

To: COUNCIL

Meeting Date: 5/30/2023

Subject: 23-224-CD – Recommendation Report for Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision (River Mill Phase 5)

Submitted By: Lisa Prime, Chief Planner

Prepared By: Rachel Greene, Senior Planner

Report No.: 23-224-CD

File No.: OR09/20 & 30T-21102

Wards Affected: Ward 1

RECOMMENDATION(S):

THAT Report 23-224-CD – Recommendation Report for Official Plan Amendment, Zoning By-law Amendment and Draft Plan of Subdivision (River Mill Phase 5) be received;

AND THAT Council adopts Official Plan Amendment submitted by River Mill Development Corporation to redesignate the lands from Future Urban Reserve to Low/Medium Density Residential with a Site Specific Policy 8.10.98 for a maximum allowable density of 50 units per hectare, and that the adopted Official Plan Amendment be submitted to the Regional Municipality of Waterloo for approval;

AND THAT Council approves the Zoning By-law Amendment submitted by River Mill Development Corporation to rezone the subject lands from “A1 Agricultural” and “RR1 Rural Residential” to “RM3 Multiple Residential” with site specific provision s.4.1.458 to permit the development of the lands with 170 two and three storey townhouse dwellings;

AND THAT Council advise the Regional Municipality of Waterloo that the City of Cambridge recommends draft approval for Plan of Subdivision 30T-21102, subject to the draft approval conditions attached to this report in Appendix D;

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

AND FURTHER THAT, the By-laws attached to report 23-224-CD, be passed.

EXECUTIVE SUMMARY:

Purpose

This report has been prepared to provide a recommendation on the proposed Official Plan and Zoning By-law Amendments and Plan of Subdivision applications for the lands at 875 and Part of 800 Briardean Road (including parts of Briardean Road Right-of-Way) to facilitate the construction of 170 townhouse dwellings and a stormwater management facility.

Key Findings

- The proposed development is located within the larger River Mill Subdivision (formerly Hunt Club) which includes a variety of existing and proposed land uses including schools, parks, trails, commercial and employment uses.
- River Mill Phase 5 intends to provide an appropriate medium density residential built form, providing an increase in housing options and contributing to the creation of complete community.
- The proposal aligns with Provincial, Regional and City goals and objectives with respect to developing in a Designated Greenfield Area and is planned to be connected to municipal services from Phase 1.

Financial Implications

- \$29,037 has been paid to the City to process the Official Plan Amendment, Zoning By-law Amendment and Plan of Subdivision applications.
- City and Regional Development Charge Fees will be collected prior to building permit issuance.
- An estimate of the potential tax revenue is provided further below 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: Increase housing options

Program: Development Approvals

Core Service: Official Plan and Zoning By-law Amendments

BACKGROUND:

Property

The subject property is located at 875 and part of 800 Briardean Road (including parts of the Briardean Right-of Way) and is legally described as Part of Lot 11, Concession 1, Beasley's Lower Block (Geographic Township of Waterloo), in the City of Cambridge, Regional Municipality of Waterloo. The subject lands are located to the south of Maple Grove Road on the east and west side of Briardean Road.

Access to Maple Grove Road from Briardean Road was closed in September 2020 with access maintained via Pointer Street and Compass Trail. The City has provided authorization to include portions of the Right-of-Way (ROW) as part of the proposed Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA) applications and Realty Services will be bringing a report at a later date that provides information and seeks direction on the potential sale of the ROW surplus lands.

875 Briardean Road is a vacant residential property with an area of 0.41 ha and a frontage of approximately 74 metres on Briardean Road. The subject portion of 800 Briardean Road is approximately 3.46 ha (8.99 ac) in size with a frontage of approximately 176 m on Briardean Road and delineated by the existing Middle Creek and buffer lands to the west. The lands are currently used for agricultural uses and an existing sales trailer. The subject lands are shown in Figure 1.

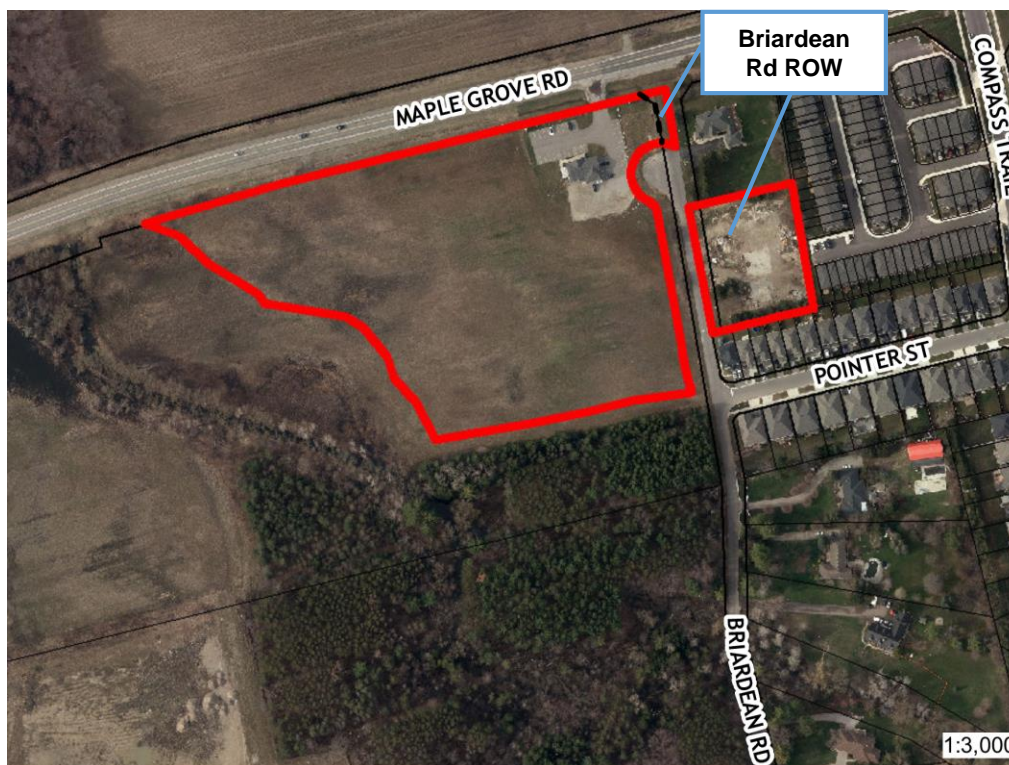


Figure 1 Aerial view of the Subject Lands

Surrounding Land Uses

The subject lands are located within the Urban Area boundary (south of Maple Grove Road). A single detached dwelling and agricultural lands are located to the north. Lands to the southeast are part of the completed Phases 1 and 2 of the River Mill Community and lands to the southwest are part of River Mill Phase 3 and 4 (currently at various stages of review).

EXISTING POLICY / BY-LAW(S):

City of Cambridge Official Plan, 2012, as amended

Existing Land Use Designation(s): Designated Greenfield Area and Future Urban Reserve as per Maps 1A and 2 of the City's Official Plan.

Proposed Land Use Designation(s): Low/Medium Density Residential with Site-Specific Policy 8.10.98.

Policy	Existing Policy for Low/Medium Density	Proposed Site-Specific Policy 8.10.98
Maximum Density	40 units per hectare (139 units)	50 units per hectare (175 units max)

The existing and proposed land use designation is shown in Figure 2 below.

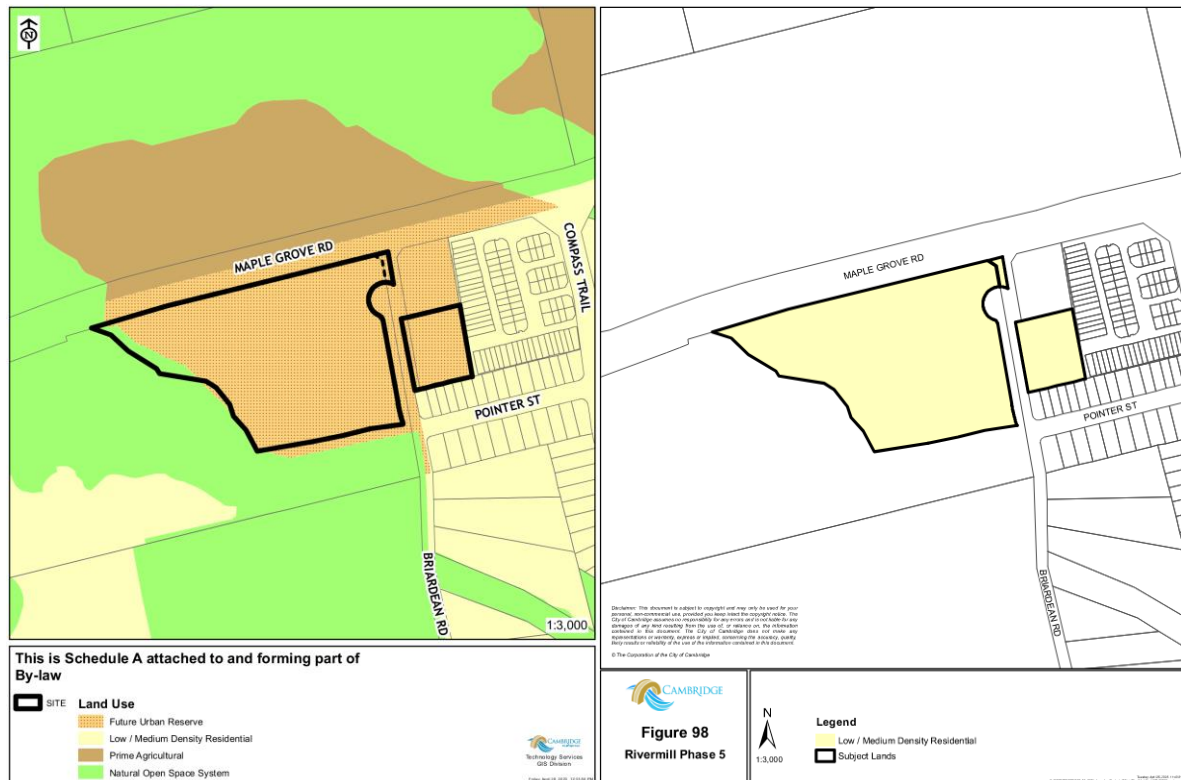


Figure 2 Existing and Proposed Official Plan Designations

City of Cambridge Zoning By-law 150-80, as amended

Existing Zoning: A1 Agricultural and RR1 Rural Residential

Proposed Zoning: RM3 Multiple Residential with site-specific provision s.4.1.458

Proposed Site-Specific Zoning Provisions:

Development Standard	Existing Zoning By-law 150-85 (RM3)	Proposed (RM3 s.4.1.458)	
		Cluster Row	Back-to-Back
Maximum Density	40 units per hectare	50 units per hectare	
Maximum Lot Coverage	40%	60%	80%
Minimum Landscaped Open Space	30%	25%	N/A
Minimum Front Yard Landscaped Open Space	45%	35%	
Minimum Setbacks from Perimeter Lot Lines	Rear yard: 7.5 m	6 m	
	Side Yard: 6 m but can be reduced to 3 m if not facing R-class zone	3 m	
Maximum Number of Attached Dwelling units	6	8	16
Private Amenity Area	40 sq.m	25 sq.m	4 sq.m
Setback from parking to habitable room	6 m	3 m	
Maximum Encroachments into required yards	Steps, sills, cornices, eaves, gutters, chimneys or pilasters	0.75 m	
	Patios, decks or porches	3.0 m	
Setback between the front or rear wall and side wall of buildings on the same lot	8m	7.5 m	

The following additional provisions are also requested:

- The outdoor parking or storage of any vehicle exceeding a maximum length of 6.4 m or an overall height of 2.6 m is prohibited.
- Notwithstanding the creation of lot lines by registration of a condominium, the zoning regulations for cluster development in the RM3 zones as set out herein,

shall be applied to the entirety of the lands zoned RM3, not the individual lots created through condominium registration.

- Geothermal Energy systems are prohibited.

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

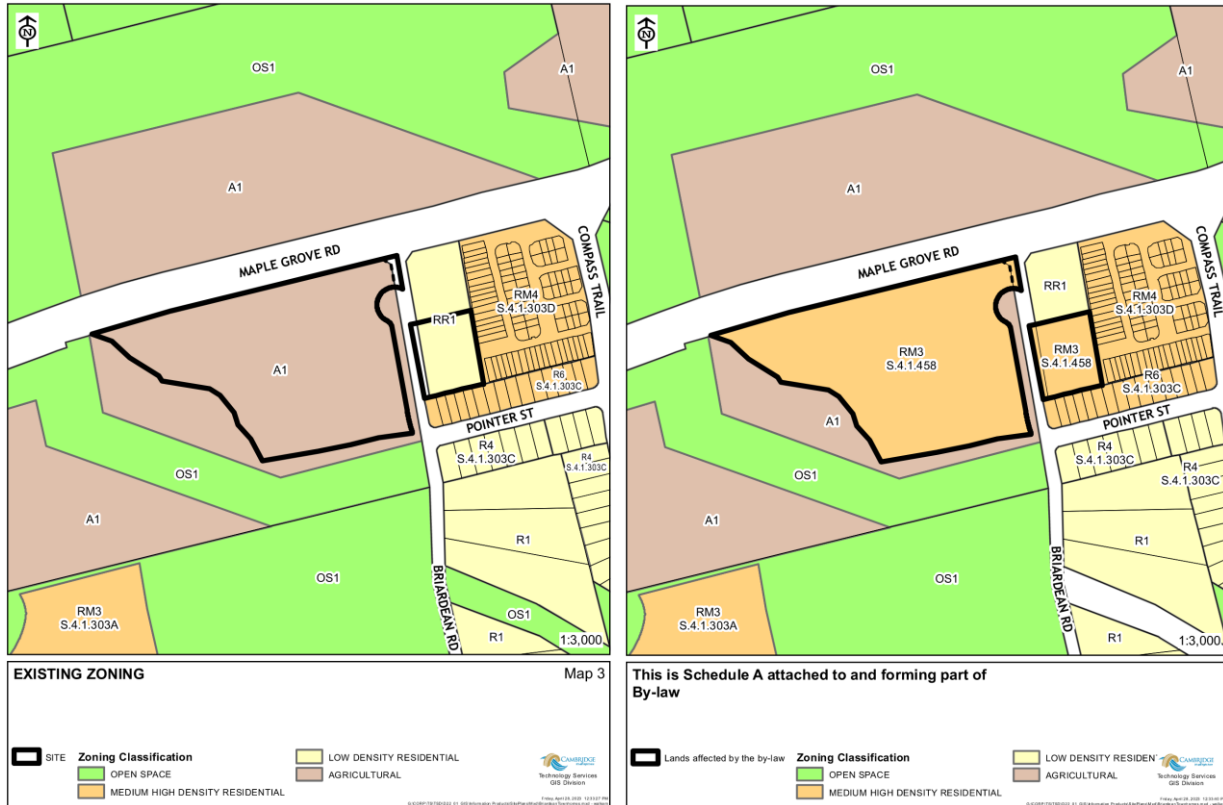


Figure 3 Existing and Proposed Zoning Classifications

ANALYSIS:

Proposal

The applicant is proposing to develop the lands with a medium density residential built form as part of the larger River Mill Community. River Mill Phases 1 and 2 were approved on April 20, 2016 and have been fully built out. River Mill Phase 3 has received draft approval and multiple blocks are registered and under construction. This application was submitted at the same time as Phase 4 which comprise the lands to the southwest (OR08/20 & 30T-21101). Phase 5 can proceed in advance of Phase 4 as the lands are able to be serviced independently by extending services from Pointer Street.

The proposed draft Plan of Subdivision attached as Appendix C to this report, includes two (2) residential blocks which will accommodate 170 two and three-storey townhouse dwelling units. Block 1 (Part of 800 Briardean Road) is intended to accommodate 152 townhouse units and includes a stormwater pond to serve this phase of development.

Block 2 (875 Briardean Road) is intended to accommodate 18 townhouse dwelling units. The plan includes a road widening to become part of Briardean Road and will include a sidewalk and terminate in a cul-de-sac with access maintained from Pointer Street and Compass Trail.

In order to permit this proposal, the applicant has submitted Official Plan Amendment, Zoning By-law Amendment and Plan of Subdivision applications.

An Official Plan Amendment is required to redesignate the lands from Future Urban Reserve to Low/Medium Density Residential with site-specific policy 8.10.98 to permit an increase in density from 40 to 50 units per hectare. This request will facilitate the proposed 170 dwelling units as part of the development where 139 units would be permitted by the Low/Medium Density designation, resulting in an increase of 31 units.

The Zoning By-law amendment is proposed to rezone the lands from “A1 – Agricultural” and “RR1 – Rural Residential” to “RM3 – Multiple Residential” with site specific provision s.4.1.458 to facilitate the proposed townhouse development. The site-specific requests include the base zoning from previous phases with some minor modifications to facilitate both standard and back-to-back cluster townhouses.

The concept plans for Blocks 1 and 2 are shown in Figures 4a and 4b below. Staff note these are concepts only and if approved, each residential block will be required to undergo site plan review and submit a future condominium application.



Figure 4a Block 1 Concept Plan



Figure 4b Block 2 Concept Plan

Policy Overview:

Provincial Policy Statement, 2020 and Growth Plan, 2020

The subject lands are located within an existing settlement area and the development proposes an efficient land use pattern that takes advantage of vacant, underutilized lands for residential intensification with access to municipal water and wastewater infrastructure. The proposed development will provide an appropriate range and mix of housing in a compact built form in proximity to employment lands and community uses such as schools, parks and trails while respecting existing natural heritage features.

The subject lands are located within the Designated Greenfield Area of the Growth Plan. The majority of growth is to be directed to areas which have existing or planned municipal infrastructure and transit services with a more compact built form to support the achievement of complete communities which feature a diverse mix of land uses. The proposed medium density development provides for more sustainable development patterns by utilizing vacant land with access to municipal services from Pointer Street and existing and planned amenities within the River Mill neighbourhood. There is an existing bus stop at the corner of Compass Trail and Maple Grove Road with planned active transportation improvements including a multi-use trail with construction anticipated to begin in 2024.

Regional Official Plan

The subject lands are designated as Urban Designated Greenfield Area in the Regional Official Plan. Regional Official Plan Amendment 6 (ROPA 6) recently came into effect which includes a density target of 59 persons/jobs per hectare for Designated Greenfield Areas in the City of Cambridge (previously 55 persons/jobs per hectare). The proposed subdivision meets the new density target. New development in Greenfield Areas is intended to function as a 15-minute neighbourhood. The proposed development forms part of the larger River Mill community which includes a mix of land uses where people can meet their daily needs within a 15-minute by alternative means of transportation. Phase 5 will be integrated into the larger River Mill community which will ultimately include two elementary schools, multiple parks, as well as commercial and employment uses all connected by a trail network, municipal sidewalks and bike lanes.

City of Cambridge Official Plan

The subject lands are currently designated as Designated Greenfield Area and Future Urban Reserve in the City's Official Plan. The proposal to designate the lands as Low/Medium Density Residential with a maximum density of 50 units per hectare is considered appropriate for a medium density residential development which contributes to meeting City and Regional growth targets to support the City's growing population. The policies set out that growth shall provide for an appropriate mix of jobs; range of housing options; convenient access to local services and community infrastructure including affordable housing, schools, recreation and open space with access to a range of transportation options including public transit. The proposed development achieves this by tying the proposal into the existing and planned River Mill neighbourhood further contributing to a complete community. Phase 5 does not include affordable housing at this time and therefore a condition for a contribution to the affordable housing reserve has been included in the draft approval conditions in Appendix D to this report. Further options for affordable housing within the River Mill community are being explored through Phase 4.

City of Cambridge Zoning By-law, 150-85

The proposed Zoning By-law Amendment is to rezone the lands from 'A1-Agricultural' and 'RR1-Rural Residential' to 'RM3-Multiple Residential' to permit cluster and back-to-back townhouses to a density of 50 units per hectare with site specific provisions consistent with previous phases of the River Mill subdivision. Staff offer the following opinion on the proposed Site Specific Zoning Provisions identified in the Table above in the report:

- Increased density to 50 units per hectare:

- The increase in density is consistent with the Region and City’s intensification target for Greenfield Areas and is considered an appropriate medium density development with an efficient land use pattern that is well connected to the surrounding planned and existing community.
 - The requested increase will facilitate the proposed 170 dwellings on the subject lands that will contribute to a range and mix of housing to create a complete community and 15-minute neighbourhood as part of the overall River Mill community.
 - The availability of a variety of land uses within walking distance via trail connections, sidewalks, future public transit, and the local road network, results in an appropriate foundation to permit an increase in density.
- Increased lot coverage to 60% for cluster and 80% for back-to-back townhouses;
 - Reduced landscaping to 25% for cluster and no landscaped open space for back-to-back townhouses;
 - Increased number of attached dwelling units to 8 for cluster and 16 for back-to-back townhouses; and
 - Reduced private amenity area to 25 sq.m for cluster and 4 sq.m for back-to-back (to be provided as a terrace/balcony):
 - The intent of the above site-specific requests is to permit more compact building footprints in the form of standard cluster and back-to-back townhouses.
 - The increase in lot coverage will provide for larger living areas and result in slightly smaller outdoor landscaped areas. Cluster townhouses will still be required to provide front and rear yard landscaping; however, due to the nature of back-to-back townhouses, it is not practical to require as much landscaping as these units will only be able to provide front yard landscaping.
 - Private amenity area for cluster townhouses will be provided in the rear yard of each unit. As back-to-back townhouses will not have rear yards, amenity area is proposed to be provided as a terrace/balcony. The proposed amenity area is consistent with approved developments in Phases 1 and 2.
 - The site-specific provisions are considered appropriate as they will result in a more compact built form contributing to the ‘missing middle’ housing and provide options for alternative forms of housing to meet the varying needs of future residents.
 - Additionally, the applicant has provided urban design guidelines to ensure the site develops in an efficient, safe and attractive manner. These guidelines will be implemented through site plan approval process.
 - Staff are of the opinion the proposed provisions are appropriate and will result in a scale and form compatible in the existing neighbourhood. Future

residents will also have convenient access to the range of public amenity space available via the trail connections.

- Reduced minimum setbacks from perimeter lot lines to 6 m for rear yards and to 3 m for side yards; and
- Reduced distance between a front or rear wall and side wall of building on the same lot to 7.5 m:
 - The reduction to minimum setbacks from perimeter lot lines and between buildings is considered appropriate as a sufficient space is still maintained between the building and property line for access, maintenance, compatibility and consistent streetscaping.
- Increased encroachment of eaves, sills, steps etc. to 0.75m; and
- Increased encroachment of patios, decks, porches and balconies to 3.0m
 - The proposed increase for the encroachment of eaves, sills, steps, etc. is requested to facilitate the design of the proposed townhouses.
 - Each of the dwelling units propose porches to provide access to units from the street as well as patios and decks for private amenity space. Additionally, the balcony is generally located above the porch for the design of back-to-back towns. It is the opinion of staff that these requests will elevate the streetscape, provide eyes on the street, and permit an appropriately sized private amenity space for future residents. It is not anticipated that this request will have an adverse impact on surrounding residents or on the character of the neighbourhood.
- Reduced distance between an access driveway, aisle, parking stall or parking lot to the window of a habitable room of a dwelling unit to 3m:
 - The intent of this setback is to maintain a buffer to minimize impacts from car headlights on living space. The requested setback reduction to 3m still leaves sufficient space to provide alternative means of buffering such as fencing and/or landscape screening which will be reviewed at the time of site plan.
 - It is the opinion of staff that concerns regarding privacy and lighting from vehicles can be mitigated and that minimal impacts will occur from the proposed reduction. Given the size of the subject lands and the proposed intensification, the permission for a reduced distance facilitates a more efficient design of the subject lands.

Staff Recommendation:

Overall, Planning staff is of the opinion the proposed Plan of Subdivision has regard to Provincial interests and the criteria set out in section 51(24) of the Planning Act. The

proposed development is consistent with the Provincial Policy Statement, conforms with the policies of the Provincial Growth Plan, and conforms to the Regional and City Official Plans. Approval of the Phase 5 development applications is appropriate as it will meet the Provincial, Regional and City goals in relation to growth targets, mix of housing and will promote a complete community that is compatible with existing and planned neighbourhoods. The proposal represents good planning and as such, staff recommend approval of the draft Plan of Subdivision, Official Plan Amendment and Zoning By-law Amendment.

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.

FINANCIAL IMPACT:

- Planning Application fees totaling \$29,037 to process the Official Plan Amendment, Zoning By-law Amendment and Plan of Subdivision applications have been paid to the City (2020).
- The estimated City of Cambridge tax revenue for the 152 townhouse dwellings on Block 1 is \$373,708 using the 2022 City tax portion. The potential tax revenue from the development for the 18 townhouse dwellings on Block 2 is approximately \$44,254. Please note that this is an estimate of assessed property tax only. The revenue generated from assessment growth offsets increased expenses to provide City services, programs and future infrastructure renewal to a growing population.
- City Development Charge fees for the proposed development is estimated at \$3,608,930 for 170 townhouse units.
- Payment of cash-in-lieu of parkland will be required as a condition of draft approval of the plan of subdivision. The Owner will be required to provide an appraisal of the subject lands to determine the parkland dedication cash-in-lieu amount prior to the registration of the subdivision.
- Any further costs associated with the development of the site are borne by the applicant.

PUBLIC VALUE:

Engagement:

A Statutory Public Meeting was held on May 25, 2021. Following this meeting, those members of the public/residents that have requested to be added to the sign-in registry at the meeting or have requested to be notified of Council's decision on the proposed development were notified of this Recommendation Report being presented to Council on May 30, 2023.

ADVISORY COMMITTEE INPUT:

Not Applicable.

PUBLIC INPUT:

Comments received from the public at the meeting on May 25, 2021 were primarily focused on privacy and the potential removal of existing mature trees. The Public Meeting minutes are attached as Appendix G to this report.

In addition, Council had questions/comments regarding the status of Briardean Road, traffic, density and the number of site-specific provisions being requested.

In response to adjacent landowner concerns, the Zoning By-law includes provisions for fencing and planting strips between townhouse developments and single detached dwellings. If Council approves the application, at the time of site plan, the applicant will be required to provide either a minimum 1.5m high chainlink/wrought iron fence and minimum 3m planting strip or a 1.5m high solid fence and a minimum 1.5m planting strip in conformity with the zoning requirements. Additionally, the applicant intends to preserve as many trees possible and where not feasible compensation arrangements will be made for trees that need to be removed. This is included as a condition of the subdivision. Additionally, Tree Preservation Plans and Landscaping Plans will be required prior to tree removals as part of the site plan review.

Portions of Briardean Road have been closed with access maintained via Pointer Street and Compass Trail. There will be no vehicular through traffic from Maple Grove to Briardean Road. Pedestrian connections have been provided for through the trail network to ensure pedestrian connectivity is maintained throughout the community and a multi-use trail is planned along Maple Grove Road with construction starting in 2024.

The requested site-specific provisions to facilitate the development are consistent with the requests through previous phases and as per the above analysis, staff are in support of the proposed amendments which contribute to the establishment of range of housing options that are compatible with the existing and planned community.

The applicant is proposing a density of 50 units per hectare where 40 units per hectare are currently permitted in the Low/Medium Density Residential. Staff are supportive of the requested increase in density as per the above analysis. The proposal is consistent with the Provincial, Regional and City policy direction to build communities with a sustainable development pattern that maximizes the use of available infrastructure.

It is staff's opinion that an additional statutory public meeting is not necessary.

INTERNAL / EXTERNAL CONSULTATION:

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

Staff has received comments from the applicable City departments and outside agencies regarding the proposed Official Plan and Zoning By-law Amendment as well as conditions of draft approval relating to the draft Plan of Subdivision. The staff comments have been addressed by the applicant and will be further implemented through the site plan application for each block. The City's conditions of draft approval are attached as Appendix D and the Region's conditions of draft approval are attached as Appendix E to this report. The Region's conditions are preliminary and are subject to change as part of the Region's decision on the draft Plan of Subdivision. Ultimately, these conditions will be required to be fulfilled prior to registration of the Plan of Subdivision.

CONCLUSION:

It is the opinion of staff that the proposed applications are consistent with the Provincial Policy Statement and conform with the policies of the Provincial Growth Plan 2020 and the Regional and City of Cambridge Official Plans. The proposed development in the Designated Greenfield Area represents good planning as it provides for a desirable residential built form that is planned as part of a complete community and incorporates high standards of design compatible with the existing and planned uses.

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. 23-224-CD Appendix A – Draft Official Plan Amendment
2. 23-224-CD Appendix B – Draft Zoning By-law Amendment
3. 23-224-CD Appendix C – Draft Plan of Subdivision
4. 23-224-CD Appendix D – City Conditions of Draft Approval
5. 23-224-CD Appendix E – Preliminary Regional Conditions of Draft Approval
6. 23-224-CD Appendix F – Internal/External Consultation List
7. 23-224-CD Appendix G – Excerpt of Public Meeting Minutes