



To: COUNCIL
Meeting Date: 12/3/2024
Subject: 24-125-CD Recommendation Report for Official Plan Amendment and Zoning By-law Amendment – 36 Elliott Street
Submitted By: Bob Bjerke, MCIP, RPP, Chief Planner
Prepared By: Vincent Wen, Planner
Report No.: 24-125-CD
File No.: OR03/24
Wards Affected: Ward 6

RECOMMENDATION(S):

THAT Report 24-125-CD – Recommendation Report for Official Plan and Zoning By-law Amendments – 36 Elliott Street be received;

AND THAT Council adopts proposed Official Plan Amendment No. 87 to add Site-Specific Policy 8.10.122 on the subject lands to permit a maximum density of 61 units per hectare, 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' – R4 to the 'Multiple Residential' – RM3 S.4.1.452 with site-specific provisions to facilitate the development of 6 mixed terrace (stacked townhouse) 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 the By-laws attached to Report 24-125-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 Amendment applications for the development of a mixed terrace (stacked townhouse) building containing six (6) dwelling units.

Key Findings

- The Subject Lands are located within the City's Built-Up Area and the proposal represents a modest residential infill opportunity. The proposed development aligns with Provincial, Regional and City policies with respect to intensification.
- The Subject Lands are located within the Downtown Cambridge Major Transit Station Area (MTSA) of the Regional Official Plan. The proposal provides for additional housing options near the existing bus transit service and contributes to the creation of a complete community.
- The proposed development represents efficient use of the subject lands and will utilize existing municipal services.

Financial Implications

- A planning application fee in the amount of \$28,000 has been paid to the City of Cambridge to process the Official Plan and Zoning By-law Amendments.

STRATEGIC ALIGNMENT:

Strategic Action

Objective(s): Not Applicable

Strategic Action: Not Applicable

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 36 Elliott Street ("the Subject Lands") and are legally described as Plan 445, Pt Lot 11, City of Cambridge, Regional Municipality of Waterloo.

The Subject Lands have approximately 15 metres (49 feet) of frontage on Elliott Street and have a total area of approximately 0.09 hectares (997.03m²).

The Subject Lands contain a vacant single detached dwelling that is proposed to be demolished. An aerial image of the Subject Lands is provided below on Figure 1.

Surrounding Land Uses

The Subject Lands are located within an established neighbourhood that is generally characterized by low to high density residential uses and institutional lands. Immediately north of the Subject Lands is an existing 14-storey apartment building. To the east is a long-term care facility. To the south and west there are detached dwellings. The Subject Lands are within walking distance to a range of local services and amenities in the Galt City Centre.

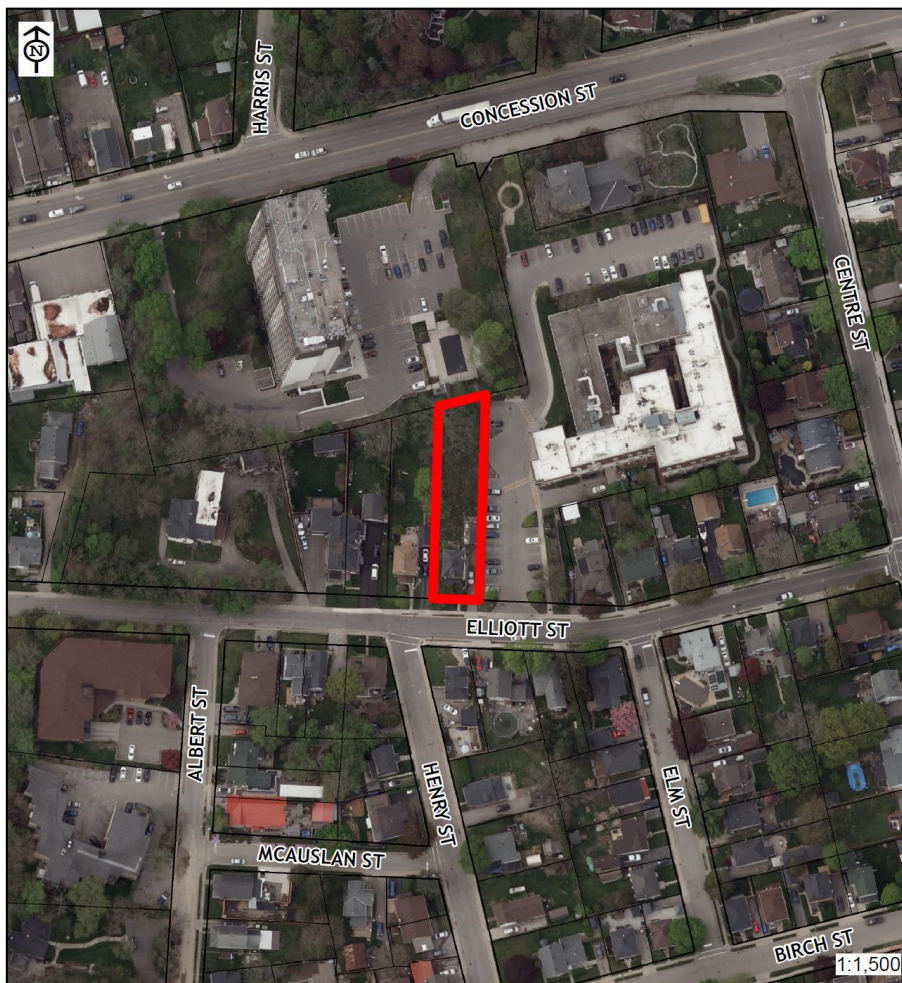


Figure 1: Aerial Map of the Subject Lands

ANALYSIS:

Proposal

The applicant is proposing an Official Plan Amendment to add a site-specific policy to the 'Low Medium Density Residential' designation for the Subject Lands to permit an

increased maximum density of 61 units per hectare. The applicant is also proposing a Zoning By-law Amendment to change the zoning of the Subject Lands from 'Residential' – R4 to the 'Multiple Residential' – RM3 with site-specific provisions to facilitate the development of one (1) mixed terrace building (stacked townhouses) with six (6) units.

The proposed development concept plan and building elevations are provided in Appendix A and B to this report. These are conceptual and subject to change.

Policy Overview

1. Official Plan

The Subject Lands are within the Built-Up Area as identified in the Regional Official Plan (ROP) and City Official Plan (City OP). The Subject Lands are designated 'Low/Medium Density Residential' in the City OP which permits a range of residential uses, including single detached houses, townhomes and walk-up apartments to a maximum residential density of 40 units per gross hectare. The lands are adjacent to the City's Regeneration Area where higher residential densities are anticipated.

Further, in the ROP, the Subject Lands are located within the Downtown Cambridge Major Transit Station Area (MTSA). The minimum density target to be achieved for this MTSA in the ROP is 160 residents and jobs per hectare measured over the entire MTSA area. Intensification is encouraged in the MTSA as it supports a walkable community and the viability of existing and planned transit service, as well as provides additional housing options.

The City's OP states in section 2.6.1.8, that infill, intensification and redevelopment within existing neighbourhoods will be minor in nature and will be designed to respect existing character and provide connections and linkages where possible. The proposed building will be two storeys in height with a basement and is comparable to other residential buildings in the area in terms of building height, massing and scale. The subject lands are surrounded by a 14-storey apartment building, a two to three storey long term care home, one to two-storey single detached dwellings, and further down Elliott Street are three storey apartment buildings.

Under Chapter 5 Urban Design of the City OP, policy 5.7.2 states that buildings generally will be situated at or near the street edge to frame the street and will have compatible front yard setbacks with adjacent buildings. Policy 5.11.2a) states that the design and layout of surface parking will consider the location to the rear or side of the building.

With the proposed building design and a long narrow lot, it is not possible to accommodate a driveway within the side yard, and therefore parking cannot be

relocated to the rear of the building. The proposal is consistent with the current zoning by-law which does not restrict parking in front of residential buildings such as stacked townhouses or apartments.

Policy 5.7.3 states that blank building walls are discouraged along street frontages. Active facades at street edges are encouraged to include features such as transparent windows and street-facing entrances. The submitted elevations show a blank building wall on the street-facing elevation. To enhance the building's design and provide a more attractive street interface, staff recommend the inclusion of a site-specific provision in the zoning by-law requiring a minimum of 30% of window and/or door openings on the street-facing façade of the building.

The Subject Lands provide an opportunity for a modest residential infill redevelopment that will be compatible with the existing land uses in the surrounding neighbourhood. The proposed density increase from 40 to 61 units per hectare is appropriate for these lands. The proposed OPA is consistent with the Provincial, Regional and City policies to provide for an appropriate range and mix of housing options and intensification within the Built-Up Area and the MTSA.

2. Zoning By-law

The Subject Lands are zoned 'Residential' – R4 under Zoning By-law No. 150-85, as amended. A Zoning By-law Amendment is proposed to change the use from the current 'Residential' – R4 zone to the 'Multiple Residential' – RM3 zone with the following site-specific provisions:

- To allow a maximum density of 61 units per hectare whereas a maximum density of 40 units per hectare is permitted;
 - The intent of this provision is to ensure that the proposal is compatible with the character of the surrounding area. The Subject Lands are adjacent to a Regeneration Area in the City OP where intensification is encouraged. Further, the proposed density will help achieve the City's goal of ensuring the creation of 65 percent of new housing units through infill and intensification of Built-Up Area of the City. The proposed density, although higher than the maximum allowable density outlined in the current Zoning By-law, is being proposed in an efficient, compact form that integrates well with the surrounding area.
 - The Subject Lands are outside of the Galt City Centre and within the City's Downtown Cambridge Major Transit Station Area (MTSA), which is intended to attract higher forms of density to support the City's continued growth. The proposal is transit-supportive and within walking distance to a

number of community amenities. The proposed density on the Subject Lands is appropriate.

- To permit a minimum required lot frontage of 15.3 metres as existing, whereas 20 metres is required;
 - This provision is to recognize the existing lot frontage. No change in lot frontage is proposed.
- To permit a minimum interior side yard setback (east side) of 2.5 metres, adjacent to an Institutional (N2) zone, whereas 3 metres is required;
 - The proposed setback is sufficient to accommodate a landscaped walkway to be used by residents to access their units. The adjacent property to the east is a long-term care facility zoned N2. A solid wood board privacy fence currently exists between the adjacent property.
- To permit a minimum interior side yard setback (west side) of 3.2 metres, adjacent to a Residential (R4) zone, whereas 7.5 metres is required;
 - A 3.2 metre interior side yard setback is sufficient for a 2-storey dwelling and will accommodate landscaping and fencing and may include private amenity space for residents. The 2-storey development proposes balconies facing east. The building is setback towards the rear of the property with parking out front and is not directly adjacent to the neighbouring single detached dwelling. Since the public meeting, the applicant has moved the building slightly towards the east resulting in a minor increase in the previously proposed interior side yard of 2.5 metres to 3.2 metres.
 - The applicant has submitted a Tree Management Plan and Landscaping Plan indicating new deciduous trees to be planted on site. Staff recommend the inclusion of a site-specific provision in the zoning by-law requiring a 1.5 metre wide planting strip to consist of trees or vegetation not less than 1.5 metres in height on the west side of the proposed reduced interior side yard where it does not abut the parking area. This would be in addition to the required solid fence. Currently, the by-law provides an option for the 1.5 metre landscape strip to be either sodded or consist of plantings where a solid wood fence is being provided.
- To reduce the minimum planting strip width from 1.5 metres to 0.9 metres with a 1.5 metre high solid fence or wall provided along the lot line (reduction applies only to the area adjacent to the proposed parking);
 - The reduction in landscape strip is proposed to accommodate the parking area, pedestrian walkway and driveway.
- To permit a minimum common amenity area of 12.5 square metres per unit whereas 30 square metres per unit is required;

- The intent of this provision is to provide common amenity space for the exclusive use of residents. In addition to the 12.5 square metres per unit of common amenity area, the applicant plans to provide private amenity area/balconies in the side yard for upper level units.
- The proposed development provides for two (2) outdoor common amenity areas (59.7 square metres and 16 square metres) that will primarily serve as the outdoor gathering space for residents.
- Staff find that the reduction in required amenity area is appropriate for this development with the outdoor amenity spaces provided on site. In addition, the subject lands are within walking distance to Lincoln Park on Centre Street.
- Staff will review the building plans for zoning conformity at time of a building permit application and make sure the common amenity areas are at grade and provide functional and accessible space for residents to use.
- To permit a minimum landscaped area within the required front yard of 39%, whereas 45% is required;
 - The reduction in landscaped area will accommodate parking facilities for the site.

As per recent changes to the Planning Act through Bill 185, parking is no longer required to be provided on sites within MTSAs. The applicant would still like to accommodate on-site parking in accordance with the current Zoning By-law provisions (although no longer applicable as per Bill 185). The Zoning By-law would require eight (8) parking spaces for a 6-unit stacked townhouse building (at a rate of 1.25 parking spaces per dwelling unit) which the applicant is providing. If parking was not included in this development, the proposed development could, in lieu of parking, accommodate more amenity space and landscaping or potentially more residential units.

Staff Recommendation

Staff gave consideration to Provincial, Regional and City policies and agency comments, and compatibility with the surrounding neighbourhood with respect to built form and density. The proposed development provides an intensification opportunity for a residential development within an MTSA and within walking distance to the Galt City Centre. The proposal will support the growing population of the City by providing additional housing options in proximity to existing and future planned higher order transit.

The proposed applications are consistent with the Provincial Policy Statement and conform with the policies of the Regional Official Plan and the City Official Plan, subject to the requested amendments, and meet the general intent and purpose of the City of Cambridge Zoning By-law No. 150-85.

Applications 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 decision deadline for this application is December 13, 2024.

EXISTING POLICY / BY-LAW(S):

City of Cambridge Official Plan, 2012, as amended:

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

Proposed Site-Specific Official Plan Designation: Built-Up Area and Low/Medium Density Residential with Site-Specific Policy 8.10.122.

Proposed Site-Specific Official Plan Policies:

Development Standard	Existing Official Plan Policy or Requirement	Proposed OPA 87, Site-Specific Policy 8.10.122
Maximum Density	40 units per hectare	61 units per hectare

The existing and proposed land use designation in the City’s Official Plan is shown on Figure 3.

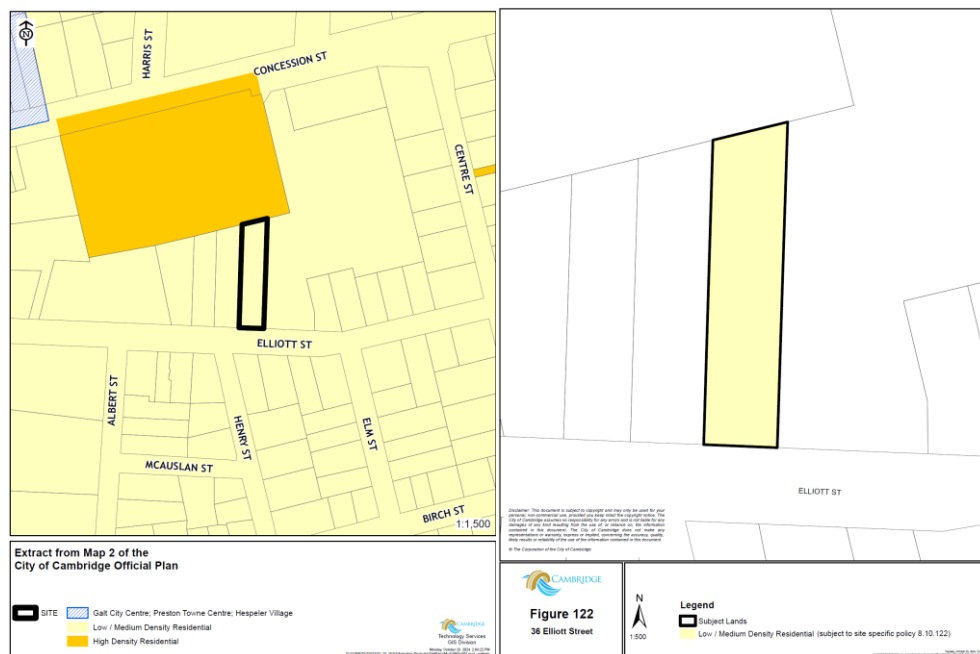


Figure 3 – Existing and Proposed Land Use Designation in the City Official Plan

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

Existing Zoning: Residential (R4) zone

Proposed Zoning: Multiple Residential (RM3) s.4.1.452 with site-specific provisions

Proposed Site-Specific Zoning Provisions:

Development Standard	Existing RM3 Zoning By-law No. 150-85 Requirements	Proposed Zoning Standards for RM3 s.4.1.452
Maximum Density	40 units per hectare	61 units per hectare
Minimum Lot Frontage	20 metres	15.3 metres (existing)
Minimum Interior Side Yard Setback (east side) – adjacent to N2 zone	3 metres	2.5 metres
Minimum Interior Side Yard Setback (west side) – adjacent to R4 zone	7.5 metres	3.2 metres
Minimum Common Amenity Area (square metres per dwelling unit)	30 square metres per unit	12.5 square metres per unit Note: additional private amenity areas/balconies proposed
Minimum Landscaped Area within Required Front Yard	45%	39%
Minimum Required Planting Strip Width	1.5 metres with a 1.5 metre high solid fence or wall provided along the lot line	0.9 metres with a 1.5 metre high solid fence or wall provided along the lot line (reduction applies only to the area adjacent to the proposed parking) 1.5 metre planting strip to include trees or vegetation not less than 1.5 metres in height

The existing and proposed zoning is shown on Figure 4 below.

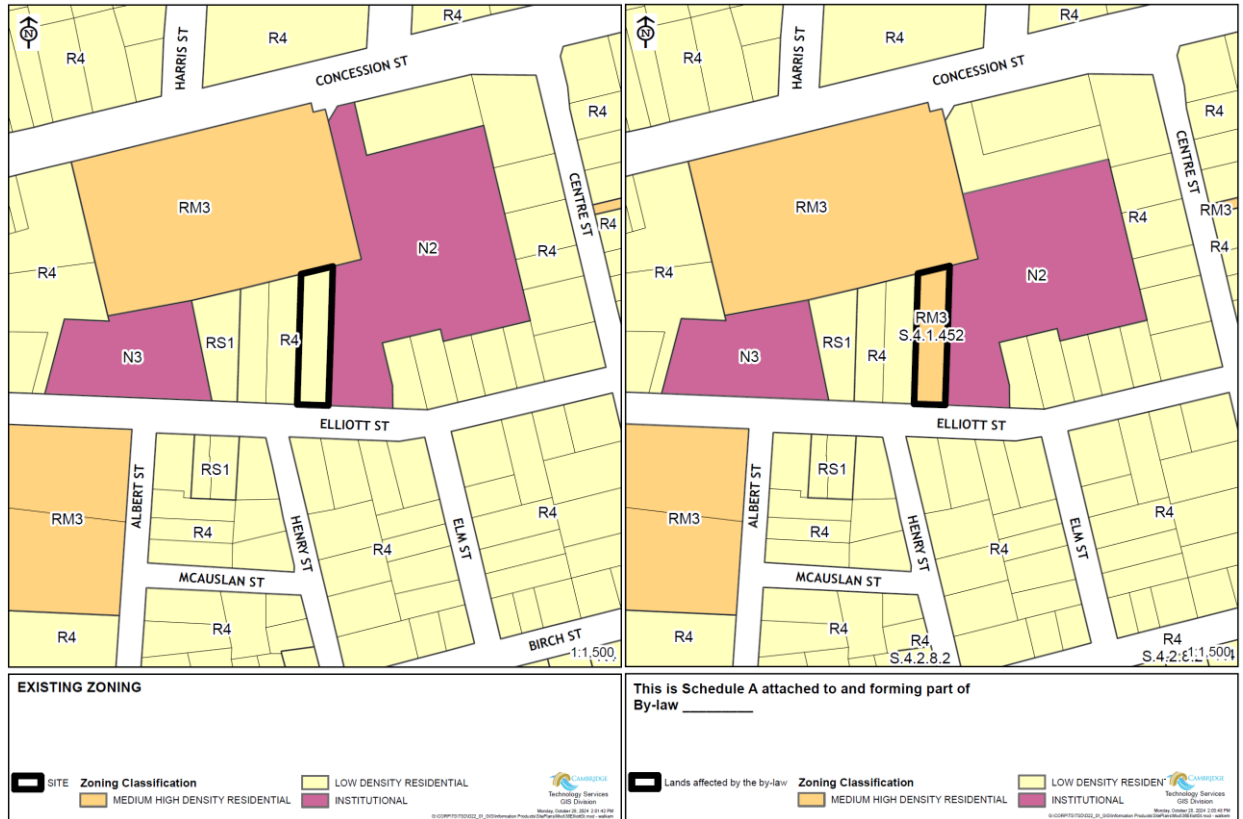


Figure 4 – Existing and Proposed Zoning

FINANCIAL IMPACT:

- A planning application fee in the amount of \$28,000 has been paid to the City of Cambridge to process the Official Plan and Zoning By-law Amendments.
- 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.
- Any further costs associated with the development of the site are to be borne by the applicant.

PUBLIC VALUE:

A Statutory Public Meeting required under the Planning Act was held on October 15, 2024. 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:

Not applicable.

PUBLIC INPUT:

There were public delegations present at the Statutory Public Meeting on October 15, 2024 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 all comments received generally relate to:

Preservation of Trees

A Tree Management Plan and Landscape Plan dated March 8, 2024 prepared by Hill Design Studio Inc. was submitted in support of the application. The tree inventory consisted of 14 trees, with two (2) being boundary trees, five (5) on-site trees, and seven (7) adjacent property trees. A total of five (5) trees are proposed to be removed to facilitate the development which includes four (4) on-site trees and one (1) boundary tree at the front lot line. The Landscape Plan indicates seven (7) deciduous trees are proposed to be planted throughout the site, in addition to shrubs and perennials.

Staff have requested an update to the TMP to include additional trees to be planted along the western property boundary. 10 replacement trees will be required as compensation for the private tree removals, or a cash-in-lieu payment of \$750 per replacement tree. The boundary tree at the front lot line will require additional compensation.

Parking and Traffic

The site concept plan submitted by the applicant provides 8 parking spaces at a rate of 1.25 spaces per unit. This meets the minimum required parking rate in the Zoning By-law of 1.25 spaces per unit for mixed terraces. Bicycle parking spaces are also proposed on site. The Subject Lands are within an MTSA and are located within walking distance of existing and future planned higher order transit. The proposed development promotes the use of transit and other forms of transportation in the City. As per Bill 185, parking is no longer required to be provided on sites within MTSA's.

Over Intensification

The Subject Lands are within walking distance to the Galt City Centre and within the City's Downtown Cambridge Major Transit Station Area (MTSA), which is intended to attract higher forms of density to support the City's continued growth in proximity to planned transit. The proposal is transit-supportive and within walking distance of the

future Downtown Cambridge Transit Station with convenient access to a range of local services and amenities. The ROP contains a minimum density target of 160 residents and jobs per hectare for the MTSA.

INTERNAL / EXTERNAL CONSULTATION:

The applications have been circulated to the departments and commenting agencies listed in Appendix F. Regional staff have no objection to the proposed redevelopment of the site, subject to the inclusion of the prohibition of geothermal wells within the site-specific zoning by-law.

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 within the City and an increase in housing costs, there is a growing need and demand for more dense housing options within the Built-Up Area of the City that can accommodate more people in smaller spaces. There is also a demand for rental housing due to the current low vacancy rate and more affordable housing options than traditional single detached dwellings.

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

The proposed Official Plan and Zoning By-law Amendment applications are consistent with Provincial, Regional and City goals and objectives with respect to intensification and meet the general intent and purpose of the City of Cambridge 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 C and D 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:

24-125-CD Appendix A – Proposed Concept Plan

24-125-CD Appendix B – Proposed Building Elevations and Renderings

24-125-CD Appendix C – Proposed By-law for Official Plan Amendment

24-125-CD Appendix D – Proposed By-law for Zoning By-law Amendment

24-125-CD Appendix E – Written Public Submissions

24-125-CD Appendix F – Internal/External Consultation and List of Supporting Studies