

Staff Report



Development Services Department

www.kitchener.ca

REPORT TO: Planning and Strategic Initiatives Committee

DATE OF MEETING: March 9, 2026

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

PREPARED BY: Eric Schneider, Senior Planner, 519-783-8918

WARD(S) INVOLVED: Ward 4

DATE OF REPORT: February 12, 2026

REPORT NO.: DSD-2026-103

SUBJECT: Zoning By-law Amendment Application ZBA25/028/B/ES Blocks 1-3, Plan 58M-672, Blair Creek Drive/Blair Valley Street Activa Holdings Inc.

RECOMMENDATION:

That Zoning By-law Amendment Application ZBA25/028/B/ES for Activa Holdings Inc. be approved in the form shown in the 'Proposed By-law' and 'Map No. 1' attached to Development Services Department report DSD-2026-103 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 described as Blocks 1-3, Plan 58M-672, and located at Blair Creek Drive/Blair Valley Street. It is Planning Staff's recommendation that the Zoning By-law Amendment Application be approved.
- The proposed amendment supports the creation of 67 dwelling units on lands that are currently vacant.
- Community engagement included:
 - circulation of a preliminary notice letter to property owners and residents within 240 metres of the subject site;
 - installation of two (2) large billboard notice signs on the property;
 - Virtual Neighbourhood Meeting held on January 7, 2026;
 - Postcard advising of the statutory public meeting was circulated to all residents and property owners within 240 metres of the subject site, those who responded to the preliminary circulation; and those who attended the Neighbourhood Meeting;
 - Notice of the public meeting was published in The Record on February 12, 2026.
- This report supports the delivery of core services.

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

- This application was deemed complete on November 17, 2025. The Applicant can appeal this application for non-decision after February 15, 2026.

EXECUTIVE SUMMARY:

The owner of the subject lands, Activa Holdings Inc., is proposing to add a site specific provision in Zoning By-law 2019-051 to lands known as Blocks 1-3, Plan 58M-672 fronting Blair Creek Drive and Blair Valley Street, to amend the site specific development standards to facilitate the development of the lands with Street Townhouse Dwellings. Staff are recommending that the application be approved.

The Region of Waterloo is currently updating the Water Supply Strategy. Through this work, concerns have been identified regarding water servicing capacity within the Mannheim Service Area. Regional staff are currently undertaking work to better understand the magnitude of the concerns and the availability of sufficient water capacity to service the development.

The Region of Waterloo is responsible for water treatment and supply and provides treated drinking water to the area municipalities, and the City then distributes this water to residents through the City's water distribution system.

The City of Kitchener is responsible for, and legally obligated to, accept and review all development applications within prescribed timeframes, as outlined by legislation. The City will continue to receive and evaluate development proposals through normal channels while a plan of action is developed to address the Region's water supply and capacity issue. The City will leverage all the tools available through the Planning Act to support reasonable and responsible development in Kitchener.

In updated comments provided by the Region of Waterloo on February 12, 2026, the Region confirmed that as this proposal does not increase the overall number of units contemplated through the Region's Servicing Agreement and registrations of Stages 4 -7 and Region staff has no objection to this application.

BACKGROUND:

On November 17, 2025, the City of Kitchener deemed an application for a Zoning By-law Amendment from Activa Holdings complete for a development concept that proposed the development of 3 lotless blocks within a registered plan of subdivision with sixty-seven (67) street townhouse dwellings. The subject lands are currently vacant.

The lands are within the "Stauffer Woods/Harvest Park" subdivision (30T-08203) which was draft approved by the Ontario Municipal Board (now Ontario Land Tribunal) in March of 2009. The three blocks that comprise the subject lands are within Stage 6 of Draft Plan of Subdivision 30T-08203 which was registered on May 28, 2021 as Plan 58M-672.

The subject property is identified as 'Community Areas' in 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).

Site Context

The subject lands have not yet been assigned civic addresses. The 3 Blocks that comprise the subject lands are considered “lotless blocks” and are intended to be split into separate properties and assigned individual civic addresses through a future application for a Part Lot Control Exemption By-law. Registering lands as a lotless block allows the applicant to decide at a later date to develop the lands with single detached dwellings, semi detached dwellings, and/or street townhouse dwellings with varying lot sizes, all of which are permitted uses within the ‘Low Rise Residential Four Zone (RES-4)’ on the subject lands.

“Block 1” is located on the south side of Blair Creek Drive between Stauffer Woods Trail and Blair Valley Street. “Block 2” is located on the west side of Blair Valley Street between Blair Creek Drive and New Dundee Road. “Block 3” is located on the east side of Blair Valley Street between Blair Creek Drive and New Dundee Road.

The combined lot area of the subject lands is approximately 1.4 hectares and the combined lot frontage is approximately 448 metres. The surrounding neighbourhood is under development and contains a planned neighbourhood park, planned school site, and planned and existing residential uses.

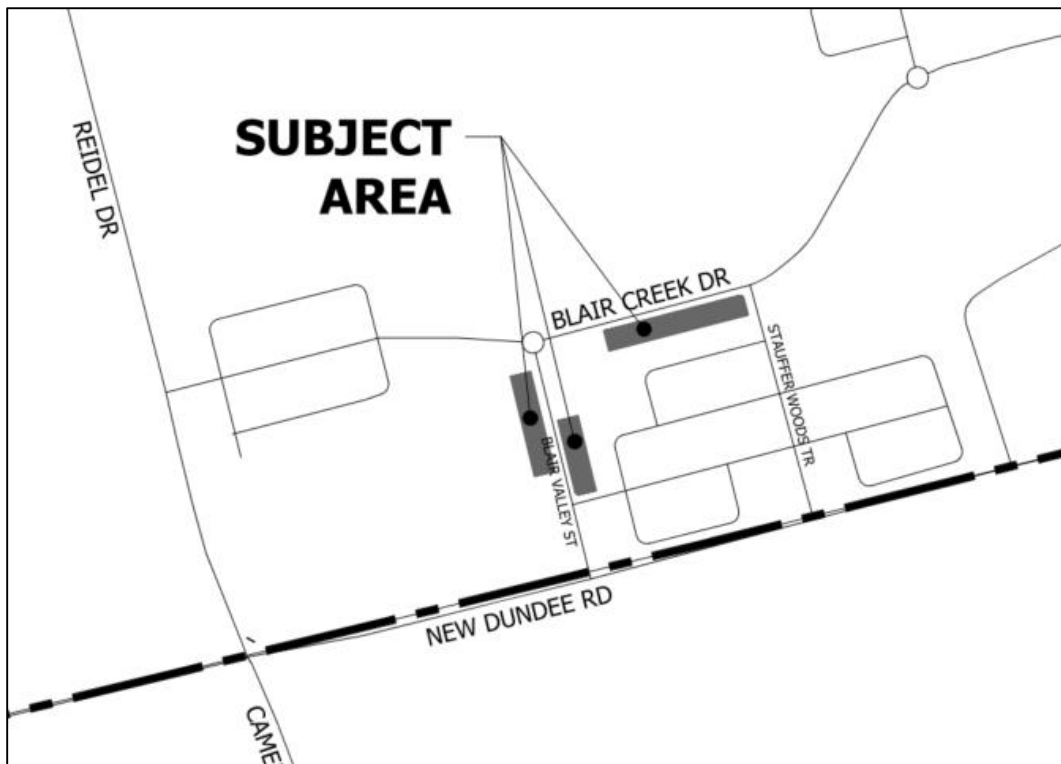


Figure 1 - Location Map: Blocks 1-3, Plan 58M-672



Figure 2 – View of Existing Site



Figure 3 – View of Existing Site

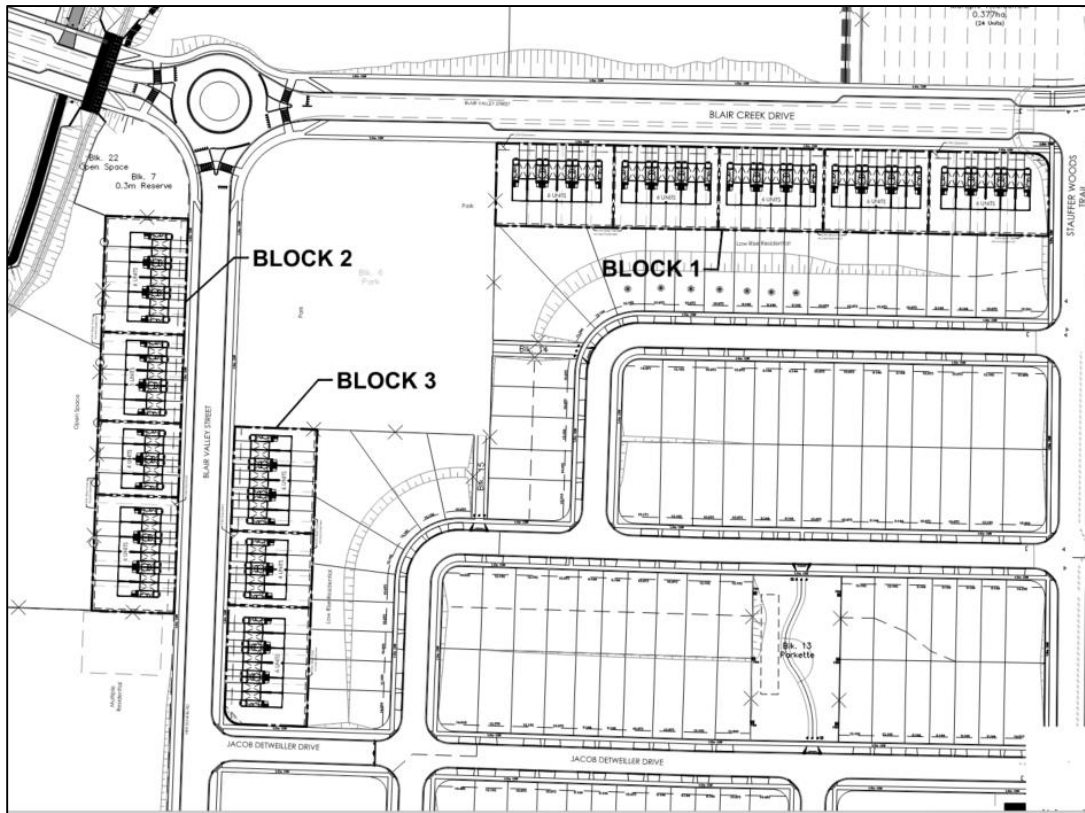


Figure 4 – Concept Plan

REPORT:

The applicant is proposing to develop the subject lands with sixty-seven (67) street townhouse dwellings. While street townhouse dwellings are a permitted use in the current zoning on the lands (Low Rise Residential Four Zone), the applicant is proposing to establish a site specific provision to permit 6 townhouse dwelling units in a building, and to allow for a minimum lot width for an external townhouse dwelling unit of 8.1 metres. The proposed site specific provisions through this application result in approximately 5 more street townhouse dwellings than what would be permitted as-of-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, 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.

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 2.3.1.2 of the PPS 2024 promotes planning for people and homes and 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 this proposal is in conformity with the PPS.

Regional Official Plan (ROP):

The Region of Waterloo is an upper-tier municipality without planning responsibilities. The More Homes Built Faster Act, 2022, (Bill 23) amended the Planning Act by transferring planning responsibilities from certain 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 and can be found in "Attachment C".

The subject lands are designated “Urban Area” and “Designated Greenfield Area” on Map 1 and Map 2 of the Regional Official Plan (ROP). Designated Greenfield Area policies of the ROP identify that although the focus of the Region’s future growth will be within the Urban Area through *intensification*, new development will also be directed to designated greenfield areas to accommodate some of the Region’s forecasted growth.

Staff are of the opinion that the proposed application conforms to Policy 2.G of the ROP as the proposed development will be compact and efficient to meet the vision and objectives of the Regional Official Plan, including meeting minimum density targets for designated greenfield areas.

Regional staff have advised as this proposal does not increase the overall number of units contemplated through the Region’s Servicing Agreement and registrations of Stages 4 -7 and Region staff has no objection to this application.

The Region continues not to support approval of a related OPA/ZBA application for 12 other blocks within the Stauffer Woods/Harvest Park subdivision at this time, is not currently entering into new servicing agreements, and are reviewing Form 1s on a case-by-case basis. Those applications (OPA25/002/N/ES & ZBA25/005/N/ES) were circulated in March 2025 and have not yet been considered by Kitchener City Council and are under review.

The Region of Waterloo have indicated they have no objections to the proposed application. (Attachment ‘C’). Planning staff are of the opinion that the application conforms to the Regional Official Plan.

City of Kitchener Official Plan (OP)

Urban Structure

The subject lands are identified as a ‘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. The applicable land use designation can include low, medium and high density residential uses.

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. 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 Zoning By-law Amendment Application.

Planning 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 lands that are along a planned major collector street (Blair Creek Drive) and a planned minor collector street (Blair Valley Street) and proximate to a planned connection to a Primary Multi-Use Pathway, the Blair Creek Natural Area Trail. Cycling infrastructure nearby includes dedicated bike lanes on Blair Creek Drive and the Blair Creek Natural Area Trail. Staff is of the opinion that the requested Zoning By-law Amendment Application 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 also considers the functionality and compatibility of development as a means of strengthening complete communities.

Urban Design policies in the 2014 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 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 lines along Blair Creek Drive and Blair Valley Street. Single vehicle driveways are proposed to lead to single vehicle attached garages. Soft landscaping is provided in front of each street townhouse dwelling. Front porches with usable space (minimum depth of 1.5 metres) are provided for each street townhouse dwelling. Staff is of the opinion that the requested Zoning By-law Amendment Application conforms with the urban design policies of the City's Official Plan.

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. Street townhouse dwellings are a "missing middle" housing type that provides an option that bridges the gap between high density residential towers and single detached

dwelling. The proposed housing type is an important segment in Kitchener's housing continuum.

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.

Policy Conclusion

Planning 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 currently zoned 'Low Rise Residential Four Zone (RES-4)' with Site Specific Provisions (306) and (307) in Zoning By-law 2019-051.

The applicant has requested to add a new Site Specific Provision (444) in Zoning By-law 2019-051.

Site-Specific Provision (444)

- a) Permit a maximum of 6 dwelling units in a dwelling (as the principal use of the building) for Street Townhouse dwelling.
- b) Permit a minimum lot width (external unit) of 8.1 metres.

6 Dwelling Units in a Street Townhouse Dwelling

The 'Low Rise Residential Four Zone (RES-4)' restricts street townhouse dwellings to 4 dwelling units whereas the 'RES-5' Zone permits up to 8 units in a street townhouse block. In order to efficiently use the predetermined land area available in the existing lotless blocks that comprise of the subject lands, the applicant is proposing varying townhouse dwelling sizes including 4, 5 and 6 dwelling units. Planning Staff acknowledge that the dwellings will be built and designed as part of a cohesive greenfield development rather than individual parcels interspersed within an existing neighbourhood. All 3 of the subject blocks would be developed entirely with street townhouse dwellings, and none of the subject blocks are adjacent at the street line to lower density housing forms such as single detached and semi-detached dwellings; rather, the subject blocks abut street lines, neighbourhood parks, multiple dwelling blocks, and open space blocks and only abut other residential lands on rear facing property lines that abut other rear property lines. Staff are satisfied that the request for 6 dwelling units in a street townhouse dwelling is appropriate for the development of the lands.

Lot Width (External Unit)

Lot width requirements for external unit street townhouse dwellings are intended to provide adequate space for site functionality, and to distinguish them architecturally from the

interior units to provide for a more diverse and animated streetscape. The concept plan illustrates the external townhouse dwellings meeting the minimum side yard setbacks, providing adequate rear yard access through the side yard, and providing adequate vehicle storage in a single garage and single car driveway, which demonstrates adequate site functionality. The proposed lot width of the external townhouse dwelling unit of 8.1 metres will be greater than the 6.5 metre lot width of the interior townhouse dwelling units and will still be capable of greater architectural articulation and differentiation from the interior units.

Proposed Zoning By-law Amendment Application Conclusions

Staff is of the opinion that the proposed Zoning By-law Amendment Application to add Site Specific Provision (444) represents good planning as it will facilitate the development of the lands with street fronting townhouse dwellings that are appropriate for the existing neighbourhood, which will add visual interest at the street level, and which will appropriately accommodate on-site parking needs. Staff are supportive of the proposed development and recommend that the proposed Zoning By-law Amendment Application be approved as shown in Attachments 'A1' and 'A2'.

Department and Agency Comments:

Circulation of the Zoning By-law Amendment Application was undertaken in November 2025 to all applicable City departments and other review authorities. 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:

Concept Plan

Prepared by: MHBC Planning, April 17, 2025

Cover Letter

Prepared by: MHBC Planning, November 13, 2025

Servicing Plan

Prepared by: MTE, October 18, 2021

Plan 58M-672

Prepared by: Stantec Geomatics Ltd., April 13, 2021

Lot Grading Plans

Prepared by: MTE, October 18, 2021

WHAT WE HEARD



No written public comments were received



A City-led Neighbourhood Meetings held on January 17, 2026 and two (2) different users logged on



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

Staff did not receive any written responses from residents with respect to the proposed development. A virtual Neighbourhood Meeting was held on January 7, 2026.

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 'missing middle' housing that addresses a need 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 February 13, 2026 (a copy of the Notice may be found in Attachment 'B').

CONSULT – The proposed Zoning By-law Amendment Application was circulated to residents and property owners within 240 metres of the subject lands on in November 2025. A virtual Neighbourhood Meeting was held on January 7, 2026 with opportunities to ask questions and provide comments to the applicant, city staff and Ward 4 Councillor Christine Michaud.

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 – Concept Plan