

Staff Report



Development Services Department

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REPORT TO: Planning and Strategic Initiatives Committee

DATE OF MEETING: January 5, 2026

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

PREPARED BY: Evan Wittmann, Senior Planner, 519-783-8523

WARD(S) INVOLVED: Ward 1

DATE OF REPORT: December 19, 2025

REPORT NO.: DSD-2026-001

SUBJECT: Zoning By-law Amendment Application ZBA25/026/W/EW
7 Wimbleton Crescent

RECOMMENDATION:

That Zoning By-law Amendment Application ZBA25/026/W/EW for 7 Wimbleton Crescent for BDRP Inc. be **APPROVED** in form of the 'Proposed By-law', and 'Map No. 1' attached to Report DSD-2025-035 as Attachments 'A1' and 'A2'.

REPORT HIGHLIGHTS:

- The purpose of this report is to evaluate and provide a planning recommendation regarding the Zoning By-law Amendment Application for the subject lands located at 7 Wimbleton Crescent. It is planning staff's recommendation that the Zoning By-law Amendment Application be approved.
- Community engagement included:
 - Circulation of a postcard to property owners and residents within 240 metres of the subject site;
 - Installation of a large billboard notice sign on the subject site;
 - Virtual Neighbourhood Meeting held on November 25, 2025
 - Follow-up one-one-one correspondence with members of the public;
 - Notice of the public meeting was published in The Record on December 12, 2025; and,
 - Postcard advising of the statutory public meeting was circulated to all residents and property owners within 240 metres of the subject site.
- This report supports the delivery of core services.
- This application was deemed complete on October 15, 2025. The applicant can appeal this application for non-decision beginning January 13, 2025.

EXECUTIVE SUMMARY:

Up Consulting, the applicant on behalf of the Owner of Wimbledon Crescent (the “Subject Site”), BDRP Inc., is proposing to amend Zoning By-law 2019-051 to change the zoning of the subject site from the ‘Low Rise Residential Two Zone (RES-2)’ to the ‘Low Rise Residential Four Zone (RES-4)’ to permit the redevelopment of the site with a Semi-Detached Building with two (2) dwelling units per side, for a total of four (4) units. The ‘RES-2’ zone does not permit Semi-Detached Dwellings, and as such an amendment is required to facilitate the proposal. No site-specific provisions to the regulations are required. Staff are recommending that the application be approved. The subject site contains a Single Detached Dwelling, with one Additional Dwelling Unit (ADU) (Attached), both of which are unoccupied due to fire damage

REPORT:

The City of Kitchener received a Zoning By-law Amendment (“ZBA”) application for a development concept consisting of a semi-detached building containing a total of four dwelling units (two units per side). The applicant was informed that the subject site could remain as a single detached dwelling and be developed to contain four units as-of-right with no development application necessary. The applicant maintained their desire to build a semi-detached building which could be severed should the ZBA get approved.

Site Context

The subject site is 411 square metres in area, with a lot width of 16.1 metres and depth of 30.4 metres. The subject site contains a Single Detached Dwelling, with one ADU (Attached), both of which are unoccupied due to fire damage. The subject site is located in the Grand River North neighbourhood of the City and is the second property north of the intersection of Wimbledon Crescent and Lorraine Avenue on the west side of Wimbledon Crescent.



Figure 1: Subject Site

The surrounding area generally consists of low rise neighbourhoods to the north, east, and south. A short distance west of the subject site (approximately 100 metres) is a higher density node, with commercial uses at the intersection of Lorraine Avenue and Heritage Drive and mid and high rise developments surrounding. Wimbledon Crescent generally features single detached houses one and two storeys in height. There are no other active planning applications in the area.

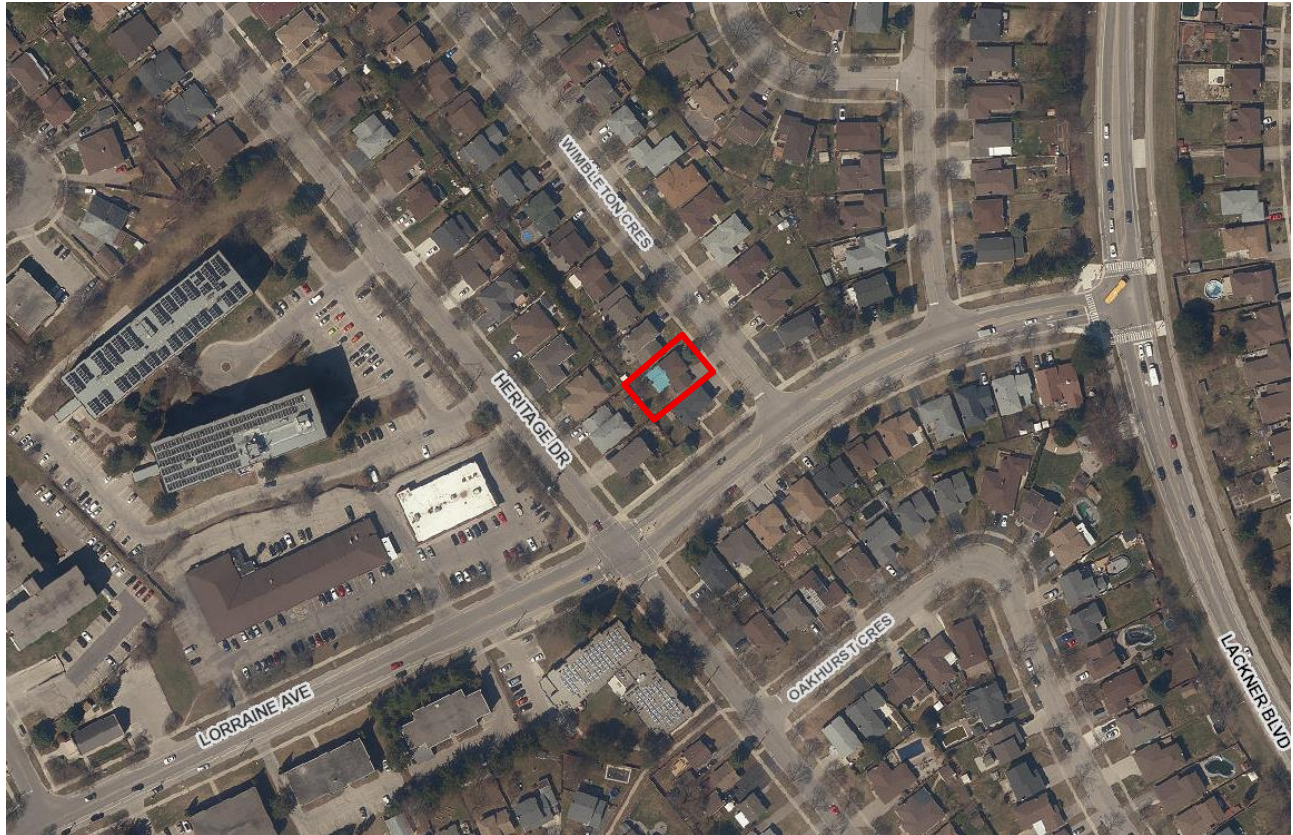


Figure 2: Surrounding Area Aerial

Proposal

The proposal for the subject site consists of a Semi-Detached Dwelling, with one attached ADU (Attached) on each side, for a total of four units. The “primary” unit is proposed to be three bedrooms and occupy the main and lower levels of the building. The ADU (Attached) is proposed to be a two bedroom unit and will be located on the upper level. This arrangement is mirrored on the two sides of the semi-detached building.

Each side of the building features a driveway and garage, offering two parking spaces for each side (1 parking space per dwelling unit) in a tandem arrangement. A rear yard is provided for each side, being 7.5 metres in length.

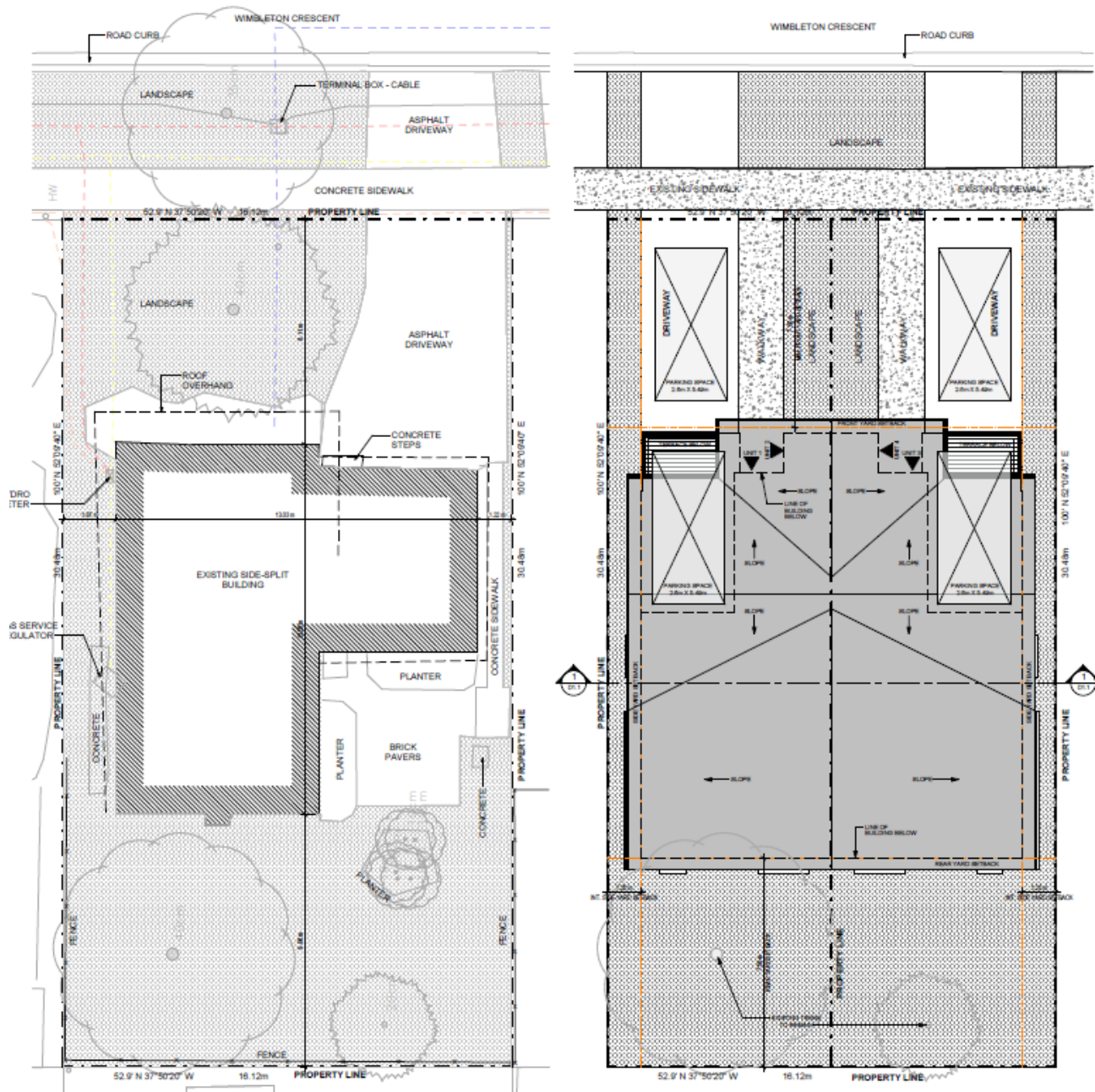


Figure 3: Existing Conditions (Left) And Site Plan (Right)

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

The Provincial Planning Statement (PPS), 2024 is a streamlined province-wide land use planning policy framework, replacing 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 the two 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

Policy 2.1.6 directs planning authorities to support the achievement of complete communities by:

- a) accommodating an appropriate range and mix of land uses, housing options, transportation options with multimodal access, employment, public service facilities and other institutional uses (including schools and associated child care facilities, longterm care facilities, places of worship and cemeteries), recreation, parks and open space, and other uses to meet long-term needs;
- b) improving accessibility for people of all ages and abilities by addressing land use barriers which restrict their full participation in society; and
- c) improving social equity and overall quality of life for people of all ages, abilities, and incomes, including equity-deserving groups.

The proposed development would contribute to the range and mix of housing options in the area, which is currently predominantly single detached houses. The duplex arrangement of the proposed development creates options for a future homeowner to rent the second unit in the development, resulting in a more attainable home ownership alternative. Policy 2.3.1.3 provides further direction regarding settlement areas, the area of the City in which the subject site is located. Planning authorities shall support general

intensification and redevelopment to support the achievement of complete communities, including by planning for a range and mix of housing options and prioritizing planning and investment in the necessary infrastructure and public service facilities.

Section 2.2 of the PPS establishes the policies regarding housing. Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected needs of current and future residents of the regional market area by:

- b) 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, including the development and redevelopment of underutilized commercial and institutional sites (e.g., shopping malls and plazas) 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 accordance with policy 2.3.1.3;
- c) promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation; and

The proposed development is particularly aligned with Policy 2.2.b.2), as a new housing option would be created in an already developed area and result in a modest net increase of residential units (from 2 units to 4 units). The redevelopment would efficiently use the land in a manner that would otherwise be permitted as-of-right if the land division to facilitate the semi-detached nature of the development was not pursued. A further discussion of this as-of-right near alignment is provided in the Zoning By-law Amendment section of this report. Lorraine Avenue, which is just to the south of subject site, contains bike lanes, and two GRT bus routes have stops within a five minute walk of the subject site.

Planning staff are of the opinion that the Zoning By-law Amendment application is consistent with the PPS.

Region of Waterloo Official Plan

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 an Official Plan (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 Zoning By-law Amendment application.

The subject site is designated “Urban Area” and “Built-Up Area” on Schedule 3a of the ROP. Urban Area policies of the ROP identify that the focus of the Region’s future growth will be within the Urban Area. Policy 2.F establishes minimum intensification targets within the delineated Built-Up Area, which the proposed development will support the achievement of.

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 (contained in Attachment ‘C’).

Planning staff are of the opinion that the Zoning By-law Amendment application is in conformity to the ROP.

City of Kitchener Official Plan

In accordance with the provisions of the Planning Act, the City of Kitchener is required to prepare and update its Official Plan (OP). The OP is a legal document that contains goals, objectives and policies to manage and direct physical and land use change and their effects on the cultural, social, economic and natural environment within the city. This Plan provides a framework for decision-making and plays a number of essential roles in the future planning of the city.

Section 3 of the OP establishes an Urban Structure for the City and provides policies for directing growth and development within this structure. The subject site is identified on Map 2 – Urban Structure 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 proposed development is consistent with the intent of Community Areas.

Section 4 of the OP establishes the Housing policies for the City. Policy 4.C.1.6. states: “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.” The proposed development contains one ADU (Attached) on each side of the semi-detached dwelling, contributing a cost effective and efficient use of land, aligning with Policy 4.C.1.6.

The subject site is located within an existing neighbourhood. Policy 4.C.1.9 directs for residential intensification and/or redevelopment in these areas to be designed to respect existing character. A high degree of sensitivity to surrounding context is important in considering compatibility. The proposed development is two storeys in height, consistent with neighbouring low rise properties, which are generally bungalow, side split, and two storey dwellings.

The OP provides specific policy direction regarding the provision of Additional Dwelling Units (attached), through policy 4.C.1.23: “The City may permit up to three additional dwelling units, attached and/or detached, on a lot which contains a single detached dwelling, a semi-detached dwelling or a street-townhouse dwelling as the principal use, unless otherwise limited by the policies of this Plan, and in accordance with the City’s Zoning By-law, in order to provide additional housing options to Kitchener homeowners and residents.” The duplexing of each side of the semi-detached is a permitted arrangement, contributing additional housing options in a low rise form.

Section 15 of the OP establishes the land use designation policies for the City. The subject site is identified as being designated “Low Rise Residential” on Map 3 – Land Use. The Low Rise Residential land use designation is intended to accommodate a full range of low density housing types which may include single detached dwellings, additional dwelling units, attached and detached, and semi-detached dwellings. The proposed development is consistent with the intended function of the Low Rise Residential land use designation.

Of particular relevance to the Zoning By-law Amendment application is policy 15.D.3.9: “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.” The RES-2 zone is in place for the areas to the east and south of the subject site, resulting in a neighbourhood where only single-detached houses are permitted. Expanding the permissions of the subject site to permit a semi-detached dwelling will contribute to the mix of housing options in the area, while maintaining low rise built form. This further implements housing policy 4.C.1.12, which states “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.”

Planning staff are of the opinion that the Zoning By-law Amendment application is in conformity to the OP.

Draft City of Kitchener Official Plan (Kitchener 2051)

A draft of the new City of Kitchener Official Plan (Kitchener 2051) has been prepared by the City of Kitchener and is within the public commenting period. In this draft, the subject site is identified as being “Neighbourhood Growth Area” on the Urban Structure Map, and “Neighbourhood” on the Land Use Designations Map. This emerging policy direction continues to enable a range and mix of housing options in these areas, and to plan for more people to support mobility choices and shops and services closer to home.

Proposed Zoning By-law Amendment

The proposed Zoning By-law Amendment is to change the zoning from the ‘RES-2’ Zone to the ‘RES-4’ Zone, with no site-specific provisions to the regulations required. The change is requested to permit a semi-detached dwelling. Semi-detached dwellings and

single-detached dwellings commonly co-exist across the City, both being low rise-built forms, and three (3) of the four (4) urban 'RES' Zones permit both housing types. The 'RES-2' Zone setback requirements for a single-detached dwelling are the same as the setback requirements for a semi-detached dwelling in the 'RES-4' Zone. The built form proposed is consistent with what is currently permitted by the 'RES-2' Zone; with the exception in meeting the regulations being the future land division.

While Wimbledon Crescent is currently developed with single detached dwellings, the surrounding area has a greater variety in built form and residential uses. Less than 100 metres to the west of the subject site, at the intersection of Lorraine Avenue and Heritage Drive, is a commercial plaza, with a 9-storey development abutting to the north, and semi-detached houses beyond this further north.

The current 'RES-2' zoning regulations for the subject site permit a four unit building (Single-Detached Dwelling with three attached ADUs) as-of-right. Essentially, the exact same building could be constructed with only a building permit (with small adjustments such as a consolidated driveway and garage), with the caveat that the property could not be severed in the future. The proposal only differs from as-of-right permissions by a party wall and future land division.

Should this application be approved, the Owner will apply for a Consent Application to divide the property into two, facilitating the independent functioning of each side of the semi-detached dwelling. An emerging development trend in the City is for semi-detached dwellings to feature four units per side, for a total of eight. This would not be possible on the subject site, as the zoning regulations for a Semi-Detached Dwelling with more than one ADU (Attached) requires a wider lot width than can be provided by the subject site (10.5 metre width for a site total of 21 metres, where the subject site is 16.1 metres wide), and additional regulations, such as additional parking, could not be met.

The Owner has advised that they intend to build two semi-detached duplexes rather than one four unit building to provide greater flexibility to future owners. A future owner could potentially live in one unit and rent the other unit, rather than selling the site as a four unit building to one owner.

Department and Agency Comments

Circulation of the Zoning By-law Amendment Application was undertaken to all applicable City departments and other review authorities. The comments are included in Attachment 'C'.

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

Architectural Package

Prepared by: SRM Architects, September 24, 2025




Planning Justification Report

Prepared by: Up Consulting, September 29, 2025

Community Input and Staff Responses

Staff received written responses from four community members with respect to the proposed development. The comments received are included in Attachment 'D'. A Neighbourhood Meeting was held on November 25, 2025. A summary of what we heard and staff responses are noted below.

WHAT WE HEARD

- 
427 households (occupants and property owners) were circulated and notified.
- 
6 people/households provided comments by email or telephone.
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A City-led, virtual neighbourhood meeting was held on November 25, 2025 and approximately 6 different users logged on.

What We Heard	Staff Comment
Are sufficient parking spaces provided?	The Zoning By-law establishes the required parking rate for residential development. For a Semi-Detached Dwelling, one parking space is required for the primary unit, with an additional parking space being required for the ADU (Attached). Each side of the semi-detached dwelling has a garage and driveway, resulting in each side having two parking spaces, meeting the requirements of the Zoning By-law. The parking spaces being in tandem is permitted by the both the <i>Planning Act</i> and Zoning By-law.
Will this application set a precedent for the neighbourhood?	Every development application is reviewed on its own merit. Each development application submitted can involve different study requirements, site characteristics,

	<p>proposal details, and planning frameworks and policies that will need to be assessed.</p> <p>It should be noted that up to four dwelling units are permitted on residential properties, which can be accommodated by the existing 'RES-2' zoning.</p>
<p>Will there be impacts to sun/shadows?</p>	<p>The proposal is two storeys in height, which is generally consistent with the neighbouring properties, and is a height permitted by the Zoning By-law. As such, a shadow study was not deemed a submission requirement, and adverse impacts due to shadows are not anticipated.</p>
<p>The postcard notice for the neighbourhood information meeting did not indicate that there were four units proposed.</p>	<p>The postcard notice indicated that the application was for a 'Semi-Detached Dwelling'. Ultimately, this is the zone permission being requested. Adding a second unit to a semi-detached (and up to four units should the zone category allow) is permitted and can be done outside of a <i>Planning Act</i> application where no notice would be given. The postcard notice for the Planning and Strategic Initiatives Committee meeting, the Statutory Public Meeting, was revised to state that four units are proposed.</p> <p>Further, the ad in the newspaper stated: "a Semi-Detached Dwelling to facilitate the construction of semi-detached building with two dwelling units per side". As per the requirements of the <i>Planning Act</i>, proper notice was provided to the public.</p>

<p>How is the proposal compatible with the neighbourhood?</p>	<p>The area surrounding the subject site generally contains single detached dwellings, with denser built forms being located at the intersection to the west. Although semi-detached dwellings are not prominent in the area, semi-detached dwellings, particularly at two storeys of height as proposed, are largely consistent in appearance as single-detached dwellings. 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>Concern with loss of green space, tree canopy, and environmental concerns</p>	<p>One street tree will need to be removed to facilitate the proposed development. The City will require compensation to be paid for the loss of this tree, which will be used to plant five trees.</p> <p>Three private trees will need to be removed, which will be reviewed as per the City's Private Tree By-law.</p>
<p>There is concern that the current landlord is absent and negatively impacts site management.</p>	<p>Property maintenance matters such as snow clearing, parking, noise, and property standards are ultimately outside of the planning approval process and are governed by other City By-laws, rather than the Zoning By-law. By-law Enforcement can and should be contacted when by-laws are not followed.</p>
<p>Will my property value decrease due to this application?</p>	<p>Property values are complex and are impacted by a great variety of factors. MPAC assessments outline that up to 200 factors generally account for a property's assessed value; however, there are five primary factors: location, lot dimensions, exterior square footage, quality of construction, and age of building, adjusted for any major renovations or additions. Generally, the proposed development does not impact these five primary factors.</p>

Is the school bus stop at the corner of Wimbleton Crescent and Lorraine Avenue of concern?	The Waterloo Region District School Board was contacted to confirm if there were concerns with the proposal as it relates to the school bus stop location. The WRDSB confirmed that there were no concerns.
Too many occupants will be permitted.	The Building Code establishes that maximum occupancy of a building is two people per bedroom. As the proposal consist of two three-bedroom dwelling units and two two-bedroom dwelling units, the hypothetical maximum occupancy is 20 people. The Building division does not have concerns with the number of occupants.

Planning Conclusions

In considering the foregoing, staff are supportive of the Zoning By-law Amendment Application. Staff are of the opinion that the application is consistent with policies of the PPS, conforms to the ROP and the OP, 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:

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.

CONSULT – If applicable.

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](#)
- [Draft City of Kitchener Official Plan \(Kitchener 2051\)](#)
- [City of Kitchener Zoning By-law 2019-051](#)

REVIEWED BY: Tina Malone-Wright, Manager of Development Applications

APPROVED BY: Justin Readman, General Manager Development Services Department

ATTACHMENTS:

Attachment A1 – By-law to amend Zoning By-law 2019-051

Attachment A2 – Map No. 1

Attachment B – Newspaper Notice

Attachment C – Department and Agency Comments

Attachment D – Public Comments

Attachment E – Site Plan