

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

CITY OF KITCHENER
15 Laurentian Drive

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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 Low Rise Residential to Institutional.

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 (*emphasis added*):

- d) The conservation of features of significant architectural, cultural, historical, archaeological or scientific interest;
- 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;
- i) The adequate provision and distribution of educational, health, social, cultural and recreational facilities;
- j) The adequate provision of a full range of housing, including affordable housing;
- 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. 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. Policy 1.1.1 of the PPS states that healthy, livable, and safe communities are sustained by several means including, “accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), *institutional* (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs.” (*emphasis added*)

The PPS promotes efficient development and land use patterns, as well as accommodating an appropriate mix of 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 requested Official Plan designation facilitates the expansion of institutional use; the subject property is located near bus transit (including iXpress service and local GRT routes); and the proposal makes use of both existing roads and active transportation networks. The property is serviced and is in proximity to parks, trails and other community uses.

In addition, Policy 1.3.1 of the PPS states that, “Planning authorities shall promote economic development and competitiveness by: a) providing for an appropriate mix and range of employment, *institutional*, and broader mixed uses to meet long-term needs”.

Planning staff is of the opinion that the requested amendments will increase the viability of an existing institutional use and enhance the mix of uses within the community, thereby promoting economic development and competitiveness. It should be noted that the expansion of land for institutional use is rare, and the subject applications represent a unique opportunity to add to the City’s institutional land inventory. Moreover, no new public roads or services would be required for the proposal.

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 achievement of complete communities that are designed to support healthy and active living and meet people’s needs for daily living throughout an entire lifetime, and feature a mix of land uses, convenient access to stores, services, and public service facilities. Making efficient use of land and infrastructure, providing for a range, and mix of housing types, jobs, and services, at densities and in locations which support transit viability and active transportation is important.

Policy 2.2.1.4 states that applying the policies of the Growth Plan will support the achievement of complete communities that (*emphasis added*):

- 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;

- c) 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;
- 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.

The subject lands are located within the City's delineated Built-Up Area. Planning staff is of the opinion that the requested amendments will assist in achieving a complete community by expanding the existing, viable institutional use. The impact of losing one residential unit is negligible considering the thousands of dwelling units that have been approved and not yet built or are within the planning phase.

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. Growth is directed to the Built-Up Area of the Region to make better use of infrastructure that can assist in transitioning the Region into an energy efficient, low carbon community.

The proposal assists the gradual transition of existing neighbourhoods within the Region into 15-minute neighbourhoods with a broad mix of land uses where people can meet their daily needs for goods, services, and employment within a 15-minute trip by walking, cycling, and rolling, and where other needs can be met by taking direct, frequent, and convenient transit. 15-minute neighbourhoods include an appropriate mix of jobs, local stores, and services, a full range of housing, transportation options and public service facilities. They are also age-friendly places and may take different shapes and forms appropriate to their contexts.

The requested amendments will increase the land area devoted to an institutionally designated property, thereby facilitating the expansion of an existing institutional use. Such increases are rare, and allocation of new institutional land typically occurs only during the initial application of small pockets of land through secondary and community planning exercises. The expansion may also increase the usability / functionality of the school use.

Development in the Built-Up Area is intended to provide gentle density that assists in providing opportunities for residents to use alternative forms of transportation (e.g., walking, rolling, strolling). The school is adjacent to an existing transit route (Route 12/Westmount) and is located adjacent to Regional and City roads where sidewalks and trails are located, facilitating walking to/from the existing school.

Section 2.F of the Regional Official Plan establishes policies for intensification targets within the Delineated Built-Up Area, which is set at 60% annually for the City of Kitchener. It is not intended that the 60% target would apply to individual developments, but rather that it is to be achieved over the entire Built-Up Area. Planning staff advises that many other development opportunities exist to achieve the intensification target.

The Region of Waterloo has indicated it has no objections to the proposed application, subject to site specific provision in the Zoning By-law prohibiting geothermal wells. The Region prohibits geothermal energy systems within wellhead protection sensitive areas because they have the potential to contaminate ground water – the region’s main source for drinking water.

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

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

The applicant is requesting to change the land use designation of the subject property from *Low Rise Residential* to *Institutional*. No other changes to the Official Plan are requested. Planning staff commentary regarding applicable Official Plan policies and the details of the requested amendment are below.

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.

Urban Structure

The subject property is identified as *Community Areas* on *Map 2 – Urban Structure* of the Official Plan. The planned function of this Urban Structure Component is to provide for residential uses and non-residential supporting uses intended to serve the immediate residential areas. Policy 3.C.2.51 states, “Within areas identified as Community Areas on Map 2 the applicable land use designation may include Low Rise Residential, Medium Rise Residential, High Rise Residential, Open Space, *Institutional* and/or Major Infrastructure and Utilities as shown on Map 3 and detailed in Sections 15.D.3, 15.D.7, 15.D.10 and 15.D.11” (*emphasis added*). The applicant is not requesting a change to the urban structure.

Land Use Designation

The subject property is currently designated Low Rise Residential on Map 3 – Land Use of the City of Kitchener Official Plan. The Low Rise Residential land use designation is intended to accommodate a full range of low density housing types, including single detached dwellings, additional dwelling units, semi-detached dwelling, street townhouse dwellings, cluster townhouses, low-rise multiple dwellings, special needs housing, and other forms of low density residential use.

The current designation permits a maximum Floor Space Ratio of 0.6, but site-specific increase up to 0.75 may be considered where it can be demonstrated that the increase is compatible and meets the general intent of the Official Plan. The maximum height limit in the Low Rise Residential designation is 3 storeys or 11 metres, though heights may be increased to 4 storeys or 14 metres in certain circumstances. Within this designation, the predominant land use is

residential. However, it is intended that complementary non-residential land uses be integrated, subject to locational criteria and zoning.

As aforementioned, the applicant is requesting to change the land use designation of the subject property from *Low Rise Residential* to *Institutional*. No other changes to the Official Plan are requested. The Official Plan states that the primary use of land designated Institutional is for institutional uses that are of a community or regional nature (e.g., secondary and post-secondary educational facilities, long-term care facilities, and social, cultural and administrative facilities). This designation also includes small-scale institutional uses that are compatible with nearby uses such as public and private elementary schools, libraries, day care centres, and places of worship.

It should be noted that the City’s institutional land inventory is vulnerable to attrition through conversion because residential development tends to yield higher property values than institutional uses. Accordingly, Policy 15.D.7.3 states that, “The City may designate small scale institutional uses as Institutional in order to protect areas for institutional use and ensure their continued contribution to supporting a complete community.” This policy highlights the importance of protecting institutional uses and ensuring their continuation. It also highlights the valuable contribution that institutional lands make in achieving complete community.

Policy 15.D.7.5 provides direction for considering an OPA for new institutional uses. Although the subject OPA is not for a new institutional use, but rather an expanded institutional use, this policy nonetheless provides useful guidance. Under this policy, the City is to have regard to the following considerations:

Policy Number	Consideration	Planning Staff Response
a)	The lands are within walking distance to existing or planned public transit.	The subject property is on the GRT local route #12 and within 680m of iXpress route #201.
b)	The location would contribute to creating and maintaining a walkable and complete community.	The proposal would expand an existing, viable institutional use, thereby supporting the planned function and complete community.
c)	The lands can incorporate a strong focus on the creation of links for pedestrians and cyclists with surrounding uses.	The proposal may strengthen the existing institutional use, which may support use of existing active transportation networks that are in the neighbourhood.
d)	The compatibility of the proposed community institutional use with surrounding height, massing and scale of other community institutional uses or adjacent residential buildings.	The subject lands are likely to be used for play space or parking area to support the existing institutional use. No buildings are proposed on the subject property. The Site Plan Approval process would review physical changes to the site and assist with ensuring compatibility.
e)	Whether the lands are of an appropriate size to accommodate such use, buffering as necessary to ensure compatibility with adjacent uses, recreational amenities as necessary and sufficient on-site parking.	The lands would expand the existing institutional use, including the possibility of an enlarged parking area. Any institutional use on adjacent low rise residential development would be buffered or mitigated through the site

		plan process, fencing, and zoning (e.g., setbacks).
f)	The location of community institutional uses to form neighbourhood focal points and to facilitate and encourage the sharing of complementary facilities.	The applicant advises that while there are no formal agreements in place, the existing surface parking facility and playground/play fields are regularly used informally by the surrounding community; it is expected that this will continue. In addition, the gym is regularly rented out to several community sports groups and organizations; it is expected that this practice will also continue. Also, the subject applications would increase the size of the existing institutional hub, noting there are 4 existing schools in the area.
g)	The adequacy of municipal infrastructure.	The City's Engineering Services advises that it has no concerns with the subject applications, regarding infrastructure or otherwise.
h)	For large sized institutional uses, the lands are located on a Regional Road, Arterial Street or Major Community Collector Street.	The abutting private school is not considered a large-sized institutional use. Notwithstanding, while Map 11 identifies Laurentian Dr as a Minor Neighbourhood Collector Street, Westmount Rd (which the subject property would have frontage on via consolidation) is identified as a Regional Road.

In summary, Planning staff is of the opinion that the requested OPA satisfies the considerations of Policy 15.D.7.5. The requested *Institutional* land use designation will assist in achieving a complete community by expanding an existing, viable institutional use. The subject property and proposal are close to transit, do not require servicing upgrades, and support and strengthen the use of existing active transportation networks within the neighbourhood.

Proposed Official Plan Amendment Conclusions:

The Official Plan Amendment application requests that the land use designation as shown on *Map 3 – Land Use* of the 2014 Official Plan be changed from *Low Rise Residential* to *Institutional* to permit future expansion options for the abutting Laurentian Hills Christian School. The subject property may be used for an expansion of the existing surface parking area or to accommodate additional outdoor play space for students. Based on the above noted policies and analysis, Planning staff is of the opinion that the requested OPA represents good planning and recommends that it be adopted in the form shown in Schedule 'A'.

SECTION 4 – THE AMENDMENT

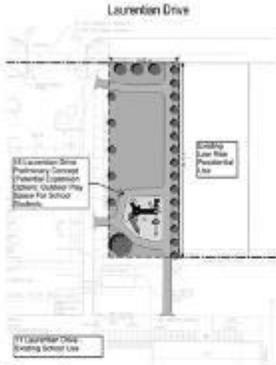
The City of Kitchener Official Plan (2014) is hereby amended as follows:

- a. Amend *Map No. 3 – Land Use* by designating the lands municipally addressed as 15 Laurentian Drive as *Institutional* instead of *Low Rise Residential*, as shown on the attached Schedule 'A'.

NOTICE OF PUBLIC MEETING

for a development in your neighbourhood

15 Laurentian Drive



Concept Drawing



From Low Rise Residential
to Institutional Use

Have Your Voice Heard!

Planning & Strategic Initiatives Committee

Date: **April 22, 2024**
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:
Andrew Pinnell, Senior Planner
andrew.pinnell@kitchener.ca
519.741.2200 x7668

The City of Kitchener will consider applications for Official Plan and Zoning By-law amendments to redesignate the property from "Low Rise Residential" to "Institutional" in the Official Plan and to rezone the property from Low Rise Residential Two Zone "RES-2" to Neighbourhood Institutional Zone "INS-1". The property is proposed to be redesignated and rezoned to permit future expansion options for the school located at 11 Laurentian Drive. The lands may be used for an expansion of the existing surface parking area or to accommodate additional outdoor play space for students.

APPENDIX 2: Minutes of the Planning & Strategic Initiatives Committee Meeting (April 22, 2024)

APPENDIX 3 - Minutes of the Meeting of City Council (April 29, 2024)