secondary educational facilities, long-term care facilities and social, cultural and administrative facilities. This land use designation also includes small-scale institutional uses compatible with surrounding uses such as public and private elementary schools, libraries, day care centres, and places of worship. Some of these small-scale institutional uses may also be permitted in other land use designations found in this Plan.

The proposed Institutional land use designation will permit the proposed development of the site with an elementary and secondary school. An objective of lands designated Institutional is to provide appropriate locations and opportunities for community infrastructure, facilities and amenities to support a complete and healthy community.

Lands which are designated Institutional may have the following characteristics:

- a) they serve a population beyond that found in the immediate neighbourhood surrounding their location;
- b) they can generate large volumes of vehicular traffic which generally cannot be accommodated on local streets;
- c) they may require large areas of land to accommodate buildings, outdoor activity areas and on-site parking; and,
- d) they generally have extended hours of operation including weekday evenings and weekends and in some cases they may operate 24 hours a day, all year round.

The proposed school is located adjacent to a residential community, and it is located within the catchment area identified by the school board (Appendix F). The area served by the school goes beyond the immediate neighbourhood and will benefit a considerable portion of the City's population. The proposed school will be constructed on a large parcel of undeveloped land, and is located on a road that has been identified as having capacity to accommodate the additional traffic.

Policy 17.E.13.1 of the City of Kitchener Official Plan require that holding provisions will 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. A Holding provision may be used in order to ensure that certain conditions, studies or requirements related to a proposed Zoning By-law Amendment are met. A Holding Provision shall be applied to the lands and will not be removed through a by-law amendment until such time as the Region of Waterloo has reviewed and approved an updated Noise Study.

Urban Design

The City's urban design policies are outlined in Section 11 of the City's Official Plan. In the opinion of staff, the proposed development meets the intent of these policies, specifically: Streetscape; Safety; Universal Design; Site Design; and Building Design. To address these policies, an Urban Design Brief Report was submitted and has been reviewed by City staff. The Urban Design Brief outlines the vision and principles guiding the site design, some examples include: providing an architectural design that is appropriate to the existing neighbourhood fabric, providing clean visual site lines, providing safe pedestrian circulation, and providing a sustainable built form. Detailed design will be reviewed through the site plan design and approvals process.

Streetscape – As part of the site plan approval process the footprint of the building was moved closer to the street to promote an active streetscape. Furthermore, the majority of the parking is buffered from the street as it is located behind the building. City staff will also require adequate landscaping on each side of the property to provide additional screening for the parking areas.

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.

Site Design – As part of the site plan approval process, Staff have requested additional changes to the site, specifically relocating some of the parking spaces away from the front corner of the property, increasing and prioritizing pedestrian access by altering the pedestrian access at the corner, to reduce the number of retaining walls, and increasing the amount of pedestrian accesses to the building. Furthermore, staff have requested

that a right out only access be provided for the access closest to the roundabout in order to encourage traffic to be directed to the roundabout.

Building design – As part of the site plan process design elements within the building materials such as varying shades of brick and stone accents, have been included to add to the visual interest of the building.

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 land use designations and urban design initiatives that make a wide range of transportation choices viable. The proposed development aims to increase density on an existing site that is served by public transit. Grand River Transit Route 23 is easily accessible to the site and an Institutional use will help support the ridership of Route 23. Further review of transit routes will be undertaken as the site develops to review if additional routes would be required. Staff also understand that the school board works closely with Grand River Transit to ensure transit options are available to secondary school sites.

An objective of the Transportation polices in the Official plan is to develop, support and maintain a complete, convenient, accessible and integrated transportation system that incorporates active transportation, public transit and accommodates vehicular traffic.

At future site plan approval processes, the design of the building will have to feature a high-quality public realm to enhance the identity of the area and create gathering points for a variety of community functions, sports events and other activities. Additionally, secured and visitor bicycle parking will be required as part of the Zoning By-law. Furthermore, as noted, though consultation with the area residents, improvements such as no stopping areas, no parking areas, reduction of the speed limit and seasonal traffic calming have all been discussed and will be incorporated and implemented as part of the development of the site.

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.

Development applications are required to demonstrate that the proposal meets the sustainable development policies of the Plan and that sustainable development design standards are achieved.

Sustainable development initiatives will be further explored at the Site Plan Application stage.

Proposed Official Plan Amendment Conclusions

The Official Plan Amendment application requests that the land use designation as shown on Map 3 be changed from 'Mixed Use' and 'Low Rise Residential' to 'Institutional' with Site Specific Policy Area No. 67'. Based on the planning analysis, Planning staff is of the opinion that the proposed Official Plan Amendment represents good planning and recommends that the proposed Official Plan Amendment be approved in the form shown in Appendix "A".

SECTION 4 – THE AMENDMENT

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

- a) Amend Section 15.D.12 Area Specific/Site Specific Policy Areas by adding Policy 15.D.12.67 as follows:

15.D.12.67. 20 Woolner Trail

Notwithstanding the Neighbourhood Node identification, on lands municipally known as 20 Woolner Trail, the applicable land use designation will include Institutional.

A Holding provision pursuant to Section 17.E.13 will apply to institutional uses. The Holding provision will not be removed until such time as:

- a) A revised noise impact study has been completed and implementation measures addressed to the satisfaction of the Regional Municipality of Waterloo.
- b) Amend Map No. 3. – Land Use, by designating the lands municipally addressed as 20 Woolner Trail as 'Institutional' instead of 'Mixed Use' and 'Low Rise Residential', as shown on the attached Schedule A;
- c) Amend Map No. 5 – Specific Policy Areas, by adding No. 67 to the lands addressed as 20 Woolner Trail as shown on the attached Schedule 'B'

APPENDIX 1 - NOTICE OF PUBLIC MEETING

NOTICE OF PUBLIC MEETING

for a development in your neighbourhood
20 Woolner Trail



Concept Drawing



Elementary &
Secondary
School



Parking
Increase

Have Your Voice Heard!

Planning & Strategic Initiatives Committee

Date: **October 30, 2023**
Location: **Council Chambers,
Kitchener City Hall
200 King Street West
or Virtual Zoom Meeting**

Go to **kitchener.ca/meetings**
and select:

- Current agendas and reports
(posted 10 days before meeting)
- Appear as a delegation
- Watch a meeting

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

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

or contact:

Tim Seyler, Senior Planner
tim.seyler@kitchener.ca
519.741.2200 x7860

The City of Kitchener will consider applications to amend the Official Plan and Zoning By-law to facilitate the development of an Elementary and Secondary School for Grades 7-12. The applications are to change the Official Plan Designation and Zoning Category from 'Mixed Use' and 'Residential' to 'Institutional'. A site specific regulation is also proposed for an increased parking rate .

APPENDIX 2

Minutes of the Meeting of Planning and Strategic
Initiatives Committee – October 30, 2023

APPENDIX 3

Minutes of the Meeting of City Council – November 6,
2023