



To: COUNCIL

Meeting Date: 11/5/2024

Subject: 24-096-CD Recommendation Report for Official Plan Amendment and Zoning By-law Amendment – 725 and 775 Main Street

Submitted By: Bob Bjerke, MCIP, RPP, Chief Planner

Prepared By: Vincent Wen, Planner

Report No.: 24-096-CD

File No.: OR08/22

Wards Affected: Ward 7

RECOMMENDATION(S):

THAT Report 24-096-CD - Recommendation Report for Official Plan and Zoning By-law Amendments – 725 and 775 Main Street be received;

AND THAT Council adopts proposed Official Plan Amendment No. 83 to redesignate the subject lands from 'Low/Medium Density Residential' to 'High Density Residential' and 'Natural Open Space System' with a Site Specific Policy 8.10.119 to permit a minimum building height of three (3) storeys for mixed terrace (stacked townhouse) buildings, and that adopted Official Plan Amendment be submitted to the Regional Municipality of Waterloo for approval;

AND THAT Cambridge Council approves the proposed Zoning By-law Amendment to amend the zoning of the subject lands from 'Residential' – (H)R4 to 'Multiple Residential' – (H)RM3 S.4.1.479 with site-specific and holding provisions, 'Open Space' – OS1 and 'Open Space' – OS4 to permit a residential development with 233 dwelling units;

AND THAT Council is satisfied that the requirements for a public meeting in accordance with subsections 17(15) and 34(12) of the Planning Act have been met;

AND FURTHER THAT that the By-laws attached to Report 24-096-CD be passed.

EXECUTIVE SUMMARY:

Purpose

The purpose of this report is to provide a recommendation on the proposed Official Plan and Zoning By-law Amendments for the development of 185 apartment dwelling units and 48 stacked townhouse dwellings on the subject lands.

Key Findings

- The subject property is located within the Main Street and Dundas Street Secondary Plan area. A 'High Density Residential' designation with a site-specific policy is proposed.
- The proposed development provides an opportunity to introduce additional residential density as well as a range and mix of housing options within one of the City's main intensification nodes.
- The proposed development aligns with Provincial, Regional, and City development policies.

Financial Implications

- A planning application fee in the amount of \$16,000 has been paid to the City of Cambridge to process the Official Plan and Zoning By-law Amendments.
- This application was submitted prior to the Planning Act changes resulting from Bill 109 and therefore is not subject to fee refunds.

STRATEGIC ALIGNMENT:

Strategic Action

Objective(s): PLANNING FOR GROWTH - Provide for a mix of development, uses and amenities in order to meet the needs of a changing and diverse population

Strategic Action: Increase housing options

OR

Core Service

Program: Development Approvals

Core Service: Official Plan and Zoning By-law Amendments

BACKGROUND:

Subject Property

The Subject Lands are municipally known as 725 and 775 Main Street and legally described as Part Lot 4 Concession 10, City of Cambridge, Regional Municipality of Waterloo. The Subject Lands are located on the south side of Main Street and north of Green Gate Boulevard, between Franklin Boulevard and Nottinghill Drive.

The Subject Lands are irregular in shape and have a total area of approximately 1.7 hectares (16,773.5 m²). The Subject Lands have approximately 80 metres (262 feet) of frontage on Main Street and 18 metres (59 feet) of frontage on Ferncliffe Street. The site area will be reduced to 1.6 hectares (15,886.8 m²) as a result of a 389 square metre road widening conveyed to the Region along Main Street, a 246 square metre hammerhead right-of-way conveyed to the City from Ferncliffe Street, and a 252 square metre trail connection to be conveyed to the City.

The Subject Lands contain two single detached dwellings and accessory structures that are proposed to be demolished. There is a locally significant wetland on the property that is proposed to be retained and enhanced. An aerial image of the Subject Lands is provided below on Figure 1.

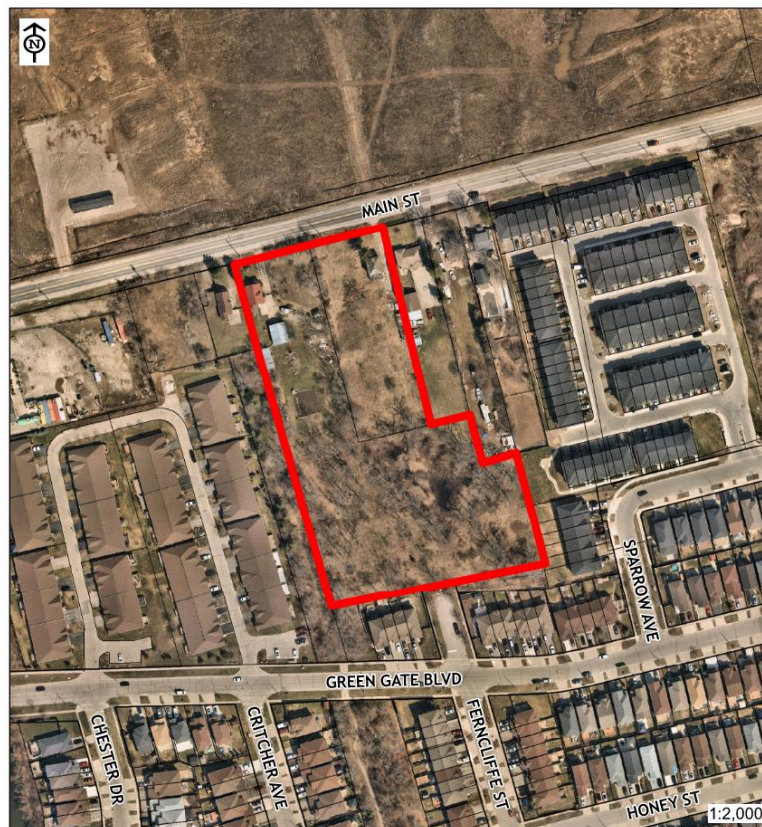


Figure 1 – Aerial Map of the Subject Lands

Surrounding Land Uses

The Subject Lands are characterized by a range of uses including residential uses immediately to the east, south, and west. These include a mix of townhouse and single detached dwellings. Immediately west of the subject lands is a City owned open space property, which partially extends from Green Gate Boulevard towards Main Street. To the west of Franklin Boulevard are a variety of commercial uses. The lands to the north are currently under a development application to accommodate a mixed-use residential neighbourhood.

ANALYSIS:

Proposal

The applicant is proposing an Official Plan Amendment to redesignate the Subject Lands from 'Low/Medium Density Residential' to 'High Density Residential' and 'Natural Open Space System.' The applicant is also proposing a Zoning By-law Amendment to change the zoning of the Subject Lands from 'Residential' – H(R4) to 'Multiple Residential' – (H)RM3 with site-specific provisions and a Holding provision to facilitate the development of 233 dwelling units (185 apartment units and 48 mixed terrace/stacked townhouse units). The Zoning By-law Amendment proposes to change the zoning of the locally significant wetland from 'Residential' – H(R4) to 'Open Space' - OS1 and a future trail block from 'Residential' – H(R4) to 'Open Space' – OS4.

The current plan proposes a total of 233 dwelling units and a total of 294 parking spaces, whereas the plan presented at the Public Meeting proposed 254 dwelling units and 276 parking spaces. The height of the proposed apartment building has been reduced from 12 storeys to 10 storeys which reduced the total number of dwelling units on site. The current plan provides additional parking spaces. The applicant also revised their concept plan to implement a slightly narrower parking stall width of 2.75 metres (excluding barrier free stalls) from 2.9 metres required in the Zoning By-law. This has allowed the applicant to provide a higher parking rate at 1.26 spaces per unit for residential and visitor parking which meets the requirements of the Zoning By-law, where 1.16 spaces per unit was previously proposed. The proposed vehicular parking will be unbundled, whereby future residents have the option to reserve a parking space as part of their tenancy.

The proposed plan allows for the retention and protection of the existing wetland. An Environmental Impact Study (EIS) was submitted as part of the application and a wetland buffer is proposed to be established within the development. Staff have identified the appropriate land use designation and zoning classification for the wetland feature and buffer to ensure it functions as planned.

The proposed development concept plan is provided in Appendix A to this report.

The Applicant has confirmed that the owner will provide a contribution to the City's Affordable Housing Fund in the amount of \$1,000 per unit within the development.

Policy Overview

1. Official Plan

The Subject Lands are partially within the Built-Up Area as well as within Designated Greenfield Area identified in the Regional Official Plan and City Official Plan. The Subject Lands are designated 'Low/Medium Density Residential' and are within the Council adopted Main and Dundas Secondary Plan, which has been submitted to the Regional Municipality of Waterloo for a decision.

An Official Plan Amendment (OPA) is required to redesignate the lands from 'Low/Medium Density Residential' to 'High Density Residential' with Site Specific Policy 8.10.119 and 'Natural Open Space System.'

The proposal provides for a range and mix of housing while also maintaining and enhancing the natural features on site. Detailed land use policies were established through the Main and Dundas Street Secondary Plan. These lands are identified as 'Medium Density Residential' in the Secondary Plan which requires a minimum density of 60 units per hectare and a minimum and maximum building height of 3-8 storeys. The Official Plan Amendment application was submitted prior to Council's adoption of the Secondary Plan proposing a 'High Density Residential' designation. Staff have included a site specific policy to ensure a minimum height of 3 storeys is achieved for mixed terrace (stacked townhouse) dwellings to better align with the Secondary Plan.

The Secondary Plan includes the following policy with respect to ongoing applications:

20.3.2.7 Ongoing Development Applications

In the event an Official Plan amendment application for lands within the Plan Area has been deemed complete but a decision has not been made by Council prior to the date of adoption of this Secondary Plan, the following shall apply:

- a) Applications in the public consultation phase of the Official Plan amendment process shall take into consideration the policies of this Secondary Plan; and
- b) The resulting Site-Specific Policy, if any, shall be considered an amendment and Site-Specific Policy of this Secondary Plan

As the Secondary Plan permits mid rise and high rise apartments in the High Density Residential designation, and permits stacked townhouses and low rise apartments in the Medium Density Residential designation, the proposed development for a combination of 3 storey stacked townhouses and a 10 storey apartment building generally aligns with the policies of the Secondary Plan. Further, the High Density Residential designation in the Secondary Plan requires a minimum density of 150 units per hectare and a minimum building height of 10 to 20 storeys. The proposed development will achieve an approximate density of 185 units per hectare.

Therefore, the proposed High Density Residential designation is the most appropriate for this site with a site specific policy requiring a minimum 3 storey height for the stacked townhouses.

The Secondary Plan contains urban design policies, and it is expected the applicant will address these policies through a future site plan application.

Overall, the proposed OPA is consistent with the Provincial, Regional and City policy direction to build healthy, sustainable communities and provides for intensification within the Main and Dundas Secondary Plan. The proposed development is compatible with the surrounding neighbourhood.

2. Zoning By-law

The Subject Lands are zoned 'Residential' - (H)R4 with a Holding (H) provision under Zoning By-law No. 150-85. A Zoning By-law Amendment is requested to change the zone from the current 'Residential' - (H)R4 to the 'Multiple Residential' – RM3 zone with the following site-specific provisions.

- To establish the Front Lot Line to be the lot line that divides the lot from Main Street.
- To establish the Rear Lot Line to be the lot line opposite of the Front Lot Line, including the lot lines abutting Ferncliffe Street.
- To permit a minimum front yard setback of 3 metres, whereas 6 metres is required.
 - The proposed setback reduction reflects the Regional road widening and allows the apartment building to be oriented closer to Main Street contributing to a street wall as well as a safe and attractive environment for pedestrians.
- To permit a minimum rear yard setback of 1.8 metres, whereas 7.5 metres is required.
 - The setback is proposed to accommodate the constraints of the existing wetland and proposed variable width buffer on site.

- To permit a minimum interior side yard setback of 9 metres for the apartment building whereas 12 metres is required.
 - A 9 metre interior yard setback is sufficient to accommodate plantings with height, including trees, to buffer the proposed 10-storey apartment building from adjacent dwellings and provide additional screening at grade.
- To permit a minimum interior side yard setback of 1.5 metres for the mixed terrace (stacked townhouse) building whereas 3 metres is required.
 - The setback is proposed to accommodate site constraints from the existing wetland and proposed variable width wetland buffer.
- To allow a minimum density of 150 units per hectare for the entire site.
 - The Main and Dundas Secondary Plan establishes a minimum density of 150 units per hectare for the High Density Residential designation.
 - Density is calculated based on net residential area and does not include the established wetland feature lands, thus increasing the calculated density for the site. The proposed density provides for an efficient and compact development that integrates well with the surrounding area.
 - The subject lands are in an area of transition with various forms of existing and planned residential development including single-detached, semi-detached and townhouse dwellings at a height of three-storeys. The proposed ten (10) storey apartment building has been designed at a scale and density that is compatible with the surrounding residential development. The proposed building has been designed so that the primary building mass and height is located internal to the site and closer to Main Street. Roof lines and vertical planes have been reduced and building step backs have been incorporated near the top of the building to reduce building mass. Through the implementation of these design elements, adjacent developments will not feel towered over by the increase in height.
- To permit a minimum common amenity area of 3 square metres per unit whereas 20 square metres per one-bedroom unit and 30 square metres per two or more bedroom units are required.
- To establish a minimum private amenity area of 2 square metres per unit whereas 30 square metres per unit is required.
 - Staff support the reduction in the common amenity area in this case. The proposed development provides for a large outdoor amenity area (703 square metres) at the centre of the site for the residents. Future indoor and outdoor common amenity areas for the apartment building will be

determined at the site plan stage. Each dwelling unit will also include a terrace or balcony.

- As part of the development, a trail block will be conveyed to the City to support a future trail connection from Green Gate Boulevard. The future trail network is identified in the Main and Dundas Secondary Plan. Additionally, the locally significant wetland will be retained and buffered as part of the site.
- To permit a minimum required width of a parking stall (not including barrier free stalls) of 2.75 metres, whereas a minimum stall width of 2.9 metres is required.
 - The applicant proposed a slight reduction in parking stall width to provide for additional parking spaces. The reduction in the stall width is comparable to other parking standards across neighbouring municipalities and will not result in adverse impacts. The reduction does not include barrier free stalls. Staff are of the opinion that the reduction of the parking stall width is appropriate.

Staff Recommendation

Staff gave consideration to Provincial, Regional and City policies and agency comments, and compatibility with the surrounding neighbourhood with respect to height, built form and density. The proposed development contributes to the creation of complete communities and will support the growing population of the City by providing additional housing options.

It is the opinion of Planning Staff that the proposed applications are consistent with the Provincial Policy Statement, conform with the Regional Official Plan and meet the general intent of the City Official Plan and the City of Cambridge Zoning By-law No. 150-85.

Should Council approve the Official Plan and Zoning By-law Amendments, a Site Plan application will be required to implement the proposed site-specific policies and zoning by-law provisions.

Decisions Subject to Appeal

Planning decisions are subject to appeal to the Ontario Land Tribunal (OLT). An appeal may be filed if the applications are refused, approved, or if a decision is not made within the timeline for processing the applications set out in the Planning Act. The application was received in 2022 prior to revised Planning Act legislation and is not subject to fee refunds. The timelines for making a decision were exceeded, providing additional time for alterations to the original submission.

EXISTING POLICY / BY-LAW(S):

City of Cambridge Official Plan, 2012, as amended:

Existing Land Use Designation(s): Built-up Area and Designated Greenfield Area as per Map 1A and Low/Medium Density Residential as per Map 2 in the City’s Official Plan.

Proposed Official Plan Designation: High Density Residential with Site Specific Policy 8.10.119 and Natural Open Space System.

The existing and proposed land use designation in the City Official Plan are shown on Figure 2.

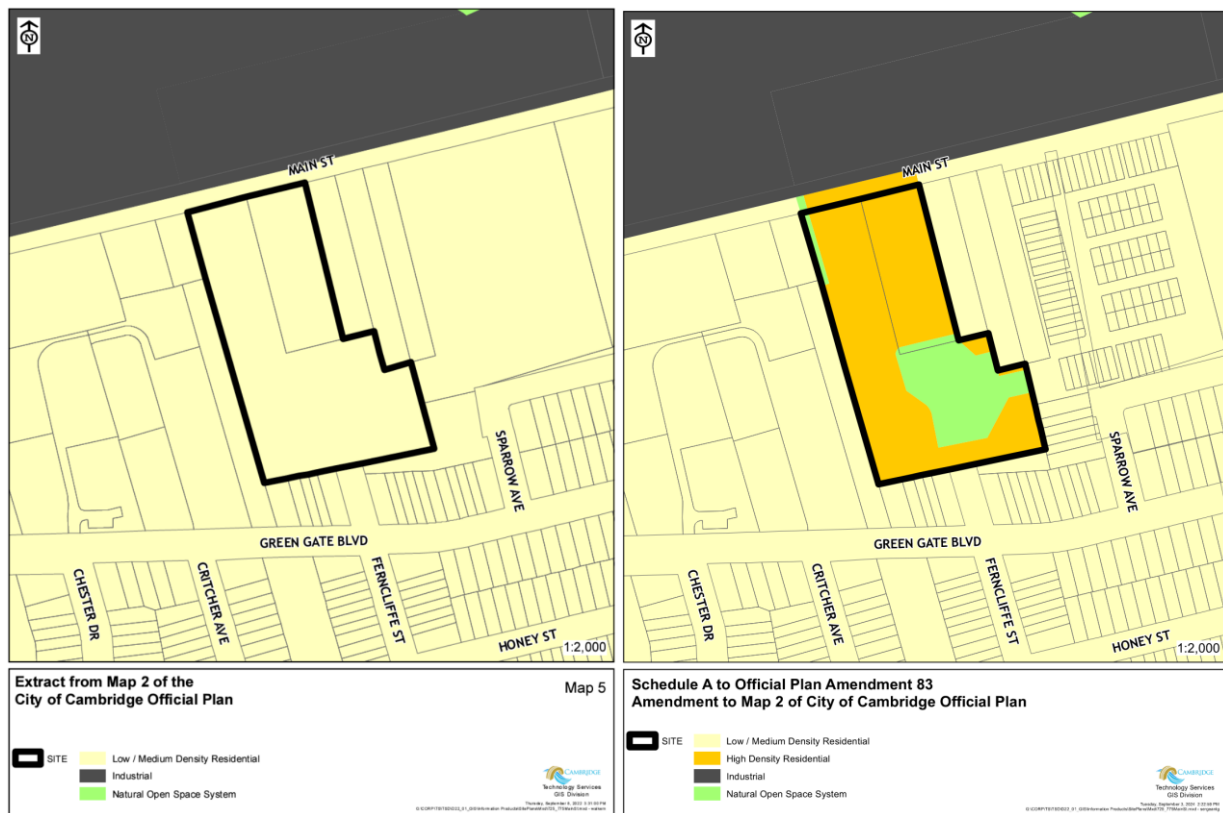


Figure 2 – Existing and Proposed Land Use Designation in the City Official Plan

City of Cambridge Zoning By-law No. 150-85, as amended:

Existing Zoning: Residential (H)R4 with a Holding provision

Proposed Zoning: Multiple Residential (H)RM3 s.4.1.479 with site-specific provisions and Holding and Open Space (OS1 and OS4).

Proposed Site-Specific Zoning Provisions:

Development Standard	Development Proposal
Front Lot Line	Main Street
Rear Lot Line	Opposite Main Street and along Ferncliffe Street
Minimum Front Yard Setback	3 m
Minimum Rear Yard Setback	1.8 m
Minimum Interior Side Yard (apartment building)	9 m
Minimum Interior Side Yard (mixed terrace/stacked townhouse building)	1.5 m
Minimum Density	150 units per net residential hectare
Minimum Common Amenity Area	3 m ² per unit
Minimum Private Amenity Area	2 m ² per unit
Minimum Parking Stall Width	2.75 metres

The existing and proposed zoning is shown on Figure 3 below.

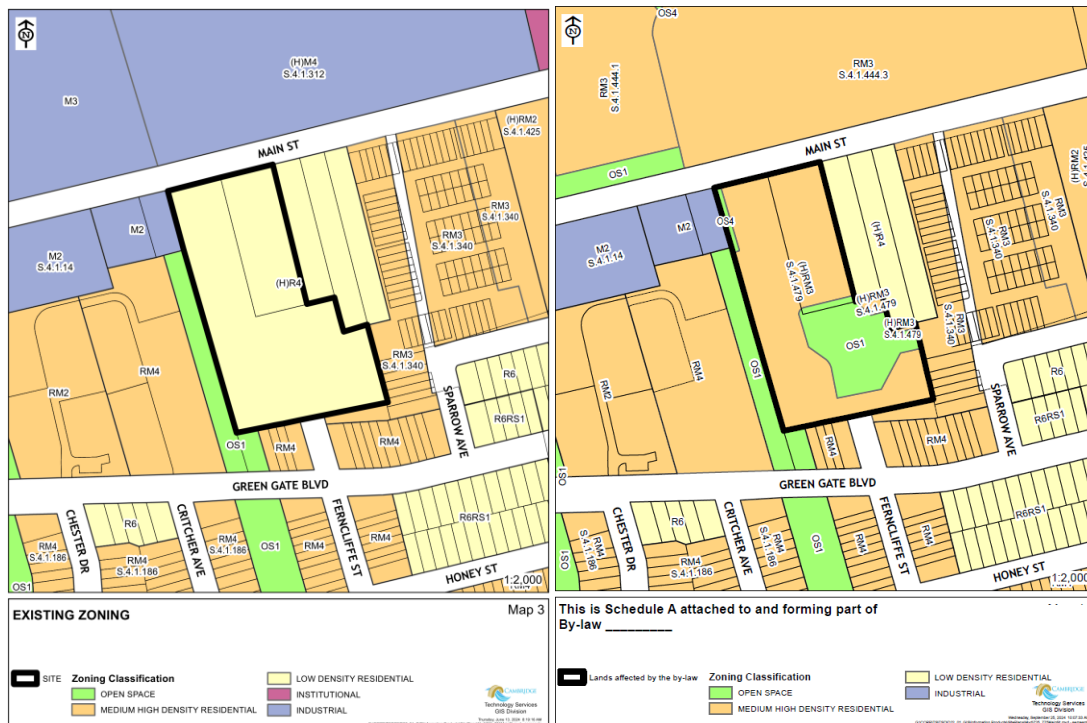


Figure 3 - Existing and Proposed Zoning

Holding Provision

City staff require a Holding Provision be added to the Zoning By-law Amendment for the Subject Lands to ensure the recommendations of the Environmental Impact Study (EIS) are implemented prior to any development through the submission of:

- a Buffer Enhancement Plan, including invasive species management, garbage/debris removal, and the relocation of the Common Hackberry tree located at the north end of the Locally Significant Natural Area wooded area to the buffer restoration area (if determined feasible by a certified arborist);
- a homeowner brochure, and
- a pre-, during- and post-construction monitoring plan.

FINANCIAL IMPACT:

- A planning application fee in the amount of \$16,000 has been paid to the City of Cambridge to process the Official Plan and Zoning By-law Amendments.
- Future planning application fees will be required as part of the submission of a complete Site Plan application for each phase of development.
- City and Regional Development Charge fees will be collected prior to building permit issuance. Development Charges collected for the proposed development will be used for the construction of new infrastructure required to support growth of the city.
- The applicant will be required to pay any further costs associated with the development.

PUBLIC VALUE:

A Statutory Public Meeting required under the Planning Act was held on December 13, 2022. Following the Public Meeting, any person that provided their contact information on the sign-in registry at the meeting or requested through other means to be kept informed about the application were notified through mailed correspondence of the Council Meeting and were provided with access to this Recommendation Report.

The full application submission was posted on the City's "Current Development Applications" webpage for the public to view.

ADVISORY COMMITTEE INPUT:

Advisory Committees Consulted:

Not Applicable.

PUBLIC INPUT:

There were public delegations present at the Statutory Public Meeting on December 12, 2022 and City staff received written submissions related to the proposal. During the public meeting, questions were raised by Council and members of the public. The themes of the comments can generally relate to:

Noise Impacts

A Noise Feasibility Study (NFS) prepared by HGC Engineering dated March 17, 2022 was submitted in support of the proposal. The NFS evaluated primary noise sources from road traffic on Main Street and secondary noise sources from road traffic on Franklin Boulevard. Stationary noise was also identified from commercial uses west of the property. The recommended noise control measures include appropriate wall and window glazing assemblies and a central air conditioning system for the apartment building. Noise warning clauses are recommended to inform future owners/tenants of the exceeding traffic noise levels and to inform future residents of their proximity to the nearby existing commercial uses.

Concerns about Building Height, Privacy, Shadowing

The proposed apartment building height was reduced from 12 to 10 storeys. The massing of the apartment building was also shifted towards Main Street and further from properties to the west. A transition to low rise dwellings is provided towards the south of the property, and the wetland buffer and future trail along the west boundary of the site will provide separation to existing development to the west. As part of the submitted Urban Design Brief, a shadow study was completed and determined that the proposed apartment building will have minimal impact on any residential properties during the year, and almost no impact on any adjacent properties during the Summer season.

Alignment with Main Street and Dundas Secondary Plan

The Main and Dundas Secondary Plan designates the subject lands as “Medium Density Residential” with a permitted height of 3 to 8 storeys. The proposal requests a “High Density Residential” designation to accommodate the proposed site density. The High Density Residential designation in the Secondary Plan requires a minimum density of 150 units per hectare and a minimum building height of 10 to 20 storeys. The site density is at approximately 186.6 units per net residential hectare. An amendment is requested to permit mixed terrace (stacked townhouse) dwellings on the site property at a building height of 3 storeys. The subject applications were submitted prior to Council’s adoption of the Secondary Plan requesting a ‘High Density Residential’ designation with site-specific policies and will be considered an amendment to the Secondary Plan as provided for in policy 20.3.2.7 of the Plan.

Concerns of Parking, Traffic and Access to Main Street

The latest concept plan submitted by the applicant (August 2024) provides 294 parking spaces at a rate of 1.26 spaces per unit. This exceeds the required rate in the Zoning By-law of 1.25 spaces per unit. In support of the revised proposal, the applicant has submitted a Parking Justification Study and Transportation Impact Study (TIS) prepared by Paradigm Transportation Solutions Limited, dated September 2023. The TIS includes unbundling parking for residential units and demonstrates that there will be an adequate residential and visitor parking supply to meet the parking demand. Unbundled parking would provide a parking space option for future tenants, which would attract non-auto users. Additional Transportation Demand Management (TDM) measures recommended from the study include dedicated indoor bicycle parking and secure bicycle storage on-site for tenants and pedestrian connections to Main Street and Ferncliffe Street. The TDM measures support the integration of active transportation while reducing the reliance on vehicle ownership to decrease the parking demand on-site.

The Region of Waterloo is supportive of a right-in/right-out access only to Main Street. This will help alleviate local traffic volume concerns at Ferncliffe Street and Green Gate Boulevard from the previously proposed gated emergency access only on Main Street. Both pedestrian and vehicular access is available from both Main and Ferncliffe Street.

Wetland Protection

An Environmental Impact Study (EIS) prepared by Natural Resource Solutions Inc. dated April 2022 was submitted in support of the proposed development. Recommendations have been provided in the EIS to avoid or otherwise mitigate potential negative effects to the wetland from the development. These include recommendations to mitigate direct, indirect and induced impacts that may arise through construction and human use of the proposed development. A variable-width wetland buffer ranging from 5 metres to 26 metres will be implemented to protect the natural feature from the proposed development. Additionally, the outer limits of the buffer will be fenced to inhibit human access and mitigate disturbance effects. Prior to lifting the holding provision, a Buffer Enhancement Plan including an Invasive Species Management Plan and a detailed Restoration Planting Plan will be required.

Housing Affordability

The owner has agreed to provide a contribution to the City's Affordable Housing Fund in the amount of \$1,000 per dwelling unit within the development, which can be collected at the time of the Site Plan or future plan of condominium application.

Site Servicing to Accommodate the Development

The applicant has submitted a Functional Servicing and Stormwater Management Report prepared by MTE Consultants Inc., dated November 2, 2021, and a revised report dated January 23, 2024 which further addressed Development Engineering staff's comments.

Written public submissions are included in Appendix D to this report.

INTERNAL / EXTERNAL CONSULTATION:

The applications have been circulated to the departments and commenting agencies listed in Appendix F.

Staff received comments from the applicable City departments and outside agencies in regard to the proposed Official Plan and Zoning By-law Amendments. The staff comments have been addressed by the applicant and will be implemented through a future Site Plan application.

CONCLUSION:

The City of Cambridge is expecting to accommodate significant population growth within the current Planning Horizon into the year 2051. With limited vacant residential land available in the City and an increase in housing costs, there is a growing need and demand for more dense housing options within the City that can accommodate more people in smaller spaces.

The development includes a wide range of unit sizes that will provide either rental or ownership housing options. The proposed infill development represents an efficient use of existing municipal water and sanitary sewer services and provides more affordable options for market rate housing, supports the intensification objectives of the Provincial and City policies and works towards the creation of a complete community or a 15-minute neighbourhood.

It is the opinion of planning staff that the proposed Official Plan and Zoning By-law Amendments are consistent with the Provincial Policy Statement, conform with the Regional Official Plan, and meet the general intent and purpose of the City of Cambridge Official Plan and Zoning By-law 150-85. The proposal will provide additional housing stock for the City. As such, Planning Staff recommends approval of the proposed Official Plan and Zoning By-law Amendments contained in Appendix B and C respectively.

REPORT IMPACTS:

Agreement: **No**

By-law: **Yes**

Budget Amendment: **No**

Policy: **No**

APPROVALS:

This report has gone through the appropriate workflow and has been reviewed and or approved by the following as required:

Director

Deputy City Manager

Chief Financial Officer

City Solicitor

City Manager

ATTACHMENTS:

When naming attachments please use the following format:

1. 24-096-CD Appendix A – Proposed Concept Plan
2. 24-096-CD Appendix B – Proposed By-law for Official Plan Amendment
3. 24-096-CD Appendix C – Proposed By-law for Zoning By-law Amendment
4. 24-096-CD Appendix D – Written Public Submissions
5. 24-096-CD Appendix E – Internal/External Consultation and List of Supporting Studies