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PLANNING JUSTIFICATION **REPORT**

OFFICIAL PLAN AMENDMENT &
ZONING BY-LAW AMENDMENT

1 Columbia Street West &
351 and 355 King Street North

City of Waterloo

Date:

January 2024

Prepared for:

Centurion Apartment Properties

Prepared by:

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1.0 INTRODUCTION

MacNaughton Hermsen Britton Clarkson Planning Limited ("MHBC") has been retained by Centurion Property Assessment Limited (the "Owner") to assist with planning applications for an Official Plan Amendment and a Zoning By-law Amendment for lands municipally addressed as 1 Columbia Street West and 351-355 King Street North (herein referred to as "the subject lands"). The purpose of this Planning Justification Report is to provide a planning summary and analysis of the relevant policy framework, planning considerations, and technical studies required to support applications for an Official Plan Amendment and a Zoning By-law Amendment to permit residential and commercial uses on the subject lands with appropriate performance standards.

The subject lands are irregularly shaped and comprise a total area of 3,947.77 m^2 (0.3948 ha) after road widening conveyances. They are located immediately south-west of the intersection of Columbia Street West and King Street North. The location of the subject lands are illustrated on **Figure 1**. The Columbia Street parcel ("Parcel A") contains a 22–storey residential building that consists of 74 apartment units and 74 parking spaces. The King Street North parcel ("Parcel B") currently consists of two detached dwellings. At the time of development of the existing residential building, Parcel A and Parcel B were separate parcels. Parcel B was then consolidated with 1 Columbia Street West. The owner now proposes to intensify Parcel A by constructing 11 additional dwelling units and to redevelop Parcel B by demolishing the existing detached dwellings and replacing them with a café addition to the existing building and a new 7-storey mixed-use building. The proposed development on the amalgamated site will include multiple indoor and outdoor amenity areas for future residents and employees to ensure they have access to several gathering spaces that offer different amenities and related programming. Furthermore, the café and the new commercial space within the new 7-storey building will provide active uses along the King Street frontage, consistent with the planning framework.

This Planning Justification Report has been prepared for submission to the City of Waterloo and includes the following:

- An introduction and general description of the subject lands, surrounding land uses and existing conditions to provide an understanding of the locational context;
- A description of the overall development concept and proposed Official Plan Amendment and Zoning By-law Amendment;

- A review and assessment of the Provincial, Regional and Municipal policy framework in relation to the proposed redevelopment;
- A Public Consultation strategy and summary;
- A review and summary of other technical reports prepared in support of the proposed planning application.

Amendments to the City of Waterloo Official Plan and City of Waterloo Zoning By-law 2018-050 are required to permit the proposed development.

1.1 Pre-Application Consultation

A pre-application consultation meeting was held on August 22, 2023, to discuss the proposed Official Plan and Zoning By-law Amendments. A list of the technical requirements for the submission of complete Official Plan Amendment and Zoning By-law Amendment applications was provided by the City of Waterloo to support the application.

The technical requirements to support the application are listed below as identified by the formal pre-application consultation meeting notes:

- Cover letter outlining contents of complete submission;
- Application Form;
- Permission to Enter Form;
- Owner Authorization Form;
- Joint Official Plan Amendment & Zoning By-law Amendment Fee (City);
- Zoning Sign Fees;
- Public Notice Advertisement Fee;
- Joint Official Plan Amendment, Zoning By-law Amendment & Noise Study Review Fee (Regional);
- Environmental Site Screening Questionnaire;
- Notice of Source Protection Plan Compliance;
- Property Survey;
- Site Plan;
- Floor Plans;
- Building Elevation Drawings and Renderings;
- Building Cross-Sections;

- Preliminary Grading Plans;
- Conceptual Workspace Management Plan;
- Planning Justification Report;
- Urban Design Brief;
- Environmental and Stationary Noise Study;
- Energy Strategy;
- Functional Servicing and Stormwater Management Report;
- Traffic Brief and Parking Justification Study;
- Wind Assessment;
- Shadow Study; and
- Digital copy of all Reports and Supporting Information.

The required reports/studies listed above have been completed and are included as part of this submission. A brief summary of the technical reports is included in **Section 5.0** of this Report.

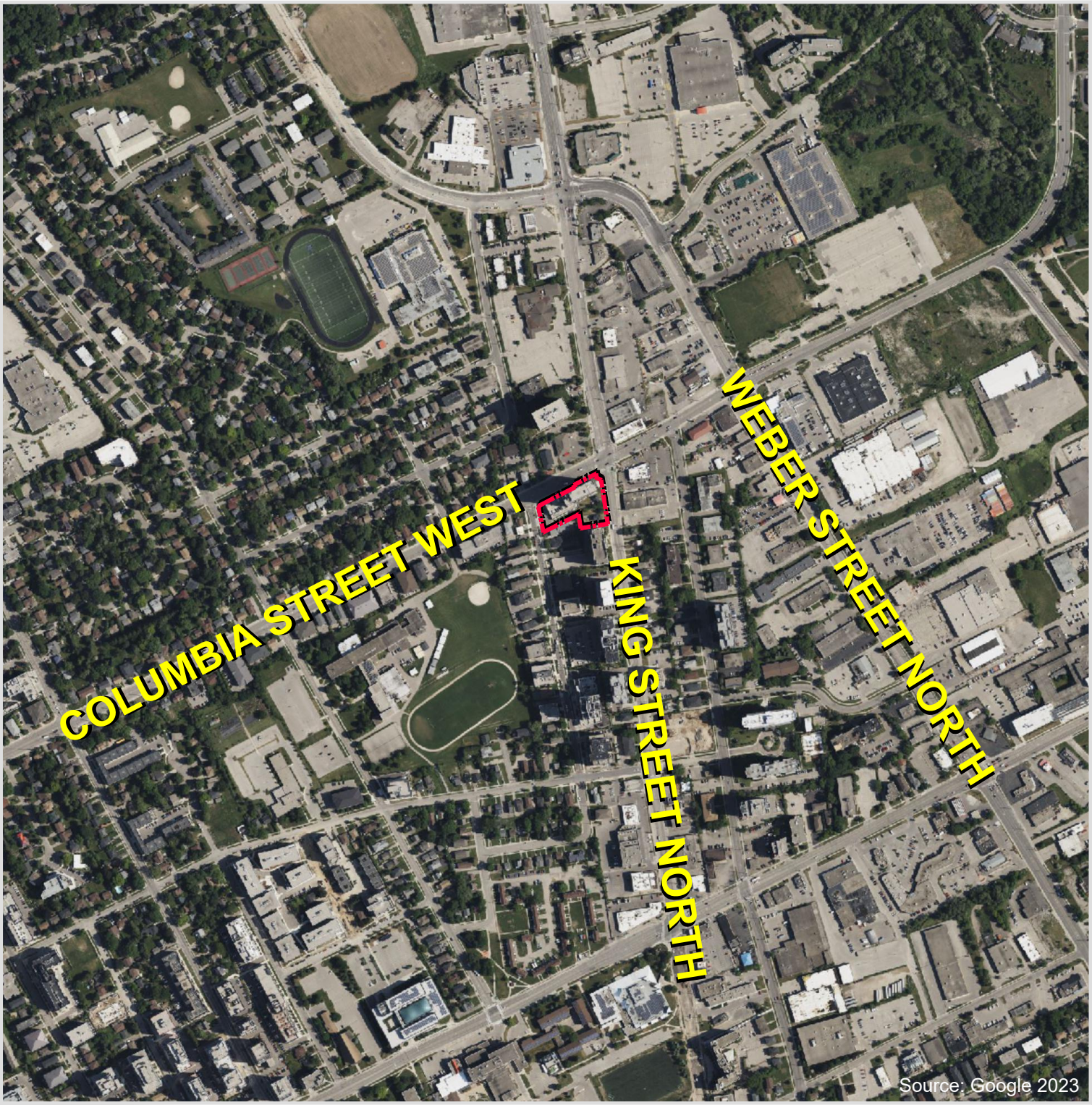


Figure 1

Locational Context

1 Columbia Street West and
351 and 355 King Street North,
Waterloo, Ontario

LEGEND

Subject Lands

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2.0 SITE DESCRIPTION AND SURROUNDING LAND USES

2.1 Site Description

The subject lands are municipally addressed 351 and 355 King Street North and 1 Columbia Street West, and are located in the Northdale neighbourhood of the City of Waterloo and Region of Waterloo, as shown on **Figure 1**. The subject lands have approximately 92 metres of frontage along Columbia Street West, 61 metres of frontage along King Street North, and 35 metres of frontage along Spruce Street. The lands are located immediately south-west of the intersection of King Street North and Columbia Street West and comprise an area of approximately 3,947.77 m^2 or 0.3948 hectares (after road widening land dedication).

The subject lands are irregularly shaped, face grading challenges and are defined as a through lot due to having frontage along three streets (King Street North, Columbia Street West and Spruce Street). Columbia Street West is identified as the site's front yard, lands abutting King Street North and Spruce Street are identified as flankage yards, lands directly abutting 348 Spruce Street and 345 King Street North in a north-south alignment are identified as the rear yards, and the lot line between 351 King Street North and 348 Spruce Street with an east-west alignment is identified as the side yard.

The lands are located in the University of Waterloo Major Transit Station Area (MTSA) and are proximate to the University of Waterloo, Wilfred Laurier University, and Conestoga College Waterloo Campus. The lands are generally surrounded by a mix of land uses, including: high-rise mixed-use and residential buildings to the south; low-rise commercial and office, low-rise, mid-rise and high-rise residential to the north and west; and low-rise commercial, institutional and industrial to the east. King Street North is identified as a multi-modal, active transportation corridor within the City that runs north to south and connects to Kitchener, Cambridge, the remainder of Waterloo and the Township of Woolwich. Several high-rise residential apartment buildings are located along King Street North from Columbia Street West to Hickory Street West. Columbia Street West runs east to west within the City of Waterloo. It connects student housing along the Street to the surrounding low-to-mid-rise residential neighbourhoods, various functional amenities and daily needs.

King Street North is identified as a Regional Arterial Road and Columbia Street West is identified as a City Arterial Road. Both roads provide infrastructure for multi-use transportation and city-wide cycling, and are intended to accommodate a mix of uses and greater densities over time. Transit routes – both iXpress and regular bus routes – travel along Columbia Street West and King Street North. Transit stops associated with GRT routes are in the vicinity of the subject lands as follows:

- Route 31 Columbia Westbound: Stop #2526, located on the north side of the site, nearest to the intersection of Columbia Street West and King Street North
- Route 31 Columbia Eastbound & Route 201 iXpress Columbia: Stop #4072, located north of Columbia Street West, west of King Street North, and approximately 30 metres from the site;
- Route 7 King Northbound: Stop #1915, located on the south side of Columbia Street West and east of King Street North, approximately 25 metres from the site;
- Route 7 King Southbound: Stop #2509, located on the west side of King Street North and north of Columbia Street West, approximately 65 metres from the site; and
- Route 201 iXpress Southbound along King connecting to Columbia: Stop #4073, located on the east side of King Street North and north of Columbia Street West, approximately 80 metres from the site.

The Conestoga Mall, University of Waterloo, David Johnston Research and Technology, and the Laurier-Waterloo Park ION stations are within a 10-minute cycling distance or 25-minute walking distance of the subject lands. The transportation network, along with the surrounding Major Transit Station Area, is shown on **Figure 2**.

The following photos illustrate the existing characteristics of the subject lands.

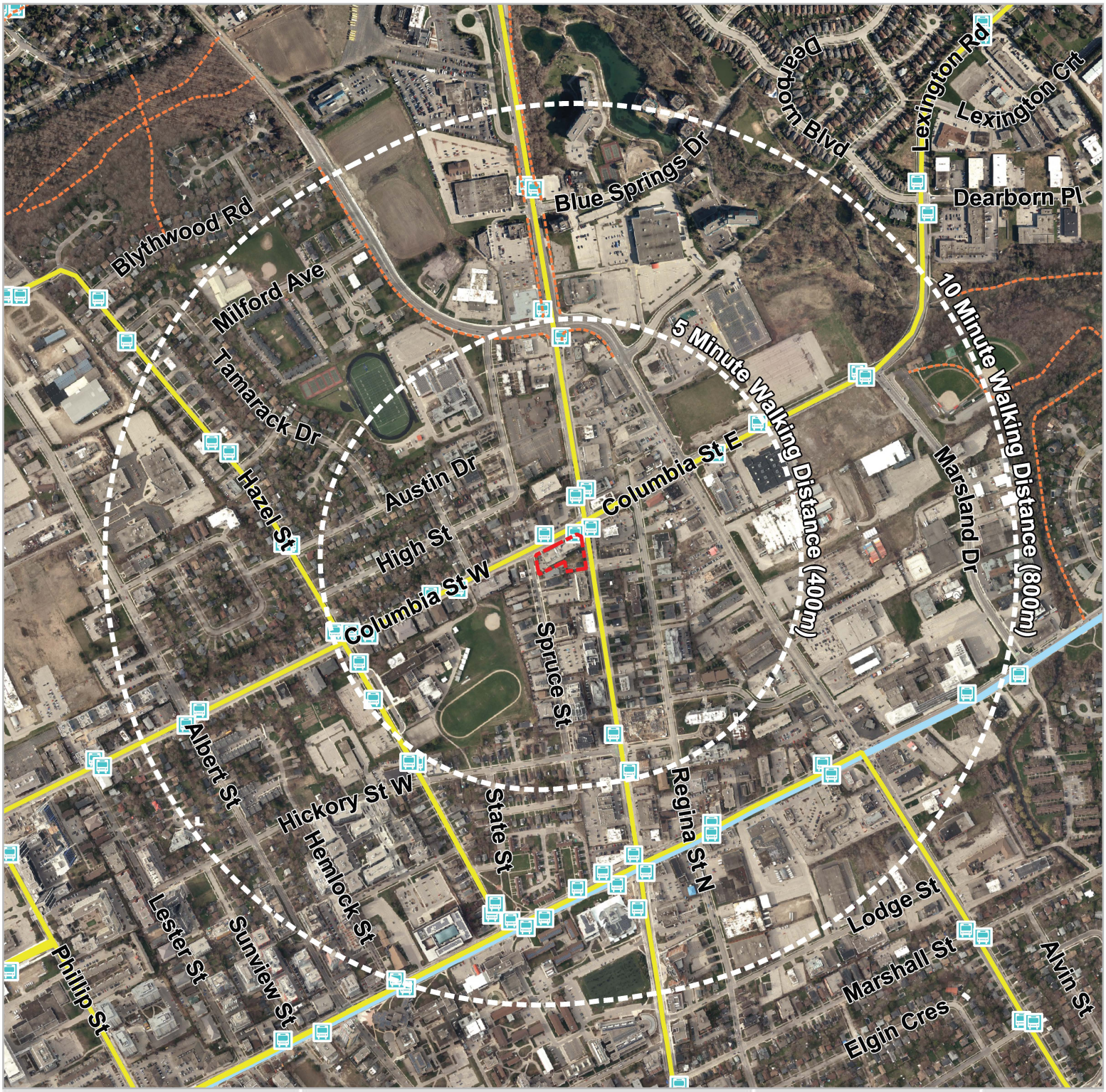


Figure 2
Transit Context Plan

LEGEND

- Subject Area
- Walking Distances (400 m & 800 m)
- Trails
- GRT Stops
- iXpress Route
- GRT Transit Route

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1 Columbia St W and 351 and 355 King Street North
City of Waterloo
Region of Waterloo

Notes:
- Source: Region of Waterloo 2022 Satellite Imagery
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Image 1. South-west view of the subject lands from the intersection of Columbia Street West and King Street North



Image 2. Existing single-detached dwellings located on the subject lands

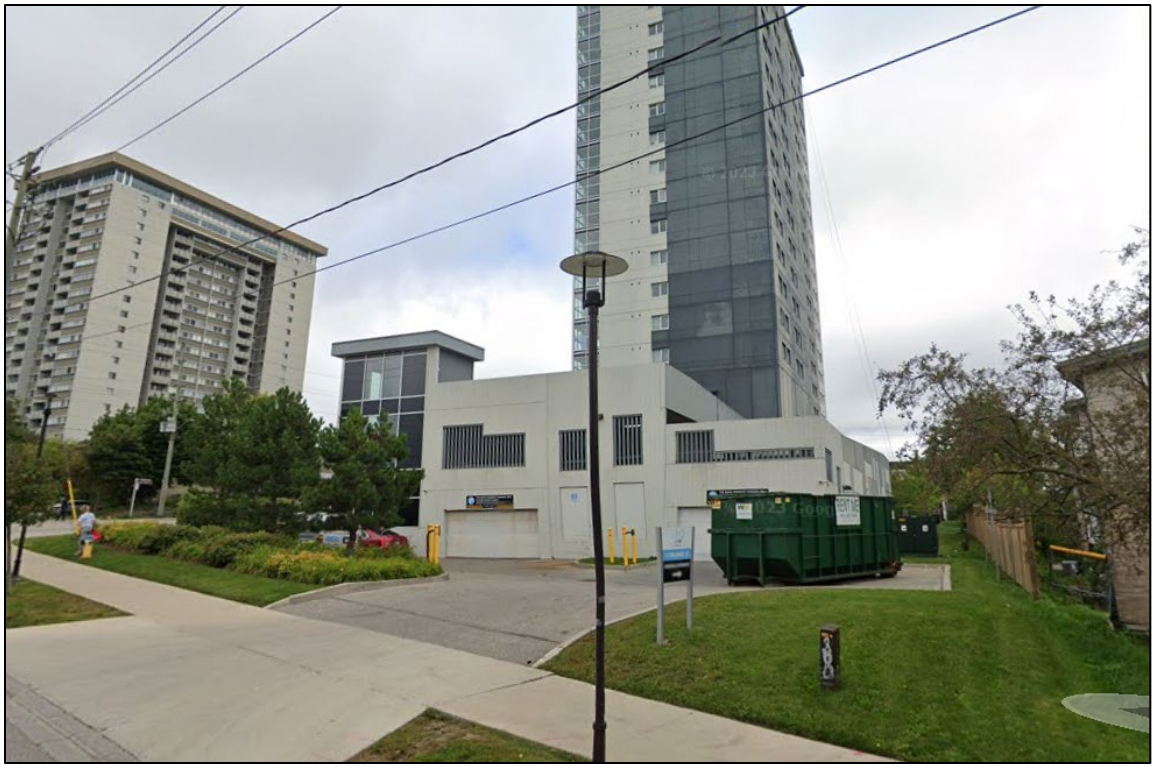


Image 3. View of the subject lands from Spruce Street

2.2 **Surrounding Land Uses and Context**

The surrounding land uses include the following, as illustrated on **Figure 3**:

North: To the immediate north of the subject lands is a small commercial plaza with surface parking, which is accessed from Columbia Street West and King Street North. A 20-storey high-rise building, spiritual uses and commercial uses, including a food store are located further north.

West: Immediately to the west of the subject lands is Spruce Street, which contains a number of mid and high-rise buildings and parking structures connected with buildings oriented towards King Street. Further to the west is the remainder of the Northdale neighbourhood, which contains a number of mid and high-rise mixed-use buildings, Waterloo Collegiate Institute and building affiliated with Wilfrid Laurier University.

South: The MARQ at 345 King Street North exists immediately south of the subject lands. Additional high-rise residential development, such as the King Street Towers 1 & 2, mixed-use high-rise development, and commercial plazas are located further south up until University Avenue West. Wilfrid-Laurier University is located across the intersection of University Avenue West and King Street North, and within a 10-minute walking distance from the site. Additional GRT and rapid transit stops are available along King Street North. Waterloo Park and the Laurier-Waterloo Park LRT station are located further south-east within a 2 kilometer radius from the site.

East: To the east of the lands, are a range of commercial and residential uses, including a restaurant at the corner of King and Columbia Streets. Regina Street and Weber Street are located further to the east and each street contains commercial uses, while Regina Street contains a mix of low, mid and high-rise residential buildings.



Figure 3
Site Context Plan

LEGEND

- Subject Area
- Walking Distances (400m & 800m)
- Park

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1 Columbia St W and 351 and 355 King Street North
City of Waterloo
Region of Waterloo

Notes:
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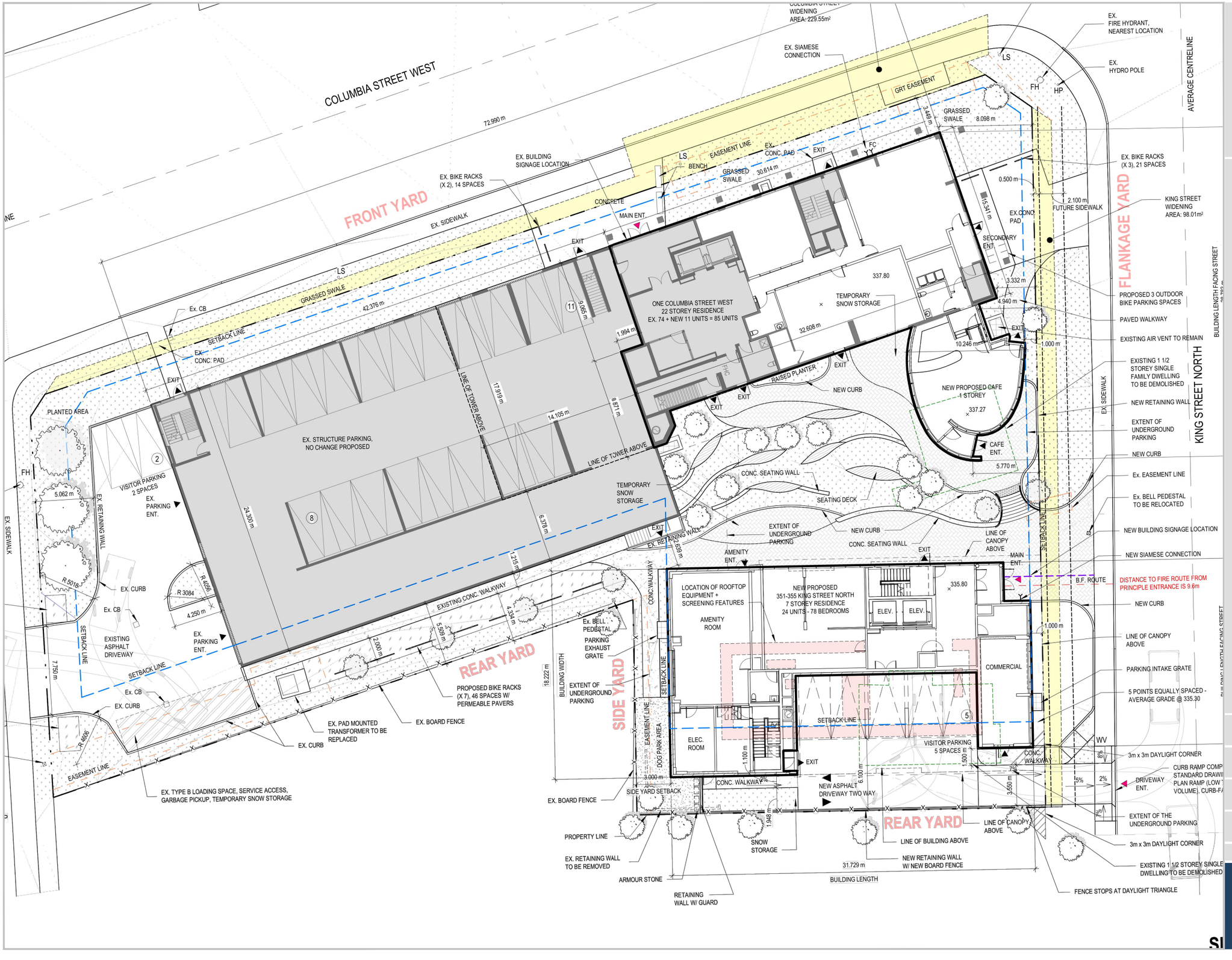
3.0 DESCRIPTION OF PROPOSAL

3.1 Proposed Development

The proposed redevelopment includes demolishing the two existing detached dwellings and redeveloping the site with a new café, a new 7-storey mixed-use building containing 24 units, ground floor commercial, outdoor amenity space, and the addition of 11 units and ground floor amenity space to the existing 22-storey building (see **Table 1** for a breakdown of unit sizes and types). The combined existing and proposed development will provide for a total of 109 units, 97 parking spaces shared between the existing and proposed building, and 116.3 m^2 of shared common outdoor amenity area (see **Table 2** below for a breakdown of amenity area configuration). The new building and café will be located at 351 and 355 King Street North, respectively, and both new developments will face King Street North. The proposed site plan is enclosed as **Figure 4**. Building elevations, renderings and floor plans have been submitted concurrently with this Report.

Figure 4
Site Plan

1 Columbia Street West and
351 and 355 King Street North
City of Waterloo
Region of Waterloo



Source: Site Plan from BNKC Architects Inc. (December 12, 2023)

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The following subsections provide details regarding the individual components of the proposed development:

Addition to Existing Building at 1 Columbia Street West

The existing building contains 74 five-bedroom units, 238 m^2 of indoor amenity area and 74 parking spaces. The building is proposed to be renovated (internally) by reconfiguring existing spaces to add a total of 11 additional dwelling units. The additional units will include bachelor suites and 1-bedroom, 2-bedroom, 3-bedroom unit and 4-bedroom units, as described in **Table 1**.

The reconfiguration also proposes to add new amenity space to the ground floor, second floor and 22nd floor for the residents of the building, for a combined existing and proposed amenity space total of approximately 348.6 m^2 of indoor amenity area and 6.7 m^2 of outdoor amenity area, for a total of 355.3 m^2 of amenity area. The amenity spaces will also present active uses facing Columbia Street, King Street and allow for spilling out into the new planned outdoor amenity space between the existing and proposed buildings.

Café at 355 King Street North

The lands at 355 King Street North are currently occupied by a detached dwelling that is proposed to be demolished in order to facilitate the development of a proposed commercial café. The proposed café will be 97.7 m^2 with a unique circular design intended to link the existing building to the new building, with a landscape design that incorporates the grade change along King Street North. To the rear of the café is a landscaped amenity area for the residents of both the existing and new buildings. Approximately, 71.7 m^2 of outdoor amenity space is proposed abutting the café and is intended to be shared with the residents and visitors of the building. Pedestrian entry to the café is proposed directly from King Street.

New Mixed-Use Building at 351 King Street North

The lands at 351 King Street North are currently occupied by a single detached dwelling that is proposed to be demolished to facilitate the development of a new 7-storey mixed-use building (the "new building"). The new building contains 24 apartment dwelling units, 47.6 m^2 of ground floor commercial at the front of the building and 182.2 m^2 of indoor amenity space at rear of the ground floor. Parking is proposed within an underground structure linked with the existing structure at 1 Columbia, with a limited amount of visitor/delivery parking located on the ground floor, behind the commercial use, accessed from King Street.

The proposed development includes a range of unit sizes, including, but not limited to, two-bedroom units, three-bedroom units, and four-bedroom units, as outlined in **Table 1** below.

Table 1. Breakdown of Unit Sizes and Types								
Existing Building with Modifications					**New Building**			
Unit Type	Size	Count	Bedrooms	% of Units	Size	Count	Bedrooms	% of Units
Bachelor suite	36 - 37	2	2	2.35%	n/a	0	0	0%
1-bedroom	45 – 57	3	3	3.53%	n/a	0	0	0%
2-bedroom	61 – 73	2	4	2.35%	83	6	12	25%
3-bedroom	98 – 109	3	9	2.30%	113	6	18	25%
4-bedroom	131	1	4	1.02%	133	12	48	50%
5-bedroom	existing	74	370	94.39%	n/a	0	0	0%
Total		85	392			24	78	

Table 2. Breakdown of Amenity Area		
Building	**Indoor Amenity Space**	**Outdoor Amenity Space**
Existing building with modifications	348.6 m^2	6.7 m^2
New building	182.2 m^2	109.6 m^2
Shared with Café	n/a	71.7 m^2
TOTALS	**530.8 m^2**	**188.0 m^2**

Parking

Vehicular parking for the existing building will be located within the existing parking structure at 1 Columbia Street West. The existing parking structure consists of three floors with the following configuration: 35 parking spaces on Level A including two (2) surface parking spaces, 19 spaces on Level B, and 20 spaces on Level C. No changes are proposed to the existing parking structure. Vehicular parking for the new building will be located

below-grade and above-grade at 351 King Street North. Five (5) parking spaces will be provided above-grade and 20 parking spaces will be located below-grade. The proposed underground parking connects to Level A of the existing parking structure. The overall parking counts also include five (5) accessible parking spaces and 20 electric-vehicle ready ("EV ready") parking spaces.

3.2 **Proposed Official Plan Amendment**

The subject lands are designated Mixed-Use High-Density Residential and are located within a Major Corridor and Major Transit Station Area. In 2015, the subject lands (1 Columbia Street West and 351 and 355 King Street North) were consolidated and a Committee of Adjustment application (No. A-76/15, dated Aug 18, 2015) was approved permitting a maximum density of 1,105 bedrooms per hectare for the combined lands. With the addition of the new bedrooms in the new building and the conveyance of lands for road widenings along both King Street and Columbia Street, the proposed development exceeds the maximum permitted density, and as such, an Official Plan Amendment is required.

The subject lands are also subject to the policies of Specific Provision Area 45 (Northdale Neighbourhood) and are identified as 'Active Frontage Area' and 'Main Street'. Specific Provision Area 45 provides direction and design standards for development within Northdale Neighbourhood, including policies for different 'street frontages'. Section 11.1.45(20)(a) of the Official Plan prohibits ground-floor indoor common amenity space, aside from entrance/foyer, for sites located along a 'Main Street'. In addition to the new commercial uses proposed along King Street North, the existing building and the new building both contain amenity space on the ground floor.

The Official Plan Amendment proposes a Special Policy Area to permit the following:

a) An increase in the maximum permitted density to 1,191 bedrooms per hectare, and

b) Permission for ground floor amenity space in the existing and proposed buildings.

A comprehensive review of the Official Plan policies is contained in **Section 4.4** of this report.

3.3 **Proposed Zoning By-law Amendment**

The subject lands are zoned Residential Northdale Twenty Five – 25 (RN-25) in Zoning By-law 2018-050. The RN-25 zone permits mixed-use buildings with dwelling units above the 2nd floor and a range of ancillary uses on the 1st floor up to a maximum of 15% of the building floor area of the lot.

To permit the proposed development, a Zoning Bylaw Amendment is required to add the following site-specific provisions (CXX):

a) A reduction in the minimum building height from 10.5 m to 4.2 m (this solely applies to the café addition; in our opinion, the café is not a standalone building, but rather an extension of an existing building which complies with this regulation);

b) A reduction in the minimum podium height from 10.5 m to 4.2 m (this solely applies to the café addition; in our opinion, the café is not a standalone building, but rather an extension of an existing building which complies with this regulation);

c) A reduction in the minimum rear yard from 7.5 m to 3.0 m;

d) A reduction in the minimum required resident parking from 0.2 spaces per bedroom to 0.18 spaces per bedroom;

e) A site-specific regulation to permit 5 parking spaces to function as both visitor spaces and spaces for the non-residential uses, whereas 8 spaces (combined) would otherwise be required;

f) A reduction in minimum tower separation from a tower on the same lot from 22 metres to 9 metres (which technically only applies to the 7th floor of the new building);

g) A reduction in minimum tower separation from an interior lot line from 11 metres to 3.0 metres (which technically only applies to the 7th floor of the new building);

h) A reduction in building step-back above podium from 3 metres to 0 metres – the proposed new 7-storey building does not include a step-back as a tower-and-podium built form is not proposed;

i) An increase in maximum density from 1,105 bedrooms per hectare to 1,191 bedrooms per hectare;

j) Permission for building floor area devoted to common indoor amenity area, circulation spaces, lobby, reception area, seating area, hydro transformer room, and entrance/foyers for dwelling units in the storeys above the first storey to exceed 30% of the entire building floor area of the first storey,

k) Permit common indoor amenity area on the first storey, whereas Section 7.14.10.3 of the Zoning By-law does not permit common amenity area on the first storeys of lots that abut King Street North, University Avenue West, Philip Street and/or Columbia Street West

A detailed review of the applicable Zoning By-law regulations is included in **Section 4.5** of this report.

4.0 PLANNING ANALYSIS

4.1 Provincial Policy Statement, 2020

The Provincial Policy Statement, 2020 ("PPS") was issued by the Province of Ontario in 2020 under Section 3 of the Planning Act. The PPS provides a vision and the policy framework for matters of provincial interest related to land use planning and development, and sets the policy foundation for regulating the development and use of land in Ontario.

The subject lands are comprised of two (2) residential lots merged into one (1). One of the parcels contains an existing 22-storey tower and the other includes two (2) single detached dwellings. The lands are located adjacent to a Regional Arterial road (King Street North) and a City Arterial road (Columbia Street West) within a Major Transit Station Area. Redevelopment of the subject lands will make more efficient use of land, infrastructure and public services within the Urban Area and contribute to the available market-based rental housing stock within the City.

The following is a summary of applicable policy in the PPS:

4.1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns (Section 1.1)

The PPS promotes healthy living and safe communities that are sustained by promoting efficient development and land use patterns and accommodating an appropriate range and mix of residential, employment, recreational and open space uses to meet long-term needs. The proposed residential development is located adjacent to medium-high and high density residential buildings, and in close proximity to existing commercial uses and mixed-use development. A range of open space and recreation uses are proximal to the site, including Hillside Park, Sugarbush Park, and Kevin Strauss Football Field.

The proposed development will utilize existing services and infrastructure, which is consistent with the PPS objective for efficient development patterns that optimize the use of land, resources and public investment in infrastructure. The PPS also promotes the integration of land use planning, transit-supportive development, intensification and infrastructure planning with the goal of achieving cost-effective development patterns that optimize transit investments and minimize land consumption and servicing costs. The

proposed development is consistent with these objectives – a transit stop is located in front of the proposed development on Columbia Street West, multiple transit stops are located on King Street North and Columbia Street West within 100 m of the site, iXpress stops are located north of and proximal to the intersection of King Street North and Columbia Street West, and ION stations at University of Waterloo and Laurier-Waterloo Park are approximately 2 km to the west and south-west of the site, respectively.

4.1.2 Settlement Areas (Section 1.1.3)

PPS Policy 1.1.3.1 states that "Settlement Areas" shall be the focus of growth and development, and their vitality and regeneration shall be promoted. The subject lands are located within the City's Urban Area and further identified within the City's Delineated Built-Up Area, as further discussed in Section 4.3 of this Report. The City's Urban Area is considered a "Settlement Area" under the meaning of the PPS, 2020. Therefore, the subject lands are located within a Settlement Area.

Policy 1.1.3.2 states that land use patterns within Settlement Areas shall be based on densities and a mix of land uses which:

a) Efficiently use land and resources;

b) Are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;

c) Minimize negative impacts to air quality and climate change, and promote energy efficiency;

d) Prepare for the impact of a changing climate;

e) Support active transportation;

f) Are transit-supportive, where transit is planned, exists or may be developed; and

g) Are freight-supportive.

The subject lands are further identified within the City's Delineated Built-Up Area. The development will intensify existing urban land that is accommodated by existing roads, commercial services, and transit-services resulting in a more efficient use of land and existing services. The proposed development includes bicycle parking and abuts the existing cycling route along Columbia Street West and the existing major active transportation corridor along King Street North.

The proposed development includes bicycle parking for residents and visitors, and is in proximity to existing active transportation route along King Street North, and cycling routes along Columbia Street West and to the south along University Avenue. A number

of supporting commercial services are also located within walking distance of the proposed development along University Avenue West and along King Street North. A major retail Centre, Conestoga Mall, is located within a 10-minute bus ride from the site.

Furthermore, planning authorities are to identify appropriate locations and promote opportunities for transit-supportive development that accommodates a significant supply and range of housing options through intensification and redevelopment as per Policy 1.1.3.3. The proposed redevelopment represents the intensification of residential lands within a Major Transit Station Area and adjacent to Regional Arterial and City Arterial Roads, provides for a range of unit sizes to accommodate a variety of demographics at market-rents and will support the use of existing transit options, consistent with this Policy.

4.1.3 Housing (Section 1.4.3)

The PPS states that an appropriate range and mix of housing types and densities shall be provided to meet projected housing needs of current and future residents of the regional market area. This should be achieved by permitting and facilitating all forms of housing and all forms of residential intensification including second units and redevelopment. New housing development should also be directed to where there is appropriate levels of infrastructure and public service facilities available. Densities that promote efficient use of land, resources, infrastructure and public services should be promoted.

The proposed redevelopment supports residential intensification. The redevelopment of an existing building to increase the supply of dwelling units and the redevelopment of two detached dwellings with a rental apartment building and a commercial unit represents a more efficient use of land, resources and infrastructure. The proposed development offers a mix of one, two, three, four and five bedroom units in a compact housing form with units appropriately sized to accommodate a range of household sizes, including students, singles, couples and families of varying income levels. The residential units will be desirable to a range of future residents given the site's location in close proximity to a range of existing and future commercial uses, parks, trails and transit, in addition to secondary and post-secondary schools located within the walking distance.

Lastly, Policy 1.4.3 f) states that planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected housing needs by establishing development standards for residential intensification that minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of health and safety. The proposed development represents residential intensification in a compact built form within a Major Transit Station Area and provides a variety of unit sizes. Alternative development standards, as discussed in detail in Section 4.5 of this report, are required

to address the configuration of the site and provide for a building that accommodates a mix of unit types and sizes (i.e. to allow for larger units, which require larger floor plates).

4.1.4 Transportation (Section 1.6.7)

The PPS promotes a land use pattern, density and mix of uses that minimize the length and number of vehicle trips and supports current and future use of transit and active transportation. The proximity of the site to transit services, including nearby bus stops and rapid transit stations, provides future residents with access throughout Waterloo and into Kitchener. In addition, future residents will have many nearby amenities and commercial services that can be accessed without use of a vehicle, further reducing impacts on the surrounding road network.

Based on the above, in our opinion the proposed Official Plan Amendment and Zoning Bylaw Amendment are consistent with the Provincial Policy Statement (2020).

4.2 Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (A Place to Grow) was approved on May 16, 2019, and amended in 2020. The Growth Plan represents the long-term framework for implementing Ontario's vision for building strong, prosperous communities and managing growth within the Greater Golden Horseshoe. All land use planning decisions made by any authority that effects planning matters must conform to the Growth Plan.

The Growth Plan establishes a vision for the Greater Golden Horseshoe based on the principles of: building compact, vibrant and complete communities; economic competitiveness; protecting natural heritage resources and employment areas; wise use of land and resources; supporting a range and mix of housing options; optimizing infrastructure and transit; conserving an promoting cultural heritage; integrating climate change considerations; and, directing growth to and intensifying existing Built-up Areas. The *Planning Act* requires that decisions respecting planning matters conform to the Growth Plan.

4.2.1 Settlement Areas

The Growth Plan identifies a planned structure for the area known as the Greater Golden Horseshoe. The Plan directs growth to Settlement Areas, with a specific focus on Strategic Growth Areas. The subject lands are within a Major Transit Station Area and the

Delineated Built-Up Area of a larger Urban Area, and, therefore part of the Settlement Area.

Policy 2.2.1.2 of the Growth Plan states that forecasted growth will be allocated based on the following:

a) The vast majority of growth will be directed to settlement areas that:
    i) have a delineated built boundary,
    ii) have existing or planned municipal and wastewater systems; and
    iii) can support the achievement of complete communities.

c) Within settlement areas, growth will be focused in:
    i) delineated built-up areas;
    ii) strategic growth areas;
    iii) locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and
    iv) areas with existing or planned public service facilities.

The subject lands are located within the Delineated Built-Up Area and a Major Transit Station Area (MTSA). The delineated built-up area is to be a focus area for growth along with strategic growth areas, which include MTSAs. The redevelopment of the subject lands will result in the more efficient use of the lands and existing infrastructure and provide for residential intensification within a strategic growth area by adding 11 units to the existing 22-storey tower and by replacing two single-detached dwellings with a mid-rise residential rental apartment building and retail use that is consistent with the surrounding context.

Policy 2.2.1.4 states that applying the policies of the Growth Plan will support the achievement of complete communities. Complete communities feature a diverse mix of uses, including residential and employment, and convenient access to local stores, services and public service facilities. The proposed development will contribute towards a complete community by:

- adding to the mix of available rental residential within an area that contains a range of commercial, open space, recreational and residential uses;
- providing for a more compact built form within a Major Transit Station Area; and
- providing additional residential units with access to established bus and rapid transit options and outdoor recreational opportunities.

Section 2.2.2 (Delineated Built-up Areas) states that, by the time the next municipal comprehensive review is approved and in effect, the Region of Waterloo will be subject to a minimum intensification target of 50% of all residential development within the delineated built-up area. To achieve this minimum intensification target, municipalities are to develop a strategy that identifies strategic growth areas and recognizes them as a key focus for development, as well as identifying the appropriate type and scale of development in these areas and transitions in built form to adjacent areas, among other matters. The subject lands are located within the Delineated Built-Up Area, and will assist the City and Region is achieving the Growth Plan targets.

4.2.2 Major Transit Station Areas (Section 2.2.4)

The subject lands are located within a strategic growth area, the University of Waterloo Major Transit Station Area, and are therefore intended to be a focus for growth and development. The proposed development will contribute to the achievement of the minimum 50% residential intensification target within the Region, by intensifying the site and the existing 22-storey building.

As per Policy 2.2.4.9, development within MTSAs is to be supported, where appropriate, by planning for a diverse mix of uses, including market-based purpose-built rental units, to support existing and planned transit service levels and providing alternative development standards, such as reduced parking standards, and prohibiting land uses and built form that would adversely affect the achievement of transit-supportive densities. The proposed development provides for a density that will support existing transit and a minor reduction in required parking is proposed in recognition of the site's location and intended users. Reduced parking requirements in conjunction with proposed Transportation Demand Management (TDM) measures for the development that are summarized in the Traffic Brief and Parking Justification Study prepared by NextEng Consulting Group Inc. will contribute to facilitating a modal shift away from a reliance on the private vehicle to the use of transit and active transportation by new residents.

4.2.3 Housing (Section 2.2.6)

Policy 2.2.6.3 directs municipalities to consider the use of available tools to require the incorporation of a mix of unit sizes to accommodate a diverse range of household sizes and incomes and achieve complete communities. The proposed development provides for bachelor, one-bedroom, two-bedroom, three-bedroom, four-bedroom and five-bedroom units in residential apartment buildings resulting in a mix and range of units within the development.

In general, the subject lands are ideally situated for intensification – they are located within a Major Transit Station Area, adjacent to a Regional Arterial road and a City Arterial

Road, have access to the public transit network, are located along the King Street active transportation corridor, and are located within walking and/or cycling distance of a range of amenities, commercial uses, both Universities, Conestoga College and other supportive services.

In summary, in our opinion, the proposed Official Plan Amendment and Zoning By-law Amendment conform to the Growth Plan for the Greater Golden Horseshoe.

4.3 **Regional Official Plan**

The Region of Waterloo's Official Plan (ROP) was approved by the Ministry of Municipal Affairs and Housing, with modifications, on December 22, 2010 and approved with amendments by Oral Decision of the Ontario Municipal Board on June 18, 2015. Regional Official Plan Amendment 6 (ROPA 6), which establishes the planning framework for accommodating forecasted population and employment growth within the Region to 2051, was approved by the Minister of Municipal Affairs and Housing with Modifications on April 11, 2023. ROPA 6 established a new policy framework for Chapter 2 – Where and How to Grow of the ROP as well as new housing policies in Section 3.A, among other policy matters. The following is a review of the proposed development with respect to the relevant policies of the Regional Official Plan, as amended by ROPA 6.

The subject lands are designated and characterized as follows by the Regional Official Plan:

<u>Regional Official Plan Amendment 6 (2023)</u>

- Map 1 – Regional Structure: Urban Area – please see **Figure 5**
- Map 2 – Urban Systems: Delineated Built-Up Area – please see **Figure 6**
- Figure 4d – *Major Transit Station Areas*: University of Waterloo – please see **Figure 7**

<u>Regional Official Plan (2015)</u>

- Map 5a – Regional Transit Network: Columbia Street West and King Street North are Existing Transit Corridors – please see **Figure 8**
- Map 5c – Regional Cycling Routes: King Street and Columbia Street are identified as an Existing and Planned Cycling Route – please see **Figure 9**

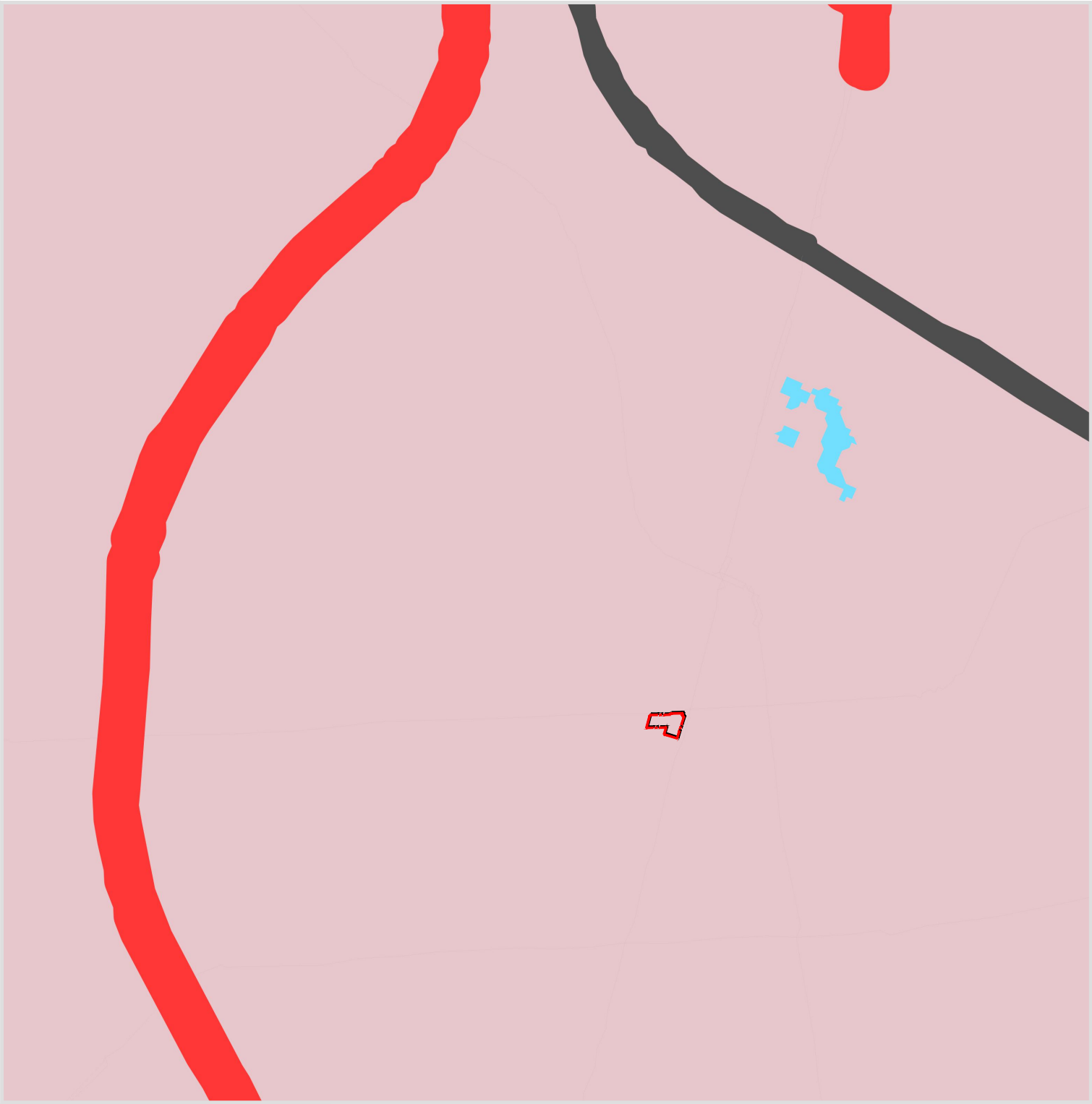


Figure 5

Region of Waterloo, Official Plan Amendment 6, Regional Structure, Map 1
(2022)

LEGEND

Subject Lands

Urban System

Urban Growth Centre

Regional Intensification Corridors

Urban Area

Transportation

Provincial Highways

Regional Roads

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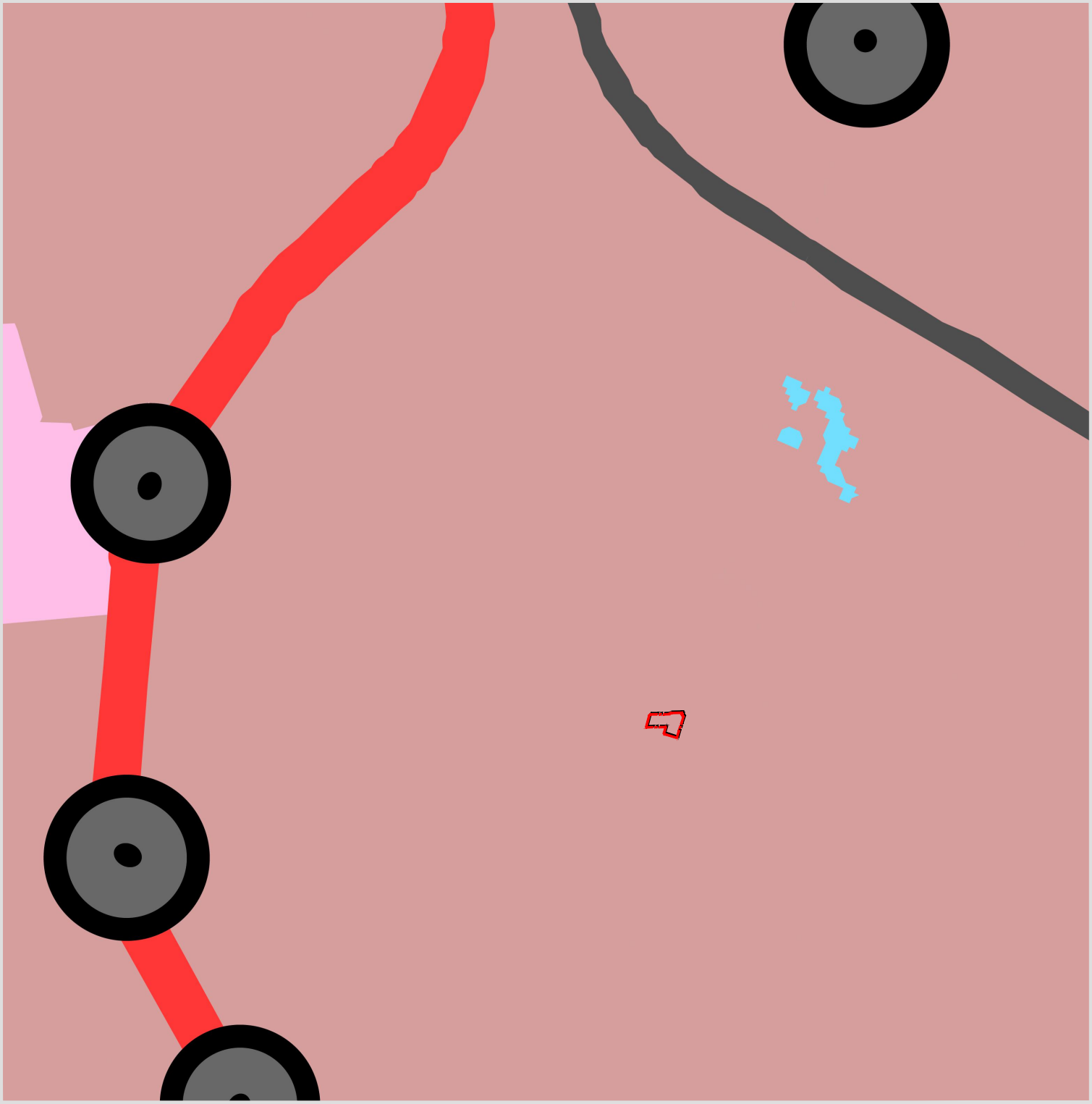


Figure 6

Region of Waterloo, Official Plan Amendment 6, Urban System, Map 2

(2022)

LEGEND

Subject Lands

Strategic Growth Areas

Regional Intensification Corridors

Major Transit Station Area*

Urban Area / Township Urban Area

Delineated Built-Up Area

Designated Greenfield Area

Transportation

Provincial Highways

Regional Roads

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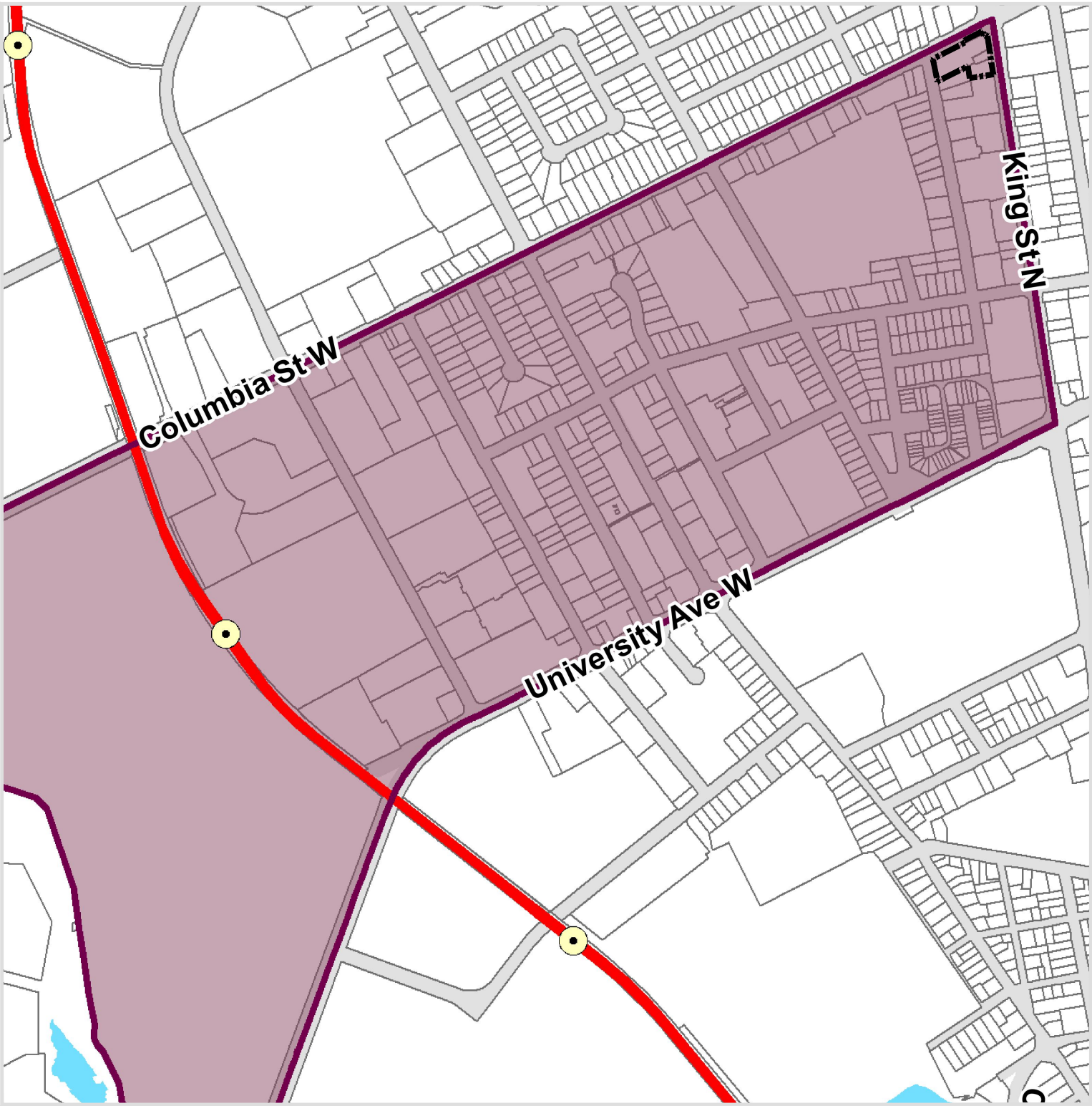


Figure 7

Region of Waterloo Regional Official Plan 2051, Figure 4d, Major Transit Station Areas: University of Waterloo

LEGEND

- Subject Lands
- Transit Stop
- Stage 1 ION LRT Route
- Planned Stage 2 ION LRT Route
- Major Transit Station Area

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Figure 8

Region of Waterloo, Official Plan, Regional Transit Network, Map 5a
(2015)

LEGEND

- Subject Lands
- Existing Transit Corridors
- Planned Transit Corridors

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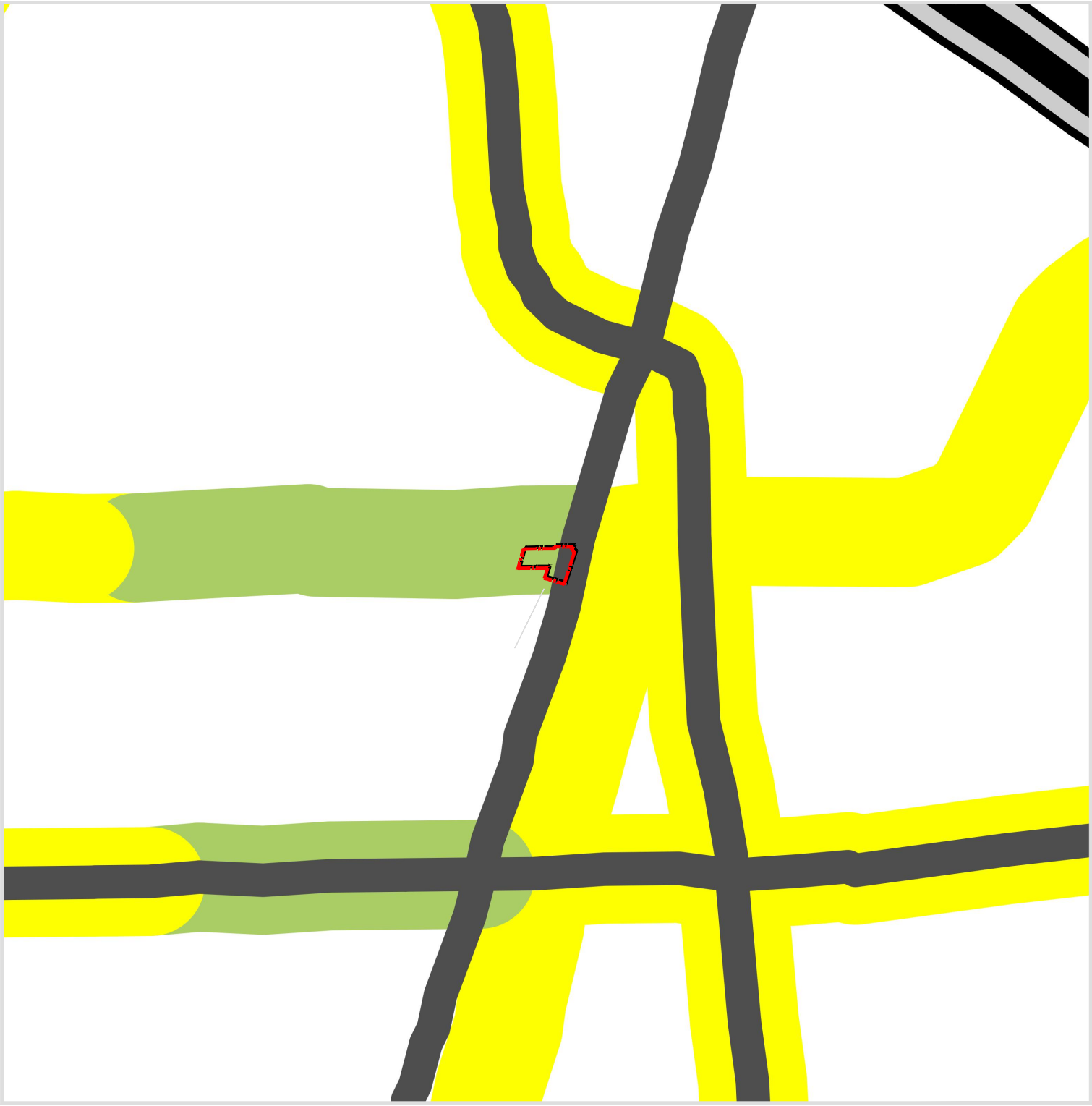


Figure 9

Region of Waterloo, Official Plan, Regional Cycling Routes, Map 5c

(2015)

LEGEND

Subject Lands

Existing Cycling Routes*

Planned Cycling Routes*

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4.3.1 Urban Areas

The subject lands are located within the Urban Area, illustrated on **Figure 5**, which is planned to accommodate approximately 90% of the Region's forecasted growth to 2051 as per Policy 2.C.2.1. The subject lands are also located within the Delineated Built-Up Area, as illustrated on **Figure 6**. Section 2.B of the Plan indicates that over 60% of the Region's new residential growth will occur within the Delineated Built-Up Area of cities and townships through intensification. Focal points for re-urbanization include the Urban Area, Urban Growth Centres, Major Transit Station Areas, Regional Intensification Corridors, Local Centres and Intensification Corridors, and other lands within the Delineated Built-Up Area. These focal points will make better use of existing urbanized land and infrastructure and reduce development pressure on farmland and other sensitive areas. Specifically, Section 2.B of the Plan identifies that Urban Growth Centres and Major Transit Station Areas located along Regional Intensification Corridors will prioritize intensification and higher densities. The intent of this policy is to make efficient use of land and infrastructure and to support transit vitality. The subject lands are located within the Delineated Built-Up Area as well as a Major Transit Station Area.

Policy 2.C.2.2 sets out general policies to guide development within the Urban Area. Generally, development within the Urban Area is to be planned and developed in a manner that:

- implements the Regional Urban System;
- advances the community's transition into an energy-efficient, resilient, low-carbon community;
- is municipally serviced;
- protects the natural environment;
- provides a diverse range and mix of housing options;
- conserves cultural heritage resources;
- avoids development and land use patterns that may pose a risk to public health, safety and the environment;
- improves accessibility for persons of all ages and abilities;
- ensures the development of high-quality urban form;
- considers the wellbeing and belonging of all children and youth; and,
- expands residents' access to a range of transportation options, public service facilities, urban greenlands and open spaces, and affordable food options in neighbourhoods.

Section 2.D.1 of the ROP sets out general development policies for the Urban Area. In summary, development occurring within the Urban Area is to be planned and developed in a manner that: supports the Planned Community Structure; is serviced by a municipal drinking-water supply system and a municipal wastewater system; contributes to the creation of complete communities with development patterns, densities and a mix of land uses that supports walking, cycling and the use of transit; protects the natural environment; conserves cultural heritage resources; and respects the scale, physical character and context of established neighbourhoods where re-urbanization is planned to occur.

The proposed development satisfies the Urban Area development policies for the following reasons:

- The proposed development will result in the re-urbanization and intensification of lands located within a Major Corridor and Major Transit Station Area, which is planned to accommodate intensification and support high densities;
- The proposed development provides for a range of dwelling unit sizes, providing housing choice for the community;
- The proposed development supports the use of transit as a GRT bus stop is located in front of the proposed development, with multiple bus routes in the area;
- The proposed development is located in an area well served by public transit route, a broad range of commercial uses, nearby schools, active transportation routes, and employment opportunities, contributing to a 15-minute neighbourhood in the vicinity of King and Columbia;
- The proposed development provides a compact built form that contributes to a pedestrian-friendly environment by locating the development close to the street and establishing an engaging pedestrian network throughout the site, providing walkable access from King Street North to Columbia Street West and to the west of the property towards Spruce Street;
- The proposed development is representative of a high-quality urban form and contributes to the public realm by orienting commercial uses and new building entrances towards King Street North; and,
- The proposed development introduces outdoor amenity areas and commercial spaces for passive and active use by the residents.

4.3.2 Strategic Growth Areas – Major Transit Station Areas & Transit-Supportive Development

Given the proximity of the subject lands to multiple GRT bus routes and being located within a Major Transit Station Area (see **Figure 7**), the Strategic Growth Area policies of the ROP apply. Section 2.D.2 of the ROP sets out Major Transit Station Areas ("MTSA") policies to be considered in the review of a development application located within a MTSA. The MTSA policies ensure that development addresses the following objectives:

- Achieves a minimum density of 160 people and jobs per hectare for lands located within the University of Waterloo MTSA;
- Development is transit-supportive and provides access to station areas and connection through regional and provincial transit services and active-transportation mobility networks, such as walking, cycling and rolling;
- Provides a diverse mix of uses, including additional residential units and affordable housing, to support existing and planned transit service levels;
- Fosters collaboration between public and private sectors;
- Provides alternative development standards, such as reducing or eliminating minimum automobile parking standards, or providing maximum parking standards, for uses near transit routes, to maximize intensification opportunities and minimize surface parking areas;

The proposed development provides for a density of 1,191 bedrooms per hectare, resulting in a population density of approximately 1,191 people per hectare. The proposed development accommodates an estimated 470 people (based on the rate of one person per bedroom) living adjacent to an existing GRT transit route, within walking distance to existing iXpress stops and along an active transportation corridor. The proposed development will assist in achieving the minimum density target set for the University of Waterloo MTSA, as well as introduce additional commercial uses and residents into the neighbourhood to support transit service levels. The addition of renal apartment units to the neighbourhood will contribute to the mix of available housing for residents, particularly for students, which are underserved in accordance with the City's most recent Student Accommodation Study.

Section 2.D.6 of the Regional Official Plan, as amended by ROPA 6, outlines transit-supportive development policies that include the following objectives: create a multi-modal street pattern that prioritize active transportation modes and transit-use; support compact built-forms that support transit-use; provide an appropriate mix of land uses to meet peoples' daily needs; promote medium and higher-density development closer to

transit stops; support a high-quality public realm; and, provide access from various transportation modes to transit facilities.

As outlined by Section 2.D.5, general intensification policies for strategic growth areas seek to support 15-minute communities and permit missing-middle housing.

The proposed development satisfies the Major Transit Station Area, transit-supportive development and general intensification policies for the following reasons:

- The proposed development will assist the City and Region in achieving and/or exceeding the minimum intensification target and is located in an area planned for intensification and a mix of land uses;
- The proposed development provides an opportunity for compatible intensification with a transit supportive density and proposes reduced parking rates that will encourage multi-modal transportation, including transit use;
- The subject lands are proximate to various multi-use active transportation facilities along Columbia Street West and King Street North (see **Figure 9**), which provide both east-west and north-south connection, and connection to transit facilities and transportation modes, such as the ION light-rail transit stop;
- The proposed development supports active transportation by including bicycle parking and internal pedestrian circulation pathways that connect to surrounding municipal sidewalks;
- The proposed development supports the establishment of 15-minute communities as the subject lands are located proximate to the full range of daily needs, provide commercial spaces on site, and provide for passive amenity space that can be used for gathering and social interaction;
- The proposed development offers various unit sizes, ranging from bachelor suites to five-bedroom suites, supporting students, singles, couples and families of varying income levels and providing opportunity for development of missing-middle housing through variety in unit sizes; and,
- The proposed development will result in both residential and commercial uses adjacent to the various GRT bus routes and a Regional Arterial Road for lands located within a Major Corridor and a Major Transit Station Area. Various active transportation facilities and amenities are available on-site and proximate to site, such as a multi-use recreational trail (Hillside Trail) to the east, providing options to walk or cycle to a range of destinations, including institutional, recreational, commercial, significant employment uses and numerous transit stops for a variety of transit-modes.

Accordingly, in our opinion, the proposal is consistent with the policies of Major Transit Station Areas and transit-supportive development, in addition to the general intensification objectives of the Regional Official Plan.

4.3.3 Intensification Targets in Delineated Built-Up Areas

Section 2.F establishes the policy framework to achieve the objectives of meeting or exceeding minimum intensification targets to make better use of land and infrastructure and support the gradual transition of existing neighbourhoods into 15-minute neighbourhoods. Area municipalities are to meet or exceed the minimum intensification targets set out in Table 3 of Section 2.F, which establishes a minimum intensification target of 83% and 19,740 total minimum units in the Built-Up Area to the year 2051 for the City of Waterloo. Policy 2.I.5.1 states that the minimum intensification and density targets are minimum standards and area municipalities are encouraged to go beyond these minimum targets, where appropriate. Currently, 74 units are located on the site. The proposed development will provide 35 additional dwelling units, resulting in a total of 109 dwelling units, on lands that are well supported by transit, an evolving active transportation network, commercial and service uses, and recreational amenities in the interest of achieving the intensification target.

In summary, the proposed Official Plan Amendment and Zoning By-law Amendment conform to the Region of Waterloo Official Plan.

4.4 City of Waterloo Official Plan

The City of Waterloo Official Plan represents the City's vision for growth and change within the community. The Official Plan sets out principles, objectives and policies designed to direct the form, extent, nature and rate of growth and change within the City to 2031. The following outlines the applicable Schedules as contained in the Official Plan:

Map	Map Title	Designation
Schedule A: Land Use		Mixed Use High Density Residential (please refer to **Figure 10**)
Schedule A6: Specific Provision Areas		SPA 45 (please refer to **Figure 11**)
Schedule A45a: Street Frontage Areas and Streetscape Elements		Active Frontage Area & Main Street (Columbia Street West and King Street North) (please refer to **Figure 12**)

Schedule B: City Structure	Major Corridor (please refer to **Figure 13**)
Schedule B1: Height and Density	High Density, 81 metres (please refer to **Figure 14**)
Schedule B3: Designated Greenfield Areas	Built Up Area
Schedule E: Road Classification System	Regional Arterial (King Street North) City Arterial (Columbia Street West) (please refer to **Figure 15**)
Schedule F: Active Transportation Framework	King Street Corridor (King Street North) City-Wide Cycling and Multi-Use Routes (Columbia Street West) (please refer to **Figure 16**)
Schedule G: Road Allowances	30.0-metre ultimate road allowance (Columbia Street West)
Schedule J4: University of Waterloo Station Area	Within Station Area Boundary (please refer to **Figure 17**)

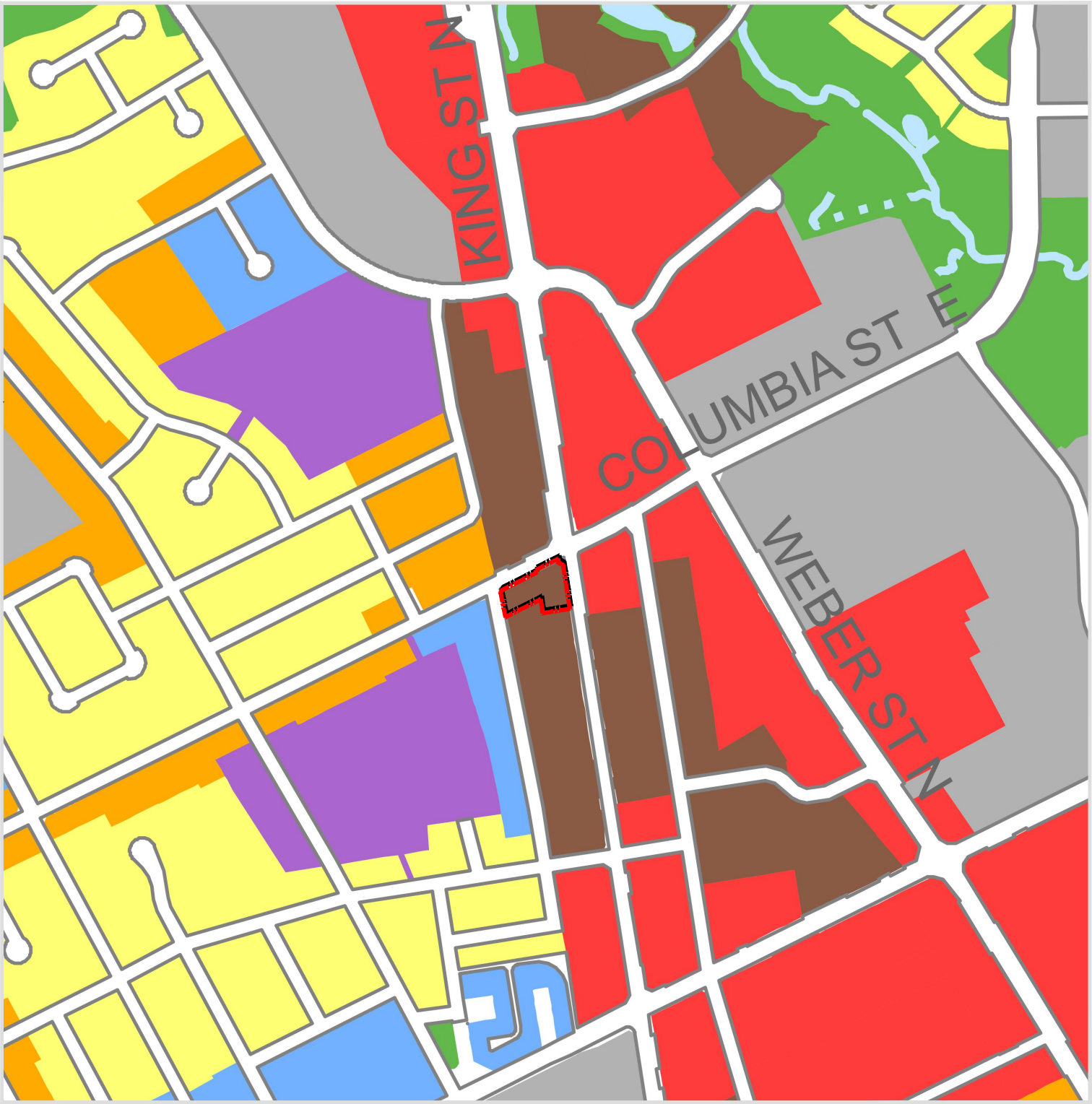


Figure 10

City of Waterloo, Official Plan, Land Use Plan, Schedule "A"

(August 2021)

LEGEND

Subject Lands

Land Use Designations

- Low Density Residential
- Mixed-Use Medium Density Residential
- Mixed-Use Medium High Density Residential
- Mixed-Use High Density Residential
- Commercial
- Employment
- Major Institutional
- Open Space
- Rural
- Urban Area Boundary
- Uptown Waterloo Urban Growth Centre
- Future Node

DATE:	November 1, 2023
SCALE:	1:7,500
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Figure 11

City of Waterloo, Official Plan, Specific Provision Areas, Schedule "A6"
(October 2022)

LEGEND

- Subject Lands
- SPA 9
- SPA 20
- SPA 22
- SPA 36
- SPA 38
- SPA 44
- SPA 45
- SPA 56
- SPA 59

DATE:	November 17, 2023
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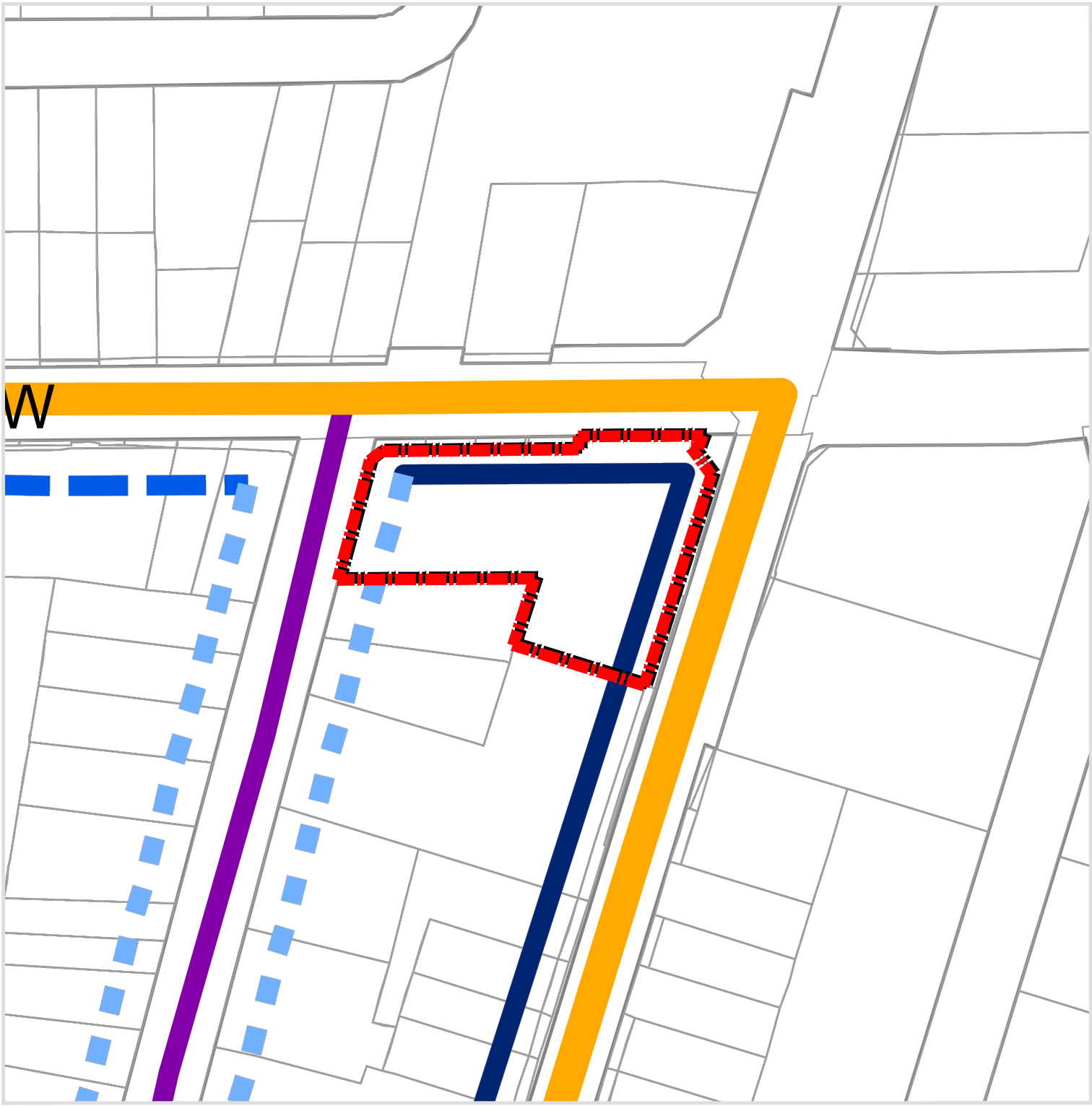


Figure 12

City of Waterloo, Official Plan, Street Frontage Areas and Streetscape Elements, Schedule "A45a"

(November 2016)

LEGEND

Subject Lands

Street Hierarchy

- Main Street
- Mixed-Use Street
- Green Street
- Residential Street
- Woonerf/Shared Street

Street Frontage Areas

- Active Frontage Areas
- Convertible Frontage Areas
- Neighbourhood Frontage Areas

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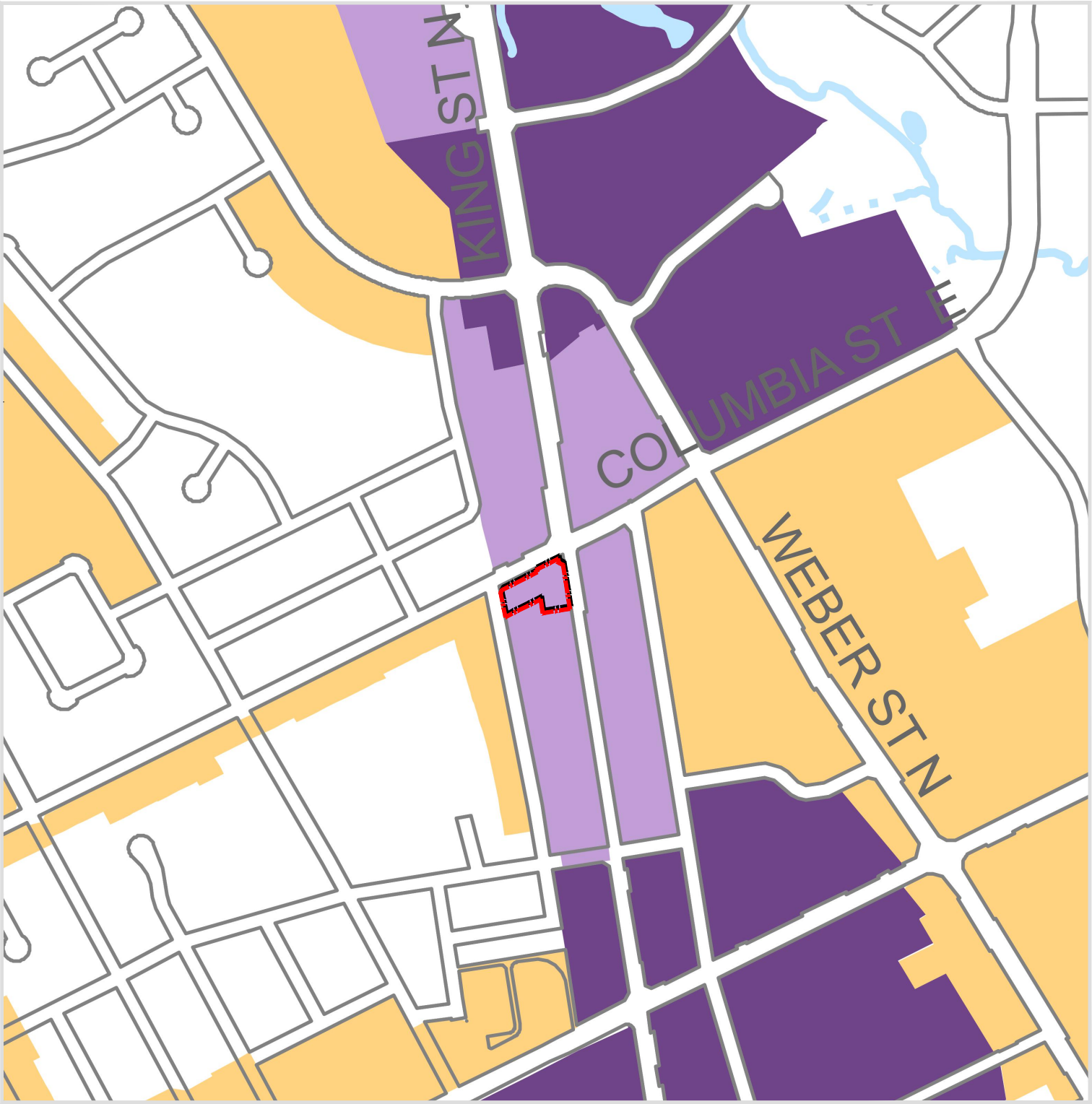


Figure 13

City of Waterloo, Official Plan, City Structure, Schedule "B"
(June 2020)

LEGEND

Subject Lands

Nodes and Corridors

- Primary Node
- Major Node
- Minor Node
- Future Node
- Major Corridor
- Minor Corridor

Urban Area Boundary

Protected Countryside

Uptown Waterloo Urban Growth Centre

Reurbanization Corridor

Major Transit Station Areas

*** Not shown - Map will be amended to designate Major Transit Station Areas and Reurbanization Corridors following completion of the Rapid Transit Environmental Assessment.*

DATE:	November 2, 2023
SCALE:	1:7,500
FILE:	2382A
DRN:	CCF

north

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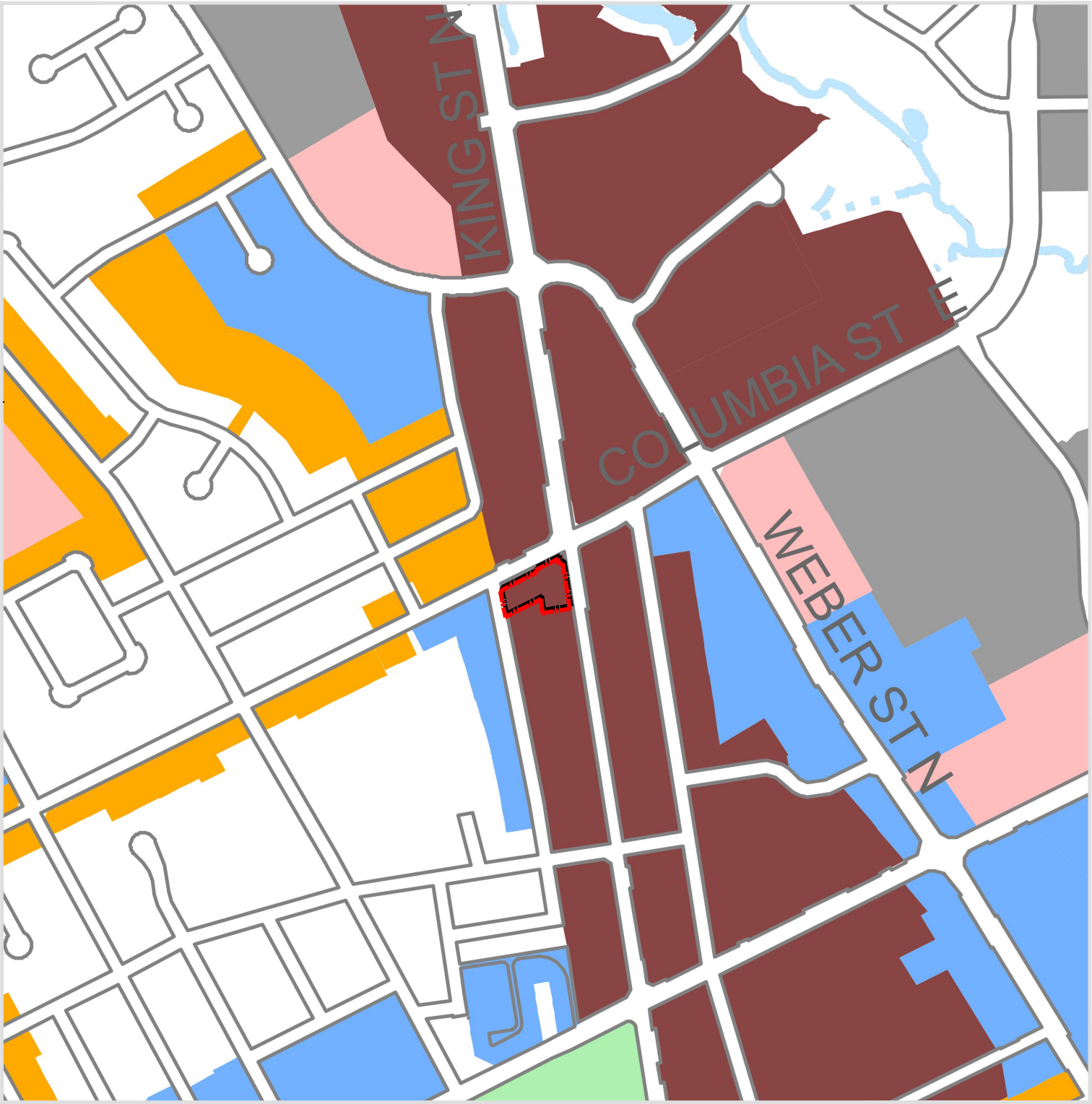


Figure 14

City of Waterloo, Official Plan, Height and Density, Schedule "B1"

(May 2020)

LEGEND

Subject Lands

- Low Density, 10 metres (Northdale: Low Density, 6 storeys)
- Medium Density, 20 metres (Northdale: Medium Density, 8 storeys)
- Medium High Density, 40 metres (Northdale: Medium High Density, 12 storeys)
- High Density, 81 metres (Northdale: High Density, 25 storeys)

*** Note for Northdale only, heights are specified in storeys; the rest of the City is specified in metres.*

- Uptown Waterloo Urban Growth Centre
- Main Street, 6 metres to 16 metres
- Medium Density Employment, 27 metres
- Medium-High Density Employment, 40 metres
- High Density Employment, 81 metres

DATE:	January 4, 2024
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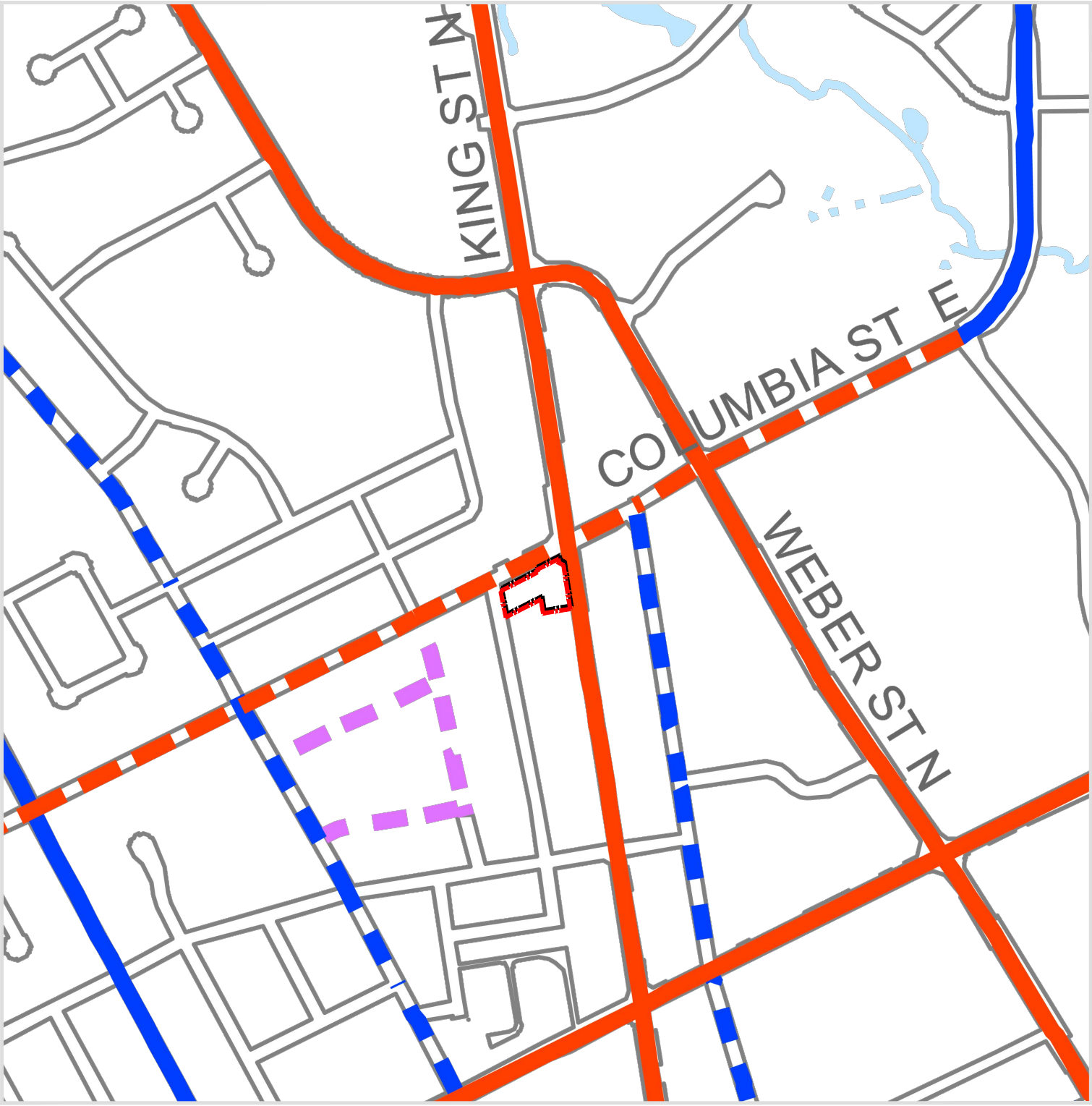


Figure 15

City of Waterloo, Official Plan, Road Classification System, Schedule "E"

(February 2018)

LEGEND

Subject Lands

Road Classification

Secondary Roads

- Local Roads
- Potential Future Local Roads
- Minor Collector
- Major Collector
- Deferred

Primary Roads

- City Arterial
- Regional Arterial

Provincial Highway

- Provincial Highway

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Figure 16

City of Waterloo, Official Plan, Active Transportation Framework, Schedule "F"

(February 2018)

LEGEND

Subject Lands

Existing and Planned Active Transportation Framework

- City-Wide Cycling and Multi-Use Routes
- Proposed City-Wide Cycling and Multi-Use Routes (Conceptual)
- King Street Corridor
- Potential Pedestrian Corridor (Conceptual)
- Connection to Adjacent Municipality / Lands
- Active Transportation Connections (Conceptual)

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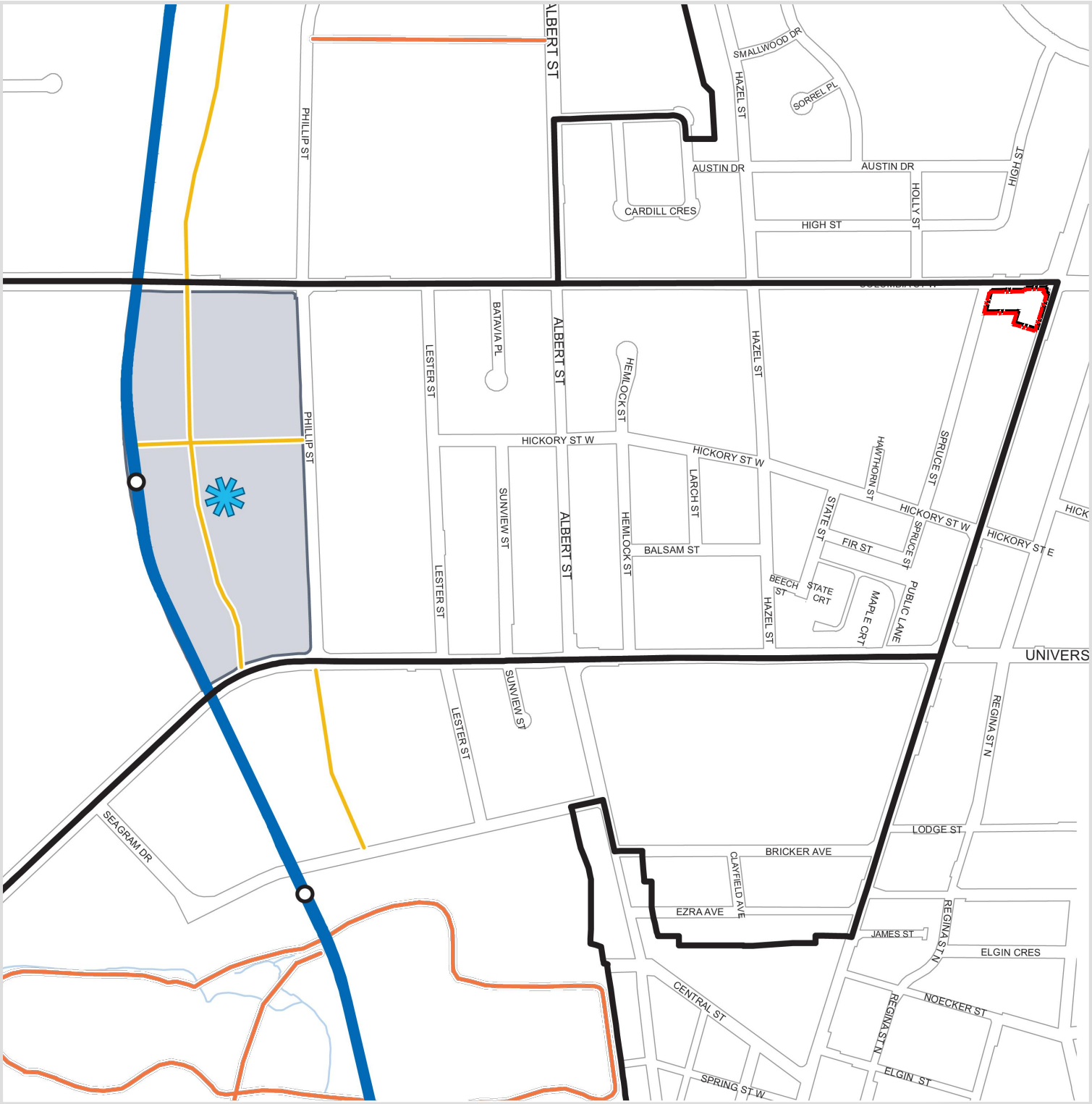


Figure 17

City of Waterloo, Official Plan, Station Areas, Schedule "J"

(February 2018)

LEGEND

- Subject Lands
- ION Rapid Transit Station
- Potential Priority Public Space
- ION LRT
- Active Transportation Connection
- Potential Priority Connection
- Station Area Boundary
- Area A
- Area B

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4.4.1 Mixed-Use High Density Residential

The subject lands are designated 'Mixed-Use High Density Residential' on Schedule 'A' of the Official Plan, as illustrated on **Figure 10**. Section 10.1.6 of the City of Waterloo Official Plan establishes that lands within this designation are to be developed with mixed-use, high-density housing types, with properties being developed primarily for residential development. Complementary and ancillary non-residential uses are permitted alongside the residential development. A density range of 150 bedrooms per hectare to 750 bedrooms per hectare, and a maximum building height of 81 metres are permitted within this designation.

The existing development at 1 Columbia Street West was approved prior to the establishment of the 2012 Official Plan Framework. At that time, the site was zoned Multiple Residence 25 (MR-25), which permitted 250 units per hectare (or the equivalent of up to 1,250 bedrooms per hectare). The 2012 Official Plan framework changed the measurement of density from units per hectare to bedrooms per hectare and established the maximum density of 750 bedrooms per hectares for lands designated as High Density. In 2015, a Committee of Adjustment application proposing to bring the density into conformity with the Official Plan was approved at a maximum density of 1,105 bedrooms per hectare.

The development proposes a predominantly residential development with two ancillary commercial uses. The ancillary commercial uses consist of an expansion to the existing building (café) and the new 7-storey building along King Street (ground floor unit). The development proposes a minor increase in density to 1,191 bedrooms per hectare (after the conveyance of 327.57 m^2 of land for road widening purposes). The new building and café addition will have maximum heights of approximately 26 metres and 4.2 metres, respectively.

The proposed development is consistent with the land use permissions of the Mixed-Use High Density Residential designation. The density of the proposed development, being 1,191 bedrooms per hectare, exceeds maximum permissions of the Mixed-Use High Density Residential designation (and the previously approved minor variance) and as such, an Official Plan Amendment is required. The details of the proposed Official Plan Amendment are outlined in Section 4.4.8 of this Report.

4.4.2 Specific Provision Area 45 (Northdale Neighbourhood)

The subject lands are located within the boundary of Specific Provision Area 45 ("SPA 45") as illustrated on Schedule 'A6' of the Official Plan (see **Figure 11**). SPA 45 applies to the Northdale Neighbourhood, bound by Columbia Street West, King Street North, University Avenue West and Philip Street. SPA 45 generally includes policies intended to

revitalize and reurbanize the neighbourhood into a mixed-use, mixed-density, transit-focused, and pedestrian-oriented neighbourhood. Building form is to transition from medium density in the interior of the neighbourhood to higher densities towards the periphery of the neighbourhood. The subject lands are located on the periphery of the Neighbourhood, south-west of the intersection of Columbia Street West and King Street North; the proposal provides a compact, mixed-use development that is transit-supportive and enhances the public realm through outdoor site design and the addition of commercial uses.

Section 11.1.45 (9) of the Official Plan recognizes the need for appropriate student, faculty and staff related housing that is in close proximity to the Universities (Wilfred Laurier and University of Waterloo) and supports the post-secondary educational institutions. The renovations within the existing building and the development of the new building offer units that range from bachelor/bachelorette to five-bedroom units, and provide amenities and commercial spaces. The proposed development provides the opportunity to support post-secondary educational institutions.

Section 11.1.45 (17) of the Official Plan establishes provisions for lands designated Mixed-Use High Density Residential. Lands designated Mixed-Use High Density Residential, subject to SPA 45, are permitted a density of a minimum of 250 bedrooms per hectare and a maximum of 750 bedrooms per hectare. A minimum height of 4 storeys and a maximum height of 25 storeys are permitted within this designation. The development proposes a maximum density of 1191 bedrooms per hectare (after the significant road widening conveyances) – the height of the existing building at 1 Columbia St W is well below the permitted maximum and the new building, at 7 storeys is greater than the minimum and less than the maximum. In our opinion, the café is an extension of the existing 22-storey building and not a standalone building. In this regard, in our opinion, it conforms to the Official Plan. Policy 11.1.45 (17) (b) states that – increases in permitted net residential density may be permitted, provided:

- The maximum height of any building shall not exceed 25 storeys.
    - The development does not exceed 25 storeys.
- The property shall be zoned a site-specific zone through the implementing Zoning By-law Amendment.
    - A Zoning By-law Amendment application has been advanced, concurrent with the Official Plan Amendment.

The proposed development satisfies both of the above criteria; the existing and proposed heights of the buildings do not exceed 25 storeys; and, a Zoning By-law Amendment application is filed concurrently to address site-specific requirements.

Policy 11.1.45 (17) (c) encourages a mix in the number of bedrooms within each dwelling unit to accommodate a diverse range and type of dwelling units. The proposed development, combined with the existing tower, offers dwelling units ranging bachelor/bachelorette suite to five-bedroom units, and satisfies the intent of this policy. Notably, all of the units in the existing building are 5-bedroom units, while the new units in the existing building and in the new building broaden the range of unit sizes.

Policy 11.1.45 (17) (e) notes that – during review, development proposals are to comply with the following criteria, amongst other provisions:

- A high standard of urban design with emphasis on: site and building design that complement and enhance the surrounding neighbourhood character; landscape design that creates visual interest; and, prominent entrances that emphasize the streetscape.
    - As discussed, the proposed development is of similar scale, density and form as adjacent and nearby mid- and high-rise buildings. The proposed development also offers a leaf-patterned and organic landscape design that is visually engaging for users of the site and passersby. The entrances of the café addition and the new building are designed to be pedestrian scale, providing high-ceilings and drawing attention towards the entrances along King Street.
- Consistent with the urban design, land use and compatibility policies of this Plan and shall demonstrate that the proposal implements the City's Urban Design Manual (Northdale Urban Design Guidelines) to the satisfaction of Council;
    - An Urban Design Brief was prepared and has concluded that the proposed development is consistent with the intent of the policies of the Official Plan. The future site plan application will be evaluated and ultimately approved by the City in consideration of the Urban Design Manual.
- Sufficient infrastructure exists to service the site;
    - A Functional Servicing Report was prepared and has concluded that the existing municipal services are adequate to support the proposed development.
- The development capacity of the site is not exceeded, and the proposal does not require significant relief from standard regulations; and,
    - The requested relief is minor in nature, and largely relates to technical matters (height of café, permission for 7th floor). The supply of parking is

supported by a Traffic Brief and Parking Justification Study prepared by NextEng Consulting Group Inc.

- Minimum requirements for the provision of outdoor amenity space will be stipulated in the implementing Zoning By-law.
    - The development includes both indoor and outdoor amenity areas for the residents of the building. The new development improves the available amenity space, with a pedestrian focused area between the existing and new buildings, with access from both buildings and the street.

The proposed development satisfies the above criteria; it provides a high standard of urban design and a visually engaging interface and landscape design that aligns with the intent of the Official Plan and the City's Urban Design Manual; the development capacity of the site is not exceeded and sufficient infrastructure is available to service the site.

Active Frontage Area & Main Street

The subject lands abut King Street, which is an 'Active Frontage Area' and 'Main Street' in accordance with Schedule 'A45a' of the Official Plan, as shown in **Figure 12**. Section 11.1.45 (20) (a) regulates land uses and built forms along Active Frontage Areas to provide animated and active streetscapes and provides regulations for uses on the ground floor: Restaurants, cafes, grocery stores and retail stores are encouraged to be located on the ground floor; the Zoning By-law will implement a taller ground floor storey to accommodate non-residential uses; and, the Zoning by-law will implement appropriate minimum and maximum building setbacks to provide for active ground floor uses which enhance the street.

The proposed development incorporates a commercial unit within the new building along King Street North and a new café addition to the existing building also along King Street North. Both new commercial uses provide for an engaging interface with the street and combined with the landscape design, achieve the objective of activating King Street.

Section 11.1.45 (20) (a) (iii) establishes that "Indoor common amenity space areas and entrance/foyer areas related to the permitted residential use may be permitted on the ground floor, provided a minimum amount of non-residential related or accessory uses are provided at the ground floor, as established in the implementing Zoning By-law. Notwithstanding the above, no indoor common amenity space, aside from the entrance/foyer is permitted on a Main Street (Section 11.1.45(28a))". The proposed development contains both commercial uses and common indoor amenity space on the ground floor of the new building, while the existing building will contain a café addition and ground floor amenity space following the internal renovations. Although the intent of the Main Street policies are met through the provision of the café addition to the existing

building and the ground floor commercial unit in the new building, an Official Plan Amendment is required to permit common indoor amenity space on the ground floor of the reconfigured existing building and the new building.

4.4.3 Nodes and Corridors

The subject lands are located within a Major Corridor (King Street) on Schedule B (City Structure) of the Official Plan, as illustrated on **Figure 13**. Corridors are major streets or transit routes that link Nodes and provide opportunities for intensification at medium, medium-high and high densities. They are generally located on planned or existing higher frequency transit routes, and are intended to support various modes of transportation by having significant employment and population densities. Major Corridors connect Major Nodes and have the greatest capacity and potential to support high-frequency transit; as such, they are intended to accommodate medium-high to high density uses. The subject lands are located along King Street North, a Major Corridor that connects the Conestoga Mall Major Node to the north and the Wilfrid Laurier University Major Node to the south. Lands identified as Minor Corridor are located adjacent to the property, to the west of Spruce Street.

Section 3.6.5 of the Official Plan encourages intensification and mixed-use development on lands identified to be located within Nodes and/or Corridors. High, medium-high and medium density land uses are encouraged within designated Nodes and Corridors, while new low density development is discouraged. Development should be compatible and integrated with surrounding land uses and contribute to an animated streetscape through appropriate heights, mixing of uses, massing, setbacks, parking, public spaces and other site and building design considerations. The proposed development provides for high-density development that is consistent with the abutting land use patterns and style of development and provides for efficient use of existing infrastructure on a major Regional Road supported by various types of transit and active transportation facilities. The transition from the existing 22-storey tower to the proposed 7-storey mid-rise provides for appropriate transition to the abutting lands to the southwest and maintains development potential of abutting intensification and redevelopment site (on Spruce Street).

Policy 3.6.5(1) indicates that not all lands within Nodes and Corridors will accommodate a full mix of uses and direction will be provided in this regard through the land use designations applied to these lands. The lands are designated as Mixed-Use High-Density Residential, which permits a range of ancillary uses on the subject lands. Additional ancillary uses are permitted through Site Specific Provision Area 45 and associated Active Frontage Area and Main Street identifications. The proposed development seeks to incorporate ancillary uses through reconfiguration of the existing building and the addition

of a café. An Official Plan Amendment and Zoning By-law Amendment is being requested to remove the restriction on ground-floor amenity area permissions within the first storey of development on the subject lands. **Subsection 4.4.8** of this Report summarizes the Official Plan Amendment and Section 4.5 of this Report provides additional details regarding the Zoning By-law Amendment.

Maximum permitted heights are also identified for lands located within Nodes and Corridors, and range from 20 metres to 81 metres (6 stories to 25 stories). The subject lands are identified as 'High Density, 81 metres' by Schedule B1 of the Official Plan, as shown on **Figure 14**. As discussed in Subsection 4.4.1 of this Report, the permitted maximum density for the site is 1,105 bedrooms per hectare as permitted by the Zoning By-law and previously amended by Minor Variance decision A-18/23. The density of the proposed development is slightly higher than the permitted density, siting at 1,191 bedrooms per hectare. As discussed, an Official Plan Amendment and Zoning By-law Amendment are required to facilitate the proposed development at a density of 1,191 bedrooms per hectare. The development conforms to existing height permissions.

4.4.4 Major Transit Station Area

The subject lands are located within the University of Waterloo Major Transit Station Area (MTSA) as shown on Schedule J4 of the Official Plan and as illustrated on **Figure 17**. Section 3.8 of the Official Plan provides direction for development of sites located within an MTSA. MTSAs shall be planned to accommodate a mix of transit-supportive uses, be focal points for active transportation, support the unique character of each station area, promote economic development, support connectivity, and achieve a minimum gross density target of 160 residents and jobs combined per hectare by 2041 or earlier. Land uses within MTSAs will be transit-supportive and will accommodate medium to high density residential, commercial and employment uses.

Lands within MTSA are categorized into three areas: 1) Lands within proximity to an LRT Stop (Area A); 2) Other Proximate Lands (Area B); and, 3) Remaining Lands in Station Areas. The subject lands are located within the 'Remaining Lands in Station Areas'. Amongst other objectives, lands within these area are planned to create and enhance public spaces, to be transit-supportive of the least intensity and will reflect the desire to reduce reliance on the automobile in favour of transit usage and active forms of transportation.

The proposed development provides a high-density built form that is transit and active transportation supportive and provides for intensification of an underutilized lot. The subject lands are located in proximity to various GRT and rapid transit bus routes and stops, and are located on two streets that accommodate and/or are planned for active

transportation facilities and infrastructure. In the interest of providing for an intensified building form that contributes to transit-supportive densities and uses in the MTSA, and that includes a mix of unit size, site specific relief is required: A reduction in minimum parking space requirements is being requested to encourage transit and active transportation uses; and, an increase in maximum density is requested to broaden the range of units within the development and to provide for the efficient use of the lands and municipal infrastructure.

4.4.5 Height and Density

The City of Waterloo Official Plan measures density in bedrooms per hectare, unlike more common measures of units per hectare or floor space area. Policy 3.4 (2) (e) of the Official Plan establishes that the High Density designation permits a minimum of 150 bedrooms per hectare and a maximum of 750 bedrooms per hectare.

The existing building at 1 Columbia St W was developed prior to the approval of the City's Official Plan. A minor variance was previously approved to recognize the existing density on the lands, 1,105 bedrooms per hectare. The existing building contains only five-bedroom units. The renovation to the existing building and the new mid-rise building introduces a wider range of unit sizes to the site, including one bedroom, two bedroom, three bedroom and four bedroom units.

As a result of the renovations and the new mid-rise building and the significant road widening conveyance along Columbia St W and King St N, the density for the lands is 1,191 bedrooms per hectare. The lands are ideally situated to provide for a high density development. They are located along a Regional Arterial road, a City Arterial Road, surrounded by existing high-rise buildings, steps from the GRT transit stops, and situated along major active transportation networks. The lands are not constrained by the floodplain that traverses through the Uptown and are a significant distance from existing low-rise neighbourhoods. The Official Plan Amendment proposes an increase in density from 750 bedrooms per hectare to 1,191 bedrooms per hectare.

It is important to note that no increase in height is proposed – the existing building is 69 metres in height and the proposed building and café are 25.35 metres and 4.2 metres in height, respectively. The City's Official Plan does include policies regarding increases in height and/or density through 'bonusing.' The implementation of bonusing is through Section 37 of the Planning Act, which was recently amended, such that the former practice of approving increases in height and/or density through an agreement and the related provision of 'community benefits' will be replaced with a more formal Community Benefits Charge Bylaw. Although the use of bonusing is no longer going to be used by

the City, the project has been evaluated using the same guiding policies to evaluate the appropriateness of the proposed increase in density.

Section 12.3.1 of the City's Official Plan includes policies regarding the use of Height and/or Density Bonusing. More specifically, as per 12.3.1. (2), bonusing applies to lands that:

- Are located within a designated Node or Corridor; and
- Are well serviced by existing or planned transit.

The subject lands satisfy both of the above criteria; they are located within the 'Major Corridor' and are well served by both bus and rapid transit, including bus stops immediately adjacent to the property and iXpress stops within a 5-minute walking distance from the property.

Section 12.3.1(6) notes that – in all cases, appropriate development review processes will be utilized to ensure:

- The site is suitable for the proposed density and/or height in terms of parking, landscaping, and other site-specific requirements;
    - The development does not propose an increase in height;
    - The development provides an engaging landscape design – the lands include 35% landscaped area;
    - Site-specific amendments are required, due to the irregular shape and grading of the lot and to recognize unique aspects of the building (café and 7 floor building); and,
    - The proposed supply of parking meets the intent of MTSA policies and is supportive or transit and active transportation. A comprehensive Parking Assessment has been prepared by a transportation engineer in support of the proposed supply of parking.
- Any increase in density and/or height is compatible with the planned scale and character of the surrounding neighbourhood and has a minimal impact on neighbouring land uses; and
    - The surrounding area is planned for higher densities and heights that are transit-supportive.
    - There are high rise buildings to the north and south, and mid-rise buildings to the west, in very close proximity to the subject lands;

- The proposed development is compatible with other tall buildings in the area and includes appropriate separation from existing adjacent buildings; and,
- The new building is proposed to be a maximum of 7 storeys in height and allows for the future intensification of lands to the west on Spruce Street.

- That community services, infrastructure and transportation impact issues are adequately addressed, if applicable. A Transportation Impact Study, Servicing Report, and any other relevant supporting information may also be required. All relevant supporting information may require, at the City's request, examination of off-site impacts
  - A Functional Servicing Report was prepared and has concluded that the existing municipal services are adequate to support the proposed development.
  - A Traffic Brief and Parking Justification Study was prepared and has concluded that the development will have a negligible impact on the surrounding road network

In this regard, the proposed density can be accommodated on the subject lands utilizing the existing municipal infrastructure. The lands are ideally situated for a high density mixed-use development and are located in an area that already contains other similar sized (or taller) buildings, as well as lands planned for similar heights and densities.

4.4.6 Active Transportation

Development is to encourage active transportation and over the long term strengthen the active transportation network as per Policy 3.3(3). The subject lands are located along Columbia Street West and King Street North, which are designated as part of the 'City-Wide Cycling and Multi-Use Routes' and 'King Street Corridor', respectively, on Schedule F to the Official Plan, as illustrated in **Figure 16**. These cycling and multi-use routes are intended to support active transportation by connecting neighbourhoods and districts throughout the City as per Policy 6.5.1(3)(a). Both roads have established bike lane infrastructure and also provide a signed cycling route. Both of these cycling routes provide access to Uptown Waterloo, Conestoga Mall, the University of Waterloo, the TransCanada Trail, parks, amenities spaces and places of functional needs. Additional cycling infrastructure exist on University Avenue West, Hickory Street East, and many other streets and networks within proximity to the site, as shown on **Figure 16**. The subject lands are therefore generally well-connected to existing active transportation infrastructure. The inclusion of indoor bicycle parking is intended to encourage the use of cycling for daily trips.

4.4.7 Parking

Policy 3.8.1 (7) provides direction for the establishment of vehicular and bicycle parking in the Zoning By-law for lands within a Station Area that are furthest from that LRT station, with vehicle and bicycle parking standards reflecting a shift to reduce reliance on the automobiles in favour of transit and active forms of transportation. The proposed development proposes a slightly reduced parking ratio for resident parking, visitor parking, required café parking and required non-residential use parking. Each reduction will result in the reduction of 1 parking space each, for a total reduction of 4 parking spaces from the minimum required spaces. A detailed assessment of the supply of parking in contained in the Traffic Brief and Parking Justification Study prepared by NextEng Consulting Group Inc.

4.4.8 Official Plan Amendment and Summary

To implement the proposed development, an amendment to the City of Waterloo Official Plan is required. The proposed amendment is illustrated in **Figure 18** and seeks the following:

- Amend Schedule 'A6': Specific Provision Areas to establish a new Specific Provision Area (SPA XX) for the subject lands that:
    - Permits a maximum residential density of 1,191 bedrooms per hectare.
    - Permits indoor amenity area on the ground floor of the existing building at 1 Columbia St W and the proposed mid-rise building at 351-355 King St N.

In summary, the proposed Official Plan and Zoning By-law Amendments are consistent with the policy objectives and criteria for additional density and intent for ground-floor amenity in the City of Waterloo Official Plan.



Figure 18

Proposed Amendment to City of Waterloo, Official Plan, Specific Provision Areas, Schedule "A6"

LEGEND

- Subject Lands
- Establish new SPA to:
  - Permit a maximum density of 1,190 bedrooms per hectare
  - Permit ground floor amenity space
- SPA 9
- SPA 20
- SPA 22
- SPA 36
- SPA 38
- SPA 44
- SPA 45
- SPA 56
- SPA 59

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4.5 **City of Waterloo Zoning By-law 2018-050**

The City of Waterloo approved a new Zoning By-law in September 2018 (By-law 201-050). As illustrated in **Figure 19**, the subject lands are zoned Residential Northdale Twenty Five ("RN-25"). Lands to the north are zoned Residential Mixed-Use with site specific provision 81 (RMU-81); lands to the south are zoned Residential Northdale Twenty Five with a Holding provision ((H)RN-25); lands to the west are zoned Residential Northdale Twelve with a Holding provision ((H)RN-12); and, lands to the east are zoned Corridor Commercial with site specific provision 81 (C5-81). Generally, the subject lands are surrounded by lands with existing zoning that permits substantial height and density, reflective of its location within a Major Corridor and proximate to Major Nodes and Minor Corridors.

An amendment to the Zoning By-law is required to implement the proposed Official Plan Amendment and to facilitate the proposed development. No change to the zone is required, however site specific regulations are proposed to permit the development. The following is a review of the proposed development with respect to the relevant regulation of the RN-25 zone contained in Tables 7O and 7P of the Zoning By-law (a site-specific provision is required where it is **bolded**):

Proposed Land Use: RN-25 with Special Provisions					
Regulation	**RN-25 Requirement**	**Proposed**			**Compliance**
		Existing Building with Modifications	Café	New Building	
Lot Area (Min.)	1,000 m^2	3,947.77 m^2 (0.3948 ha)			Y
Lot Frontage (Min.)	20m	Columbia St W: 92 m King St N: 60.9 m Spruce St: 34.8 m			Y
Street Line Setback (Active Frontage)	Minimum: 1m Maximum: 3m	n/a	Minimum: 1 m Maximum: **>** 3 m	Minimum: 1 m Maximum: **> 3 m***	**N – the existing building at 1 Columbia is 3.3 m from King Street**
Side Yard Setback	3m	> 3 m	> 3 m	3.0 m	Y
Rear Yard Setback	7.5m	> 7.5 m	> 7.5 m	**3.0 m***	**N**
Height of First Storey (Min.)	4m	> 4 m	4.2 m	4.5 m	Y
Building Height	Minimum: 10.5m Maximum: 82.5m	69 m	**4.2 m***	25.55 m	**N**
Podium Height	Minimum: 10.5m Maximum: 20m	Legal non-conforming	n/a	**n/a – the 7 storey**	**N**

				building does not have a podium	
Tower Stepback	3m	Legal non-conforming	n/a	**0 m* - the 7 storey building does not include a step back**	**N**
Tower Separation (Min.)	a) 22m from a tower on the same lot	Legal non-conforming	n/a	**9 m* - the 7th floor of the new building is less than 22 m from the existing tower**	**N**
	b) 11m from an interior lot line	> 11 m	> 11 m	**3.0 m* - the 7th floor is 3 m from the westerly lot line**	
Horizontal Tower Dimension	35m	Legal non-conforming	n/a	31 m	Y
Density	Minimum: 250 bedrooms/ha Maximum: 1,105 bedrooms/ha	Density will be applied to whole lot: **1,191 bedrooms/ha***			**N**
First Storey Entrances	Existing building and café (King St): 2 New building: 1	2	1	1	Y
Amenity Area (Min.)	Existing and legal non-conforming: 239 m^2 Modified existing building adding 22 bedrooms: 45 m^2 New building including 78 bedrooms: 157 m^2 Total Required: 441 m^2	Existing building with modifications: 348.63 m^2 New building: 182.17 m^2 Combined outdoor amenity space: 116.3 m^2 Café: 71.68 m^2 Total provided (excluding café): 647.10 m^2			Y
Common Amenity Area (Min.)	30% of required amenity area	Conforms	n/a	Conforms	Y
Landscaped Open Space	30%	35.4%			Y
Vehicular Parking (Min.)	Existing and legal non-conforming (370 bedrooms): 74 spaces Residential New bedrooms in existing building – 22 – require 5 resident and 2 visitor spaces	New and existing parking are to function as one with the following breakdown: • Existing and legal non-conforming: 72 spaces (2 removed to accommodate connection underground) • Replacement for removed spaces: 2 spaces • Residential for new bedrooms: 18 spaces (0.18 per bedroom) • Visitor parking for new beds and commercial spaces: 5 spaces combined • Total parking provided: **97 spaces***			**N**

	New building requires 16 resident and 4 visitor spaces Non-residential uses (168 m^2) requires 4 spaces Total new spaces requires = 21 resident, 6 visitor and 4 non-residential				
Bicycle Parking (Min.)	Residential (0.25/bedroom): 118 spaces (470 bedrooms) Non-residential (1 per 100 m^2 of Building Floor Area): 2 spaces Total required: 120 spaces	120 bicycle parking spaces			Y
Electric Vehicle Ready Parking Spaces	100% of all new parking spaces	Legal non-confirming	100%	100%	Y
Barrier-Free Parking (Min.)	2 Type A spaces 3 Type B spaces	3 Type A spaces 2 Type B spaces			Y
Driveways Per Lot	2* (*as per Minor Variance decision A-18/23)	2			Y
Structured Parking	Structured Parking shall be permitted on the FIRST STOREY provided that a minimum 25% of the FIRST STOREY is comprised of one or more of the uses outlined in 7.14.15.a STRUCTURED PARKING shall be located entirely behind the BUILDING FLOOR AREA devoted to the uses specified in section 17.14.15.a The BUILDING FLOOR AREA of the uses specified in section 7.14.15.a shall abut the entire FRONT BUILDING FAÇADE	existing	n/a	n/a	Y

Active Frontage	BUILDING FLOOR AREA devoted to: • Circulation spaces • Common indoor amenity area • Entrance/foyers for Dwelling units • Hydro Transformer room • Lobby, reception area, seating area and the like shall not exceed 30% of the entire BUILDING FLOOR AREA of the FIRST STOREY, excluding STRUCTURED PARKING	N/A	N/A	N/A	**N**
	Where a lot abuts King Street North, University Avenue West, Phillip Street, or Columbia Street West, common indoor amenity area shall not be permitted on the FIRST STOREY (s.7.14.10.3)	**Amenity area is proposed on first floor***	N/A	**Amenity area is proposed on first floor***	
Loading Space (Min.)	1 Type A Loading Space	1 Type B Loading Space	n/a	n/a	Y
Driveway Width	6.1 m	existing	n/a	**3.55 m – note, this driveway leads to less than 10 spaces, but is technically on a lot with more than 10 spaces**	**N**
Ancillary Uses	Ancillary uses shall not collectively exceed 15% of Building Floor Area on lot or 5,000 m^2 whichever is more restrictive Maximum building floor area of each retail store, café, bake shop or restaurant (including take-out restaurant) shall not exceed 465 m^2	n/a	Complies	Complies	Y

	Ancillary uses shall be located on the first storey of a mixed use building Ancillary uses shall abut the front building façade or flankage building façade				

As the table above demonstrates, relief is required from certain regulations to permit the development. It is noted a number of the proposed site specific regulations are technical in nature or are associated with the existing building and the additions and/or reconfigurations applied to the existing building. It is also noted that the proposed 'new' building is 7-storeys tall and is designed as a mid-rise building, without podium/tower component. As a result, technically the 7th floor is considered a 'tower' though it functions as a single small-scale building. Because the By-law considers the 7th floor a tower, a number of technical amendments are required, including exemption from the requirement to provide a podium. The following provides justification for the proposed site specific regulations.

4.5.1 Density

As discussed in Section 4.4.3 of this Report, relief is required to permit a density of 1,191 bedrooms per hectare, whereas the Zoning By-law, as amended by Minor Variance Application No. A-76/15, permits a maximum density of 1,105 bedrooms per hectare. Although the density in bedrooms per hectare is increasing, it is largely due to the renovations within the existing building, which broaden the range of unit sizes in that building, and the development of the new building, which intensifies underutilized lands along King Street. The higher bedroom per hectare metric results from the existing 370 bedrooms contained within 1 Columbia, which were developed as 5 bedroom units prior to the 2012 Official Plan and related policies in SPA 45

As staff is aware, the Student Accommodation Study identified a shortage of housing for students in Waterloo for both Universities and the College. The proposed development will assist in meeting this demand, with positive changes to the overall streetscape, addition of commercial uses along King Street and without any increase in height.

It is also important to note that significant road widenings are required for the lands, including additional conveyances along Columbia Street, even though road widenings were previously conveyed. The new conveyances reduce the lot area from 4,275 m^2 to 3,948 m^2 and as a result, increase the density on a bedroom per hectare basis.

In our opinion and for reasons previously discussed in this Report, a minor increase in density is appropriate for the subject lands.

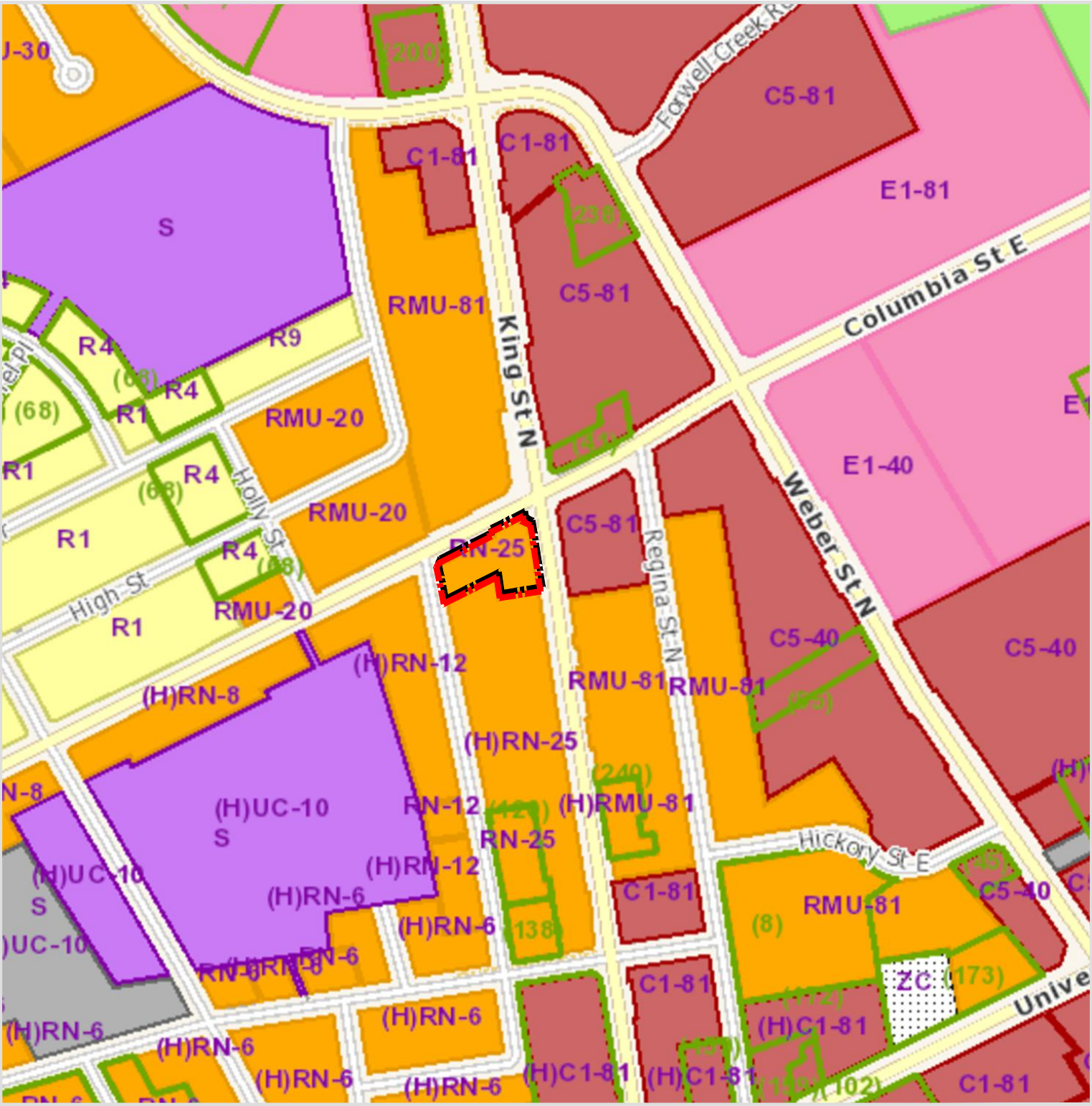


Figure 19

City of Waterloo, Zoning Bylaw 2018-050
September 10,2018
(Online Mapping - November 2023)

LEGEND

Subject Lands (RN-25)

R1	Residential One Zone
R4	Residential Four Zone
R9	Residential Nine Zone
RMU	Residential Mixed-Use Zone
RN	Residential Northdale Zone
C1	Mixed Use Community Commercial Zone
C5	Corridor Commercial Zone
S	School Zone
E1	Business Employment One Zone
UC	University College
(H)	Holding Symbol

DATE:	November 2, 2023
SCALE:	1:5,000
FILE:	2382A
DRN:	CCF

north

K:\2382A - 1 COLUMBIA ST W AND 251 AND 255 KING STREET NORTH - WATERLOO\RPT\WATERLOO ZONING 2NOV2023 - WEB MAPPING.DWG

MHBC PLANNING URBAN DESIGN & LANDSCAPE ARCHITECTURE
200-540 BINGEMANS CENTRE DR. KITCHENER, ON, N2B 3X9
P: 519.576.3650 F: 519.576.0121 | WWW.MHBCPLAN.COM

4.5.2 Height

The overall building height measured in metres complies with the Zoning Bylaw. However, the By-law also stipulates that the height of the building must be within 10.5 metres to 82.5 metres, and the podium height must be between a minimum of 10.5 metres and a maximum of 20 metres. The reconfigured existing building is legal non-conforming. The café is proposed to measure 1 storey and 4.2 metres in height. The new building is proposed to measure 7-storeys and 25.5 metres in height.

Regarding the café addition, as discussed in Section 4.4 of this Report, the Official Plan's intent of requiring a taller height for the ground floor is to accommodate non-residential uses. The proposed height of the café is appropriate for the use, accommodates a non-residential use and supports the intent of the applicable provisions. Further, the use of various heights on the site and along a pedestrian-oriented Active Frontage Area supports greater visual engagement and animates the streetscape, as encouraged by Section 11.1.45 (20) – Active Frontage Areas of the Official Plan. In our opinion, the café is an addition rather than a standalone building – we do not believe the By-law was intended to require every component of every building to meet the minimum height regulations (e.g. such as a lobby that projects beyond the face of the building). However, staff advised that site specific regulations were required to permit the café and as such and out of an abundance of caution, a site specific regulation is proposed to permit a minimum height of 4 metres for the café.

The new building complies with the minimum and maximum height, however it does not contain a podium as the building is only 7 storeys tall and is at a pedestrian scale given its narrow size facing the street, prominent entry, commercial use and incorporation with the landscaped amenity adjacent to the café. A site specific regulation is required to exempt the new building from the requirements related to podiums.

4.5.3 Setbacks

The following setback reliefs are required to permit the development as proposed:

- Permit a reduced minimum rear yard setback of 3.0 metres, whereas the Zoning By-law requires a minimum rear yard setback of 7.5 metres.

The existing building is not subject to alterations that would impacts the building's existing setbacks.

The subject lands are irregularly shaped, face grading challenges and are defined as a through lot due to having frontage along three streets (King Street North, Columbia Street West and Spruce Street). As shown on the Concept Site Plan (**Figure 4**), Columbia Street West is identified as the site's front yard, lands abutting King Street North and Spruce

Street are identified as flankage yards, lands directly abutting 348 Spruce Street and 345 King Street North in a north-south alignment are identified as the rear yards, and the lot line between 351 King Street North an 348 Spruce Street with an east-west alignment is identified as the side yard. Considering the complexity of the site's shape and the site's grading, the following relief is required for the rear-yard setback from the rear lot line abutting 345 King Street North:

- Permit a reduced minimum rear-yard setback of 3.0 metres, whereas the Zoning By-law permits a minimum rear-yard setback of 7.5 metres.

Although the By-law technically considers it a rear yard, it functions more as a side yard, as it is the south side of the new building. Had this been considered a side yard, it would have complied with the setback. The combination of the side yard setback and the existing side yard setback on the adjacent lands provides sufficient separation between the two buildings. The side yard will contain a mixture of the narrow driveway and landscaping, including fencing to provide visual separation.

4.5.4 Tower Separation and Tower Step Back

The Zoning By-law considers the 6th floor and below to be the 'podium', however, the proposed development does not include a 'podium' as defined by the Zoning By-law. Rather, the building is a mid-rise, pedestrian oriented building that does not include separate podium or tower components. The Zoning By-law also considers any floor above the 6th floor to be part of the 'tower' and does not consider or permit smaller scale mid-rise buildings without a podium to be exempt from or not subject to the tower-related regulations.

The By-law requires a minimum 11-metre setback for a tower from an internal lot line and a minimum 22-metre separation from the existing tower on the lot. The By-law also requires that a minimum 3-metre step-back be provided between the podium and the tower starting at the 7th level (facing a street). The intent of these provisions is to ensure that there is sufficient separation of towers and limited impact on adjacent lands. Relief from the minimum requirements for tower separation and tower step-back are required to allow for an appropriate sized tower and efficient use of lands. The requested site specific regulations are as follows:

- Permit a reduced minimum tower-separation distance of 3.0 metres from an interior lot line for the 7th level of a new building;
- Permit a reduced minimum tower-separation distance of 10 metres from a tower on the same lot for the 7th level of a new building; and,
- Permit a reduced minimum tower-step-back distance of 0 metres for the 7th level of a new building.

As discussed previously, the site's grading and irregular lot provide limited opportunity for structural architectural creativity. As such, the proposed structural design of the new building consists of 7-storeys without any step-backs. The design of the building uses various materials to provide visual distinction between the first level and the remainder of the building. The combination of the ground floor non-residential use, the prominent entry and glazing and the café and landscaped outdoor area all contribute to a positive and improved pedestrian environment that will not be negatively impacted by including a 7th floor on the proposed building without a step back.

Limiting the new building to 7 storeys facilitates the future redevelopment of abutting lot on Spruce Street that share deep lot depths and are planned for high-density development.

The tower-related regulations technically only apply to the 7th storey of the building; the additional storey will have a negligible impact on the adjacent tower to the south and will still allow for future tower development for the lands to the west. The shadow impacts are from the adjacent tower to the south, rather than from the proposed 7 storey building.

4.5.5 Parking

The redevelopment of the subject lands includes legal non-conforming parking and parking subject to new development. The subject lands currently contain 370 bedrooms and 74 parking spaces that are deemed legal non-conforming. The redevelopment includes the reconfiguration of space within the existing structure to add 22 bedrooms (11 units) to the existing building, the development of a new 7-storey building containing 78 bedrooms (24 units) and commercial space, and the addition of a café.

Parking is required for the redevelopment of the lands at the following rates:

- Minimum 0.20 spaces per bedroom for residential parking;
- Minimum 0.05 spaces per bedroom for visitor parking;
- Minimum 2 spaces per 100 m^2 of Building Floor Area for Café (as per Section 7.14.13); and,
- Minimum 3 spaces per 100 m^2 of Building Floor Area for certain other non-residential uses.

The legal non-conforming parking and residential units are not subject to the aforementioned parking rates, as per Policy 6.1.1 of the City of Waterloo Zoning By-law. The redevelopment proposes a total of new 100 bedrooms, 97.7 m^2 of café space, and 47.6 m^2 of other non-residential commercial space. The total additional parking required for the redevelopment is 31 spaces, as follows:

- 5 new resident and 2 new visitor spaces for the additional bedrooms within the existing building
- 16 new resident and 4 new visitor spaces for the new 7-storey building
- 4 new spaces for the new non-residential floor area

A total of 23 net new parking spaces are being proposed; resulting in a reduction of 8 required parking spaces. The following site specific parking rates are proposed:

- 0.18 spaces per bedroom for residential parking (100 new bedrooms = 18 spaces);
- 5 visitor parking spaces that will also function as spaces for the non-residential uses
- We noted that there is an an existing Type B Loading Space located at the southwest corner of the site, with access from Spruce Street. However, the new building does not propose a new loading space. As such, exemption from the requirement to provide loading spaces is requested. One of the visitor spaces within the new building is intended to function as a small loading space, but it does not meet the By-law requirement for stall depth.

The requirement for parking specific to the subject lands was evaluated through a Traffic Brief and Parking Justification Study prepared by Nextrans Consulting Group Inc. The Study concluded that the supply of parking for the development was appropriate, with the inclusion of the recommended TDM measures. It is important to note that as per Zoning By-law requirements, all new parking will be designed to be electric-vehicle-ready.

4.5.6 Active Frontage

Section 7.14.10 of the Zoning By-law requires that no more than 30% of the entire building floor area of the first storey shall be devoted to circulation spaces, common indoor amenity area, entrance/foyers for dwelling units, hydro transformer room, lobby, reception area, seating area and the like, excluding structured parking. Section 7.14.10 of the Zoning By-law also prohibits common indoor amenity area on the first storey where lots abut King Street North, University Avenue West, Phillip Street or Columbia Street West. The redevelopment proposes to include common indoor amenity area on the first storeys of both the new building and the modified existing building.

The intent of the aforementioned provisions is to ensure that ground floor spaces are used actively and to encourage the inclusion of appropriate non-residential units on the first storeys of buildings. The proposed redevelopment incorporates a commercial unit within the new building along King Street North and a new café addition to the existing building also along King Street North. Both new commercial uses provide for an engaging interface with the street and support the City's objective for inclusion of non-residential

uses. Accordingly, the intent of Section 7.14.10 of the City of Waterloo Zoning By-law is met.

4.5.7 Zoning By-law Amendment Summary

The subject lands are zoned RN-25. The proposed development requires site-specific regulations due to the irregular shape of the lot, the grading, as well as a number of technical amendments to permit the 7th floor of the building and the café addition. The proposed density is appropriate for the lands – it does not result in an overall height increase, the site specific setbacks are due to the shape, grading and efficient use of the lot, and the new development provides for an active public interface through the implementation of commercial spaces and engaging amenity areas. **In our opinion, the requested Amendments to the Zoning By-law are appropriate for the subject lands.**

5.0 PUBLIC CONSULTATION SUMMARY

As of July 1, 2016, changes to the Planning Act (O. Reg 544/06, amended by O. Reg 178/16) require that applicants submit a proposed strategy for consulting with the public with respect to the application as part of the 'complete' application requirements. This section satisfies this requirement.

The public consultation process for the proposed Official Plan Amendment and Zoning By-law Amendment applications is anticipated to follow the Planning Act statutory requirements and those outlined in the City's Official Plan. The following points of public consultation are proposed:

- An Informal Public Meeting at which time all available information, and public input will be received.
- Direct written responses to comments raised through the public consultation process will be provided to City Staff for their review and consideration in the preparation of a City Staff Report.
- Preparation of a City Staff Report, with the Report to be available to the public in advance of City Council's consideration of the applications.
- A Formal Public Meeting, at which time the City Staff Report, all available information, and public input will be considered in Council's final decision.

The consultation strategy proposed will provide members of the public with opportunities to review understand and comment on the proposed applications. The consultation strategy will be coordinated with City Staff and additional opportunities for consultation will be considered and may be warranted based on the input received.

6.0 SUMMARY OF SUPPORTING STUDIES

6.1 Energy Strategy

An Energy Study was completed by Ecovert, dated November 29, 2023, to examine various scenarios of energy conservation and performance that can be incorporated in building design. The Energy Study concludes that the Building Code levels of EUI, TEDI and GHGI are achievable using conventional, commonly adopted mechanical systems but with enhancement in building envelope systems. Recommendations associated with detailed design will be addressed at site plan control.

6.2 Shadow Study

A Shadow Impact Analysis was prepared by Studio Lumina, dated December 12, 2023, to examine the potential shadowing impacts of the proposed development on the surrounding residential uses and public realm. The Shadow Impact Analysis concludes that minimal shadowing impacts occur on the surrounding residential uses and public realm, with one test time. Shadowing impacts are considered acceptable and meet the City of Waterloo standards.

6.3 Pedestrian Wind Assessment

A Pedestrian Wind Assessment was prepared by SLR in support of the development. The Assessment concluded that:

- The wind safety criterion is expected to be met in all areas surrounding the development in both the Existing and Proposed Configuration;
- Wind conditions on the site, including the entrances and outdoor amenity spaces, are predicted to be comfortable for the intended use year-round. If amenity space is included on the building's rooftop, mitigation measures are suggested to improve wind conditions;

- On the nearby sidewalks surrounding the proposed development, including the transit stops, wind conditions are anticipated to remain similar between the Existing and Proposed Configurations.

6.4 **Traffic Brief and Parking Study**

A Traffic Brief and Parking Justification Study was prepared by Nextrans Consulting Group Inc. in support of the development. The Traffic Brief concluded that the development was anticipated to generate an additional 7 two-way automobile trips in the AM Peak and 11 two-way automobile trips in the PM Peak, which is expected to have a negligible impact on the surrounding road network.

The Parking Assessment included a comprehensive assessment of the development, available alternatives and other considerations. The Assessment recommended the following minimum parking requirements:

- 0.18 spaces per unit for residents
- 0.04 spaces per unit for visitors

Please refer to the Parking Assessment for more detailed analysis and justification.

6.5 **Environmental Noise Assessment**

SLR prepared an Environmental Noise Assessment in support of the development. The Assessment considered both road and stationary noise sources and concluded:

- Based on transportation façade sound levels upgraded glazing is not required within the development
- Provision for Air Conditioning and a Type C Warning clause are required for residential units on the north, east and south façades of the building. The warning clauses should be included in agreements registered on Title for the residential units and included in agreements of purchase and sale/rental agreements
- Stationary noise impacts from the surrounding commercial noise are predicted to meet NPC-300 Class 1 guideline limits on all façades. A Type E noise warning clause is recommended due to the general noise from the surrounding industries and commercial properties.
- Impacts of the environment on the proposed development can be adequately controlled without upgrades to the building construction, without the inclusion of mitigation measures for surrounding stationary sources, and the inclusion of ventilation and warning clause requirements

- Impacts of the proposed development on the surroundings are expected to meet the applicable guideline limits

6.6 **Functional Servicing and Stormwater Management Report**

A Functional Servicing Report was prepared by MTE Consultants Inc., dated December 5, 2023, to provide the proposed servicing and storm water management strategy for the proposed development.

The report concludes that the site can be adequately serviced by municipal services, and meets the City of Waterloo requirements, as detailed in the FSR. The report identifies that the development will respect the natural topography of the site where possible, existing municipal infrastructure area available along King Street North and Columbia Street West, and stormwater management criteria can be satisfied through on-site water quality controls.

7.0 CONCLUSION

As outlined in this report, together with the supporting technical reports, the proposed development of the site represents good planning. This opinion recognizes the following:

- The proposed development is consistent with the Provincial Policy Statement, 2020 and conforms to the Growth Plan for the Greater Golden Horseshoe, 2019;
- The proposed development aligns the City of Waterloo Official Plan and with the recently amended Region of Waterloo Official Plan;
- The development conforms to the Region of Waterloo Official Plan, and contributes to the Region's density targets and provides attainable housing options for a range of demographics through context sensitive intensification that can be well accessed by the road network and is supported by several transit and active transportation routes, being located within a Major Transit Station Area;
- The development results in the creation of 15-minute communities by being located near to a range of essential needs and amenities;
- The Official Plan Amendment proposes a minor increase in density and permissions for ground floor amenity, supporting the efficient use of land through the development of a compact and context-sensitive built form, and providing for an engaging interface that is activated by the proposed commercial and café uses;
- The proposed land uses are permitted in the proposed RM3 zone and the site-specific regulations are generally minor deviations from the regulations of the RN-25 zone;
- The site specific regulations facilitate the development as proposed, resulting in highest and best use of land while considering future development on surrounding lands; and,
- The supporting technical studies support the development and conclude that the proposed development is appropriate for the subject lands.

Accordingly, it is our opinion that the proposed modifications to the existing building, café addition, and new mixed-use apartment containing a broad range of unit sizes and types, is compatible with the surrounding area, supports housing objectives set by the City and

Region, and efficiently uses the subject lands; the applications for Official Plan Amendment and Zoning By-law Amendment represent good planning.

Respectfully submitted,

MHBC

Trevor Hawkins, M.PL, MCIP, RPP
Partner

Urja Modi, BES
Intermediate Planner

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