

# **241 Queen Street West – Lammer Development Corporation**

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Staff Report No. 23-351-CD  
December 5<sup>th</sup>, 2023

# Agenda

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# Background



**Municipal Address:**  
241 Queen Street West

**Site area:**  
+/- 9.7 hectares (+/- 24 acres)

**Existing use:** Vacant  
(formerly industrial)

**Region of Waterloo OP:**  
Built-Up Area.

**Cambridge OP:**  
Regeneration Areas,  
Business Industrial and  
Natural Open Space

**Cambridge ZB:**  
General Industrial (M3)



# Proposed Development



Standard	Statistic
Area	+ / - 24 acres
Residential Units	1,500 – 1,800 (including 260 purpose built rental apartments)
Density	150 – 190 UPH (No Maximum)
Number of Buildings	6 – 8
Building Heights	20 – 28 storeys (maximum building height of 85 m)

### Development Benefits

- Revenues - \$900 million (new assessment), \$17 million – \$20 million (DC's), \$10 million (Tax)
- Contribution to City's Affordable Housing Fund
- Delivery of Rental and Affordable Housing Units
- Reconnection of Hespeler Core to River Frontage
- Approximately 70% of lands will be green space
- Adjacent to preferred GO Train Expansion Route

# Historical Context

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- The Subject Lands were purchased from the City of Cambridge in 1987. The Subject Lands were formally occupied by the Silknit Factory and are contaminated.
- Within the purchase agreement, the City was required to install new servicing connections and to act upon other commitments for the City necessary to advance the development of the site.
  - In particular, Clause 15.01 requires the City “*to provide mutual assistance and co-operation in attempting to secure the necessary Municipal, Regional and other approvals required for the development of the Lammer Lands. This includes obtaining the approval of the appropriate railroad authority to permit the removal of any railway lines*”.
- Since acquisition, the Lammer Development Corporation has been engaging with City Staff and Council to obtain development approvals.
- Several complete planning applications have been initiated in the 1990’s and 2000’s. These formal applications were presented to Council and included technical support materials. Generally, these applications were not approved because of reasons associated with the second access and the permitted industrial uses.

# Draft MZO Staff Report – No.21-126

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On February 24, 2021, the Lammer Development Group requested the City's support for a Minister's Zoning Order. On April 27, 2021, the City of Cambridge prepared Staff Report 21-126(CD) which supported the proposed Zoning Order. The Staff Report set out the following within the Staff Report:

- *“The redevelopment of the site with a high density mixed residential development, rental and affordable housing aligns with the objectives and policy framework in the City's Official Plan, City's Strategic Plan”*
- *“Staff's support for this requested MZO is based upon the developer's offer of a substantial amount of rental and affordable housing (based upon rental rates meeting the Provincial Policy Statement's affordable definition) being proposed that assists in dealing with affordable housing crisis in the City.”*
- *“A Minister's Zoning Order is not required to conform to the City's Official Plan; however the proposed concept for residential intensification generally meets the intent of the Regeneration Area policies within the planning horizon of the current Official Plan. The proposal is considered an efficient use of land within the City's built-up area and City/Regional infrastructure that already surrounds the site. “*

The Staff Report and MZO Request were publicised and withdrawn due to the Blair Road MZO.



# Site-Specific Policy

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The Site-Specific Policy implemented through the Minister's modifications to ROPA 6, mirror exactly the provisions brought forward in Staff Report 21-126 and which were recommended for support:

## Staff Report 21-126 – Staff Summary of Requested MZO

The existing zoning is Industrial (M3). The MZO is to rezone 0 Queen St W to Residential Multiple (RM3) and Institutional (N2) Zone with exceptions to permit the following:

- A maximum building height of 85 metres (279 ft.), inclusive of rooftop mechanical structures (±25 storeys)
- No maximum number of dwelling units per hectare
- A maximum lot coverage of 30%
- A minimum floor space index of 1.2
- A Maximum floor space index of 2.9
- No minimum lot frontage due to the current shape of the property
- Site development specifications, including floor space index and parking requirements shall be based on the site as a whole existing at the date of enactment of this Minister's Zoning Order despite the future creation of interior lot lines through the registration of a condominium description or approval of a severance application

## Site-Specific Policy adopted within ROPA 6

3. [New] Part B to By-law 22-038, is modified by:

(a) creating a new Section 2.J.11 as follows:

**2.J.11 Notwithstanding the other policies of this Plan, for the lands shown on Figure 18 (241 Queen Street West) the City of Cambridge shall permit high density residential and institutional uses with the following provisions:**

- a) **Maximum height of buildings and structures of 85 metres, inclusive of rooftop mechanical structures;**
- b) **No maximum number of dwelling units per hectare;**
- c) **Maximum lot coverage of 30 percent;**
- d) **Minimum floor space index of 1.2;**
- e) **Maximum floor space index of 2.9; and,**
- f) **No minimum lot frontage; and**

(b) creating a new "Attachment 'H', Figure 18 – Policy 2.J.11 241 Queen Street West City of Cambridge" as shown on Appendix B attached hereto, to identify the subject lands at 241 Queen Street West, City of Cambridge.

# Issues - Public Consultation / Flood Fringe

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- The Lammer Development Group and its representatives have conducted numerous meetings with members of City Council and Senior City Staff.
- Through Staff Report 21-126, several delegations and presentations were submitted which provided comments on the development of the subject lands.
- Numerous news articles have been written referencing the development including during it's acquisition and the submission of the previous applications.
- As set out within Staff Report 21-126, *“the majority of the site is located within the flood fringe where development may be permitted, provided the appropriate flood proofing measures are taken”*.
- Prior to any development, a permit from the GRCA will be required. The permit will require the completion of numerous studies which delineate the flood limits and establish appropriate and safe building standards.



# Issues – Planning Approvals

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- Since the acquisition of the property, several efforts to advance the land use approval status have occurred.
- Several complete planning applications were brought to Council in the 1990's and 2000's. These applications were refused due to second access and industrial use.
- Given the critical need to obtain a second access, good planning would suggest that this occur before the advancement of further planning approvals. The Lammer Development Group is almost complete in acquiring the remaining parcels necessary to facilitate the second access.
- Site Plan Approval will be advanced which will assess the development from a technical and detailed perspective.
- Permits from the City (Building Permit) and GRCA (Development Permit) will be advanced to ensure the development is built in accordance with the OBC and can be achieved within the flood limits.

# Issues - Access

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- Lammer Development Group is currently in the final stages of purchasing parts of a railway corridor from the MTO. As the lands were publicly owned, the process to deem surplus and eventual disposition has taken time, however is nearly concluded.
- Upon confirming ownership of lands for access, applications for land use approvals will be brought forward immediately.

# Issues – Railway

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- As set out in purchase agreement, access is to be provided via intersection located at Winston Boulevard and Queen Street.
- A Registered Right-of-Way exists over 211-215 Queen Street, in favour of Lammer Development Group.
- The proximity to the railway is considered an opportunity as this corridor has been found to be the best route for GO Train Service connection from Cambridge into the GTA. Seeding density around this corridor is therefore appropriate.
- Prior to future development approvals, CN Rail, Fire and Building will review and assess to confirm impacts and safety including movement on and off the subject lands.
- City issued Zoning Approvals to 211-215 Queen Street (multi-unit residential development) which is subject to similar railway constraints.

# Proposed Modifications to Site Specific Policy

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In accordance with Sec. 2.J.11 of the Region of Waterloo Official Plan, to resolve the issues and concerns of the City, the following additional modifications are proposed for the Mayor's and City Council's consideration:

2.J.11 Notwithstanding the other policies of this Plan, for the lands shown on Figure 18 (241 Queen Street West) the City of Cambridge shall permit high density residential and institutional uses with the following provisions:

- a) Maximum height of buildings and structures of 85 metres, inclusive of rooftop mechanical structures;
- b) No maximum number of dwelling units per hectare;
- c) Maximum lot coverage of 30 percent;
- d) Minimum floor space index of 1.2;
- e) Maximum floor space index of 2.9;
- f) No minimum lot frontage; and

**g) That a Zoning By-law Amendment will be required to ensure conformity with the policies of 2.j.11 a) to f), through this process public consultation is to occur.**



# Recommendations

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- It recommended that the Mayor request the Minister to preserve the Modification No.3 (site-specific policy No. 2.J.11 in ROPA 6).
- The preservation of Modification No.3 will establish land rights which resolves historical commitments.
- The preservation of Modification No.3 will assist the City in delivering upon its housing goals including acting upon its Housing Pledge, without the need to expand its Urban Boundary nor require new, inefficient and expensive expansions of infrastructure.
- As set out in the previous slides, an additional provision has been prepared which will allow public consultation to occur through a future land use application such as a Zoning By-law Amendment. This proposed new provision addresses the issues set out within the Staff Report 23-351-CD



**Thank You!**

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