

To: COUNCIL

Meeting Date: 7/22/2025

Subject: Recommendation Report for Official Plan and Zoning By-law Amendment – 312 St Andrews Street

Submitted By: Sylvia Rafalski-Misch, MCIP, RPP, Manager of Development Planning

Prepared By: Vincent Wen, MCIP, RPP, Planner

Report No.: 25-060-CD

File No.: OR05/25

Wards Affected: Ward 5

RECOMMENDATION(S):

THAT Report 25-060-CD – Recommendation Report for Official Plan and Zoning By-law Amendment – 312 St Andrews Street be received;

AND THAT Council approves proposed Official Plan Amendment No. 92 to add Site-Specific Policy 8.10.126 on the subject lands to remove the maximum density restriction for the lands;

AND THAT Council approves the proposed Zoning By-law Amendment to amend the zoning of the subject lands from ‘Residential’ – R3 to the ‘Multiple Residential’ – RM3 S.4.1.454 with site-specific provisions to allow a maximum of a four (4) storey mixed terrace (stacked townhouse) development;

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 25-060-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 up to a four (4) storey mixed terrace (stacked townhouse) development.

Key Findings

- The Subject Lands are located within the City's Built-Up Area and the proposal represents a modest infill opportunity.
- The Subject Lands are located in proximity to a transit stop. The proposal provides an opportunity for transit-supportive development offering additional housing options near the existing bus transit service and contributing to the creation of a complete community.
- The proposed development would utilize existing municipal services and aligns with both Provincial and City goals and objectives with respect to intensification.

Financial Implications

- A planning application fee in the amount of \$50,000 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 312 St Andrews Street ("the Subject Lands") and are legally described as CON 10 PT Lot 2, West of the Grand River, City of Cambridge, Regional Municipality of Waterloo.

The Subject Lands have approximately 70 metres (230 feet) of frontage on St Andrews Street and have a total area of 0.259 hectares (2,599.4m²) post road widening.

The Subject Lands contain a single detached dwelling and accessory structure that is

proposed to be demolished. A 9.144 metre wide municipal easement exists along the southern lot line that accommodates sanitary and stormwater infrastructure. An aerial image of the Subject Lands is provided below in Figure 1.



Figure 1: Aerial Map of the Subject Lands

Surrounding Land Uses

The Subject Lands are located within an established neighbourhood that is generally characterized by low to medium density residential uses and commercial lands. Immediately north of the Subject Lands is the Southwood Commercial Plaza and 3-storey apartment buildings. To the east and south are detached and townhouse dwellings. To the west are detached dwellings as well as Byton Lane Park.

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 89 units per hectare. The applicant is also proposing a Zoning By-law Amendment to change the zoning of the Subject Lands from

‘Residential’ – R3 to “Multiple Residential” – RM3 with site-specific provisions to permit the proposed stacked townhouse development with 23 dwelling units.

The proposed development concept plan and building elevations are provided in Appendix A and B to this report. Since the public meeting on May 6, 2025, the concept plan has been revised and is discussed below in the Public Input section of this report.

Policy Overview

1. Official Plan

The Subject Lands are within the Built-Up Area as designated in the 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.

Policy 2.2(c) of the City OP states that new development is encouraged within the Built-Up Area of the City where appropriate to accommodate projected population and employment growth. The Subject Lands are located within the delineated Built-Up Area and provide an opportunity for modest intensification. Further, section 2.6.1.8, states 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 surrounding lands generally consist of buildings ranging from 1-3 storeys in height. The proposed building will be 3-4 storeys in height with basement walk-out units due to grading changes on site.

Section 2.8a) of the City’s OP encourages the development of a wide range of housing unit types. The proposal implements a mixed-terrace (stacked townhouse) in a neighbourhood generally consisting of detached dwellings. This development will accommodate a wider range of housing options in a low-density community.

Under Chapter 5 Urban Design of the City’s OP, 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. The proposed development accommodates all parking to the rear of the building, therefore screening the parking from the street. Additionally, 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.

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. While the applicant proposes to increase the density from 40 to 89 units per hectare, which may be appropriate for these lands, the maximum density will be controlled by the

site-specific regulations and completion of outstanding studies outlined in the proposed site-specific zoning by-law as recommended by Planning staff. As such, staff have included a provision in the site-specific OPA by-law that removes the maximum density restriction for these lands. The irregular shape and size of the property as well as the existing municipal easement limit the density and size of development on these lands. In addition, the removal of the maximum density provision is in alignment with the City's proposed form-based zoning by-law. 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.

2. Zoning By-law

The Subject Lands are zoned 'Residential' – R3 under Zoning By-law No. 150.85, as amended. The applicant is proposing a Zoning By-law Amendment to change the use from the current 'Residential' – R3 zone to the 'Multiple Residential' – RM3 zone with the following site-specific provisions:

- To allow a maximum density of 89 units per hectare whereas a maximum density of 40 units per hectare is permitted;
 - While the proposed density will help to achieve the City's goal of ensuring the creation of 65 percent of new housing units through infill and intensification of the Built-Up Area of the City, Planning staff recommend that no maximum density provision be applied to the site in the site-specific zoning by-law for the reasons discussed above in this report.
 - The proposal is within walking distance to a bus transit stop on Southwood Drive and is adjacent to a commercial plaza with a variety of amenities.
- To allow a maximum building height of 4 storeys and 14 metres;
 - Due to the changes in site grading, the proposal shows building elevations consisting of 3 storeys (south elevation) and 4 storeys (north elevation).
 - In the City's draft form-based zoning by-law, the site is proposed to be zoned R1 which permits a maximum height of 3 storeys and 10.5 metres. However, the adjacent residential properties on Byton Lane are proposed to be zoned R2 which would permit a maximum height of 4 storeys and 14 metres. The proposed building height generally aligns with the City's draft form-based zoning by-law. Therefore, a maximum building height of 4 storeys and 14 metres would be appropriate for this site.
- To permit a minimum required front yard of 3.4 metres, whereas 6 metres is required;

- A 3.4 metre front yard setback accommodates a more compact building form and contributes to an improved urban condition along the streetscape.
- To permit a minimum common amenity area of 12 square metres per unit whereas 30 square metres per unit is required;
 - The original proposal included 79.1 square metres of total common amenity area or approximately 3.3 square metres per dwelling unit.
 - The revised proposal includes 276 square metres of total common amenity area or 12 square metres per dwelling unit. However, 132 square metres of the proposed common amenity area is within the municipal easement. The applicant has not yet demonstrated this area can be graded to function as a usable amenity area. Only 144 square metres of total amenity area at the rear of the proposed building or 6 square metres per dwelling unit has been demonstrated as functional amenity area.
 - As such, Planning staff recommends that the zoning by-law include the provision for a minimum common amenity area of 6 square metres per dwelling unit.
 - While the reduction in common amenity area is noticeable, Planning staff can support the reduction for this development due to the following:
 - The lot is of an irregular shape and encumbered by a municipal easement. If the lands within the easement cannot be used for additional common amenity area due to grading challenges, the lands can remain as open landscaped area and provide additional buffer to the adjacent residential lands.
 - The lands are within walking distance to Byton Lane Park on Byton Lane.
 - In addition to the above common amenity area, the applicant is incorporating some private amenity area (balconies) for approximately 6 units at a rate of 6 square metres per unit.
- To permit a minimum distance of 1.8 metres from a parking stall to a window of a habitable room of a dwelling unit as measured perpendicular to the wall.
 - The reduction allows the minimum required parking spaces to be met on site and accommodates the proposed site layout.

In addition to the site-specific provisions requested by the applicant, Planning staff are recommending a provision to prohibit any buildings or permanent structures in the 9.144 metre wide municipal easement and an enhanced planting strip on the southern lot line consisting of trees and/or vegetation not less than 1.5 metres in height. This is included in the proposed site-specific zoning by-law.

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 the Built-Up Area. The proposal will support the growing population of the City by providing additional housing options in proximity to existing transit.

The proposed applications are consistent with the Provincial Planning Statement and conform with the policies of 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 July 29, 2025.

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 8.10.126

Proposed Site-Specific Official Plan Policies:

Development Standard	Existing Official Plan Policy or Requirement	Proposed OPA 92, Site Specific Policy 8.10.126
Maximum Density	40 units per hectare	No maximum density restriction

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

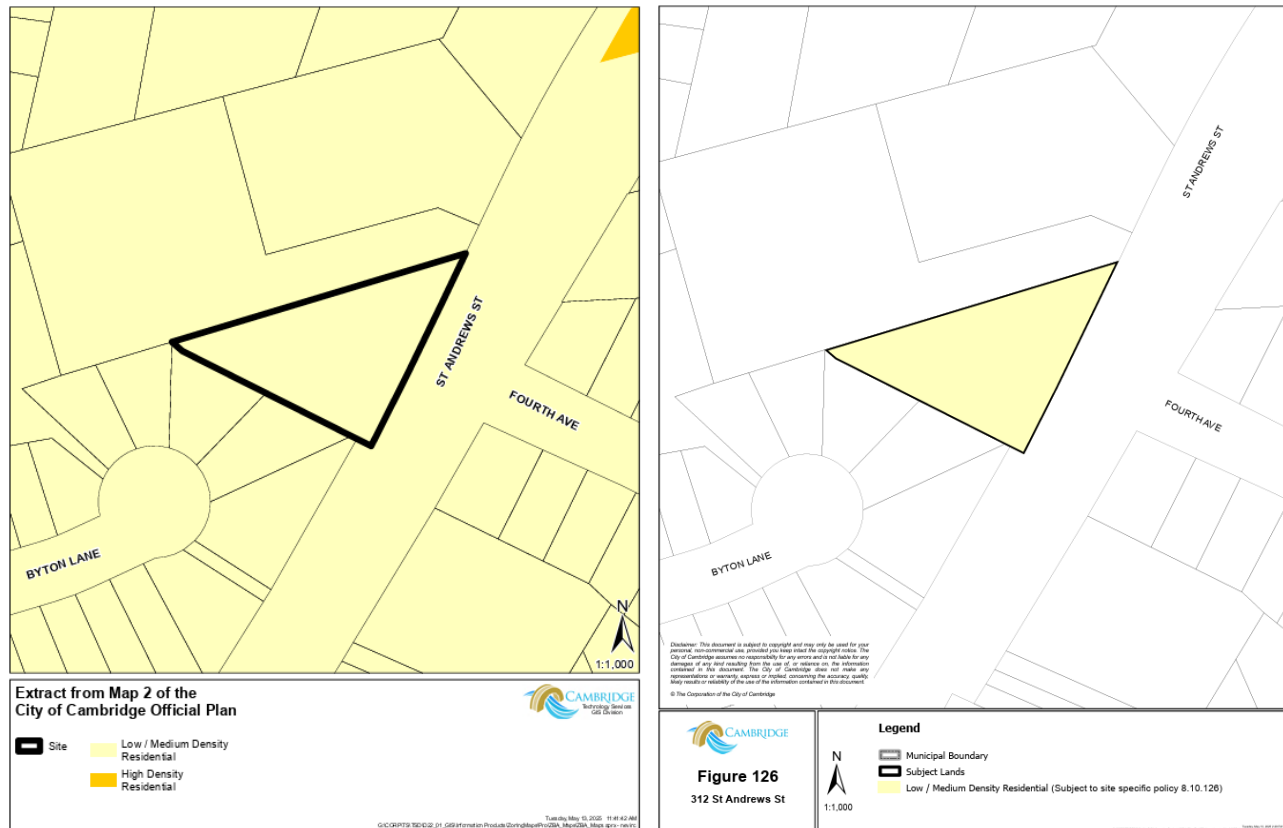


Figure 2 – Existing Land Use Designation and Proposed Site-Specific Policy in the City Official Plan

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

Existing Zoning: Residential (R3) zone

Proposed Zoning: Multiple Residential (RM3) (4.1.454) 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.4.1.454
Maximum Density (units per net residential hectare)	40 units per hectare	No maximum density restriction
Maximum Building Height	N/A	4 storeys and 14 metres
Minimum Front Yard Setback	6.0 metres	3.4 metres
Minimum Common Amenity Area (square metres per dwelling unit)	30 square metres per unit	6 square metres per unit Note: additional private amenity areas/balconies proposed

Development Standard	Existing RM3 Zoning By-law No. 150-85 Requirements	Proposed Zoning Standards for RM3 s.4.1.454
Additional Standard	N/A	No buildings or permanent structures permitted within the 9.144 metre wide municipal easement
Minimum Required Planting Strip	1.5 metres with a 1.5 metre high solid fence or wall provided along the lot line	1.5 metre planting strip to include trees or vegetation not less than 1.5 metres in height (applies to southern lot line)
Location of an Access Driveway, Aisle, Parking Stall or Parking Lot to a Window of a Habitable Room of a dwelling unit less than 1 metre above finished grade	6 metres	1.8 metres

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



Figure 3 – Existing and Proposed Zoning

FINANCIAL IMPACT:

- A planning application fee in the amount of \$50,000 has been paid to the City of Cambridge to process the Official Plan and Zoning By-law Amendments. In addition, the applicant has paid for the noise study peer review fee.
- Future planning application fees will be required for a Site Plan application.
- Any further costs associated with the development of the site are to be borne by the applicant.

PUBLIC VALUE:

A Statutory Public Meeting was required under the Planning Act was held on May 6, 2025. Following the Public Meeting, any person that provided their contact information on the sign-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 the 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 May 6, 2025 and City staff received written submissions related to the proposal. During the public meeting, and through written submissions, questions were raised by Council and members of the public related to the preservation of trees, accessibility, privacy, location of garbage facilities, lighting, amenity area, and heritage preservation.

Preservation of Trees

The applicant intends to submit a Tree Management Plan (TMP) to inventory the trees on site, identify trees to be removed, and measures for remediation. In addition, the City's Private Tree By-law and Site Alteration By-law regulates the removal of trees and will be further evaluated during the site plan approval process. A TMP will be required as part of a complete site plan application.

Accessibility

The site concept plan provides seven (7) barrier free units and two (2) barrier free parking spaces. Site plan approval is required for the proposed development and an accessible building design and features will be further reviewed at the site plan stage.

Privacy from Adjacent Residential Properties

The City's Zoning By-law requires a minimum planting strip width of 1.5 metres with a high solid fence or wall provided along the lot line. The site concept plan proposes a 1.8 m high solid wood fence along the interior side lot lines. Planning staff have added a provision to include trees and/or vegetation not less than 1.5 metres in height along the southern lot line. The proposed building will not have any windows on the south elevation and have a 9.2 metre interior side yard setback from the southern lot line.

Location of Garbage Facilities

The revised concept plan relocates the garbage storage facilities to the north end of the site and away from adjacent residents on the south end. The location of garbage facilities will be further evaluated during the site plan approval process.

Site Lighting

The applicant intends to submit a photometric plan as part of a future site plan application. All site lighting must be designed to be full cut-off to prevent light spillage onto adjacent properties. Lighting is required to be directed away from adjacent properties to minimize glare and light pollution.

Insufficient Amenity Area and Byton Lane Park

The revised concept plan increases the on-site common amenity area from 79.1 square metres to 144 square metres. Private amenity areas (balconies) are proposed for 6 units at a rate of 6 square metres per dwelling unit, for a total of 36 square metres. Additionally, the Subject Lands are within walking distance to Byton Lane Park that is accessible through a pedestrian connection from St Andrews Street.

Byton Lane Park contains a dry pond area to the rear of the park that is designed to be used as overflow storage in the event of heavy rain from storm system surcharges. The remaining park lands are generally accessible throughout the year and contain playground facilities.

Heritage Preservation

The existing structure on the Subject Lands is not designated under the Ontario Heritage Act nor is on the City's Heritage Register. Heritage Planning staff have reviewed the submitted materials and have no further comments with the proposed application.

INTERNAL / EXTERNAL CONSULTATION:

The applications have been circulated to the departments and commenting agencies listed in Appendix F. Any comments received were addressed by the applicant. Regional staff have requested 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.

The development includes a range of unit sizes that is intended to be a future plan of condominium. 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 Regional Official Plan and City Official Plan 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 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:

When naming attachments please use the following format:

1. 25-060-CD Appendix A – Proposed Concept Plan
2. 25-060-CD Appendix B – Proposed Building Elevations and Renderings
3. 25-060-CD Appendix C – Proposed By-law for Official Plan Amendment
4. 25-060-CD Appendix D – Proposed By-law for Zoning By-law Amendment
5. 25-060-CD Appendix E – Written Public Submissions
6. 25-060-CD Appendix F – Internal/External Consultation and List of Supporting Studies