

Staff Report



Development Services Department

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REPORT TO: Planning and Strategic Initiatives Committee

DATE OF MEETING: May 12, 2025

SUBMITTED BY: Garrett Stevenson, Director of Development & Housing Approvals, 519-783-8922

PREPARED BY: Brian Bateman, Senior Planner 519-783-8905

WARD(S) INVOLVED: Ward 2

DATE OF REPORT: April 16, 2025

REPORT NO.: DSD-2025-203

SUBJECT: 44 and 50 Arlington Boulevard
Official Plan Amendment Application (OPA24/16/A/BB)
Zoning By-law Amendment Application (ZBA24/031/A/BB)
2597316 Ontario Corp. and Brandon Robert Corman

RECOMMENDATION:

That Official Plan Amendment Application OPA24/016/A/BB for 44 and 50 Arlington Boulevard for 2597316 Ontario Corp. and Brandon Robert Corman be approved, in the form shown in the Official Plan Amendment attached to Report DSD-2025-203 as Attachment 'A'; and

That Zoning By-law Amendment Application ZBA24/031/A/BB requesting to amend Zoning By-law 2019-051 for 44 and 50 Arlington Boulevard for 2597316 Ontario Corp. and Brandon Robert Corman be approved in the form shown in the 'Proposed By-law' and 'Map No. 1' attached to Report DSD-2025-203 as Attachment 'B'.

REPORT HIGHLIGHTS:

- The purpose of this report is to evaluate and provide a planning recommendation regarding Official Plan and Zoning By-law Amendment Applications for the subject property located at 44 and 50 Arlington Boulevard.
- It is Planning staff's recommendation that the Official Plan Amendment and Zoning By-law Amendment Applications be approved. The proposed applications represent an opportunity to provide new missing middle housing that addresses a need in the community.
- Community engagement included:
 - Circulation of a preliminary notice to residents and property owners within 240 metres of the subject lands;
 - Installation of a large billboard notice sign on the property;

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

- Follow up one-on-one correspondence with members of the public who responded to the circulation or saw the billboard sign;
- Neighbourhood Meeting held on February 5, 2025;
- Notice advertising of the statutory public meeting was circulated to all residents and property owners within 240 metres of the subject site, and those who responded to the preliminary circulation, and
- Notice of the public meeting was published in The Record on April 17, 2025.
- This report supports the delivery of core services.
- The applications were deemed complete on December 27, 2024, and can be appealed for non-decision as of April 26, 2025.

EXECUTIVE SUMMARY:

The owner of the subject lands is proposing a site-specific amendment to the Low Rise Residential land use designation in the Official Plan and to change the zoning from 'RES-2' to 'RES-5' with Site Specific Provision (429) in Zoning By-law 2019-051 to permit stacked townhomes (a multiple dwelling) with reduced on-site parking, a minor increase in Floor Space Ratio (FSR), and a reduced interior side yard setback. Holding Provision (112H) is proposed to require final approval of a detailed Noise Study. Staff are recommending that the applications be approved.

BACKGROUND:

The City of Kitchener has received applications from 2597316 Ontario Corp. to amend the City's Official Plan and Zoning By-law 2019-051 for a development concept that proposes a stacked townhouse development (a multiple dwelling) with sixteen (16) residential dwelling units and 8 parking spaces. The subject lands are made of up two (2) properties, being 44 and 50 Arlington Boulevard, and each property is currently developed with a single detached dwelling which are proposed to be demolished. They are currently leased as one household each and rented out to students who will be leaving at the end of the term in Spring 2025. The Rental Replacement By-law does not apply. The subject lands are located at the northeast corner of Weber Street East (a Regional Road) and Arlington Boulevard.

The subject lands are identified as 'Community Area' on the City's Urban Structure (Map 2 - City of Kitchener Official Plan) and designated as 'Low Rise Residential' (Map 3 - City of Kitchener Official Plan). They are zoned 'Low Rise Residential Two Zone (RES-2)' in Zoning By-law 2019-51.

Site Context

The subject lands are municipally addressed as 44 and 50 Arlington Boulevard. The subject lands are a corner lot, with frontage onto Weber Street East and Arlington Boulevard. The lots currently contain two detached dwellings (see Figure 2). The property is flanked by low-rise detached and multiple dwellings (see Figure 1). Nearby commercial uses are located on the opposite side Weber Street East, including a drug store and grocery stores (see Figure 1). At this location, Weber Street East is a higher order bus transit route that connects directly to the Fairway and downtown ION Stations.



Figure 1 - Location Map: 44-50 Arlington Boulevard



Figure 2 – Existing Dwellings

Development Proposal

The development proposes the demolition of existing single-detached structures to construct a multiple dwelling. The proposed Site Plan and Building Elevations are shown below in Figures 3 and 4. The proposed multiple dwelling will contain 16 dwelling units, with a proposed concrete walkway fronting on Weber Street East. A parking lot is proposed at the rear of the property, comprising eight (8) parking spaces. Access to the rear parking lot is from Arlington Boulevard.

REPORT:

Provincial Planning Statement, 2024:

The PPS 2024 provides municipalities with the tools and flexibility they need to build more homes. Some examples of what it enables municipalities to do are; plan for and support development and increase the housing supply across the province; and align development with infrastructure to build a strong and competitive economy that is investment ready.

Sections 2.1.6 and 2.3.1.3 of the PPS 2024 promote planning for people and homes and directs planning authorities to support general intensification and redevelopment while achieving complete communities by accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses, recreation, parks and open space, and other uses to meet long-term needs. Policies further promote, improving accessibility and social equity, and efficiently using land, resources, and existing infrastructure.

Planning staff is of the opinion that the requested amendments will facilitate the intensification of the subject property with a 'missing middle' form of housing that is compatible with the surrounding community, is transit-supportive, and will make use of existing infrastructure. No new public roads would be required for the proposed development and Engineering Services staff has confirmed there is capacity in the sanitary sewer to facilitate intensification with the proposed development concept. Staff are of the opinion that the requested amendments are consistent with the PPS 2024.

Regional Official Plan (ROP):

The subject lands are designated "Urban Area" and "Built-Up Area" on Schedule 3a of the 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 and the proposed development conforms to Policy 2.F of the ROP as the proposed development will support the achievement of the minimum intensification targets within the delineated Built-Up Area. Growth is directed to the Built-Up Area to make better use of infrastructure that can assist in transitioning the Region into an energy efficient, low carbon community. Furthermore, intensification within the Built-Up Area assists the gradual transition of existing neighbourhoods within the Region into 15-minute neighbourhoods that are compact, well-connected places that allow all people of all ages and abilities to access the needs for daily living within 15 minutes by walking, cycling or rolling. The Region of Waterloo have indicated they have no objections to the proposed applications. (Attachment 'C'). Planning staff are of the opinion that the applications conform to the Regional Official Plan.

The proposed development conforms the ROP, since the proposed development helps to achieve the planned intensification target. Moreover, the proposed built form provides a mix of unit types and is appropriately located along a corridor in which growth can be located close to transit and active transportation services and infrastructure. In addition, Chapter 3 of ROPA 6 establishes policies for housing in the region. The proposed development meets the intent of these policies.

City of Kitchener Official Plan (OP)

Urban Structure

The subject lands are identified as 'Community Areas' in the City's Urban Structure (Map 2). The planned function of Community Areas is to provide residential uses as well as non-residential supporting uses intended to serve the immediate residential areas. Community Areas may have limited intensification with development being sensitive and compatible with the character, form, and planned function of the surrounding context.

Land Use Designation

The subject lands are designated 'Low Rise Residential' in the City's Official Plan (Map 3). Low Rise Residential areas are intended to accommodate a full range of low-density housing types including single detached, semi-detached, townhouse, and low-rise multiple dwellings (such as stacked townhouses and other forms of missing middle housing). The Low Rise Residential designation states that 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. Site-specific increases to allow up to a maximum Floor Space Ratio (FSR) of 0.75 may be permitted without an amendment to the Official Plan, provided the development meets the general intent of Official Plan policies and is compatible (Section 15.D.3.11).

The owner is proposing a FSR of 0.84, which requires a site-specific Official Plan Amendment to the Low Rise Residential designation. Staff are supportive of the increased FSR for the following reasons:

1. Stacked townhomes are a compatible low-rise built form and the additional floor space proposed reflects basement units raised slightly above ground level to provide natural lighting into those units. Any floor area aboveground counts towards the FSR. The raised basement units result in all four floors being included in the FSR calculation, notwithstanding that the building appears to be 3.5 storeys in height.
2. The building will address Weber Street East where additional massing is encouraged.
3. It is a corner property and not mid-block and therefore the additional massing will not create visual impact onto the neighbourhood nor disrupt the Arlington Boulevard streetscape.
4. Due to the location of the surface parking area at the rear of the property, there will be separation (buffer) between the proposed building and the existing building addressed as 54 Arlington Boulevard. The proposed building height is less than 11 metres and designed as 3.5 storeys, even though existing Low Rise residential land use policies permit a maximum building height of 14 metres along a Regional road.
5. The adjacent property to the west, being 11 Pinecrest Drive, is a 3 unit multiple dwelling (see Figure 5). It is 2.5 storeys in height and features a three-car garage that is immediately adjacent to the subject lands. The triplex building is similar in massing to what is being proposed for the subject lands.



Figure 5 – Existing 3 Unit Multiple Dwelling at 11 Pinecrest Drive

Planning staff is of the opinion that the requested Official Plan Amendment will facilitate a low-rise housing form that conforms with the Low Rise Residential land use designation in the City's Official Plan. The proposal provides an additional low density housing type within the neighbourhood with a maximum FSR of 0.84.

Transportation

The City's Official Plan contains policies to develop, support, and maintain a complete, convenient, accessible and integrated transportation system that incorporates active transportation, public transit, and accommodates vehicular traffic.

In regard to alternate modes of transportation, objectives of the Official Plan include promoting land use planning and development that is integrated and conducive to the efficient and effective operation of public transit and encourages increased ridership of the public transit system. The City shall promote and encourage walking and cycling as safe and convenient modes of transportation.

The proposed development aims to increase density on an existing site that is served well by public transit, with access to Grand River Transit Routes 8 and 28. The proposed development is required to provide safe, secure indoor bicycle storage to encourage active transportation. Staff is of the opinion that the requested Official Plan and Zoning By-law Amendment conforms with the transportation policies of the City's Official Plan.

Parking

The applicant has requested a reduced parking rate of 0.5 parking spaces per dwelling unit (8 parking spaces for 16 dwelling units) whereas 1.1 parking spaces per dwelling unit are required. Policy 13C.6.2 of the Official Plan states, "the City may consider adjustments to parking requirements for properties within an area or areas, where the City is satisfied that adequate alternative parking facilities are available, where developments adopt transportation demand management (TDM) measures or where sufficient transit exists or is to be provided." In support of a reduced parking rate, the applicant has submitted a Parking, Access and Circulation Review study prepared by Paradigm. It has been reviewed by Transportation staff. The study indicates the proposed parking rate of 0.5 parking spaces per dwelling unit could be supported given location next to bus routes and shopping, policies that support alternate modes of travel and implementation of (TDM)

measures. Staff can support the requested parking reduction as outlined in Transportation Planning staff comments found in Attachment 'E'

Urban Design

The City is committed to achieving a high standard of urban design, architecture and place-making to positively contribute to quality of life, environmental viability and economic vitality. Urban design is a vital component of city planning and goes beyond the visual and aesthetic character of individual buildings and also considers the functionality and compatibility of development as a means of strengthening complete communities.

Urban Design policies in the Official Plan support creating visually distinctive and identifiable places, structures and spaces that contribute to a strong sense of place and community pride, a distinct character and community focal points that promote and recognize excellence and innovation in architecture, urban design, sustainable building design and landscape design. The City requires high quality urban design in the review of all development applications through the implementation of the policies of the Official Plan and the City's Urban Design Manual.

The proposed development concept includes stacked townhomes that are oriented appropriately to Weber Street East within the existing context of the neighbourhood. Pedestrian connectivity throughout the site is provided through pedestrian walkways from the parking area to the unit entrances. On-site amenity area is achieved through balconies.

Housing

The City's primary objective with respect to housing in the Official Plan is 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. This low rise multiple dwelling proposal is a low-rise "missing middle" housing type and provides an option that bridges the gap between high density residential towers and single detached dwellings. The proposed housing type is an important segment in Kitchener's housing continuum.

Policy 4.C.1.9. Residential intensification and/or redevelopment within existing neighbourhoods will be designed to respect existing character. A high degree of sensitivity to surrounding context is important in considering compatibility.

Policy 4.C.1.12. 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.

Policy 4.C.1.22: The City will encourage the provision of a range of innovative housing types and tenures such as rental housing, freehold ownership and condominium ownership including common element condominium, phased condominium and vacant land condominium, as a means of increasing housing choice and diversity.

Based on the above housing policies, staff is of the opinion that the applications conform to the Official Plan.

Zoning By-law Amendment

A Zoning By-law Amendment Application has been requested to amend the zoning of the subject lands from 'RES-2' to the 'RES-5' to permit a multiple dwelling with 16 dwelling units. It is also requested that relief be granted for two 'RES-5' regulations in Table 7-7 and a parking reduction in Section 5 of By-law 2019-051. While the proposal meets the general intent of the 'RES-5' category, relief is required from two regulations in the 'RES-5' Zone to decrease the minimum interior side yard to 2.2 metres and to increase the maximum FSR to 0.84. Further, a 0.5 parking space per dwelling unit parking rate has been requested to permit 8 parking spaces for 16 dwelling units.

Proposed Parking Reduction

Weber Street East is designated as a *Planned Transit Corridor*. This proposal is transit-oriented development as it discourages the use of private vehicles and encourages alternative modes of transportation such as cycling, walking and public transportation. For sites that are on Planned Transit Corridors, Official Plan policies contemplate parking reductions where justification is provided. In support of the reduction, a Parking, Circulation and Access Review Study was submitted by Paradigm Transportation Solutions Limited. Planning staff agree with the findings of the study and can therefore support a parking reduction at this location.

Increase in maximum FSR

The increase in FSR due to massing has been deemed acceptable and appropriate. Stacked townhomes are a form of low-rise 'missing middle' housing that is encouraged within existing residential neighbourhoods to increase density, often referred to as gentle density. The fact it is located on a corner property on a Regional road that backs onto an existing multiple dwelling with similar height and massing confirms the proposal is not only characteristic of the neighbourhood but that impacts are negligible.

Reduced interior side yard setback

A setback of 2.2 metres, rather than 3 metres, is supported by Planning staff. Impact is negligible and will not affect private space. Where the setback is proposed, the side of the proposed multiple dwelling will abut an attached 3 car garage of the adjacent triplex dwelling located at 11 Pinecrest Drive.

Department and Agency Comments:

Circulation of the Official Plan Amendment and Zoning By-law Amendment Applications were undertaken to all applicable City departments and other review authorities. No major concerns were cited. Copies of the comments are found in Attachment 'D' of this report.

Community Input & Staff Responses

Staff received written responses from two (2) residents with respect to the proposed development. These are included in Attachment 'E'. A virtual Neighbourhood Meeting was held on February 5, 2025. A summary of what we heard, and staff responses are noted below.

WHAT WE HEARD



Two (2) people provided written comments.



A City-led virtual Neighbourhood Meeting held on February 5, 2025, and 8 different users logged on.



350 households (occupants and property owners) were circulated and notified.

What We Heard	Staff Comment
Traffic congestion	This is a corner property at the edge of the residential neighbourhood. Traffic will not filter into the neighbourhood. Therefore, in the opinion of staff, 16 additional units and 8 parking spaces will not cause traffic congestion on Arlington Boulevard.
Reduction of Property Values.	Assessing the impacts to property values is not a planning consideration. Planning applications are reviewed based on the principles of 'good planning' in the public interest which includes policy direction, serviceability, and functionality of the proposal.
Concerns with the grading and drainage.	A functional servicing and storm water management report was submitted as part of a complete application and was reviewed by City and Regional Engineering staff. Staff have no concerns and final design details will be determined at the site plan review. There are no concerns with supporting the ZBA.
Parking will be insufficient.	The City's Official Plan policies encourage transit supportive development in location such as the subject lands. This includes providing for less than 1 parking space per dwelling unit to encourage transit use, as well as other forms of transportation including active transportation and providing unbundled parking. The

	proposed parking rate of the proposed development helps the City achieve its goals for a modal shift from automobile dependence. These measures are outlined in a Parking Report that has been reviewed and approved by Transportation and Planning staff.
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Planning Conclusions

Development and Housing Approvals staff recommends approval of the Official Plan and Zoning By-law Amendment Applications to permit the subject property to be developed with 16 unit stacked townhome development. The proposal will facilitate redevelopment of the lands with a “missing middle” housing, in a low-rise built form. The proposal is not subject to the City’s Rental Replacement By-law. Staff are of the opinion that the subject applications are consistent with policies of the Provincial Policy Statement (2024), the Regional Official Plan, and the City of Kitchener Official Plan. Moreover, staff opines the proposal represents good planning and is in the public interest. In that regard, staff recommends that the Official Plan and Zoning By-law Amendment Applications 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 the property and information regarding the application was posted to the City’s website in January 2025. 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 responding to the preliminary circulation and who attended the Neighbourhood Meeting. Notice of the Statutory Public Meeting was also posted in The Record on April 17, 2025 (a copy of the Notice may be found in Attachment ‘C’).

CONSULT – The proposed Official Plan Amendment and Zoning By-law Amendment were circulated to residents and property owners within 240 metres of the subject lands in January 2025. In response to this circulation, staff received written responses from two members of the public. One virtual neighbourhood meeting was held.

REVIEWED BY: Malone-Wright, Tina – Manager of Development Approvals, Development and Housing Approvals Division

APPROVED BY: Readman, Justin– General Manager, Development Services Department

PREVIOUS REPORTS/AUTHORITIES:

- Planning Act, R.S.O. 1990, c. P.13
- Provincial Planning Statement, 2024
- Region of Waterloo Official Plan
- City of Kitchener Official Plan, 2014
- City of Kitchener Zoning By-law 2019-051

ATTACHMENTS:

Attachment A – Proposed Official Plan Amendment
Attachment B – Proposed Zoning By-law Amendment
Attachment C – Newspaper Notice
Attachment D – Department and Agency Comments
Attachment E – Public Comments