

To: COUNCIL

Meeting Date: 10/24/2023

Subject: 23-261-CD – Recommendation Report – Proposed Official Plan Amendment for Main Street and Dundas Street South Secondary Plan

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Report No.: 23-261-CD

File No.: D08(2).04.07

Wards Affected: Ward 7

RECOMMENDATION(S):

THAT Report 23-261-CD – Recommendation Report – Proposed Official Plan Amendment for Main Street and Dundas Street South Secondary Plan be received;

AND THAT Council adopts Official Plan Amendment No. 65 to establish the Main Street and Dundas Street South Secondary Plan, and that the adopted Official Plan Amendment be submitted to the Regional Municipality of Waterloo for approval;

AND THAT Council is satisfied that a subsequent public meeting in accordance with subsection 17(15) of the Planning Act is not required;

AND FURTHER THAT the attached By-law is passed.

EXECUTIVE SUMMARY:

Purpose

The purpose of this report is to provide a recommendation on the proposed Official Plan Amendment for the Main Street and Dundas Street South Secondary Plan and to provide a summary of, and response to, the comments raised at the statutory public meeting on May 16, 2023.

Key Findings

- The proposed Official Plan Amendment establishes the Main and Dundas Community Node and supports intensified development and redevelopment within the Node, through an updated policy framework provided through a secondary plan.

- Over time, the Main and Dundas Community Node is expected to grow to accommodate a greater density with a range of housing options; as well as commercial, employment, institutional and recreational uses all with access to public transit and active transportation options.
- Region of Waterloo is the final approval authority for the Official Plan Amendment.

Financial Implications

- There are no immediate financial impacts with the adoption of the Main Street and Dundas Street Secondary Plan. However, over time, as development occurs within the secondary plan boundaries, there will be impacts on both capital and operating budgets. Further details are in the Financial Impact section.

STRATEGIC ALIGNMENT:

Strategic Action

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: Lay the foundation for future community-building

OR

Core Service

Program: Not Applicable

Core Service: Not Applicable

BACKGROUND:

Study Area

The Main Street and Dundas Street South Secondary Plan includes the lands identified as a Node and Future Study Area in the Cambridge Official Plan and can generally be described as the lands south of McLaren Avenue, north of Franklin Lane, east of Dundas Street South and west of Wesley Boulevard. The study area is approximately 82 hectares (202 acres) in size as outlined in red in Figure 1.

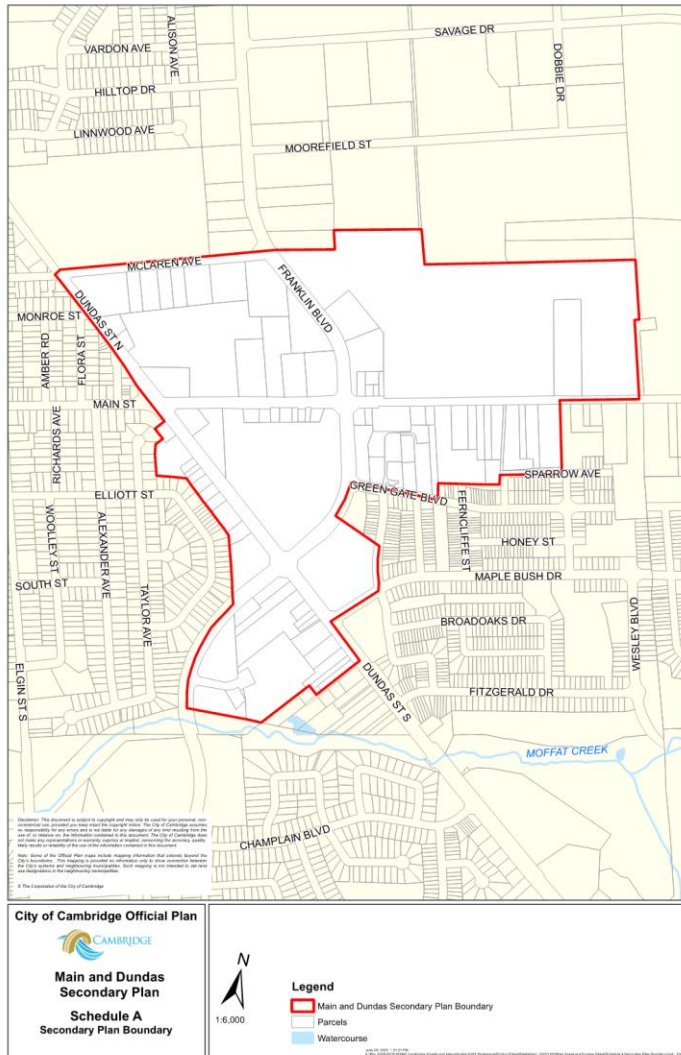


Figure 1: Study Area

Surrounding Land Uses

The lands to the west, east and south of the Secondary Plan Area generally contain Low/Medium Density Residential with Rockwell Automation and the Eastern Industrial Park to the north.

EXISTING POLICY / BY-LAW(S):

Cambridge Official Plan, 2012, as amended.

Policy 2.5.5 of the Official Plan states that the City will prepare secondary plans to “ensure development occurs at the densities and form consistent with the Official Plan.”

Policy 8.7.2.7 indicates that there are three defined Community Nodes where the boundaries are approximate. It further indicates that “more detailed land use policies

along with finalization of the Community Node boundaries will be established through a Secondary Plan and implemented through a further amendment to” the Official Plan.

Further, Policy 8.7.2.B.6 states that “The final boundaries of this Community Node will be determined through the Secondary Plan process and implemented through a further amendment to the Official Plan.”

Existing Land Use Designations: The study area is designated Low/Medium Density Residential, Community Commercial, Industrial and Natural Open Space System on Schedule 2: General Land Use Plan of the Cambridge Official Plan.

Proposed Land Use Designations: Mixed Use Mid-Rise High Density, Mixed Use Medium Density, Mixed Use Main Street, High Density Residential, Medium Density Residential, Low Density Residential, Prestige Industrial and Natural Open Space System.

A planning analysis report from Dillon Consulting is included in Appendix B.

ANALYSIS:

There have been a number of minor changes to the plan based on comments received at the May 16, 2023 Public Meeting. The changes are set out in detail in the comment response table in Appendix D.

- Updated accessibility policies to reflect the City’s Facility Accessibility Design Manual.
- Provided clarity with respect to complete application requirements needed to support growth within the Secondary Plan area, including a shadow impact study.
- Ensured policies provide opportunities for urban squares and green spaces to support future needs in the surrounding neighbourhood.
- Adjusted land designations on the south side of McLaren Avenue to Mixed Use Medium Density (currently Prestige Industrial).
- Modified the land use plan to adjust all lands designated Low Density Residential on the south quadrant between Main St and Dundas Street South (including sites along Morning Calm Drive) to Medium Density Residential, as per the 2016 version of the Plan.
- The proposed site specific policies have been removed from the secondary plan and are being added to Chapter 8 of the Official Plan with the other site specific policies.

The secondary plan is intended to provide a policy framework to help guide growth and redevelopment within the Main and Dundas Community Node and surrounding area. The plan proposes to permit mixed use development in combination with residential,

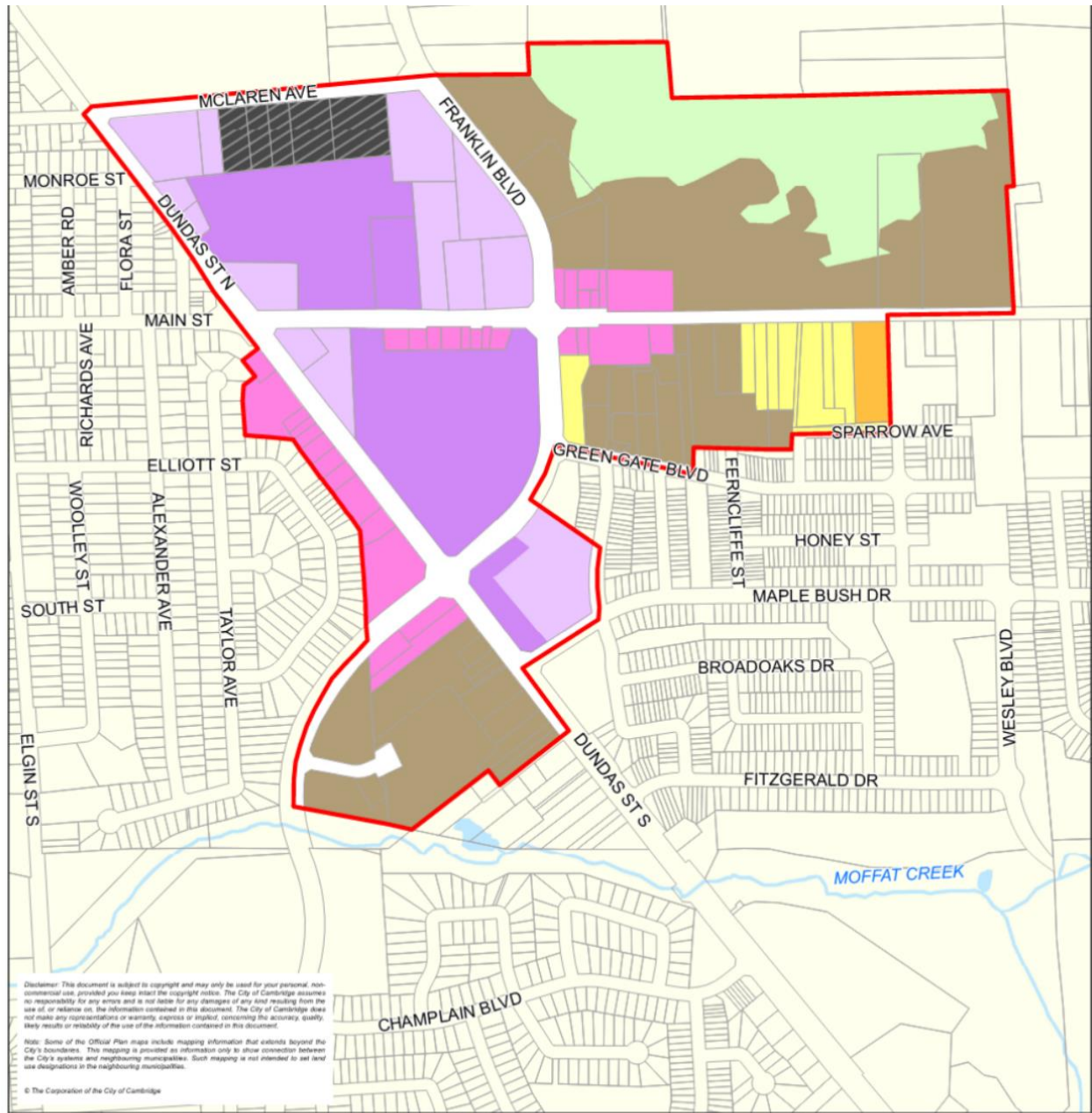
commercial, and open space uses to work towards a 15-minute neighbourhood. The goal of the 15-minute neighbourhood is to allow opportunities to live, work, shop and play while providing for daily necessities all within a 15-minute travel distance by walking, cycling, or rolling.

The proposed Official Plan Amendment, if adopted by Cambridge Council and approved by the Region, will redesignate the lands within the secondary plan area from Low/Medium Density Residential, Community Commercial and Industrial to a range of land use designations ranging from Low Density Residential through to Mixed Use Mid-Rise High Density and includes designations for Prestige Industrial and Natural Open Space. There is one property at the southeast corner of Main Street and Nottinghill Drive, shown in orange on Figure 2, that is designated High Density Residential with a minimum height of 10 storeys and a maximum height of 20 storeys (See Figure 3).

The highest densities are proposed for the intersections of Dundas and Franklin and Dundas and Main Street (deep purple in Figure 2 above). The Mixed Use Mid-Rise High Density designation allows for the addition of residential development to the existing commercial areas with a minimum height of five storeys and a maximum height of 12 storeys. The lighter purple areas on Figure 2 show the Mixed Use Medium Density designation which permits development with a minimum height of three storeys and a maximum height of eight storeys. The areas in brown are Medium Density Residential which permit straight residential development between three storeys and 8 storeys and the areas identified in pink on Figure 2 above are the proposed Mixed Use Main Street designation which have a minimum height of two storeys up to a maximum height of six storeys.

There is also an active development application at the northeast corner of Main Street and Franklin Boulevard (840 – Main Street - OR12/21) that is relying on the proposed site specific designation through the Main Street and Dundas Street South Secondary Plan to be able to advance their development application to approval.

Official Plan Amendment No. 65 (OPA No. 65) has been prepared in accordance with the Planning Act and generally aligns with the policies of the Cambridge Official Plan, the Region of Waterloo Official Plan, the 2020 Provincial Policy Statement and the 2020 Growth Plan for the Greater Golden Horseshoe.




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Note: Some of the Official Plan maps include mapping information that extends beyond the City's boundaries. This mapping is provided as information only to show connection between the City's systems and neighbouring municipalities. Such mapping is not intended to set land use designations in the neighbouring municipalities.

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City of Cambridge Official Plan



**Main and Dundas
Secondary Plan
Schedule B
Land Use Plan**

Legend

- Main and Dundas Secondary Plan Boundary
- Parcels
- Watercourse
- Land Use**
- Low Density Residential
- Medium Density Residential
- High Density Residential
- Mixed Use Main Street
- Mixed Use Medium Density
- Mixed Use Mid-Rise High Density
- Natural Open Space System
- Prestige Industrial

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Figure 2: Land Use Plan

Designation¶ Minimum-density-for-freestanding-residential-development-¶ (UPH—units-per-hectare)Ⓜ		Height-Ⓜ (Storeys)Ⓜ	
		MinimumⓂ	MaximumⓂ
High-Density-ResidentialⓂ	150Ⓜ	10Ⓜ	20Ⓜ
Medium-Density-ResidentialⓂ	60Ⓜ	3Ⓜ	8Ⓜ
Low-Density-ResidentialⓂ	n/aⓂ	n/aⓂ	4Ⓜ
Mixed-Use-Mid-Rise-High-DensityⓂ	150Ⓜ	5Ⓜ	12Ⓜ
Mixed-Use-Medium-DensityⓂ	60Ⓜ	3Ⓜ	8Ⓜ
Mixed-Use-Main-Street-Ⓜ	60Ⓜ	2Ⓜ	6Ⓜ

Figure 3: Proposed Height and Density

Accordingly, staff recommend adoption of OPA No. 65 to facilitate addition of the Main Street and Dundas Street South Secondary Plan as Chapter 20 to the Cambridge Official Plan along with accompanying schedule and OP policy changes to Chapters 1, 8, 13 and 16.

Planning decisions are subject to appeal to the Ontario Land Tribunal (OLT), subject to the provisions of the Planning Act, as amended.

Municipal Infrastructure

With the exception of the most eastern lands along Main Street (805 to 1140 Main Street), the lands included within the Secondary Plan boundaries are located along municipal rights-of-way that include municipal servicing.

The servicing strategy for development within the larger South-East Galt area, bounded generally by Dundas Street, Main Street and the municipal boundary, was established through the South-East Galt Community Plan, which was approved in 1999. Capital projects to implement the servicing strategy identified in the Community Plan were created and the majority have been constructed over the last 20 years. There remain two capital projects in the 10-year capital forecast to complete the implementation of the servicing strategy. Further details are in the Financial Impact section.

The City is currently undertaking an update of the Sanitary Sewer Model (A/01194-20) which will include the analysis of growth scenarios to identify future municipal infrastructure upgrades that may be required to support growth. The growth projections

and recommended densities from this secondary plan, along with recommendations from the ongoing Growth Management Study, will be integrated into the future scenarios in the sanitary sewer model.

Active transportation infrastructure, through a combination of sidewalks and multi-use trails, are included on existing municipal right-of-ways, with the exception of the eastern portion of Main Street, which is currently a rural cross-section. Reconstruction of municipal rights-of-way, by either the City or the Region, will include active transportation. Construction of new local roads would include active transportation as per the standard cross-sections.

It is anticipated that there may be gaps within the active transportation network, either in areas where the cross-section has not been upgraded to an urban section, or in an area that has not yet seen development, where infill sidewalk or multi-use trail may be required. These will need to be reviewed as they are identified and may be included in the sidewalk infill program or may need to be proposed as stand alone capital projects.

FINANCIAL IMPACT:

The adoption of the Main Street and Dundas Street Secondary Plan has no immediate financial impacts. Over time, as development occurs within the secondary plan boundaries, there will be impacts on both capital and operating budgets.

Capital Impacts

As noted above, there are two capital projects in the 10-year capital forecast to facilitate the servicing of the larger South-East Galt area:

- A/00480-40 SE Galt Main St Extension of Services includes approximately \$1M of Development Charge funding to extend municipal servicing on Main Street from the current termination location near 805 Main Street towards the urban boundary. The project would cover the cost of oversizing infrastructure as per the Local Services Policy. The project is proposed for 2025 based on expected timing of development but will be reviewed through the preparation of the 2025 capital budget. It is expected the Region will be undertaking reconstruction of Main Street to upgrade the road to an urban cross-section with active transportation facilities and the municipal servicing would be combined with that project if the timing aligned.
- A/00509-40 SE Galt Infrastructure Upsize includes approximately \$2.4M of Development Charge funding to cover the costs of upsizing municipal infrastructure within subdivision developments if required as per the Local Service Policy. This project is proposed for 2027 based on expected timing of

development and will continue to be reviewed during future capital budget preparation.

Through their Transportation Capital Program, the Region is planning to reconstruct Dundas Street (from Briercrest to Franklin) and Main Street (from Dundas to Chalmers Street) in 2028/2029. As part of the Region's project, the City will be replacing water and wastewater infrastructure, with capital project A/00714-41 proposed in the capital forecast for 2028. The City project includes \$4.25M of funding from the Capital Works, Water and Wastewater Reserve Funds. The Region has not yet begun design of this project, and the growth projections from the Secondary Plan will be taken into consideration when the design for the replacement of City infrastructure is completed.

Should the Sanitary Sewer Model growth scenarios identify upgrades within the secondary plan boundary, capital projects will be proposed for consideration by Council in future budgets. Applicable works would also be included in the next Development Charges Background Study.

It is anticipated that municipal roads and servicing within any draft plans of subdivision within the secondary plan area would be constructed by developers as per the Local Service Policy. If, as per the Local Services Policy, oversizing of infrastructure is required, it could be funded through A/00509-40 described above, or alternatively would be proposed as a future capital project for Council approval.

Operating Impacts

The operating impacts of any new infrastructure constructed through the above capital projects has been included in the budget process to ensure resources are provided to operate and maintain new assets at the applicable service level.

For assets constructed by developers that are ultimately transferred to City ownership, growth requests, either for increased budget or resources, will need to be proposed by staff in the appropriate divisions for consideration by Council.

PUBLIC VALUE:

Engagement:

A Statutory Public Meeting was held on May 16, 2023. 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 October 24, 2023.

ADVISORY COMMITTEE INPUT:

Not Applicable

PUBLIC INPUT:

Previous drafts of the proposed Main Street and Dundas Street South Secondary Plan have been presented to the public during stakeholder meetings in 2015 and 2016. A Statutory Public Meeting was held on May 10, 2016 and a Public Information Centre (PIC) was held on December 12, 2022. The draft secondary plan was posted on the City of Cambridge website for review and comment. A second Statutory Public Meeting was held on May 16, 2023.

The comments received at the public meeting generally fall within the following categories:

- Retention/provision of commercial uses
- Provision of and access to park lands
- Accessible design standards
- Maximum height for low density residential
- Mix of two and three bedroom units

No written submissions have been received since the public meeting on May 16, 2023. Two written submissions were received after the public meeting report was finalized and have been included in Appendix D along with a comment response table that addresses the oral comments and submissions received at the public meeting.

This report has been posted on the City's website as part of the public report process.

INTERNAL / EXTERNAL CONSULTATION:

A Steering Committee comprised of staff from the: Region of Waterloo, Waterloo District School Board, Waterloo Region Catholic School Board and City staff have reviewed the draft Main Street and Dundas Street South Secondary Plan and are generally in agreement with the policy direction proposed.

There have not been any additional comments from members of the Steering Committee on the Main Street and Dundas Street South Secondary Plan. After adoption by Council the Official Plan Amendment (OPA) will be forwarded to the Region of Waterloo for final approval.

Staff circulated notice of the public meeting and of this recommendation report to representatives from Six Nations of the Grand River, Mississaugas of the Credit First Nation and the Haudenosaunee Resource Centre.

CONCLUSION:

Planning staff is recommending adoption of the Official Plan Amendment. The amendment is consistent with the Provincial Policy Statement, 2020; and conforms to the Growth Plan (2020), the Regional Official Plan and Cambridge Official Plan; and represents good planning.

REPORT IMPACTS:

Agreement: **No**

By-law: **Yes**

Budget Amendment: **No**

Policy: **Yes**

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. 23-261-CD Appendix A – Main Street and Dundas Street South Secondary Plan Study Area
2. 23-261-CD Appendix B – Planning Analysis Report from Dillon Consulting
3. 23-261-CD Appendix C – Proposed Official Plan Amendment: Main Street and Dundas Street South Secondary Plan Policy and Schedules
4. 23-261-CD Appendix D – Public Comments Received and Comment Response Table
5. 23-261-CD Appendix E – May 16, 2023 Public Meeting Minutes