

REPORT TO: Planning and Strategic Initiatives Committee

DATE OF MEETING: October 27, 2025

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

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

WARD(S) INVOLVED: Ward 3

DATE OF REPORT: September 26, 2025

REPORT NO.: DSD-2025-370

SUBJECT: Zoning Bylaw Amendment Application ZBA25/016/W/BB
137 Woodhaven Road
2394608 Ontario Inc.

RECOMMENDATION:

That Zoning By-law Amendment Application ZBA25/016/W/BB requesting to amend Zoning By-law 2019-051 for 2394608 Ontario Inc. be approved in the form shown in the 'Proposed By-law' and 'Map No. 1', attached to Report DSD-2025-370 as Attachments 'A1' and 'A2', **BE APPROVED.**

REPORT HIGHLIGHTS:

- The purpose of this report is to evaluate and provide a planning recommendation regarding a Zoning By-law Amendment Application for the subject lands located at 137 Woodhaven Road. It is Planning Staff's recommendation that the Zoning By-law Amendment Application be approved.
- The proposed amendment would rezone the subject property from 'Low Rise Residential Two Zone (RES-2)' to 'Low Rise Residential Four Zone (RES-4)' to permit the use of the property for a semi-detached dwelling whereas the 'RES-2' zone does not permit a semi-detached dwelling.
- The new semi-detached dwelling would meet all the regulations in the 'RES-4' zone and no site-specific regulations would be required.
- The owner proposes to demolish the existing duplex dwelling and construct a new semi-detached dwelling with four (4) additional dwelling units (ADUs) (attached) for a total of six (6) units. A future Consent application is proposed to divide the property into two (2) separate and conveyable lots so that each property will contain three (3) dwelling units each.
- The demolition and construction will result in the displacement of existing tenants. The City's Rental Replacement By-law does not apply as there are two existing dwelling units proposed to be demolished and the By-law only applies where there are 6 or more units being demolished.

- Community engagement included:
 - circulation of a preliminary notice postcard to property owners and residents within 240 metres of the subject site, newspaper ad and posting on City’s website;
 - installation of a billboard notice sign on the property;
 - Neighbourhood Meeting held on July 22, 2025;
 - follow up one-on-one correspondence with members of the public;
 - on-site meeting on September 17, 2025; and
 - Notice of the public meeting was published in The Record on October 3, 2025.
- This report supports the delivery of core services.
- This application was deemed complete on June 23, 2025. The applicant can appeal the application for non-decision after September 21, 2025.

EXECUTIVE SUMMARY:

The owner of the subject lands, addressed as 137 Woodhaven Road, is proposing to change the zoning on the subject lands from ‘Low Rise Residential Two Zone (RES-2)’ to ‘Low Rise Residential Four Zone (RES-4)’. This will facilitate the redevelopment of the site with a semi-detached dwelling with attached ADUs. Staff are recommending that the application to amend the zoning of the subject property be approved as recommended.

REPORT:

The subject property is legally described as Lot 39 Registered Plan 849 in the City of Kitchener and addressed as 137 Woodhaven Road. The property is located on the south side of Woodhaven Road (see Figure 1). The subject site is in the Vanier Neighbourhood and is approximately 400 metres north of Fairway Road South, which is a commercial corridor and Protected Major Transit Station Area. The Fairway ION transit station stop is within walking distance, located at Fairview Park Mall.

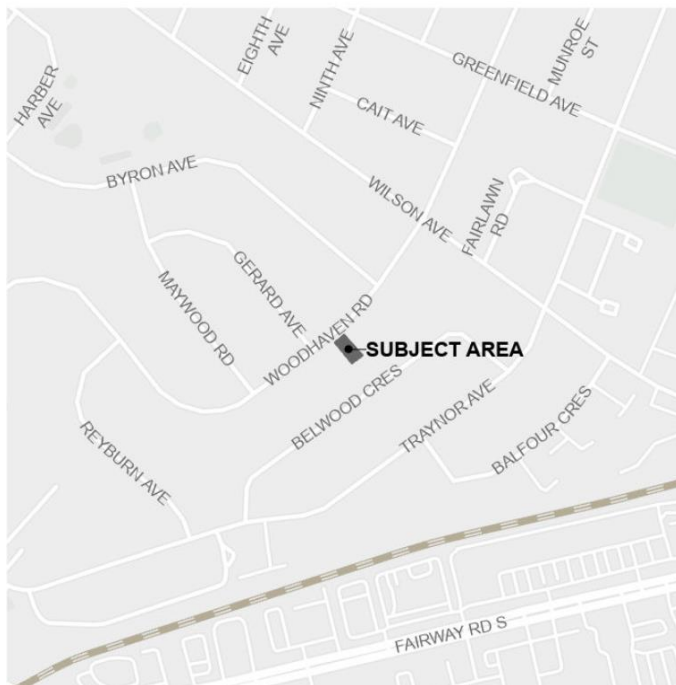


Figure 1 – Location Map

The lot is 582 square metres in area with a lot frontage of 15.85 metres along Woodhaven Road. The subject site (outlined in red in Figure 2 below) contains a duplex dwelling, originally constructed as a detached home in late 1950's and converted to a duplex in 2019.

The subject site is within an established residential neighbourhood. The surrounding land uses consist primarily of low density residential, containing a broad mix of single detached dwellings, semi-detached dwellings and low-rise apartment buildings (see Figure 3). Approximately 360 metres southwest is a mix of high density residential in the form of high-rise apartments and commercial uses in the form of restaurants, movie theatres, medical offices, grocery stores, a variety of shopping centres, and the Fairway ION transit station. Figure 4 identifies single and semi-detached dwellings within close proximity of the subject property.



Figure 2 – Aerial Photo of Subject Property



Figure 3 – Surrounding Land Use Map (Source: SBM Ltd., 2025)

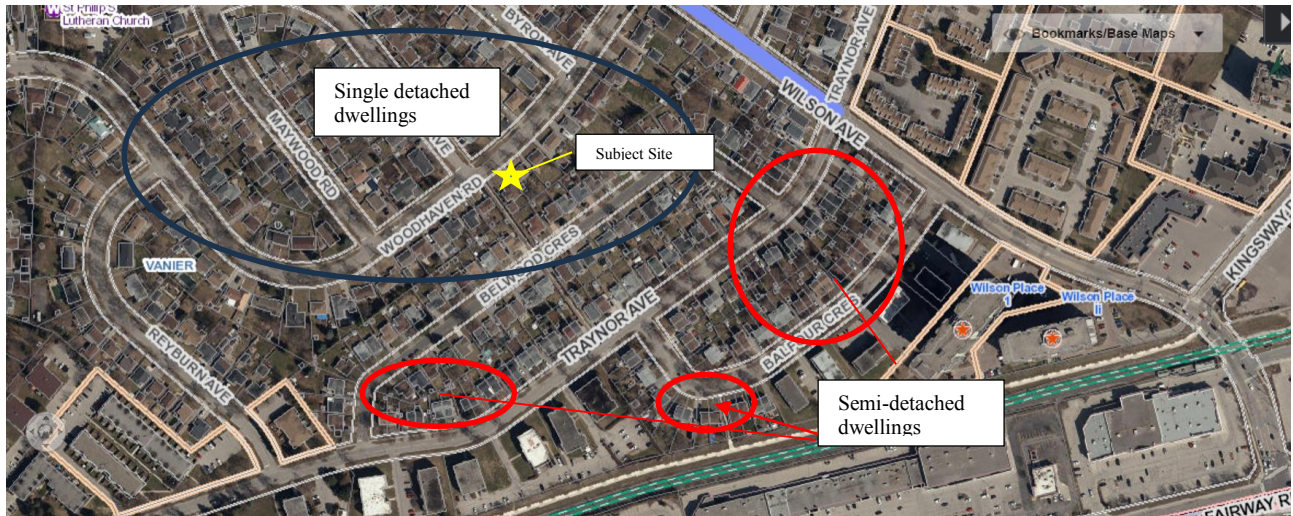


Figure 4 – Single and Semi-detached Dwelling Areas

The applicant is proposing to construct a new semi-detached dwelling containing two (2) additional dwelling units (ADUs) (attached), for a total of 6 new residential dwelling units (see Figure 4). The existing duplex dwelling is proposed to be demolished and the owner has advised that the current tenants will be displaced as a result. The owner has indicated that notice will be provided in accordance with the Residential Tenancies Act. The Owner has advised staff that upon completion of the new dwellings, current tenants will be offered to move into a new unit at the same rental rate. The demolition of the duplex is not subject to the City's Rental Replacement By-law because the demolition of less than 6 dwelling units is exempted.

A future Consent application will be submitted to sever the subject property into two separate and conveyable lots each having approximately 7.5 metres of lot width. Each lot would be serviced independently and contain a semi-detached dwelling with two ADUs (attached) per side, for a total of six dwelling units.

The proposed site plan provided in Figure 5 below shows the proposed severance line and the proposed footprint. The new building is proposed to have front porches, a single width driveway for each side with parking for 2 vehicles in tandem, and a rear yard deck with access to a rear yard amenity area. The design of the proposed building and location of the driveways will allow for the retention of the existing boulevard tree.



Figure 6 - Proposed Front View of the Semi-Detached Dwelling

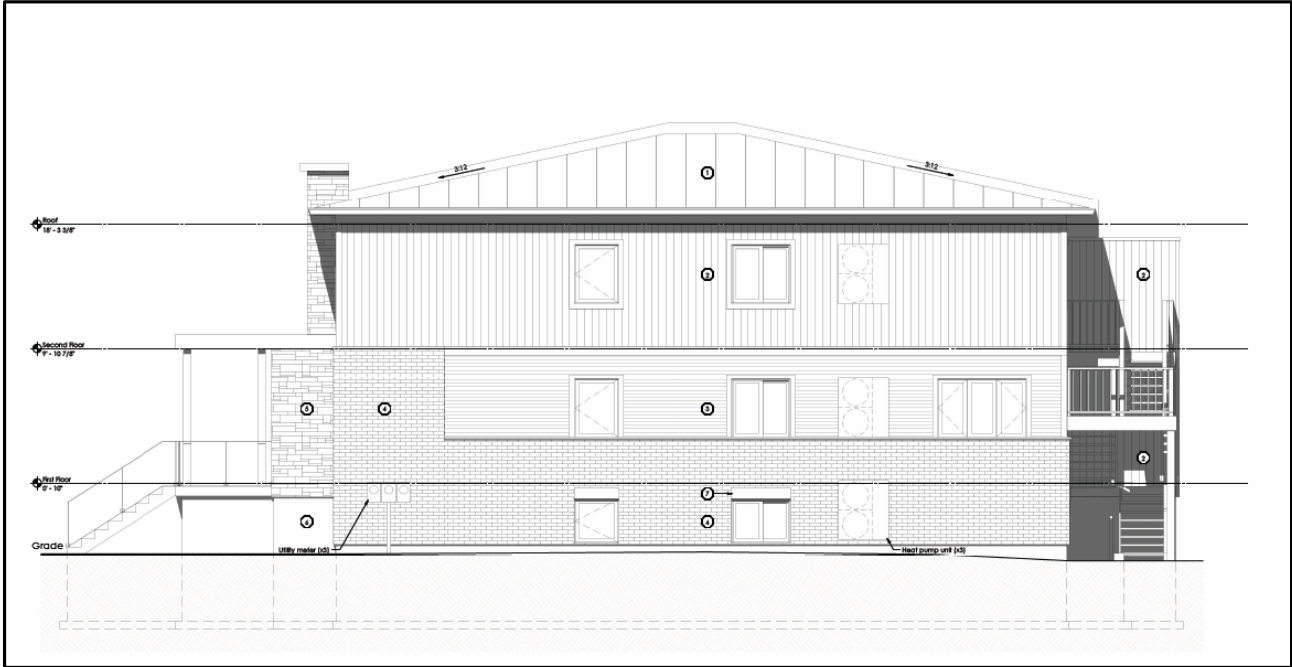


Figure 7 – Proposed Side View of the Semi-Detached Dwelling

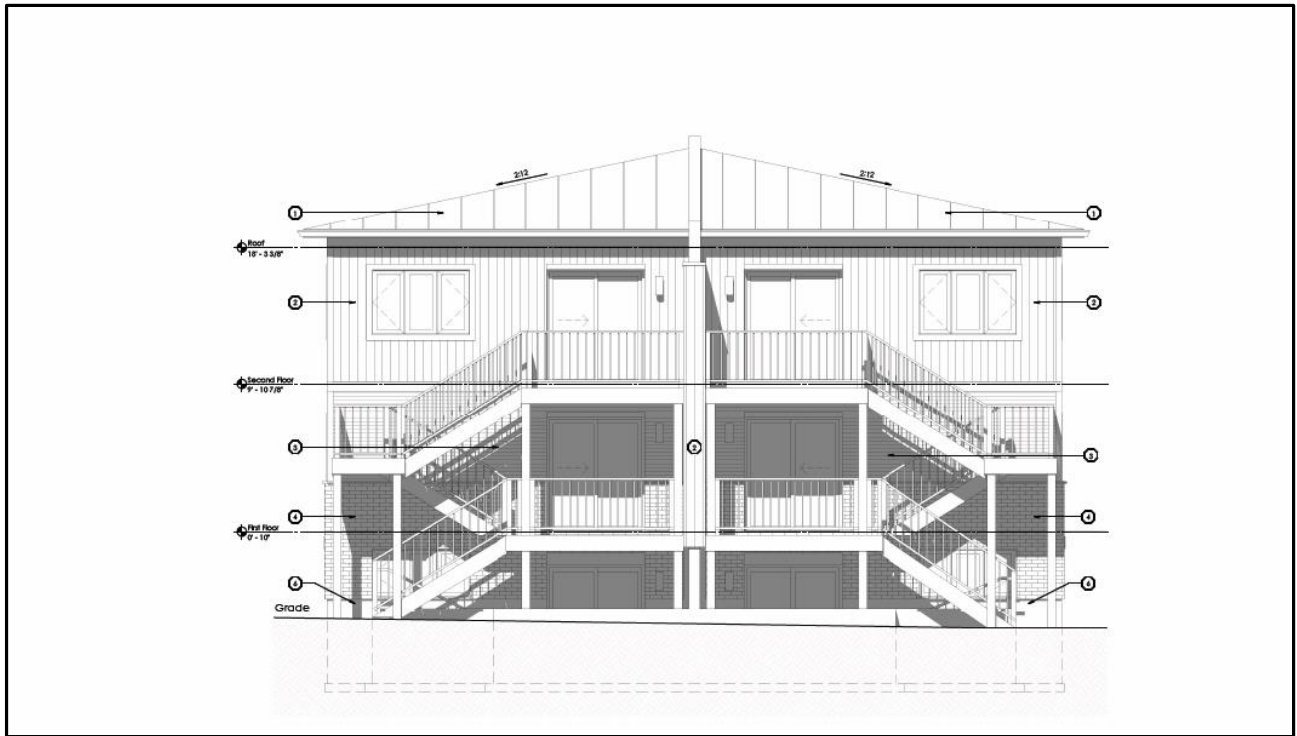


Figure 8 - Proposed Rear View of the Semi-Detached Dwelling

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 Planning Statement, 2024, 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 Planning Statement, 2024 and to ensure Provincial policy is adhered to.

Provincial Planning Statement, 2024:

The Provincial Planning Statement (PPS), 2024 is a streamlined province-wide land use planning policy framework that replaces both the Provincial Policy Statement, 2020 and A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2019 while building upon housing-supportive policies from both documents. The PPS 2024 came into force on October 20, 2024.

According to the Province, the PPS 2024 provides municipalities with the tools and flexibility they need to build more homes. It enables municipalities to:

- plan for and support development, and increase the housing supply across the province
- align development with infrastructure to build a strong and competitive economy that is investment-ready
- foster the long-term viability of rural areas
- protect agricultural lands, the environment, public health and safety

Sections 2.1.6 and 2.3.1.3 of the PPS 2024 promote planning for people and homes and supports 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.

Section 2.2.1 requires that Planning authorities provide for a range and mix of housing options and densities to meet projected needs of current and future residents. One way this is accomplished is by “permitting and facilitating: 1. all housing options required to meet the social, health, economic and wellbeing requirements of current and future residents, including additional needs housing and needs arising from demographic changes and employment opportunities; and 2. all types of residential intensification...for residential use, development and introduction of new housing options within previously developed areas, and redevelopment, which results in a net increase in residential units...”

In this regard, Development and Housing Approvals (DHA) staff is of the opinion that the requested amendment is consistent with the PPS 2024; it will facilitate a gentle residential intensification of the subject property with a compatible built form.

Regional Official Plan (ROP):

The Region of Waterloo is an upper-tier municipality without planning responsibilities. The More Homes Built Faster Act, 2022, amended the Planning Act by transferring planning responsibilities from upper-tier governments across the Province, including the Region of Waterloo to local municipalities. The Region is responsible for commenting on the infrastructure and service delivery that the Region of Waterloo delivers to the community, such as Public Health and Paramedic Services, Affordable Housing, source water protection, water and wastewater infrastructure, transit and transportation, waste management, and the Region of Waterloo International Airport. As a result, the Region no longer has a ROP as it is now an Official Plan for area municipalities who are responsible for implementation of the ROP until it is repealed through a future Area Municipal planning exercise.

For purposes of this application, Regional staff have provided their comments which have been considered in the formation of the planning recommendation of the subject applications.

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 of the Region 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 application. (Attachment ‘D’).

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 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 Official Plan establishes an Urban Structure for the City of Kitchener and provides policies for directing growth and development within this structure. The subject property is identified on Map 2 – Urban Structure of the City’s Official Plan (OP) as ‘Community Areas’. The OP states that “The planned function of Community Areas is to provide for residential uses as well as non-residential supporting uses intended to serve the immediate residential areas.” This urban structure component allows for limited intensification in accordance with the applicable land use designation and the Urban Design Policies in Section 11. In addition, “development must be sensitive to and compatible with the character, form and planned function of the surrounding context.”

The subject proposal would assist in achieving the planned function by facilitating a gentle residential intensification that is sensitive to and compatible with the surrounding context. The requested amendment would facilitate low rise residential development that is compatible in lot area, lot width, lot coverage, height and setbacks with the surrounding neighbourhood.

DHA staff is of the opinion that the requested amendment will support redevelopment that conforms to the City’s ‘Community Areas’ policies.

Housing Policies

The City’s Official Plan contains numerous housing-related objectives and policies that apply to the subject proposal, for example:

- 4.1.1. 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.
- 4.1.5. To encourage and support the retention and rehabilitation of older housing or the reconstruction of existing housing to maintain the housing stock and the stability and community character of established residential neighbourhoods.
- 4.C.1.6. The City will identify and encourage residential intensification and/or redevelopment, including adaptive re-use and infill opportunities, including additional dwelling units, attached and detached, in order to respond to changing housing needs and as a cost-effective means to reduce infrastructure and servicing costs by minimizing land consumption and making better use of existing community infrastructure.
- 4.C.1.8. Where a special zoning regulation(s) or minor variance(s) is/are requested, proposed or required to facilitate residential intensification or a redevelopment of lands, the overall impact of the special zoning regulation(s) or minor variance(s) will be reviewed, but not limited to the following to ensure, that:
 - a) Any new buildings and any additions and/or modifications to existing buildings are appropriate in massing and scale and are compatible with the built form and the community character of the established neighbourhood and will have regard to Section 11 of this Plan, the City's Urban Design Manual, and any site-specific Urban Design Brief or Urban Design Report and Urban Design Scorecard.
 - b) Where front yard setback reductions are proposed for new buildings in established neighbourhoods, the requested front yard setback should be similar to adjacent properties and supports and maintain the character of the streetscape and the neighbourhood.
 - d) New buildings, additions, modifications and conversions are sensitive to the exterior areas of adjacent properties and that the appropriate screening and/or buffering is provided to mitigate any adverse impacts, particularly with respect to privacy.
 - e) The lands can function appropriately and not create unacceptable adverse impacts for adjacent properties by providing both an appropriate number of parking spaces and an appropriate landscaped/amenity area on the site.
- 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.

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.

DHA staff is of the opinion that the requested amendment would allow gentle intensification (infill development) that respects the existing character of and is compatible with the surrounding neighbourhood. The proposal would facilitate a semi-detached dwelling use on Woodhaven Road that is largely comprised of single storey detached dwellings, offering greater housing choice. The broader Vanier neighbourhood contains many semi-detached dwellings. Moreover, the proposal is serviceable, functional and driveways are provided to accommodate two parking spaces in tandem for a total of 4 parking spaces (one per unit). Building height has been lowered to 9 metres (2 storeys) to respect existing one storey bungalows of the area and regulatory setbacks have been met to maintain the rhythm and pattern of the street. More discussion on this matter is found in the Urban Design section of this report.

DHA staff is of the opinion that the requested ZBA supports intensification that conforms to the City's Housing policies.

Land Use Designation

The subject property is designated 'Low Rise Residential' in the City's Official Plan (Map 3 – Land Use). 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. 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. No buildings shall exceed 3 storeys or 11 metres in height. No Official Plan amendment is required to implement the proposed zoning.

DHA staff is of the opinion that the requested Zoning By-law Amendment will facilitate a housing form that conforms with the Low Rise Residential land use designation in the City's Official Plan.

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 bus and ION transit. Cycling infrastructure is nearby and includes dedicated bike lanes on Wilson Avenue. Staff is of the opinion that the requested Zoning By-law Amendment conforms with the transportation policies of the City's Official Plan.

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 it also considers the functionality and compatibility of development as a means of strengthening complete communities. The City will require 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 orients building massing and unit entrances towards the street line along Woodhaven Road. This is consistent with the existing pattern of low rise development. Height is limited to two storeys and 9 metres and the design shows a lowered pitched roof line to respect the existing bungalows on Woodhaven Road. A single wide vehicle driveway to each side of the semi-detached dwelling is proposed without an attached/detached garage. This is consistent with the surrounding properties. The proposed driveways are offset, rather than paired up, to provide soft landscaping in the front yard to break up the hard surface asphalt areas and to preserve the boulevard street tree. This is similar to the existing pattern and rhythm of development. City-wide policy and zoning generally support building heights of up to 3 storeys and 11 metres for low rise residential areas. However, the proposal is 9 metres and 2 storeys aligns with central area neighbourhood zoning regulations, applied where adjacent dwellings are 6 metres or less in height (see Figure 9).



Figure 9 - Height and Spacing Relationship between Semi and Adjacent Dwellings (Source: SBM Ltd., 2025)

Height, massing, side yard setbacks and roofline transition positively to adjacent single storey homes as shown in Figure 9 above. Front, side and rear yard dimensions respect the established rhythm and pattern along with consistent building placement and orientation. Figure 6 shows window placement along the sides of the semi that are oriented more towards the front half of the semi. Retention of trees in the rear yard are proposed and adequate private amenity space behind the dwelling is being provided. The driveways are offset to maintain an existing boulevard tree to maintain the treed nature of the streetscape. In the opinion of DHA staff, a semi-detached dwelling with attached ADUs

at this location will add more dwelling units without changing the essential low rise residential character of the neighbourhood. The proposed building will have a similar look and feel of the existing streetscape, while increasing density and housing variety.

Policy Conclusion

DHA staff are of the opinion that the proposed Zoning By-law Amendment Application is consistent with policies of the Provincial Planning Statement, conforms to the Regional Official Plan and the City of Kitchener Official Plan, and represents good planning.

Proposed Zoning By-law Amendment:

The subject lands are zoned 'Low Rise Residential Two Zone (RES-2)' in Zoning By-law 2019-051. This zone permits single detached dwellings with up to 3 ADUs for a total of 4 dwelling units on a subject property. While the Official Plan broadly permits semi-detached dwellings in all low rise residential areas, each parcel must comply with the applicable zone category in the Zoning By-law. In Kitchener's Zoning By-law 2019-051, a semi-detached dwelling is a permitted use in 3 of the 5 low rise residential zone categories, being RES 3, RES-4, and RES-5.

The existing 'RES-2' zoning of the lots along Woodhaven Road is reflective of the existing single detached dwelling pattern of development. As the Official Plan allows semi-detached dwellings, an Official Plan amendment is not required.

The applicant has requested to change the zoning to 'Low Rise Residential Four Zone (RES-4)'. The requested change in zone category is to permit the proposed use of a semi-detached dwelling. The RES-4 zoning regulations require a lot width of 7.5 metres for each side of a semi-detached dwelling. This lot width is achieved given the lot width of the property. The front yard setback and building height are further regulated through the Established Neighbourhoods regulations. The proposed building height and front yard setback are met. No site-specific zoning regulations to the RES-4 zone are being requested or recommended. The required side yard and rear yard regulations are also met.

ADUs are permitted as a use in all residential zone categories across the City. The Planning Act requires a minimum of three dwelling units per serviceable residential lot Province-wide, where the City of Kitchener permits four units per lot City-wide. The existing RES-2 zone permits up to 3 ADUs (attached) within a single detached dwelling (4 dwelling units in total) provided the regulations can met.

Should the zoning be amended and a Semi-Detached Dwelling be permitted for the subject lands. the proposal would meet the ADU regulations without seeking any relief from the RES-4 zoning regulations. ADU on-site vehicle parking regulations for the property are regulated by 'Appendix E' of Zoning By-law 2019-051, being properties within 800 metres of LRT Station. Properties that are within this area require a minimum of one parking space for the principal dwelling plus one (1) parking space for two (2) ADUs. As a result, two vehicle parking spaces are required for each half of the semi-detached dwelling with 2 ADUs. Each semi-detached dwelling will have a single wide driveway that can accommodate 2 parking spaces in tandem. This would comply with Zoning By-law.

Department and Agency Comments:

Circulation of the Zoning By-law Amendment application was undertaken in June 2025 to all applicable City departments and other review authorities. No major concerns were cited. Copies of the comments are found in Attachment 'C' of this report.

The following Reports and Studies were considered as part of this proposed Zoning By-law Amendment Application:

- Planning Justification Report
- Site Plan with Building Elevations
- Tree Management Plan with Landscape Plan
- Building Elevations
- Functional Servicing Report
- Sustainability Statement
- Notice of Source Protection Plan Compliance (Section 59 Notice)

WHAT WE HEARD



23 people provided written comments to the circulation in June/July 2025.

A City-led Neighbourhood Meeting was held on July 22, 2025, and approximately 40 were in attendance. There was a shared viewing event where the meeting was streamed with additional participants. In addition to the Neighborhood Meeting, an on-site meeting was held on September 17, 2025.



446 households (occupants and property owners) were circulated and notified



446 households (occupants and property owners) were circulated and notified

Staff received written responses from 23 residents with respect to the proposed application in the circulation. These are included in Attachment 'D'. A Neighbourhood Meeting was held on July 22, 2025. In addition, staff had follow-up one-on-one correspondence with members of the public. Staff also held an on-site meeting on September 17, 2025, at the request of the Ward Councillor. A summary of what we heard, and staff responses are noted below.

What We Heard	Staff Comment
<p>Concern with the virtual meeting format, in person preference</p>	<p>DHA utilize a digital meeting platform for the first engagement for all development applications within weeks of receiving an application. There were additional opportunities to participate both in writing and in person. DHA offer a variety of engagement options to try to reach as many members of the community. The presentation recording is posted on the City's website so that anyone with internet access can review these materials at anytime, providing accessibility to community members who may otherwise not be able to attend an in-person format.</p>

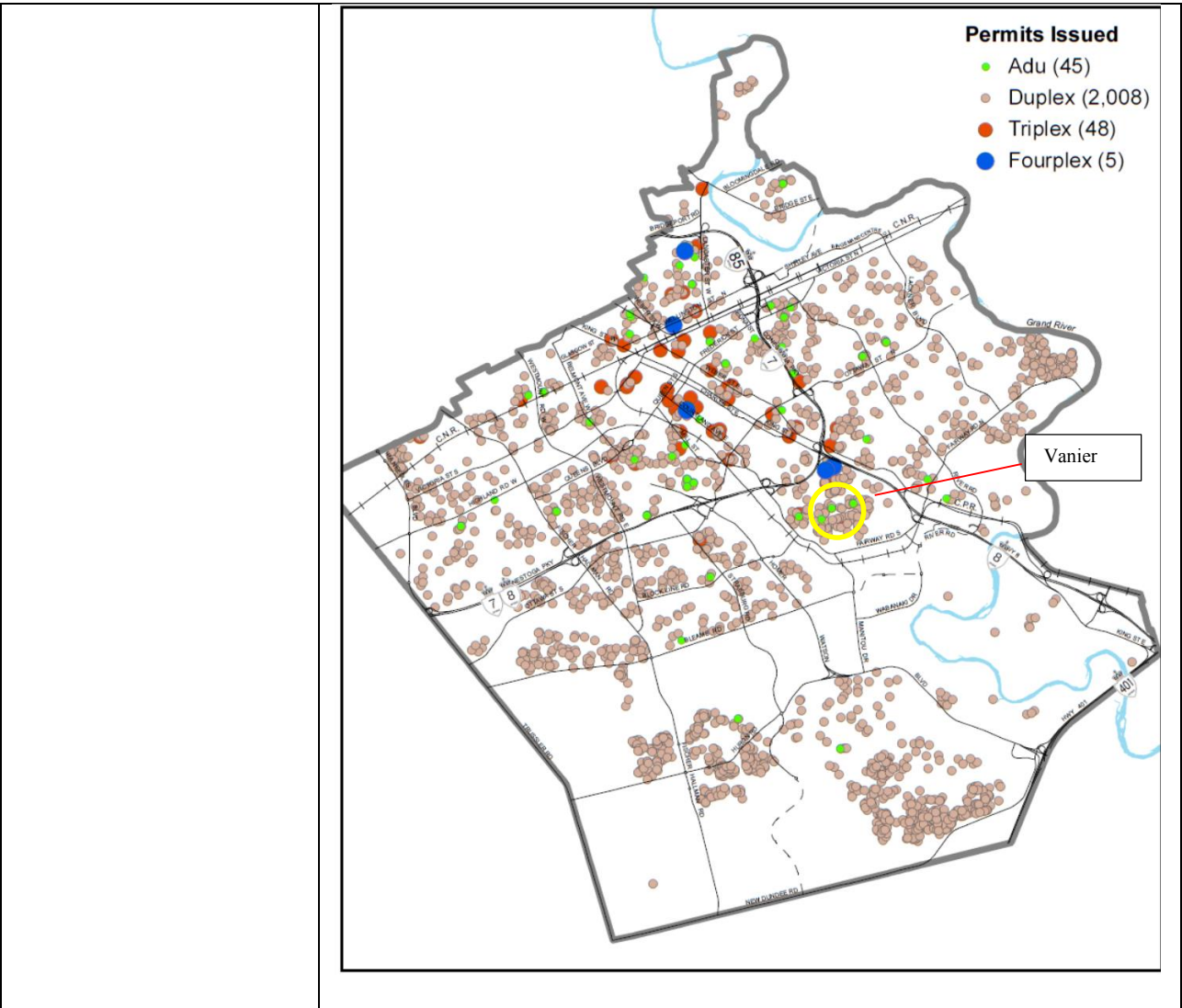
	<p>The statutory public meeting (PSIC) and Council meeting are both in person meetings that are open to the community to attend.</p> <p>For the informal public meeting, staff arranged for a meeting room at Kingsdale CS where those individuals could watch the virtual presentation with the Ward Councillor. Further, a follow up on-site meeting was also held.</p>
<p>Neighborhood Character and Zoning Compatibility</p>	<p>Staff agrees that the existing RES-2 zoning reflects the existing single detached nature of the immediate area. Official Plan policies permit a land use pattern that provides a mix and variety of low-rise building typologies in residential neighbourhoods that include single detached dwellings, semi-detached dwellings, townhouses and ADUs to offer choice and variety of housing. A semi-detached dwelling with ADUs is considered gentle intensification – the proposed building is similar to the look and feel of a traditional semi-detached dwelling. The proposal is a way to introduce density and variety in a compatible low rise form. Orientation, height, window placement, driveways etc. have been designed to enhance compatibility, retain vegetation and transition to adjacent dwellings.</p>
<p>Precedent Setting:</p>	<p>Each application is evaluated on its own merits. The Vanier neighbourhood does contain a mix of uses, lot sizes, and building typologies. There are existing townhomes, apartments, semi-detached dwellings, and single detached dwellings throughout the Vanier neighbourhood. Introducing a semi-detached dwelling at the subject location would not be out of character for the area.</p> <p>The Low Rise Residential land use designation contemplates the use of semi-detached dwellings on residential lands, and the lot is of a sufficient size to accommodate this type of intensification without the need for site-specific zoning regulations.</p> <p>No site specific regulation is requested to the RES-4 zone and the Established Residential zoning regulations for setback and height are met.</p>
<p>Ward 3 has already absorbed a significant share of the city's housing intensification efforts.</p>	<p>Table 1 below shows building permit activity from 2019-2025 for ADUs across the City. This data from staff report DSD2025-411 shows a relatively even distribution of building permit activity of ADUs throughout the city. Vanier's permit activity is consistent with many other neighbourhoods of the city over this time period.</p>

Year	Duplex (1 ADU attached)	Triplex (2 ADUs attached)	Fourplex (4 ADUs attached)	Backyard Home (1 – 2 ADUs detached)
2019	201 (211 <u>units</u>)*	3 (6 units)	1 (1 <u>unit</u>)**	-
2020	276 (285 units)	6 (9 units)	-	-
2021	368 (381 units)	9 (10 units)	1 (1 <u>unit</u>)**	4 (4 units)
2022	517 (542 units)	10 (11 units)	-	14 (14 units)
2023	646 (670 units)	20 (29 units)	3 (6 units)	27 (27 units)
2024	569 (595 units)	28 (40 units)	14 (36 units)	21 (22 units)
2025 (Jan-Jun)	235 (245 units)	17 (26 units)	8 (24 units)	15 (18 units)

Table 1. Building permits issued for Additional Dwelling Units in Kitchener, 2019-2025

* a building permit can include several units. The number in brackets indicates the number of units created.

** built as a multiple dwelling rather than a single with ADUs



The development into a street of single-storey, bungalow homes may have a negative impact on surrounding property values.

It is staff's understanding that there are many factors that can affect property value. For purposes of assessing a zoning by-law amendment, however, impact on property values is not a test under the Planning Act. Planners assess the merits of a zoning by-law amendment against planning principles such as policy direction, compatibility, functionality of the site, design and mitigation and serviceability.

Privacy and Shadowing Concerns

Official Plan policy in the Low Rise Residential land use designation permit building heights of a maximum of 3 storeys and 11 metres. The proposed semi-detached dwelling under consideration is 2 storeys and 9 metres in height. It is context sensitive because the property it is within an Established Neighbourhood, identified in the Zoning By-law, and is flanked by bungalows that are 6 metres in height. Setback from the street line is consistent with the existing pattern of the adjacent dwellings as shown below. The semi-detached dwelling extends further back in the property, but it is located within allowable zoning setbacks. This situation is no different than if one were to

	construct a rear yard building addition. As a result, staff do not have concerns with privacy or shadow impacts.
Insufficient Number of Parking Spaces Provided	Given the location of the subject property being within 800 metres of the ION, Appendix 'E' of Zoning By-law 2019-051, a minimum of two parking spaces is required (and provided) for each half of the semi-detached dwelling. One (1) parking space is required for the principle dwelling and one is required for the two ADUs, for a total of two (2) parking spaces per each half of the semi-detached dwelling. These two (2) parking spaces can be accommodated in the proposed single-wide driveways with a tandem parking design. Therefore, from a zoning perspective, the required parking is achieved.
Justification for Re-zoning given that there are already several high-density projects nearby	The Official Plan generally supports the inclusion of semi-detached dwellings and ADU's within those areas of the City that are designated Low Rise Residential. This report has demonstrated that a re-zoning would be appropriate given policy direction and the fact that the building design is functional, serviceable and of at a height and scale that fits in with the surrounding neighbourhood. The site is within walking distance to a rapid transit station stop and shopping, which helps support gentle intensification at this location.
Impact on services and infrastructure	Engineering has reviewed the Preliminary Servicing Report in support of the application and have expressed no concerns. Adequate servicing capacity exists to support the proposed development. One of the objectives of infill development is to better utilize existing municipal services.
How will garbage be addressed?	According to the Region's Waste By-law, because this development will have 6 units, this property will be eligible for municipal pick up at the end of the driveway.

Planning Conclusions:

In considering the foregoing, staff are supportive of the Zoning By-law Amendment application. Staff is of the opinion that the subject application is consistent with policies of the Provincial Planning Statement, conforms to the Regional Official Plan, and the City of Kitchener Official Plan and represents good planning. Staff recommends that the application be approved. The proposed application represents an opportunity to provide gentle intensification that helps to address a need for housing in our community.

STRATEGIC PLAN ALIGNMENT:

The recommendation of this report supports the achievement of the City's strategic vision through the delivery of core service.

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. Notice of the Statutory Public Meeting was also posted in The Record on October 3, 2025 (a copy of the Notice may be found in Appendix ‘C’).

CONSULT – The proposed Zoning By-law Amendment Application was circulated to residents and property owners within 240 metres of the subject lands. Any written comments received have been included in the staff report. A virtual Neighbourhood Meeting was held in July 2025. A follow up on-site meeting occurred in September 2025. Planning staff also had one-on-one conversations with residents on the telephone and responded to emails.

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](#)

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

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

ATTACHMENTS:

Attachment A1 – Proposed By-law

Attachment A2 – Map No. 1

Attachment B – Newspaper Notice

Attachment C – Department and Agency Comments

Attachment D – Neighbourhood Comments