

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

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CITY OF KITCHENER  
368-382 Ottawa Street South & 99-115 Pattandon Avenue

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**SECTION 1 – TITLE AND COMPONENTS**

This amendment shall be referred to as Amendment No. xx to the Official Plan of the City of Kitchener (2014). This amendment is comprised of Sections 1 to 4 inclusive.

**SECTION 2 – PURPOSE OF THE AMENDMENT**

The purpose of the Official Plan Amendment is to amend:

- Map 3 -Land Use by redesignating lands from Low Rise Residential to Medium Rise Residential.
- Map 5 – To add Specific Policy Area 54 to add the lands at 368-382 Ottawa Street South & 99-115 Pattandon Avenue
- Adding Policy 15.D.12.54 to Section 15.D.12 to permit a maximum floor space ratio of 2.5:
  - Specific Policy 15.D.12.54 amends one policy in the Medium Rise Residential land use designation:
    - Policy 15.D.3.18 is amended to permit a maximum floor space ratio of 2.5.

**SECTION 3 – BASIS OF THE AMENDMENT**

**Planning Analysis:**

**Planning Analysis:**

**Planning Act, R.S.O. 1990, c. P.13 25.**

Section 2 of the Planning Act establishes matters of provincial interest and states that the Minister, the council of a municipality, a local board, a planning board and the Tribunal, in carrying out their responsibilities under this Act, shall have regard to, among other matters, matters of provincial interest such as,

- 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 Policy Statement, 2020, 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 Policy Statement, 2020 and to ensure Provincial policy is adhered to.

## **Provincial Policy Statement, 2020:**

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development. Section 1.4.3(b) of the PPS promotes all types of residential intensification, and sets out a policy framework for sustainable, healthy, liveable and safe communities. The PPS promotes efficient development and land use patterns, as well as accommodating an appropriate mix of affordable and market-based residential dwelling types with other land uses, while supporting the environment, public health and safety. Provincial policies promote the integration of land use planning, growth management, transit-supportive development, intensification, and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs.

To support provincial policies relating to the optimization of infrastructure, transit and active transportation, the proposed designation and zoning facilitate a compact form of development which efficiently uses the lands, is in close proximity to transit options including bus, rapid transit, and makes efficient use of both existing roads and active transportation networks. The lands are serviced and are in proximity to parks, trails and other community uses. Provincial policies are in support of providing a broad range of housing. The proposed multiple dwelling development represents an attainable form of market-based housing.

Planning staff is of the opinion that the proposed application will facilitate the intensification of the subject property with a multiple dwelling development that is compatible with the surrounding community, helps manage growth, is transit supportive and will make use of the existing infrastructure. No new public roads would be required for the proposed development and Engineering staff have confirmed there is capacity in the sanitary sewer to permit intensification on the subject lands.

Based on the foregoing, staff is of the opinion that this proposal is in conformity with the PPS.

## **A Place to Grow: Growth Plan for the Greater Golden Horseshoe, 2020 (Growth Plan):**

The Growth Plan supports the development of complete and compact communities that are designed to support healthy and active living, make efficient use of land and infrastructure, provide for a range and mix of housing types, jobs, and services, at densities and in locations which support transit viability and active transportation. Policies of the Growth Plan promote growth within strategic growth areas including major transit station areas, in order to provide a focus for investments in transit and other types of infrastructure.

Policy 2.2.6.1(a) states that municipalities will support housing choice through the achievement of the minimum intensification and density targets in this plan by identifying a diverse range and mix of housing options and densities, including additional residential units and affordable housing to meet projected needs of current and future residents.

Policies 2.2.1.4 states that complete communities will:

- a) feature a diverse mix of land uses, including residential and employment uses, and convenient access to local stores, services, and public service facilities;
- b) improve social equity and overall quality of life, including human health, for people of all ages, abilities, and incomes;
- c) provide a diverse range and mix of housing options, including additional residential units and affordable housing, to accommodate people at all stages of life, and to accommodate the needs of all household sizes and incomes;
- d) expand convenient access to:

- i. a range of transportation options, including options for the safe, comfortable and convenient use of active transportation;
  - ii. public service facilities, co-located and integrated in community hubs;
  - iii. an appropriate supply of safe, publicly-accessible open spaces, parks, trails, and other recreational facilities; and
  - iv. healthy, local, and affordable food options, including through urban agriculture;
- e) provide for a more compact built form and a vibrant public realm, including public open spaces;
- f) mitigate and adapt to the impacts of a changing climate, improve resilience and reduce greenhouse gas emissions, and contribute to environmental sustainability; and
- g) integrate green infrastructure and appropriate low impact development.

The Growth Plan supports planning for a range and mix of housing options and, in particular, higher density housing options that can accommodate a range of household sizes in locations that can provide access to transit and other amenities.

Policy 2.2.4 requires that planning be prioritized for MTSA's on priority transit corridors, including zoning in a manner that implements the policies of the Growth Plan. MTSA's on priority transit corridors will be planned for a minimum density target of 160 residents and jobs combined per hectare for those that are served by light rail transit or bus rapid transit. The Region of Waterloo's ION is a form of light rail transit and the ION stations are Major Transit Station Areas (MTSA's) that are required to achieve the minimum density target of 160 residents and jobs combined per hectare.

The subject lands are located within the City's delineated built up area, and within a Major Transit Station Area. The lands are identified as a MTSA in the 2014 Kitchener Official Plan. In the City's Official Plan on Map 2 – Urban Structure the lands appear within the MTSA circle for the Borden station. The Region of Waterloo commenced the Regional Official Plan Review project and as part of that work, revised MTSA boundaries were endorsed by Regional Council in April 2021 (and approved in August 2022) and these lands are within the Borden Station MTSA. The proposed development represents intensification and will help the City achieve density targets in the MTSA. The proposed designation and zoning will support a higher density housing option that will help make efficient use of existing infrastructure, parks, roads, trails and transit. The proposed development is also proposing to include several unit types with direct access to Pattandon Avenue and Ottawa Street, increasing the variety of housing options for future residents. Planning staff is of the opinion that the applications conform to the Growth Plan.

### **Regional Official Plan (ROP):**

Urban Area policies of the ROP identify that the focus of the Region's future growth will be within the Urban Area. The subject lands are designated Built-Up Area in the ROP. The proposed development conforms to Policy 2.D.1 of the ROP as this neighbourhood provides for the physical infrastructure and community infrastructure to support the proposed residential development, including transportation networks, municipal drinking-water supply and wastewater systems, and a broad range of social and public health services. Regional policies require Area Municipalities to plan for a range of housing in terms of form, tenure, density and affordability to satisfy the various physical, social, economic and personal support needs of current and future residents.

The Region of Waterloo has identified that the subject lands are located within potential intensification corridor as part of the Regional Official Plan review and are an appropriate location for intensification. The subject lands are within the Major Transit Station Area (MTSA) boundary that was endorsed by Regional Council in April 2021 (and approved in August 2022). The Region

of Waterloo have indicated they have no objections to the proposed application or to higher density within the MTSA area. (Appendix 'D'). Planning staff are of the opinion that the applications conform to the Regional Official Plan.

### **City of Kitchener Official Plan (OP)**

The City of Kitchener OP provides the long-term land use vision for Kitchener. The vision is further articulated and implemented through the guiding principles, goals, objectives, and policies which are set out in the Plan. The Vision and Goals of the OP strive to build an innovative, vibrant, attractive, safe, complete and healthy community.

The subject lands are designated 'Low Rise Residential' (Map 3) in the 2014 Official Plan. The existing Low Rise Residential land use designation permits a full range of low-density housing types which may include single detached dwellings, semi-detached dwellings, street townhouse dwellings, and low-rise multiple.

The applicant is proposing to change the land use designation to 'Medium Rise Residential' and to add Site Specific Policy No. 54 to the subject lands. The Medium Rise Residential designation permits medium density housing types including townhouse dwellings in a cluster development, multiple dwellings and special needs housing. The applicant is proposing to apply to a Site Specific Policy Area No. 54 to the subject lands to allow for a maximum Floor Space Ratio (FSR) of 2.5 whereas the Medium Rise Residential policies permit a maximum Floor Space Ratio of 2.0.

Urban Structure

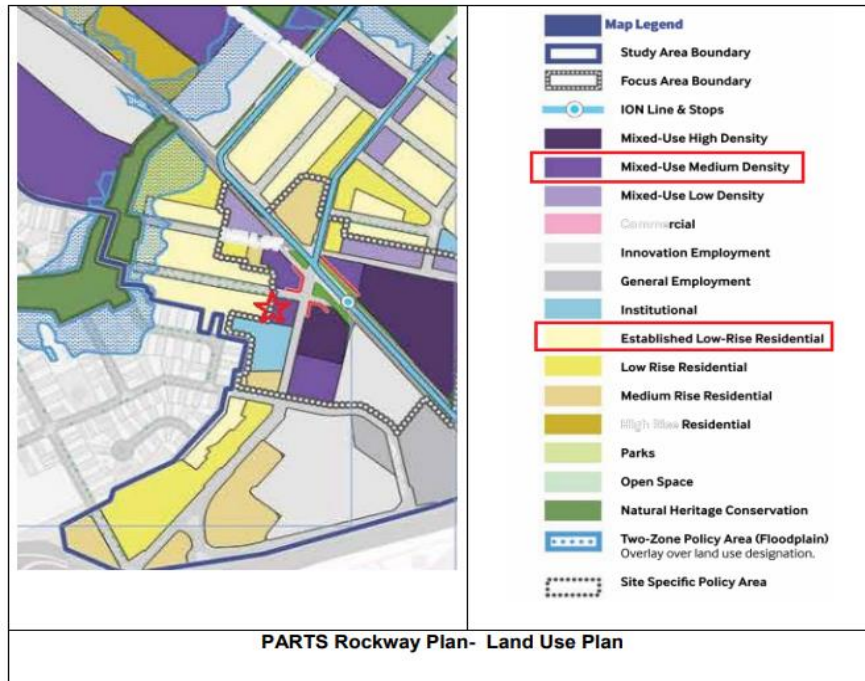
The Official Plan establishes an Urban Structure for the City of Kitchener and provides policies for directing growth and development within this structure. Intensification Areas are targeted throughout the Built-up Area as key locations to accommodate and receive the majority of development or redevelopment for a variety of land uses. Primary Intensification Areas include the Urban Growth Centre, Major Transit Station Areas, Nodes and Corridors, in this hierarchy, according to Section 3.C.2.3 of the Official Plan. The subject lands are located within a Major Transit Station Area. The planned function of the Major Transit Station Areas is to provide densities that will support transit, and achieve a mix of residential, office, institutional and commercial uses. They are also intended to have streetscapes and a built form that is pedestrian-friendly and transit-oriented.

Policies also require that development applications in Major Transit Station Areas give consideration to the Transit-Oriented Development policies contained in Section 13.C.3.12 of the Official Plan. Generally, the Transit-Oriented Development policies support a compact urban form, that supports walking, cycling and the use of transit, by providing a mix of land uses in close proximity to transit stops, to support higher frequency transit service and optimize transit rider convenience. These policies also support developments which foster walkability by creating safe and comfortable pedestrian environments and a high-quality public realm. Staff is of the opinion that the proposed development will help to increase density in an area well served by nearby transit and rapid transit while being context sensitive to surrounding lands and provides excellent access to off-road pedestrian and cycling facilities.

Staff is of the opinion that the proposed Official Plan Amendment and Zoning By-law Amendment will support a development that not only complies with the City's policies for a Major Transit Station Area but also contributes to the vision for a sustainable and more environmentally-friendly city.

### PARTS Rockway Plan

The subject lands are located within the PARTS Rockway Plan which is a guiding document that made recommendations for land uses within and around rapid transit station stops. The PARTS Rockway Plan made recommendation for amendments to the Secondary Plans within the MTSA, which have not yet been implemented. Some of the primary recommendations are to encourage the development of underutilized sites with higher density live-work environments and to increase housing supply with multi-unit residential while protecting existing stable neighbourhoods. The proposed development provides for a range of housing options and the proposed amendment is in keeping with the PARTS Rockway vision for development within and around the ION stops.



**Figure 5: PARTS Rockway Land Use Plan**

Neighbourhood Planning Review (NPR)

The subject lands are within the draft Rockway Secondary Plan, updated as part of the Neighbourhood Planning Reviews (NPR) project. A statutory public meeting was held December 9, 2019 regarding draft amendments to the plan. Under the proposed changes, the proposed land use for 7 of the 9 properties is Mixed Use (the Mixed Use land use designation is proposed for 368, 372, 374 and 382 Ottawa St. South, 107, 111 and 115 Pattandon Avenue) and two properties (99 and 103 Pattandon Ave) are proposed to be designated as Low Rise Residential Limited. The Mixed Use land use designation proposed through the neighbourhood planning review process has policies that allows for an 8-storey building up to 26 metres in height with a floor space ratio up to 4.0.





## **Figure 7: NPR Rockway Secondary Plan - Proposed Zoning**

The proposed Official Plan Amendment to redesignate the lands Medium Rise Residential with the Site-Specific Policy No. 54, and the proposed Zoning By-law Amendment to zone the lands 'RES-6' zone with Site Specific Provision (348), proposes less density on the subject lands than what was proposed through the NPR project and proposes greater building setbacks than what would be required by the MIX-3 Zone.

The NPR project is under review and updated draft land use designations and zoning will be considered in 2023.

### Urban Design Policies:

The City's urban design policies are outlined in Section 11 of the City's OP. In the opinion of staff, the proposed development satisfies these policies including: Streetscape; Safety; Universal Design; Site Design; Building Design, and Massing and Scale Design. To address these policies, an Urban Design Brief was submitted and has been reviewed by City staff. The Urban Design Brief is acceptable and outlines the vision and principles guiding the site design and informs the proposed zoning regulations.

**Streetscape** – A key design feature of the proposed development are street fronting units onto Ottawa Street and Pattandon Avenue. The ground floor units are proposed to incorporate patio areas with canopies located above along Ottawa Street and Pattandon Avenue. Enhanced landscaping plantings are proposed in front of the units. These units will have direct pedestrian connections to the sidewalk to animate both streets.

**Safety** – As with all developments that go through site plan approval, staff will ensure Crime Prevention through Environmental Design (CPTED) principles are achieved and that the site meets emergency services policies.

**Universal Design** – The development will be designed to comply with Accessibility for Ontarian's with Disabilities Act and the Ontario Building Code.

**Site Design, Building Design, Massing and Scale** – The subject site is designed to have a building that will be developed at a scale that is compatible with the existing and planned surroundings. The front yard setbacks of the proposed building are compatible with existing adjacent properties. Building setbacks, on upper floors, are provided to mitigate overlook issues with adjacent residential properties. Ground floor units with patio areas and canopies are proposed along both Ottawa Street and Pattandon Avenue and along with building setbacks on upper floors will support a human-scale development at the Ottawa Street and Pattandon Avenue intersection. Enhanced screening such as landscaping and a visual barrier are required where the surface parking is adjacent to low-rise residential uses and public spaces.

### Shadow Impact Study

The owner has completed a Shadow Impact Study in addition to the Urban Design Report. Staff have reviewed the study and are satisfied the shadow study meets the requirements outlined in the City of Kitchener Urban Design Manual. Shade-tolerant trees and plantings will be required along Pattandon Avenue where shadows will impact the street and sidewalk.

### Transportation Policies:

The Official Plan supports an integrated transportation system which incorporates active transportation, allows for the movement of people and goods and promotes a vibrant, healthy community using land use designations and urban design initiatives that make a wide range of transportation choices viable. The subject lands are located in close proximity to the Mill ION station stop. The building has excellent access to cycling networks, including existing on and off-street cycling facilities and is located in close proximity to the Iron Horse Trail. The location of the subject lands, in the context of the City's integrated transportation system, supports the proposal for transit-oriented development on the subject lands.

Policy 3.C.2.22 states that until such time as Station Area Plans are completed and this Plan is amended accordingly, in the interim, any development application submitted within a Major Transit Station Area will be reviewed generally in accordance with the Transit-Oriented Development Policies included in Section 13.C.3.12

The proposed Official Plan Amendment and Zoning By-law Amendment applications support a more dense residential development. The location of the proposed buildings, secured through the proposed site-specific provisions, will result in a compatible built form that fosters walkability within a pedestrian-friendly environment that allows walking to be safe, comfortable, barrier-free and a convenient form of urban travel.

At future site plan approval processes, the design of the buildings will have to feature a high quality public realm to enhance the identity of the area and create gathering points for social interaction, community events and other activities. Additionally, secured and visitor bicycle parking is required as part of the Zoning By-law.

#### Housing Policies:

Section 4.1.1 of the City's Official Plan contains policies with the primary objective 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. The proposed development increases the range of dwelling units available in the city. The proposed mid-rise development represents the 'missing middle' that bridges the gap between low rise, low intensity dwellings, and high-rise towers. The development is contemplated to include a range of unit types including, one, two and three-bedroom units. The wide range of units, in this location, will appeal to a variety of household needs.

#### Sustainable Development

Section 7.C.4.1 of the City's Official Plan ensures developments will increasingly be sustainable by encouraging, supporting and, where appropriate, requiring:

- a) compact development and efficient built form;
- b) environmentally responsible design (from community design to building design) and construction practices;
- c) the integration, protection and enhancement of natural features and landscapes into building and site design;
- d) the reduction of resource consumption associated with development; and,
- e) transit-supportive development and redevelopment and the greater use of other active modes of transportation such as cycling and walking.

Development applications are required to demonstrate that the proposal meets the sustainable development policies of the Plan and that sustainable development design standards are achieved.

Sustainable development initiatives will be further explored at the site planning stage.

#### Official Plan Conclusions

The subject applications request that the land use designation as shown on Map 3 of the 2014 Official Plan be changed from 'Low Rise Residential' to 'Medium Rise Residential' with Site-Specific Policy Area No. 54. Based on the above policy and planning analysis, staff is of the opinion that the proposed Official Plan Amendment represents good planning and recommend that the proposed Official Plan Amendment be approved.

#### **SECTION 4 – THE AMENDMENT**

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

- a) Part D, Section 15.D.12 is amended by adding Site Specific Policy Area 15.D.12.54 as follows:
  - “15.D.12.54. **368-382 Ottawa Street South & 99-115 Pattandon**  
Notwithstanding the Medium Rise residential land use designation and policies, on the lands municipally known as 368-382 Ottawa Street South & 99-115 Pattandon Avenue, a maximum floor space ratio of 2.5 will be permitted.”
- b) Amend Map No. 3 – Land Use by:
  - i) Designating the lands municipally addressed as 368-382 Ottawa Street South & 99-115 Pattandon 'Medium Rise Residential' instead of 'Low Rise Residential', as shown on the attached Schedule 'A'.
- c) Amend Map No. 5 – Specific Policy Areas by:
  - i) Adding Specific Policy Area 54 to the subject lands as shown on the attached Schedule 'B'.

# NOTICE OF PUBLIC MEETING

for a development in your neighbourhood  
368-382 Ottawa St. S. & 99-115 Pattandon Ave.



## Have Your Voice Heard!



Date: **September 12, 2022**  
Time: **6:00 p.m.**  
Location: **Council Chambers,  
Kitchener City Hall  
200 King Street West  
or Virtual Zoom Meeting**

Concept Drawing



Multiple  
Residential  
Building



8 Storeys



166  
Dwelling  
Units

To view the staff report, agenda,  
find meeting details or to  
appear as a delegation, visit:

**[kitchener.ca/meetings](http://kitchener.ca/meetings)**

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**Craig Dumart, Senior Planner**  
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Official Plan and Zoning By-law Amendment applications will be considered to facilitate the development the lands with an 8-storey multiple residential building having 166 dwelling units, a Floor Space Ratio of 2.5 instead of 2.0, a reduced parking requirement and increased building setbacks adjacent to low rise residential.

APPENDIX 2: Minutes of the Planning & Strategic Initiatives Committee Meeting (September 12, 2022)

APPENDIX 3 - Minutes of the Meeting of City Council (September 26, 2022)