

To: SPECIAL COUNCIL

Meeting Date: 9/27/2022

Subject: 22-103-CD – Recommendation Report – OPA & ZBA – 193 Water Street South and 62 Highman Avenue – LJM Developments (c/o John Ariens, IBI Group)

Submitted By: Lisa Prime, Chief Planner

Prepared By: Michael Campos, Planner

Report No.: 22-103-CD

File No.: OR06/21

Wards Affected: Ward 6

RECOMMENDATION(S):

THAT Report 22-103-CD – Recommendation Report – OPA & ZBA – 193 Water Street South and 62 Highman Avenue – LJM Developments (c/o John Ariens, IBI Group) be received;

AND THAT Cambridge Council adopts the proposed Official Plan Amendment to re-designate the subject lands from “Natural Open Space System” to “High Density Residential” and Site-Specific Policy 8.10.89 in the City of Cambridge Official Plan to facilitate a residential development with a maximum Floor Space Index (FSI) of 3.61, and that the adopted Official Plan Amendment be submitted to the Region of Waterloo for Approval;

AND THAT Cambridge Council approves the proposed Zoning By-law Amendment to re-zone the subject lands from the “Open Space – OS1” and “Residential – R4” zones to the “Multiple-Residential – (F)(H)RM2”, s.4.1.429 and “Open Space – OS4” zones with a Holding Provision, to facilitate the proposed development of 991 residential units;

AND THAT a design in accordance with the recommendations of the Heritage Impact Assessment be reviewed and accepted at the site plan approval phase;

AND THAT Cambridge Council is satisfied that a subsequent public meeting in accordance with subsection 34(17) of the Planning Act is not required;

AND FURTHER THAT the by-laws attached to this report be passed.

EXECUTIVE SUMMARY:

Purpose

The purpose of this report is to seek Council approval to permit the development of five, 15 storey residential apartment buildings containing a total of 991 residential units on lands municipally known as 193 Water Street South and 62 Highman Avenue (“the subject lands”).

Key Findings

- The subject lands are located within the City’s Built-Up Area and are approximately 280 metres south of the Urban Growth Centre and the Galt Core Area. The applicant intends to develop the subject lands with a high-density residential development that will support current housing demands to accommodate forecasted residential growth and intensification targets for the City of Cambridge and Region of Waterloo.
- The development area comprises two lots which are planned to be developed as follows:
 - 193 Water Street South is proposed to be developed with five, 15-storey residential towers that will consist of one, two, and three-bedroom units, as well as townhouse like units surrounding the podiums and facing the eastern property line.
 - 62 Highman Avenue is proposed to be used primarily as an outdoor amenity space. The property will provide pedestrian access to the development from Highman Avenue, which will also be used as an emergency exit to Highman Avenue for vehicular traffic, if and only when access to Water Street South is not accessible due to the potential for flooding on the property from the Grand River.
- Notwithstanding constraints on the site, the applicant has prepared a development proposal that addresses the constraints and provides for an attractive high-density residential development within walking distance of existing and planned transit, local commercial and service uses, institutional and recreational uses.
- Given the site’s location, the proposed development is in a gateway location to the Galt Core Area and therefore will provide a high level of site design and quality building materials.
- The proposed development will support public transit and active transportation initiatives through appropriate pedestrian infrastructure and linkages to the existing residential neighbourhood to the east.
- The applicant has committed a total of 50 residential units for affordable housing. The units are divided between the five buildings, each providing 10 affordable

units. The City and the Region support the provision of a full range of housing options, including affordable housing.

- It is the opinion of staff that the proposed development aligns with Provincial, Regional and City development policies.

Financial Implications

- A planning application fee has been paid to the City to process the Official Plan Amendment (OPA) and Zoning Bylaw Amendment (ZBA) applications.
- Future planning application fees will be required for the submission of a complete Site Plan application and Plan of Condominium application.
- City and Regional Development Charge fees will be collected prior to building permit issuance.
- If approved, the proposed development will contribute additional tax revenue to the City. An estimate of the potential tax revenue is provided in this report.
- Any further costs associated with the development of the site are to be borne by the applicant.

STRATEGIC ALIGNMENT:

☐ Strategic Action; or

☒ Core Service

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: Not Applicable

Program: Land Use Planning

Core Service: Official Plan and Zoning By-law Amendments

The proposal to develop the subject lands is an opportunity to introduce a gateway development to the City of Cambridge, and more specifically to the Galt Core Area from the south. The proposed development offers a range of residential unit options for future potential buyers, including affordable housing units. The proposed development is within proximity to local transit options and potential future light rail transit (LRT) stops. The proposed site promotes active transportation by connecting to the existing adjacent residential community and its diverse range of uses, while also being within walking distance of the Galt Core Area, identified as one of the City's Urban Growth Centres. The proposed development and its residents will provide increased support to the existing and future businesses in the Core Area, thereby promoting its economic prosperity.

The application provides for an ambitious development that is achievable on the site and can introduce important housing units to support the forecasted population growth of the City.

BACKGROUND:

Property

The subject lands are comprised of two abutting properties, municipally known as 193 Water Street South and 62 Highman Avenue. 193 Water Street South is located along the east side of Water Street South, south of Ainslie Street South and north of Myers Road. 193 Water Street South is legally described as Part of Lot 3, Plan D-11; together with WS724471 and subject to easement in gross over Part 1 on Reference Plan 58R-17488 as in WR701173 and Part of Lot 16, Plan D-11, being Parts 3 & 4 on Reference Plan 58R-17488 subject to an easement as in WR777693 in the City of Cambridge. This parcel has a total lot area of 19,525 square metres (210,165.35 square feet).

193 Water Street South contains wooded areas throughout the site and has a significant change in topography, sloping downwards 16 metres from east to west.

62 Highman Avenue is located on the western side of Highman Avenue and is legally described as Lot 22 in Plan 873; Part Lot 21 in Plan 873 as in WS656876. This parcel has a frontage of approximately 19 metres (62.34 feet) along Highman Avenue, a depth of 37 metres (121.39 feet) and an area of 935 square metres (10,064 square feet). Currently, the parcel is classified as residential and consists of a single-storey residential dwelling with a concrete driveway. A pool and gazebo are located in the rear yard of the dwelling.

The subject lands are shown on Figure 1 below:

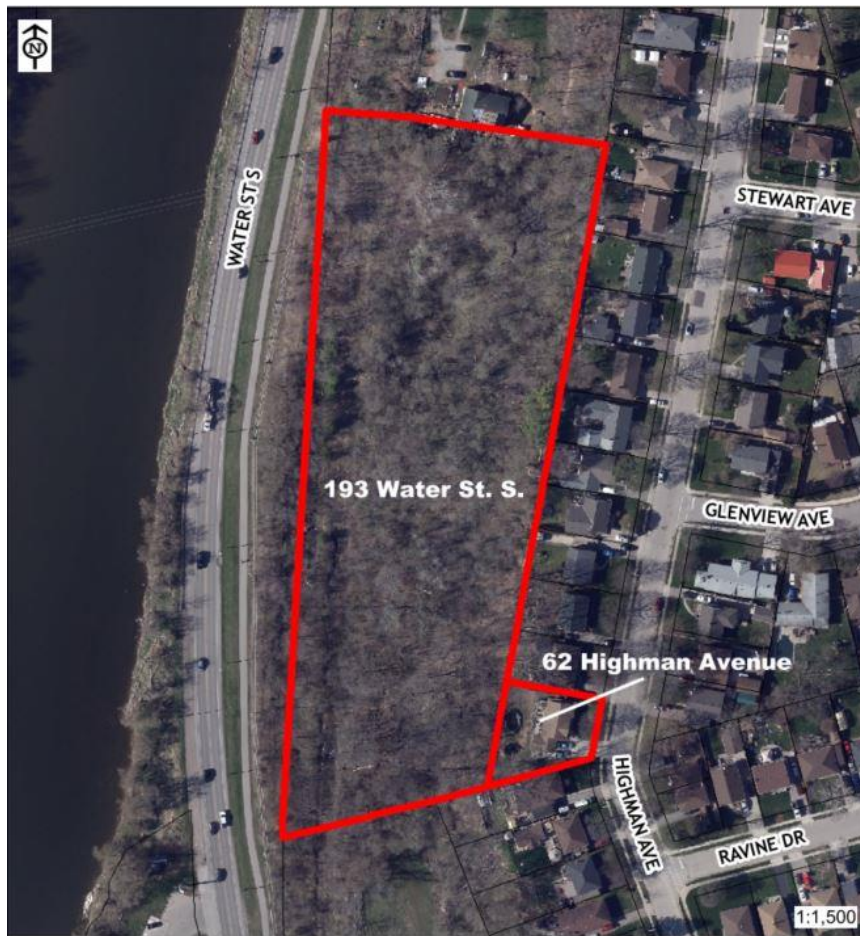


Figure 1: Aerial Image of the Subject Lands

Location

The subject lands are located approximately 280 metres south of the Galt Core Area, on the east side of the Grand River. The site is bound by Ainslie Street South to the north, Highman Avenue to the west, Myers Road to the south and Water Street South to its west. The subject lands are well connected to the City, Regional and Provincial road network. Water Street South is recognized as a Regional Road as well as Provincial Highway 24, which connects Cambridge with Brantford.

The subject lands are located within an established mixed-use area containing various uses, densities and pedestrian amenities. The site is immediately surrounded by single detached residential dwellings to the east, interspersed with townhouses and low-rise apartment buildings with institutional uses being located further east including Glenview Park Secondary School and Stewart Avenue Public School.

The lands to the south of the subject lands consist of low-density residential uses. 201 Water Street South is located directly adjacent to the subject lands and is listed on the

Heritage Properties Register. Further south is Churchill Park, a 27-hectare park with open landscaped spaces, sports grounds including soccer fields and baseball diamonds, playgrounds, splashpad and walking paths. The park is approximately 600 metres from the subject lands or a seven-minute walk. The Grand River is located on the opposite side of Water Street South to the west of the subject lands.

Immediately north of the subject lands is 183 Water Street South, which abuts the northern property line of the site. This site is listed as being designated on the Heritage Properties Register. Further north is the southern boundary of the Galt Core Area and the Urban Growth Centre, which comprises of residential uses of various heights and densities, low-density commercial/office buildings, institutional uses, parks and trails and a historic central portion of Downtown.

Approximately one kilometer from the subject lands and located within the Galt Core Area is the Ainslie Street Bus Terminal. The pedestrian access to Highman Avenue provides convenient walking distances to existing transit routes, with the closest bus stop being a 300 metre walk from the subject lands.

Furthermore, the planned future Light Rail Transit (LRT) will connect the Galt Core Area to Kitchener and Waterloo with a stop located near the Ainslie Terminal which will be within walking distance of the subject property.

Figure 2 below, provided by the applicant, displays the surrounding uses:



Figure 2: Surrounding Uses Map

Proposal

The proposed development is for the construction of five, 15-storey apartment buildings on the subject lands containing a total of 991 dwelling units, which are divided as follows:

- The first building (furthest south) is for 199 residential units;
- The second and third building will provide 201 residential units in each building;
- The fourth building - is for 203 residential units; and,
- The fifth building - is for 187 residential units.

The proposed development will have a maximum density of 511 units per hectare and a maximum Floor Space Index (FSI) of 3.61 for the site.

The development includes approximately 624 one-bedroom units, 295 two-bedroom units and 32 three-bedroom units, as well as 40 two-storey townhouse-like units that will face the dwellings along Highman Avenue. The townhouse units are proposed to be wrapped around the parking garage, creating a more compatible interface with the low-density residential neighbourhood.

Parking

Each building is proposed to contain five levels of above ground parking to support the necessary parking requirements of the By-law. Section 2.1.1 of the By-law requires that parking be provided for apartment houses at a rate of one space per dwelling unit, plus one space for each 4 dwelling units for visitors only (or 0.25 spaces per unit).

Additionally, the townhouse parking rate also requires that one space be provided per proposed dwelling unit. As such, a total of 1,239 parking spaces are required for the development by the City's Zoning By-law. The applicant has proposed a total of 1,196 parking spaces. As a result, the site would be deficient in parking by 33 parking spaces. Based on the review completed by the City's Transportation Department, the proposed reduction in parking by 3.5 percent is not considered significant and is supported by City Staff. The applicant is proposing a parking rate of one space per dwelling unit, plus 0.20 spaces for visitors per dwelling unit. Based on the proximity of the site to available local transit and to surrounding amenities within walking distance, a minor reduction in parking for this site can be accommodated.

Access to the above ground parking is proposed via the private semi-circular Water St. S. driveway that connects to the street on both the north and south sides of the property. As can be seen in the image below, the ingress and egress accesses will lead vehicles to accesses located at grade.

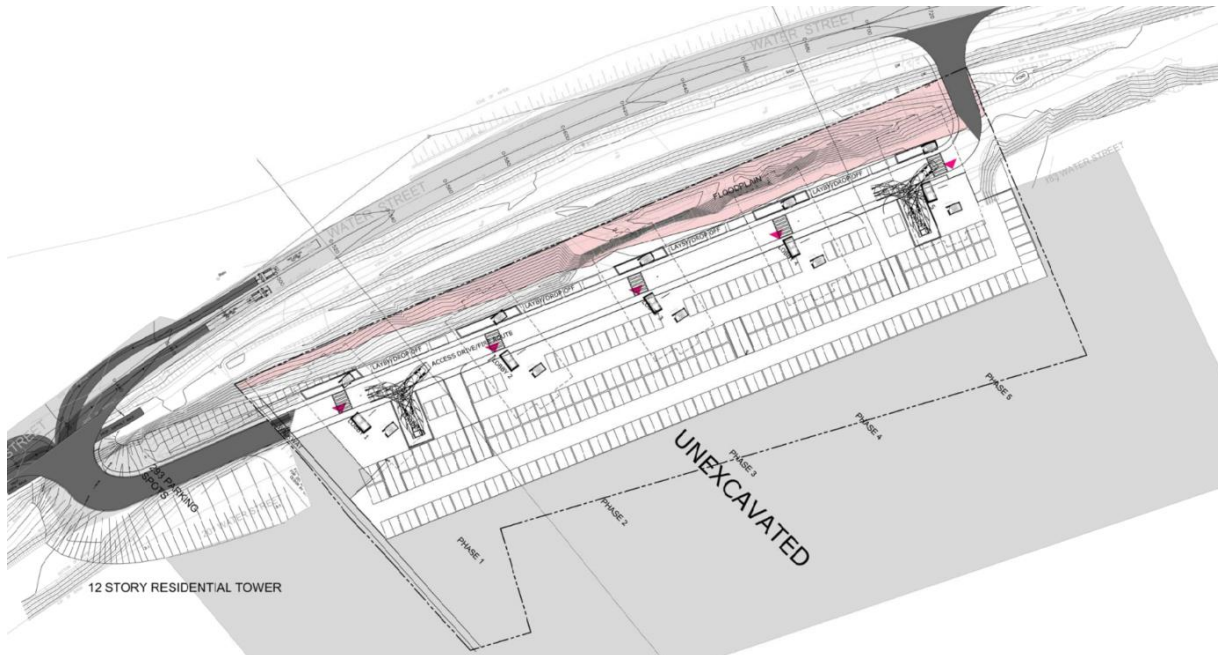


Figure 3: Lower Parking Plan

In addition to the vehicular accesses proposed off of Water St. S., the applicant is also proposing an emergency access to Highman Avenue. In order to approve the proposed entrances for Water St. S., the Grand River Conservation Authority required that a separate safe access be made available for emergency vehicles and for residents to evacuate if and when the Water Street accesses become unavailable as a result of potential flooding from the Grand River. The proposed access to Highman Avenue will not be used as a regular entrance and will be blocked for pedestrian use at all other times. The principal access remains from Water Street South.

Urban Design

The proposed development has been designed and oriented towards the frontage of Water Street South and the Grand River. The residential buildings have been elevated 6 metres above grade to accommodate the floodplain that exists along the western property line of 193 Water St. S. The massing for the building is unique as the elevated portion of the building at the front is positioned onto two-storey stilts in order to respect the floodplain designation. As a result of the natural topography of the lands, the property elevates from west to east approximately 16 metres. Figure 4 below provides an illustration of the proposed massing:

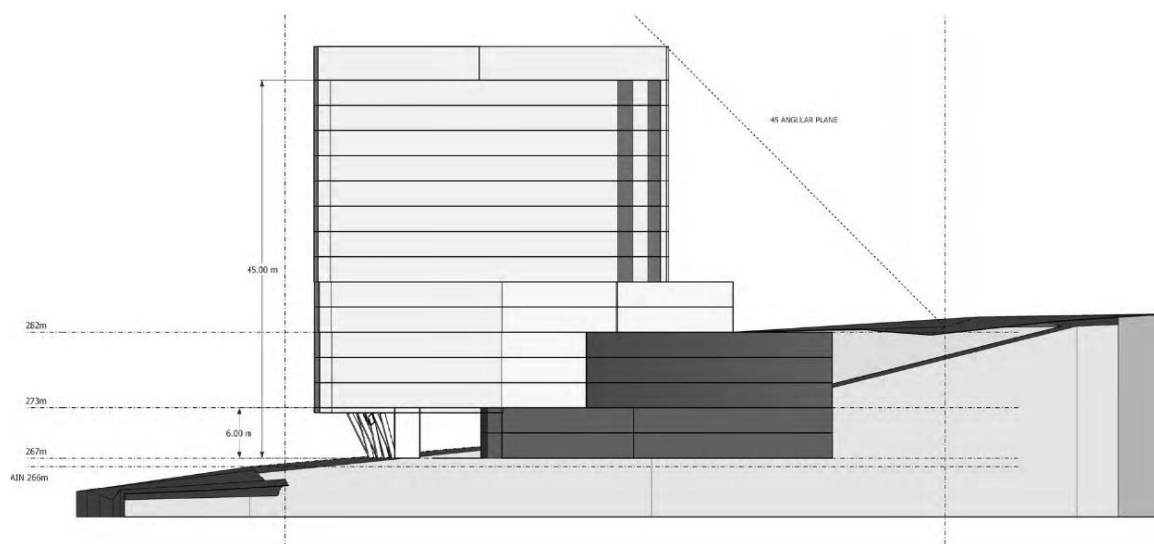


Figure 4: Proposed Massing Model

As shown in Figure 4, the first five storeys (shaded in black) will encompass the required parking. Floors 3 to 15 are intended for residential uses, with the two floors (floors 6 & 7) extending further east to be used for the townhouse units. Immediately above the townhouse units are rooftop amenity spaces comprised of a landscaped green roof terrace. From south to north, the first two buildings will have a connected and shared rooftop terrace. The third building will have its own private rooftop terrace. The fourth and fifth building will also have a connected and shared terrace. The site landscape design helps provide an attractive pedestrian realm both at the street level and within the interior of the site. The Landscape Plan includes trees, mass plantings, and grasses that will complement the building and the existing natural area, in addition to the different amenity areas and small plazas that includes bench seating, pergolas and unit pavers to enhance the property.

The site has also been designed to be well-connected both within the subject lands and to the surrounding lands. A public pedestrian access will be provided from 62 Highman Avenue to Water Street South. Due to the change in elevation, the connection will be in the form of stairs traversing east to west. This permits access to the interior existing neighbourhood and access to Water Street South and the Rail Trail across the road, which is anticipated to be accessible via a future pedestrian crosswalk.

The landscape plan is provided for review as Appendix C and provides a full inventory of the proposed landscaped works for the site. A zoomed in version of this landscape plan is provided below as Figure 5. The image depicts the connection to 62 Highman Avenue, the amenity spaces along the rear of the buildings (eastern portion of the site), proposed vegetation, and walking paths.



Another important aspect of the building design is the 45-degree angular plane that is depicted on Figure 4. This concept applies a 45-degree angle from the rear property line (eastern property line) to ensure that the built form is sympathetic to the surrounding low-density development along Highman Avenue. This enhances compatibility with surrounding development by minimizing privacy and overlook concerns when high density residential development is considered in proximity to existing low-density development. Additionally, as a result of this angular plane design and the natural topography of the lands, the existing neighbourhood to the east will only have a visible interface with 10 of the 15 storeys proposed on 193 Water St. S. A full view of the height is only visible from Water Street South. Furthermore, the proposed development has been designed with a significant setback from the Highman Avenue dwellings, being a total of 15 metres from the proposed townhouse units that wrap around the podiums of each building, and a minimum of 30 metres from the actual apartment towers. No balconies are proposed on the eastern side of the buildings.

Existing and Proposed Vegetation

In order to facilitate the proposed residential development, a significant number of trees will need to be removed to accommodate the proposal. Originally, the applicant had proposed to remove approximately 659 trees from the subject lands, where 275 of those trees required permits for removal. However, the applicant has since revised this proposal to maintain 107 trees along the eastern portion of the subject lands, along the rear yards of the Highman Avenue properties. The site would still be required to remove approximately 552 trees to accommodate the development.

The City of Cambridge requires that trees proposed for removal be replaced on the site as follows:

- For trees that are less than 20 cm DBH (Diameter at Breast Height), there is no

cost to remove these trees;

- For trees that are 20cm-30cm, one replacement tree is required;
- For trees that are 31cm-40cm, two replacement trees are required;
- For trees that are 41 cm-70 cm, three replacement trees are required; and,
- For trees that are greater than 71cm, four replacement trees are required.

Any dead tree that is greater than 20 cm will also be required to provide a ½ tree as replacement. Securities for all of the tree plantings as part of the approved landscape plan will be collected. The applicant has confirmed that they will meet the necessary requirements to provide the planted trees.

The trees located along the frontage of Water Street South and within the floodplain designation will remain. Figure 6 below illustrates the tree planting plan for the site. The red numbers illustrate trees that are to be removed, while the green numbers illustrate those trees that will remain. The portion of land fronting onto Water Street South and outside of the blue boundary will continue to be planted with the original trees, however, are not shown on this plan as they are not within the boundary of the subject lands:

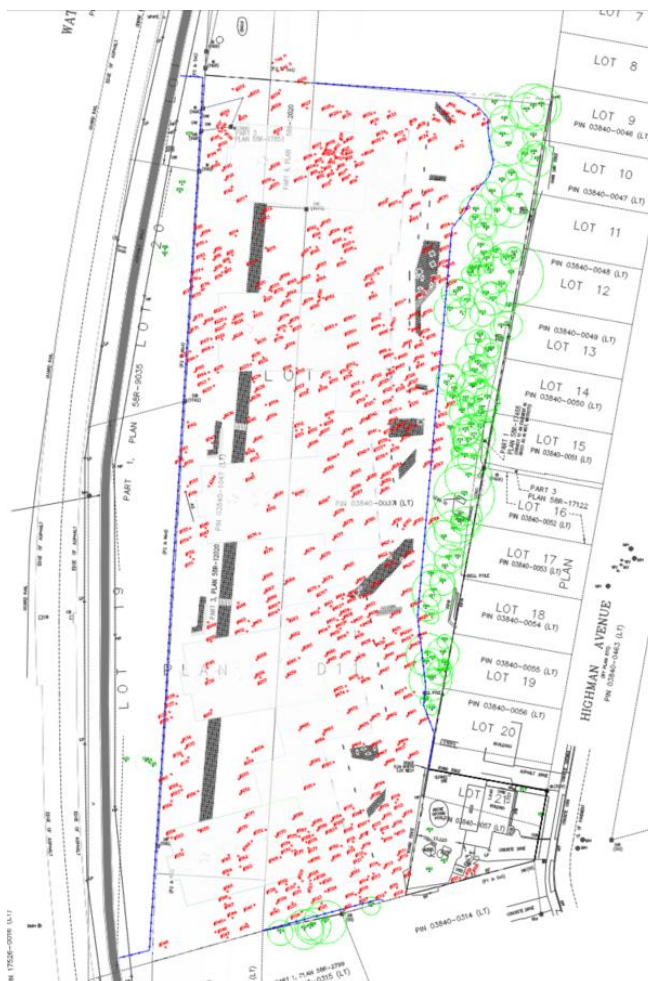


Figure 6: Tree Preservation Plan

Affordable Housing

The applicant is proposing to commit a total of 50 residential units in this development to affordable housing (10 units in each building), which will be facilitated through the Region of Waterloo. The Region's 10-year Housing and Homelessness Plan contains affordable housing targets for Waterloo Region and supports the provision of a full range of housing options. In order for affordable housing to fulfill its purpose of being affordable to those who require rents or purchase prices lower than the regular market provides, an agreement is to be entered into with conditions establishing the income levels of the people who can rent or own the homes, as well as conditions on how long those units need to remain affordable. The Region will work with the applicant to establish these conditions and the agreement through the Site Plan Approval stage.

It should be noted that the proposed development being presented as part of this final recommendation report has not changed in height or density from the original proposal that was presented at the Public Meeting on August 10th, 2021 . The applicant has made some changes to the site plan to address some of the concerns raised by the community.

The proposed development will be condominium tenure and subject to a future Site Plan application and Plan of Condominium application to implement the plan. The concept elevations and renderings have been included in Appendix D. Figure 7 below is a rendering of the proposed development to assist with the visualization of the proposal:



1 - RENDERING - BACK VIEW



2 - RENDERING - FRONT VIEW FROM WATER STREET

Figure 6: Proposed Rendering of the Subject Lands

Statutory Public Meeting

In accordance with the Planning Act, the City held a public meeting in order to formally consider the requested Official Plan and Zoning By-law Amendment applications and to receive comments from members of the Public and from members of Council. Oral submissions were made at the public meeting held on August 10th, 2021. Written submissions were also received. In addition to the public meeting, two neighbourhood meetings were held on June 28th, 2021 and February 2nd, 2022 to provide an opportunity for members of the public to share their opinions.

The excerpts from the public meeting minutes are in Appendix E.

The public comments received are addressed in Appendix F.

ANALYSIS:

City Staff have completed a detailed review of the proposed applications, including all submitted application materials, department and agency comments, compatibility with the surrounding neighbourhood with respect to proposed density and height, the

appropriateness of the subject lands to accommodate the development, and the site-specific provisions that have been requested by the applicant. Should Council approve the Official Plan Amendment (Appendix A) and Zoning By-law Amendment (Appendix B), a Site Plan application and Plan of Condominium application will also be required to implement the plan.

It is of the opinion of Staff that the proposal is consistent with the policy directions to build healthy, sustainable communities and support intensification within the Built-up Area. The Official Plan may facilitate or encourage the development of lands for multi-unit residential where it can comply with specific location criteria as described in Section 8.4.3.

The proposed development meets the criteria as the property:

- Is located on an arterial road (Water St. S.) with direct access from the site;
- Is located within reasonable distance to local transit services and the Ainslie Street Terminal (approximately a 15 to 18-minute walk), Churchill Park, nearby schools to the east of the site, and provides pedestrian connections to amenities in the surrounding community;
- Provides safe emergency access from Highman Avenue in an emergency situation when access to Water St. S. may not be available;
- Provides a range of exciting and modern landscaping techniques and amenity areas with pedestrian connections within the site and leading to connections off-site;
- Provides connection to municipal servicing including water and sanitary infrastructure; and,
- Proposes a development that uses appropriate setbacks and the natural use of the topography as part of the design of the building to reduce the appearance of the scale, and provides a cohesive design with a 45-degree angular plane, supporting character and integration by design.

The proposal will provide the required compensation for the tree removal by replanting a significant number of trees on site, while also maintaining 107 existing trees. The maintained trees are located along the eastern property line, providing additional buffering between the proposed development and the existing residential dwellings.

Given the points of consideration above as outlined in the Official Plan, the proposed location is considered appropriate for multi-unit residential development.

The site at 193 Water Street South is presently designated as “Natural Open Space System” in the City’s Official Plan, which does not permit residential development. An

OPA is necessary to re-designate the site to “High Density Residential” to facilitate the development.

The subject lands have been reviewed to determine the level of significance with respect to the vegetation that is currently located on the site. The City’s Official Plan identified the site as a Locally Significant Natural Area (“LSNA”), however, an Environmental Impact Study (“EIS”) prepared by Colville Consulting Inc. demonstrated that the lands do not satisfy the criteria to be considered a significant woodland or a LSNA with no habitats for species at risk or endangered species being located on the property. The EIS also concluded that the site did not identify as fulfilling any natural feature linkage role. The Ministry of Natural Resources and Forestry only considers an area a woodland if a minimum canopy of 60 percent can be met, which the site does not meet. Therefore, it was determined that the site does not meet the criteria to be a woodland or a Locally Significant Natural Area. The EIS concluded that the subject lands and surrounding area are already impacted by existing urban development.

Although the site is primarily wooded at this time, the location of the property fronting onto an arterial road and within 280 metres of an Urban Growth Centre is considered an appropriate location for development to support the surrounding community. It follows the existing built form pattern, which has directed lower density within the central core and higher density to the peripheries of the Core Area. Additionally, it provides an opportunity to facilitate a high-quality development that creates an intriguing, vibrant and modern gateway to a growing City.

The proposal supports healthy and liveable communities due to the proximity of the site to a range of existing and planned community and service uses, local commercial amenities and recreational areas that are all easily accessible by alternative forms of transportation. The proposed development will use the existing topography of the lands to integrate high-density development into the existing residential neighbourhood; supports affordable housing and provides housing choices for different lifestyles while achieving an identifiable image at the gateway to the Downtown.

It is the opinion of Staff that the development implements the goals and objectives of the Official Plan; is considered good planning; is consistent with the Urban Design policies in Chapter 5 of the Official Plan and provides the following additional benefits:

- Creates affordable housing in accordance with Regional targets;
- Improves pedestrian movements between the existing residential neighbourhood and Water Street South;
- Remediation of a potentially contaminated site. The subject property was identified as having a potential for environmental contamination due to the former use of the western portion of this property by a rail line. A Record of Site

Condition (“RSC”) will be required to be provided to the City prior to the lifting of the Holding Provision on the site and approval of a Site Plan application;

- Provides buffering and landscaping over and above the regular requirements. The proposed buildings are setback from existing residential development to the east by 15 metres, which is measured to the two-storey townhome units and 30 metres from the residential towers. The site is proposed to be well-landscaped from the front to the rear, with several landscaping features that are proposed to elevate the site including pebble bench seating, benches, seating tables, retaining walls with plantings, plaza spaces with upgraded paving, mass planting of grasses and perennials, and lawns with pedestrian connections; and,
- Provides improvements to parks and trail systems by providing accessible connections.

A Traffic Impact Study was also prepared for the subject lands to analyze existing traffic conditions, traffic forecasts and to identify potential improvements to accommodate the proposed development. The conclusions of the study were reviewed by Regional and City Staff and determined that the proposed development can be supported with the construction of a southbound left-turn lane on Water Street South for the two driveways to permit the continued uninterrupted movement of traffic.

The subject lands are currently zoned “Open Space – OS1” on 193 Water Street South and “Residential – R4” on 62 Highman Avenue under Zoning By-law No. 150-85. The applicant is seeking to rezone 193 Water St. S. to the “Multiple Residential – (F)(H)RM2” zone and 62 Highman Avenue to the “Open Space – OS4” zone with the following requested site-specific provisions:

- To permit the western property line to act as the lot frontage for the subject lands.
 - The City’s Zoning By-law defines Lot Frontage as follows:

*“In the case of a lot **abutting a straight street line**, the distance between the side lot lines measured along a line drawn parallel to the street line at the distance specified in this By-law for the minimum frontage yard”*

The subject property does not have a lot line that abuts a street line. As shown in Figure 8, the subject lands are separated from Water Street South by Regional land that is proposed to remain along the western property line. The proposed accesses will cross this portion of land and provide access to the proposed development. As such, the applicant is requesting that, notwithstanding the western property line not abutting the street line, that it be considered the lot frontage given the proposed accesses to Water Street South and the facades of the building being directed in that direction.

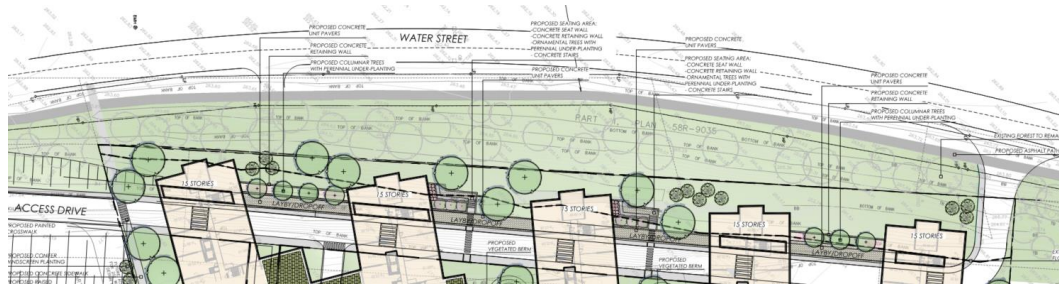


Figure 7: Lot Frontage

- City Planning Staff have no concerns with this request and do not anticipate any adverse impacts from the western property line acting as the lot frontage. It is considered the logical frontage for the site.
- To permit required parking for an apartment house to be provided at a rate of one space per dwelling unit plus 0.20 spaces for visitors per dwelling unit, whereas the By-law requires parking to be provided for apartment houses at a rate of one space per dwelling unit plus 0.25 spaces for visitors per dwelling unit.
 - In total, the proposed development is required to provide 1,229 parking spaces as per the requirements of the Zoning By-law. The applicant is proposing a total of 1,196 parking spaces, which results in a minor deficiency of 33 parking spaces, which is equivalent to a 3 percent reduction.
 - The reduction in parking was reviewed by City Transportation Staff and was determined to be an acceptable reduction in parking for the proposed development, given the site's location to existing and future transit options. The site is well-connected to pedestrian walkways and multi-use paths that allow for various forms of movement including walking and biking. The site has access to a good network of cycling through local streets and trails along the Grand River. City Staff support the reduced number of parking spaces in order to promote the use of transit and other forms of transportation.
 - The site will also provide a total of 693 bicycle parking spaces, both located around the subject lands and within the buildings. The provision of these spaces will promote the use of bicycles for moving around the local area, and as a result staff support the minor reduction in parking.
- To permit a minimum parking stall size to be 2.75 metres by 5.6 metres, whereas the By-law requires a minimum parking stall size of 2.9 metres by 5.5 metres.
 - The applicant has requested this change to better assist the design of the parking floors. The reduction to the stall size width was reviewed by the City's Transportation Department and was approved by Staff. Many municipalities, including the City of Kitchener permit a minimum width of

2.75 metres. As such, it is considered to be a minor request. Staff have no concerns with the request.

- To permit a maximum density in the RM2 zone of 511 units per hectare, whereas a maximum density of 150 units per hectare.
 - The applicant is requesting a significant increase in the density proposed for the subject lands. The subject lands are less than 300 metres of the Galt Core Area, which is characterized by low to mid-rise commercial and residential uses in the central areas of the core, while the edges increase in density with townhouses and mid to high density apartment buildings. The proposed residential development follows the existing development pattern that sees high-density development to the edges of the Core Area, and in this case, just outside of it. The site's location provides an opportunity to support the increase in density given its proximity to the Urban Growth Centre and all of the associated service and commercial uses available to residents; the convenient access to current and future planned transit services; and the available pedestrian connections to the existing residential neighbourhood which provides easy access to institutional and recreational uses.
 - The proposed development supports the ideal complete community. The increase in density will foster a vibrant and connected neighbourhood where residents will be encouraged to walk, bike or take transit. The development is proposed to integrate into the existing residential neighbourhood along the eastern property, while using appropriate design techniques, vegetation, and significant buffering to reduce compatibility concerns with adjacent development.
 - The proposed development will add necessary housing in proximity to the core that will help accommodate forecasted growth within the City. The proposal provides for multiple buildings with a range of unit types to provide housing choice for different lifestyles.
 - It is of Staff's opinion that the proposed density can be supported on the subject lands.
- To permit a minimum front yard setback of two metres, whereas a minimum front yard setback of 4.5 metres is required.
 - The intent of this provision is to ensure that buildings are setback an appropriate distance from lot lines in order to accommodate landscaping, drainage and spatial separation between abutting properties. Setbacks can also be used in a manner that elevates the urban design of a development and promotes active streetscapes and more vibrant relationship between buildings and those who actively use the street. The proposed front yard of the subject lands does not abut a street directly. As

such, the proposal to shift the buildings closer to the proposed front lot line will bring the building closer to the driveway access and further away from the existing residential development along the eastern property line. The proposal to reduce the front yard setback will help enhance the pedestrian experience at the front of the building, while also permitted greater area at the rear (eastern portion of the lands) to provide space to be used for amenity areas.

- It is the opinion of Staff that the proposed reduction to the front yard setback is appropriate in this case and will have little to no negative impact to the street
- To permit a minimum interior side yard setback of seven (7) metres, whereas the minimum interior side yard setback is 12 metres.
 - A total reduction of 5 metres is being requested from the northern property line in order to maintain consistent separation between each of the five proposed buildings on the lands. The portion of the building that is located closest to the northern property line consists of the building's two storey townhouse podium that wraps the tower towards the rear of the building (eastern side). The residential tower that rises from storeys 7 to 15 is setback from the property line by 12.5 metres.
 - The adjacent property contains one residential dwelling on the subject lands and an accessory building. The accessory building is located closest to the property line with the main residential dwelling being located approximately 48 metres from the property line. The applicant has proposed to plant some vegetation between the proposed building and the property line. There is also no pedestrian connection proposed along the northern property line. As such, it is the opinion of staff that the proposed reduction in the interior side yard setback will not cause adverse impacts on the adjacent property or the existing residential dwelling on the property, given the significant setback that already exists between the proposed building and the residential dwelling to the north.
- To permit a minimum total amenity area of 19,650 square metres, whereas the By-law requires a minimum total amenity area of 23,490 square metres for the proposed development.
 - The Zoning By-law requires that a multi-unit residential building provide a minimum amenity area of 20 square metres per studio or one-bedroom dwelling unit and a minimum of 30 square metres per each two-bedroom dwelling unit or more. Based on the definition for amenity area in the City's Zoning By-law, areas proposed for landscaped areas, patios, private amenity areas (balconies and decks etc.), communal lounges, swimming

pools, play areas and similar uses are considered to meet the definition. The applicant is proposing a range of amenity spaces on the site, both private and communal areas including balconies, landscaped terraces, communal landscaped and plaza areas with seating, interior community rooms etc. The total provided amenity area for the proposed development equates to 19,650 square metres (211,510 square feet), while the By-law requires a total of 23,490 square metres (252,844 square feet) be provided. This equates to a requested reduction of 3,840 square metres (41,333 square feet) or 16 percent in total amenity space on site.

- It is the opinion of Staff that the applicant has accommodated a range of amenity space areas on the site for the future residents. The amenity spaces have been integrated into the built form and on the property, assisting in creating an exciting public realm that connects the development on the property and with the surrounding community. The subject lands are also in proximity to Churchill Park (approximate 600 metre walk), as well as there are other parks and trails within walking distance of the subject lands that can be enjoyed by the residents.
- As such, Staff are of the opinion that the proposed reduction in amenity area can be supported.

Based on the review completed above of the requested site-specific provisions, it is the opinion of Staff that the proposed applications are consistent with the Provincial Policy Statement, conform with the policies of the Provincial Growth Plan, the Regional Official Plan, the City of Cambridge Official Plan and meet the general intent and purpose of the City of Cambridge Zoning By-law No. 150-85. The proposal represents good planning. As such, Staff recommend approval of the Official Plan Amendment and Zoning By-law Amendment.

If Council does not support the recommendation, the project as planned may not be able to proceed. If Council were to decide to not approve the Official Plan Amendment and Zoning By-law Amendment, the applicant would be able to file an appeal to the Ontario Land Tribunal (OLT).

Holding Provision

Staff requires that a Holding Provision be added to the Zoning By-law Amendment for the subject lands to ensure that the following requirements are satisfied prior to Site Plan Approval:

1. a Record of Site Condition and Ministry Acknowledgement Letter have been submitted to the satisfaction of the City of Cambridge and the Region of Waterloo;

2. a detailed noise study that includes details relating to floor plans, building elevations, mechanical drawings and equipment selections has been submitted to the satisfaction of the Region of Waterloo; and,
3. a detailed dewatering study has been submitted to the satisfaction of the Region of Waterloo. It should be noted that should construction-dewatering volumes interfere with municipal supply pumping at the Middleton wellfield, dewatering works at the site shall cease immediately and construction shall only be permitted to move forward once plans to reduce the dewatering volumes to rates that will not cause an interference is demonstrated.

The Holding Provision is applied to the entirety of the Subject Lands pursuant to Sections 34 and 36 of the Planning Act.

EXISTING POLICY / BY-LAW(S):

City of Cambridge Official Plan (2012)

The City of Cambridge Official Plan (2012) designates the subject lands as “Built-Up Area” on Map 1A. Map 2A of the Official Plan designates 193 Water Street South as “Natural Open Space System” and 62 Highman Avenue as “Low/Medium Density Residential”. To facilitate the development on the subject lands, an Official Plan Amendment is required to re-designate 193 Water Street South to “High Density Residential” with a site-specific policy to permit an increased FSI from 2.0 to 3.61.

62 Highman Avenue will remain designated as “Low/Medium Density Residential”.

A map representing the current Official Plan designation of the subject lands has been included as Appendix G.

City of Cambridge Zoning By-law No. 150-85 (as amended)

193 Water Street South is currently zoned as “Open Space One” (OS1) by the City of Cambridge Zoning By-law No. 150-85. Residential uses are not permitted in the OS1 zone. A zoning by-law amendment is required to rezone the lands from “Open Space - OS1” to the “Residential” (RM2) zone, which permits apartment houses with four or more dwelling units. The amendment also requests site-specific zoning provisions in order to facilitate the proposed development. In staff’s opinion, the proposed Zoning By-law Amendment with site-specific regulations complies with the intent of the City of Cambridge Zoning By-law No. 150-85.

62 Highman Avenue is currently zoned as “Residential” (R4), which permits a detached one family dwelling and any use permitted in any zone in accordance with Section 2.1.1. The applicant will rezone the lands from “Residential” (R4) to the “Open Space” (OS4) zone.

A zoning map representing the current zoning of the subject lands has been included as Appendix H.

FINANCIAL IMPACT:

- Planning Application fees for the Official Plan and Zoning By-law Amendment applications totaling an amount equating to \$28,000 has been paid to the City (2021) to process these applications.
- City Development Charge fees for the proposed development is estimated at \$13,929,719 for 991 units.
- The potential tax revenue (using the 2021 City tax portion rate) from the proposed development is as follows:
 - 40 Townhouses: An estimated total tax revenue of \$94,343;
 - One-bedroom units: An estimated total tax revenue of \$1,070,360;
 - Two-bedroom units: An estimated total tax revenue of \$527,646;
 - Three-bedroom units: An estimated total tax revenue of \$61,752.

Please note that this is an estimate of assessed value and property taxes only.

- Any further costs associated with the development of the site are borne by the applicant.

PUBLIC VALUE:

Engagement:

Public involvement was invited virtually at key milestones throughout the duration of the project including at the first public meeting and at two neighbourhood meetings hosted by the City and the applicant which helped lead to the proposal brought forward today. This process provided the community with the ability to share their opinions and views openly and allowed for active and direct communication between residents, staff, the applicant and members of Council.

ADVISORY COMMITTEE INPUT:

The subject lands, municipally known as 193 Water Street South, is neither listed nor designated on the Heritage Properties Register, however, it is adjacent to 183 Water Street South, which is designated under Part IV of the Ontario Heritage Act and 201 Water Street South, a property listed on the Heritage Properties Register. Due to the adjacent listed and designated properties, a Heritage Impact Assessment was required to accompany the development applications.

The Heritage Impact Assessment (HIA) was heard at the July 22, 2022 Municipal Advisory Committee (MHAC). The HIA was accepted, however, there were concerns raised by the Committee regarding the proposed mass and scale and its impact on the designated heritage property. The Committee has requested that a design be required

as recommended in the HIA that reduces the mass and scale impact on 183 Water Street South and that the design be presented to MHAC for consideration with 3D renderings. These design considerations can be addressed including buffering/landscaping, materials, overall massing and scale through the Site plan Approval process prior to receiving final approval. The Committee also recommends that all remaining mitigation measures outlined in the HIA be considered during the Site Plan application phase and required as conditions for Site Plan Approval to the satisfaction of the Chief Planner where appropriate.

PUBLIC INPUT:

The statutory public meeting required under the Planning Act was held on August 10, 2021 and official notification was provided in the Cambridge Times. In addition, notice was provided to all assessed property owners within a 120 metre (392.7 feet) radius of the site and anyone else who requested notice.

Public input was received and concerns regarding the proposal with respect to matters including height, density, tree removal, traffic etc. has been addressed throughout the report.

INTERNAL / EXTERNAL CONSULTATION:

The application and supporting information have been circulated to the departments and agencies listed in Appendix I.

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

CONCLUSION:

Staff is of the opinion that the proposed applications are consistent with the Provincial Policy Statement, conform with the policies of the Provincial Growth Plan 2020, the Regional Official Plan, the City of Cambridge Official Plan and meet the general intent and purpose of the City of Cambridge Zoning By-law 150-85.

The proposal represents good planning, contributes to the creation of complete communities and provides necessary housing in proximity to the existing Urban Growth Centre while incorporating high standards of design. As such, staff recommends approval of the Official Plan and Zoning By-law Amendments.

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:

1. 22-103-CD Appendix A - Draft Official Plan Amendment
2. 22-103-CD Appendix B – Draft Zoning By-law Amendment
3. 22-103-CD Appendix C – Concept Plan and Landscape Plan
4. 22-103-CD Appendix D– Concept Elevations
5. 22-103-CD Appendix E– Public Meeting Excerpts
6. 22-103-CD Appendix F – Public Comments
7. 22-103-CD Appendix G – Current Official Plan Map
8. 22-103-CD Appendix H – Current Zoning Map
9. 22-103-CD Appendix I – Internal/External Consultation and List of Supporting Documents