

To: COUNCIL

Meeting Date: 9/26/2023

Subject: 23-296-CD Recommendation Report – Zoning By-law Amendment – 39 Lowrey Avenue North

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

Prepared By: Michael Campos, Senior Planner

Report No.: 23-296-CD

File No.: R09/23

Wards Affected: Ward 4

RECOMMENDATION(S):

THAT Report 23-296-CD – Recommendation Report – Zoning By-law Amendment – 39 Lowrey Avenue North be received;

AND THAT Council approves the Zoning By-law Amendment to amend the zoning of the site from “Commercial – C3” to “Residential – RS1 S.4.1.461” with site-specific provisions to facilitate the development of a semi-detached dwelling containing two units;

AND THAT Council is satisfied that the requirement for a public meeting in accordance with subsection 34(17) of the Planning Act has been met;

AND FURTHER THAT the By-law to amend Zoning By-law No. 150-85, attached to Report 23-296-CD, be passed.

EXECUTIVE SUMMARY:

Purpose

The purpose of this report is to provide a recommendation on the proposed Zoning By-law Amendment application to facilitate the development of a semi-detached residential dwelling containing two units.

Key Findings

- The proposed application considers the intensification of an existing residential property within a mature neighbourhood in the City’s Built-Up Area. The

proposed amendment will facilitate gentle intensification of a residential property, supporting the City's objective of providing for a range and mix of housing within convenient distance to local amenities.

- The proposed development supports the City's objective of directing 45 percent of all new development to the Built-up Area.
- The redevelopment of the site for a semi-detached building would complement the existing character of the low-density neighbourhood, which is primarily comprised of two-storey, single-detached dwellings.

Financial Implications

- A planning application fee in the amount of \$16,800 has been paid to the City of Cambridge to process the Zoning By-law Amendment application.
- City and Regional Development Charge fees will be collected prior to building permit issuance.
- Any further costs associated with the development of the site are to be borne by the applicant.

STRATEGIC ALIGNMENT:

☐ Strategic Action

OR

☒ Core Service

Program: Development Approvals

Core Service: Official Plan and Zoning By-law Amendments

BACKGROUND:

Property

The subject property is municipally known as 39 Lowrey Avenue North and is legally described as Plan 488, Block E Lot 12, Part of Lot 11, in the City of Cambridge, Regional Municipality of Waterloo.

The subject property is located at the intersection of Pollock Avenue and Lowrey Avenue North, east of the Galt Core Area. The site is rectangular in shape and has a total area of approximately 690 square metres or 0.069 hectares, with approximately 21 metres of frontage onto Lowrey Avenue North. The site is currently developed with a

single-detached residential dwelling, which is proposed for demolition to accommodate the proposed development of a semi-detached dwelling containing two units.

An aerial image of the subject lands is provided as Figure 1.

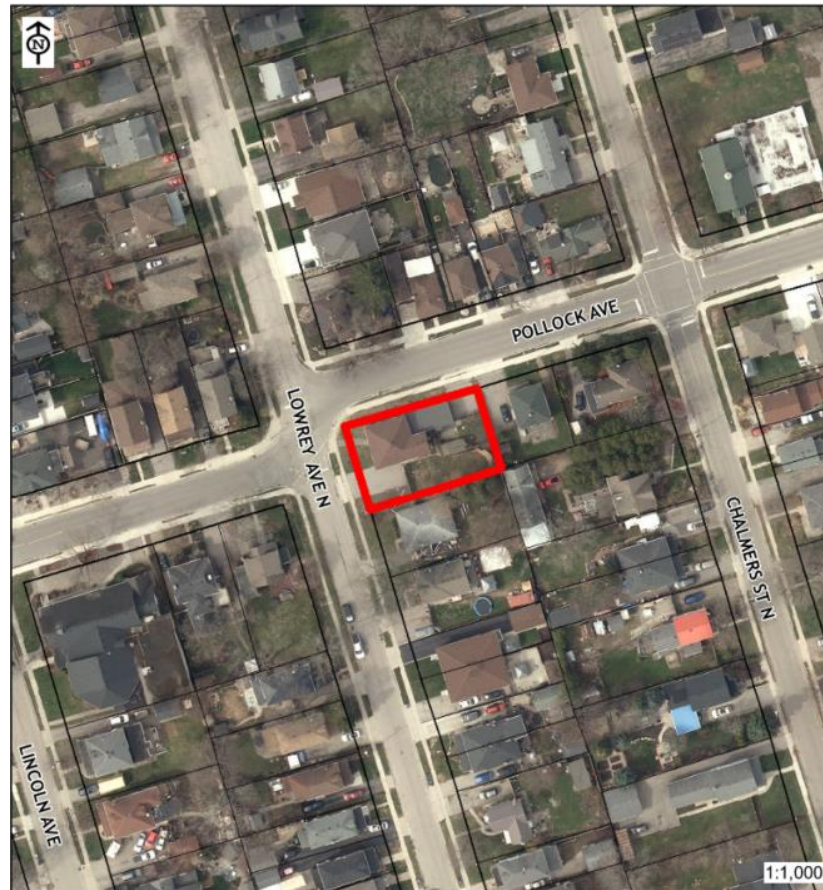


Figure 1: Aerial Image of the Subject Lands

Surrounding Land Uses

The subject property is located within an existing low-density residential neighbourhood that consists primarily of single-detached residential dwellings. The property is within an approximate 15-minute walk of the Galt Core Area to the west and is located within walking distances of two schools (St. Anne's Catholic Elementary School and Glenview Park Secondary School).

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.

The existing land use designation in the City's Official Plan is shown on Figure 2.

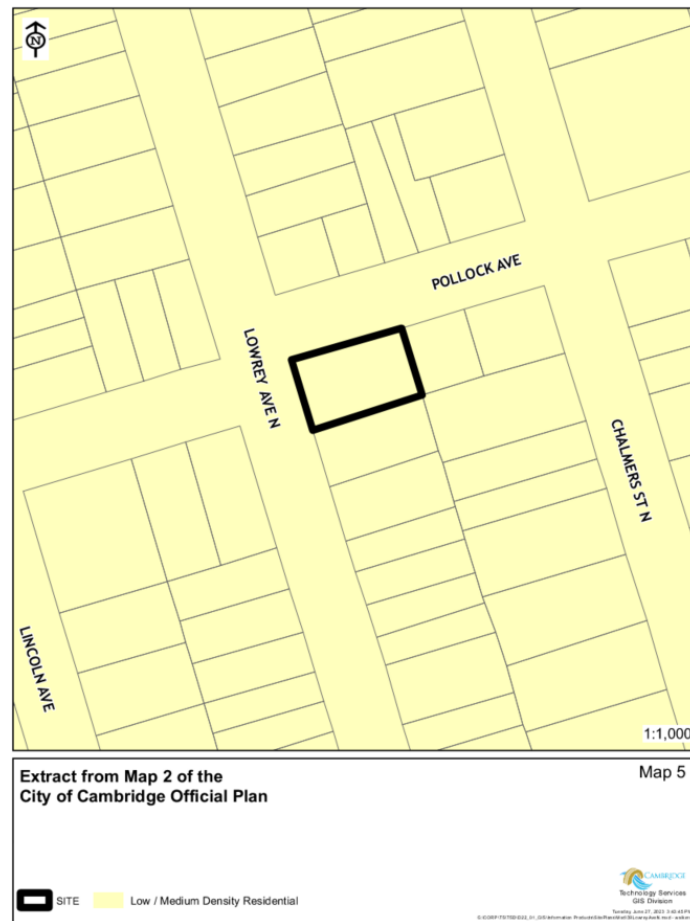


Figure 2: Existing Official Plan Designation

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

Existing Zoning: C3

Proposed Zoning: RS1 S. 4.1.461

Proposed Site-Specific Zoning Provisions:

Development Standard	Existing Zoning By-law No. 150-85 – RS1 Requirements	Proposed Zoning Standard
Minimum Corner Lot Frontage for one attached dwelling unit	13 metres	12.64 metres

Development Standard	Existing Zoning By-law No. 150-85 – RS1 Requirements	Proposed Zoning Standard
Minimum Corner Lot Frontage for two attached dwelling units	22 metres	21.64 metres
Minimum Rear Yard Setback	7.5 metres	Unit 1: 6.95 metres Unit 2: 7.07 metres
Minimum Exterior Side Yard Setback	6 metres	Unit 1: 5.14 metres
Maximum Lot Coverage	One and Two Attached Dwelling Units: 40 percent	One Attached Dwelling Unit: 51.90 percent Two Attached Dwelling Units: 43 percent

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

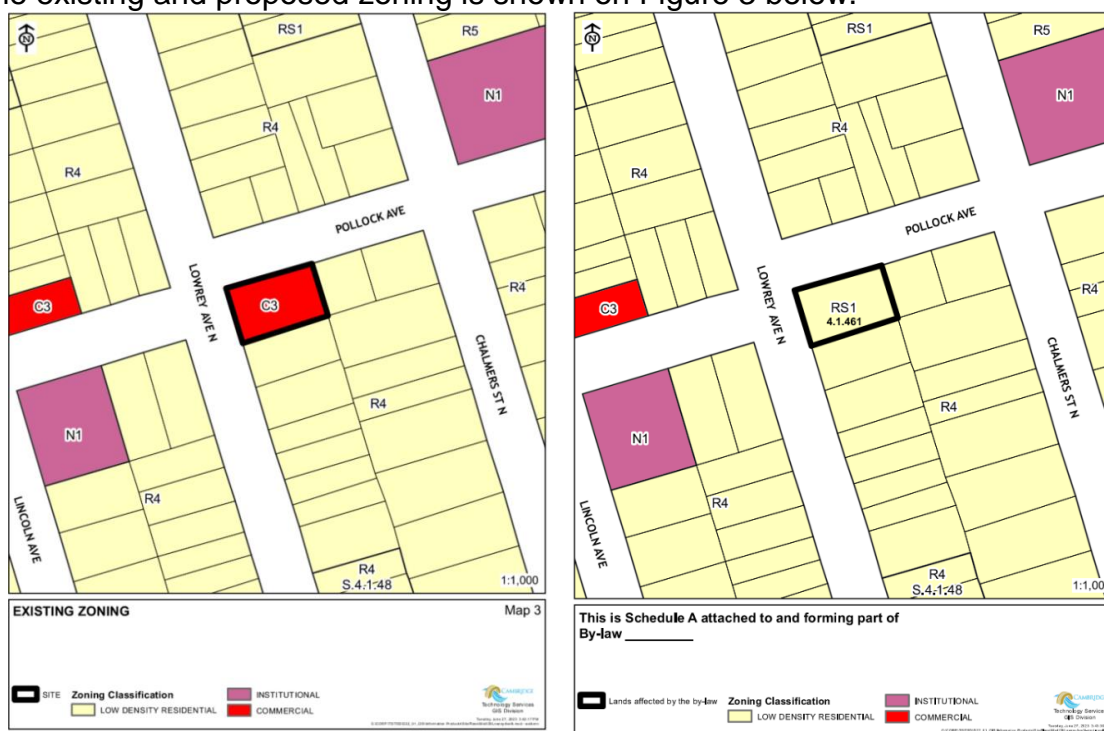


Figure 3: Existing and Proposed Zoning Maps

ANALYSIS:

The applicant has submitted a development proposal for the lands at 39 Lowrey Avenue North that considers the demolition of an existing single-detached dwelling and the redevelopment of the site for a semi-detached building containing two units. The proposed units will front onto Lowrey Avenue North, providing access to the two units via a shared driveway, which provides sufficient space to accommodate one vehicle per unit. Each unit will also have access to its own individual garage which can be used as a parking space. The City's Zoning By-law requires that 1 parking space per dwelling unit be provided. The proposal complies with the By-law in this regard.

The applicant as well as City Staff have considered providing access off of Pollock Avenue instead of from Lowrey Avenue North. Given the two-way stop configuration on Pollock Avenue and the higher through traffic along that road, it was determined that access from Lowrey Avenue North was the preferred option.

Unit one is located on the northern portion of the site and will have access to a large exterior side yard fronting on Pollock Avenue, as well as a rear yard space on the eastern side of the site. Unit two will also have a rear yard space located on the eastern side of the property, while the side yard will be smaller in area and located adjacent to an existing single-detached dwelling to the south of the property.

The proposed semi-detached dwelling will be two-storeys in height and is proposed to have stone and masonry finishes, as shown in the elevation provided in Figure 4 below.



Figure 4: Proposed Elevation

The proposed residential units will be identical in size, providing a gross floor area of 1,571.34 square feet per unit. The proposed concept plan for the lands is illustrated in Figure 5 below.

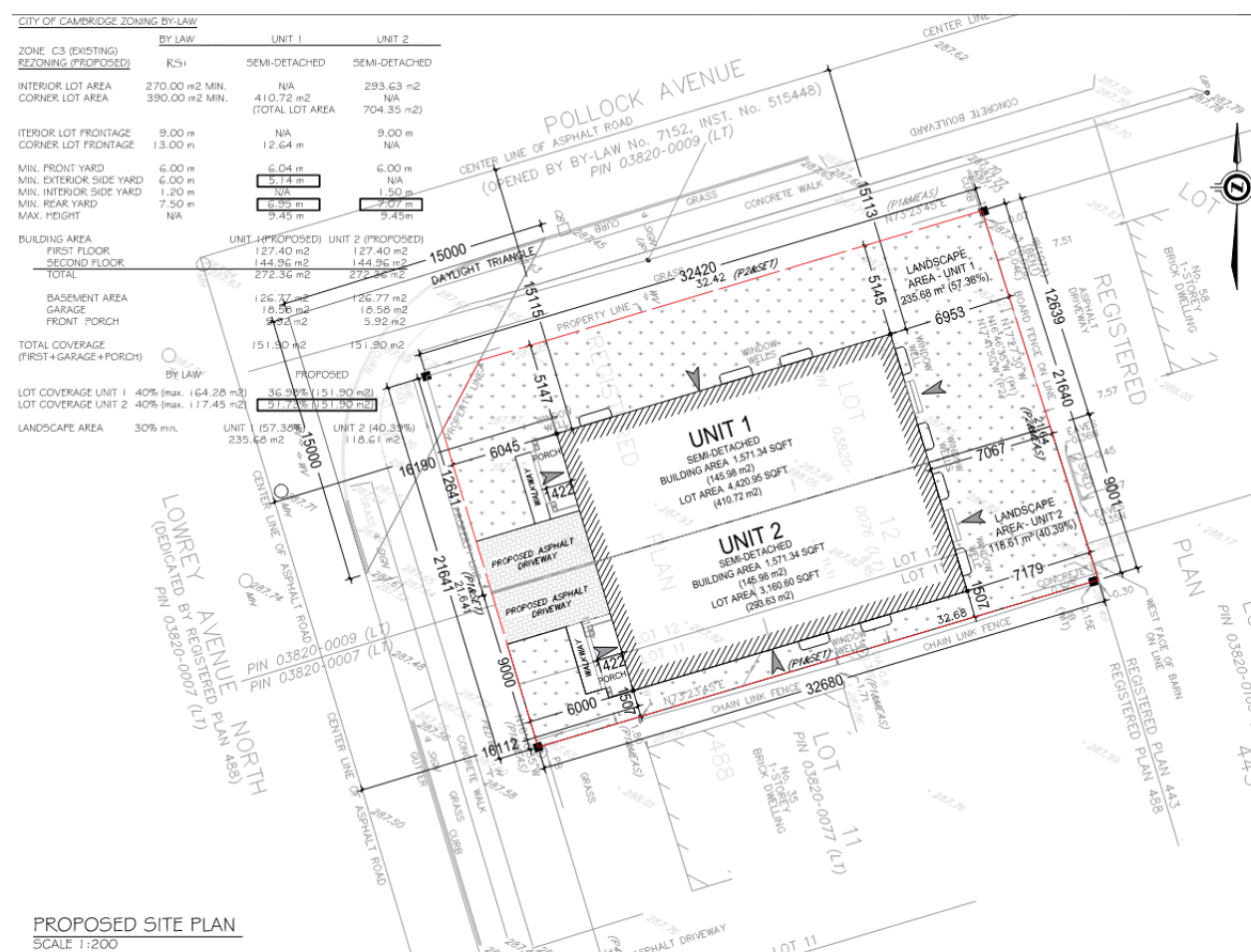


Figure 5: Proposed Concept Plan

Policy Overview

The subject property is located within the Built-Up Area as identified in the Growth Plan, the Regional Official Plan, and the City Official Plan. The Built-up Area encourages the intensification of lands as part of the City's growth management strategy and directs 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 subject property is designated "Low/Medium Density Residential" in the City's Official Plan, which permits a maximum density of 40 units per gross hectare and a range of low/medium density residential built-forms, including semi-detached dwellings.

The proposed density of the site is 29 units per hectare, which is in conformity with the “Low/Medium Density Residential” designation.

A Zoning By-law Amendment is required to rezone the lands from the existing “Commercial – C3” zone, which does not permit semi-detached dwellings, to the “Residential – RS1” zone with site-specific provisions. The “Residential – RS1” zone is intended to accommodate semi-detached dwellings.

Furthermore, the application is requesting the following site-specific provisions be established through the Zoning By-law Amendment to provide relief from certain provisions of the “Residential – RS1” zone that cannot be met for this site. Planning Staff provide the following comments with respect to the proposed site-specific provisions requested:

- Site-specific provisions are required to permit a reduced minimum corner lot frontage for one attached dwelling unit and for two attached dwelling units.
 - The intent of the minimum lot frontage requirement is to ensure that sufficient space is provided to accommodate the residential dwellings, while providing access driveways and a landscaped front yard.
 - The proposed reductions include a 0.36 metre reduction to both the minimum lot frontage of a corner lot for one attached dwelling unit, and to the overall minimum corner lot frontage for two attached dwelling units. Planning Staff consider the proposed reduction to the corner lot frontage provisions to be minor and appropriate for the lands. It is of Staff’s opinion that the proposed lot frontage continues to meet the general intent of the By-law, which is to adequately accommodate two residential dwellings.
- Site-specific provisions are required to permit a reduced minimum rear yard setback and a minimum exterior side yard setback along the eastern and northern property boundaries, respectively.
 - The intent of these minimum setback provisions is to ensure that buildings are setback at appropriate distances from lot lines to maintain adequate landscaping, privacy, and special separation between buildings on abutting properties.
 - The proposed reductions of the rear yards for both units 1 and 2 are 0.55 metres and 0.43 metres, respectively. The proposed exterior yard setback reduction being requested is 0.86 metres.
 - The proposed reductions are considered minor, and the proposed yard setbacks will continue to meet the general intent of the By-law.
- Site-specific provisions are required to permit an increased maximum lot coverage for two attached dwelling units at 43 percent, and for one attached dwelling unit at 51.90 percent (unit 2).

- The intent of the maximum lot coverage provision is to ensure that properties are not overdeveloped, and that sufficient space remains to accommodate required parking, landscaping, and outdoor amenity spaces, while meeting the required setbacks from lot lines.
- The proposed increase in the lot coverage for one attached dwelling unit and for two attached dwelling units is to accommodate larger family sized units proposed within the semi-detached building. In order to meet the minimum lot coverage of 40 percent on this site, the unit sizes would need to be significantly reduced, particularly unit 2. Given the necessary exterior yard setback, the applicant is already constrained with respect to the developable area of the site. As such, the increased lot coverage for the site will accommodate two equally sized units that are above average with respect to gross floor area in comparison to other similar units.
- Notwithstanding this, the lots continue to provide the required parking, rear outdoor amenity area, and a side yard setback from the adjacent lot to the south, with only minor reductions to the minimum setbacks required. The increased lot coverage does not adversely impact the functionality of the property and permits two similar sized units to coexist on the same lot. It is the opinion of Staff that the proposed increase to the maximum lot coverage meets the general intent of the By-law.

All other zoning provisions for the proposed “Residential – RS1” zone are being met.

Staff Recommendation

Staff gave consideration to Provincial, Regional and City policies, agency comments, resident comments, compatibility with the surrounding neighbourhood with respect to height and density and the appropriateness of the site-specific provisions that were requested by the applicant.

It is the opinion of Planning Staff that the proposed application is consistent with the Provincial Policy Statement, conforms with the policies of the Provincial Growth Plan 2020, the Regional Official Plan and the City Official Plan, and meets the general intent and purpose of the City of Cambridge Zoning By-law No. 150-85.

Planning decisions are subject to appeal to the Ontario Land Tribunal (OLT). An appeal may be filed if the application is refused, approved, or if a decision is not made within the timeline for processing the applications set out in the Planning Act.

Contributions to the City

Area of Focus	Targets	Contribution
Increased Housing Stock	City's pledge to building 19,000 homes by 2031	Supports overall policy for intensification within existing residential neighbourhoods and will increase housing stock in the City.

FINANCIAL IMPACT:

The City of Cambridge collected a fee in the amount of \$16,800 to process the Zoning By-law Amendment application.

City and Regional Development Charge fees will be collected prior to building permit issuance. Development Charges collected for the proposed development will be used for the construction of new infrastructure required to support growth of the City.

Additional revenue from assessment growth generated from the proposed development will offset increased expenses to provide City services, programs and future infrastructure renewal to a growing population.

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

PUBLIC VALUE:

The Statutory Public Meeting required under the Planning Act was held on August 8th, 2023.

No members of the public/residents spoke at the public meeting and there were no requests for further notification of this application.

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

ADVISORY COMMITTEE INPUT:

Advisory Committees Consulted:

Not applicable.

PUBLIC INPUT:

No members of the public/residents spoke at the public meeting.

City Staff did receive one written comment after the Public Meeting, which welcomed the redevelopment of the site, given the current state of the existing home. The comments provided supported the access off of Lowrey Avenue North instead of Pollock Avenue, but also suggested that the City's Transportation department consider improvements to ensure pedestrian and vehicle conflicts are mitigated, including the consideration of tools from the "Keep Calm – Resident Led Initiative" guide. These comments have been shared with the Transportation department.

Additionally, the comments suggested that the applicant should consider integrating a different material palette and historical façade arrangements that are currently experienced with the East Galt neighbourhood. These comments have also been shared with the applicant.

The submitted written comment is provided as Appendix C to this report. No further comments were submitted to City Staff.

INTERNAL / EXTERNAL CONSULTATION:

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

Staff has received comments from the applicable City departments and outside agencies regarding the proposed Zoning By-law Amendment. Staff and agency comments were limited and have been acknowledged and/or addressed by the applicant.

It is the opinion of Staff that the requirement for a Public Meeting under the Planning Act has been satisfied.

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 a range and mix of housing options to accommodate future residents.

The proposed Zoning By-law Amendment application will permit the redevelopment of an existing single-detached dwelling into a semi-detached dwelling with two units in an existing mature neighbourhood that provides access to community services, parks and schools.

It is the opinion of Planning Staff that the proposed Zoning By-law Amendment application is consistent with the Provincial Policy Statement, conforms to the policies of the Provincial Growth Plan, the Regional Official Plan and the City Official Plan, and

meets the general intent and purpose of the City of Cambridge Zoning By-law No. 150-85.

The proposal represents good planning and the efficient and appropriate intensification of an existing residential property within an existing low/medium density residential neighbourhood. The proposal is generally in keeping with the character of the surrounding neighbourhood and provides a desirable built form. As such, Planning Staff recommends approval of the proposed Zoning By-law Amendment.

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. 23-296-CD Appendix A – Proposed By-law for Zoning By-law Amendment
2. 23-296-CD Appendix B – Proposed Concept Plan
3. 23-296-CD Appendix C – Written Public Comments
4. 23-296-CD Appendix D – Internal/External Consultation and List of Supporting Studies
5. 23-296-CD Appendix E – Public Meeting Minutes