

PLANNING JUSTIFICATION REPORT

OFFICIAL PLAN and ZONING BY-LAW AMENDMENT

1418 Duke Street
City of Cambridge

Date:

December 2021

Prepared for:

2530103 Ontario Inc.

Prepared by:

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Our File 20345A

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1.0 INTRODUCTION

MacNaughton Hermsen Britton Clarkson Planning Limited (MHBC Planning) has been retained by 2530103 Ontario Inc. to assist with the planning applications for their property located at 1418 Duke Street (the subject lands), located in the City of Cambridge. The purpose of this Planning Justification Report is to provide a planning summary and analysis of the relevant policy framework, planning considerations, and technical studies involved to:

- Permit the redevelopment of the lands with stacked townhomes; and
- Establish site specific regulations to recognize the site's characteristics and context.

The subject lands comprise a total of 0.2824 hectares and are currently vacant. The lands are one block east of King Street, and south of the core area of Preston, which includes numerous commercial uses.

Specifically, the proposal is to develop the lands with a stacked townhome building, with a mix of unit sizes that will appeal to a range of users, including families. Parking is proposed to the rear of the building, in a surface parking area. The proposed development will include amenity space adjacent to the building, to permit residents to exit their units and congregate outdoors. The design of the amenity space will be refined through the site plan process.

This Planning Justification Report has been prepared in support of the Official Plan and Zoning By-law Amendment application to permit the development of the lands with stacked townhome units with a minor increase in density and other site specific regulations. This report will provide justification for the application, addressing relevant planning policies and regulations applicable to the subject property. An analysis of the City's urban design policies is also included in this report.

2.0 SITE DESCRIPTION AND SURROUNDING LAND USES

2.1 Site Description

The subject property includes frontage on Bishop Street North and Duke Street. The lands are generally flat and have been disturbed such that a large gravel area comprises most of the site, with small amounts of perimeter landscaping remaining. The location of the subject lands is illustrated on **Figure 1**.

The entire site is comprised of approximately 0.2824 hectares and has approximately 49 metres of frontage on Duke Street and 43 metres of frontage on Bishop Street (a daylight triangle was previously taken from the lands at the intersection - measuring 7.62 m x 7.62 m).

The subject lands are located south of the Preston Core Area, where a number of commercial and recreational uses are located. The general vicinity contains a mix of land uses, including residential, commercial and pockets of industrial uses to the east. The Grand River is located less than 500 metres to the west.

Bishop Street links King Street with Hespeler Road and the significant commercial and employment areas to the east. Stage 2 of the ION LRT is anticipated to contain stations along Hespeler Road. Duke Street runs parallel to King Street through Preston, from Bishop Street in the south to Dover Street, just south of Eagle Street. The lands have excellent access to the surrounding road network.

The lands are well served by GRT transit, including routes on King Street, Bishop Street, Eagle Street and Dunbar Road. The transportation network is shown on **Figure 2**.

2.2 Surrounding Land Uses and Site Context


The surrounding land uses include the following, as illustrated on **Figure 2**:

North: There is a railway track to the north that runs through Preston and across the Grand River further to the north. A mix of industrial uses are located north of the railway tracks, with low-rise residential also located adjacent to the industrial uses.



Figure 1:
Location Map

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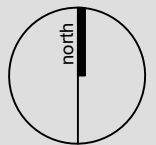
 Subject Lands

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








1418 Duke Street
City of Cambridge
Region of Waterloo

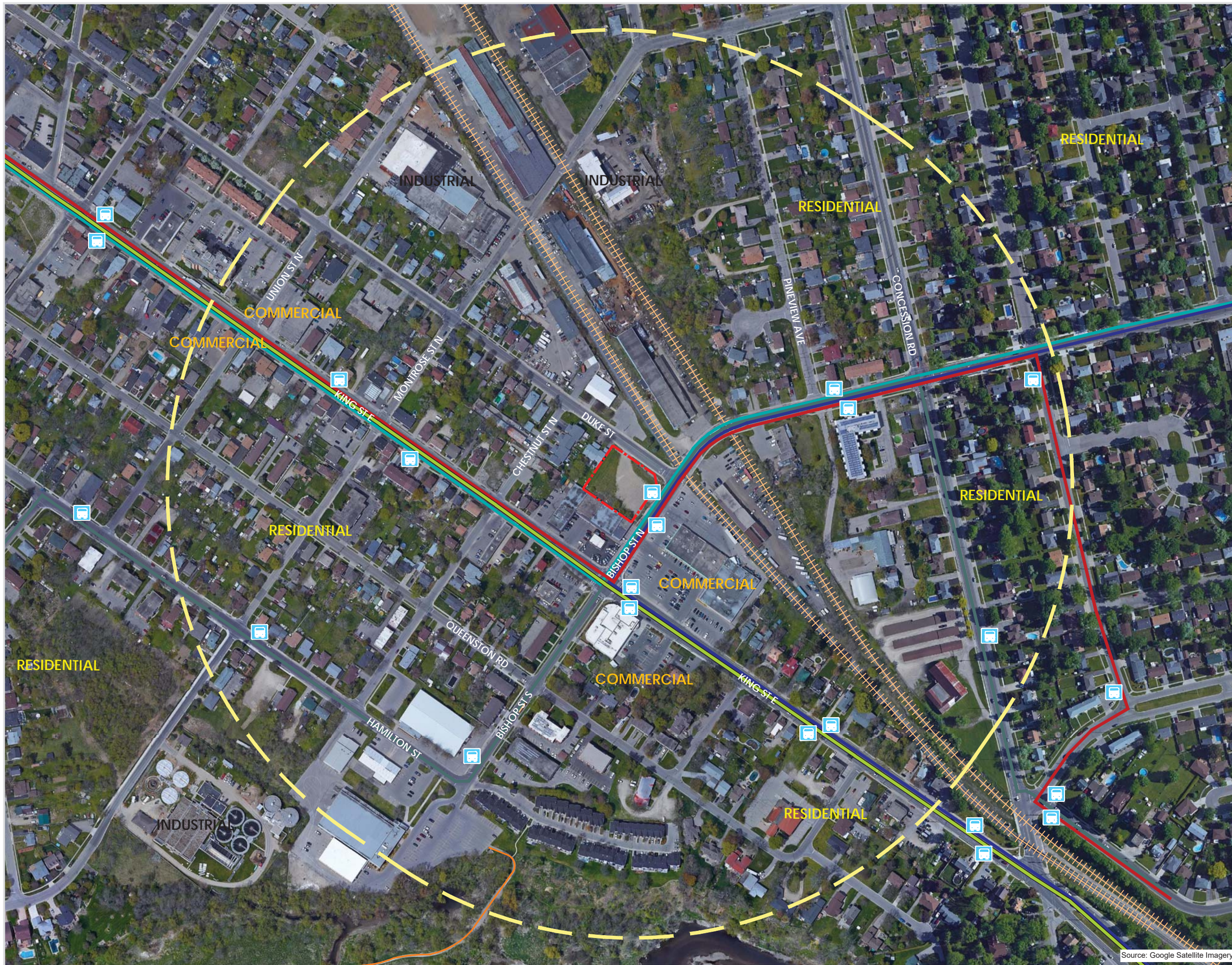
MHBC PLANNING
URBAN DESIGN
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Figure 2:
Context Map

1418 Duke Street
City of Cambridge
Region of Waterloo

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-  Subject Lands
-  400m Radius (5min. Walking Dist.)
-  Dundas Bus Route #50
-  Dunbar Bus Route #56
-  Fountain Bus Route #61
-  Langs Bus Route #64
-  Coronation iXpress Route #206
-  Bus Stop
-  Trail
-  Railway



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Source: Google Satellite Imagery

- West:** To the west along Duke Street are a mix of residential uses, with commercial uses located along King Street through Preston, generally on both sides of the road.
- South:** Immediately to the south is a commercial plaza, with a food store (No Frills). Further to the south are additional commercial uses and low-rise residential uses.
- East:** To the east on Bishop Street North are residential uses, industrial uses, automotive uses and multi-unit residential buildings

The following images provide contextual information on the setting surrounding the subject lands.



Facing northeast on Bishop Street in front of the subject lands, towards the intersection with Duke Street (Google Street View, retrieved November 2021).



Facing northeast on Bishop Street, towards the intersection with King Street, one block west of the subject lands (Google Street View, retrieved November 2021).



Facing west on Bishop Street, one block east of the subject lands beyond the industrial lands (Google Street View, retrieved November 2021).

2.3 Pre-Consultation

A pre-application consultation submission was made and comments provided by the City and Region in February 2021. The pre-consultation submission included a concept site plan for 30 stacked townhouse units with 30 parking spaces.

The technical requirements to support the application are listed below:

- Completed Application Form and Fees;
- Functional Servicing Report;
- Conceptual Landscaping Plan;
- Building massing/elevations;
- Noise Study (stationary and road/rail);
- Parking Study (the number of units and supply of parking has been modified since pre-consultation; the supply of parking will be discussed in the Planning Justification Report);
- Record of Site Condition (the requirement for a RSC can be required prior to building permit);
- Concept Site Plan;
- Stormwater Management Report; and
- Planning Justification Report (to include Urban Design Brief).

The required reports/studies listed above have been completed and are included as part of this submission. A brief summary of the technical reports is included in **Section 6.0** of this report.

3.0 DESCRIPTION OF PROPOSAL

The following is a review of the proposed development for 1418 Duke Street in Cambridge, Ontario.

3.1 Overview of Proposed Development

The development proposal includes a three and one half storey townhouse building, located on the site parallel to Bishop Street North. Parking is proposed to the rear of the building in a surface parking lot, with access from Duke Street. The conceptual site plan is enclosed as **Figure 3**.

The proposed building contains a total of 28 stacked townhouse units with the pedestrian entrances facing Bishop Street North (the end unit closest to Duke Street has an entrance facing Duke Street). Each unit will have its own individual entrance, accessed from the exterior of the building. Each unit is self-contained, with internal stairs. The units are separated both vertically and horizontally, however the built form differs from an apartment building in that there are no internal shared spaces.

Each unit will have access to a parking space in the surface parking lot, which also includes visitor parking. In total, 33 parking spaces are proposed. To the rear (west) of the building is a planned outdoor amenity space. The detailed design of the space will be advanced through the site plan process; however, the intent is to have space that is sheltered from the adjacent streets and that provides for a passive gathering space for residents of the building.


There are commercial uses to the south and residential uses to the west. Landscape buffers have been incorporated on both sides to provide separation between the parking lot and the adjacent uses. The building has been situated close to the corner of the two streets to frame the streetscape and to allow for pedestrian movement from the site to the surrounding streets and the supporting commercial uses. A daylight triangle was previously taken from the lands at the corner of Duke and Bishop Streets – no additional dedication is required – and as a result, sightlines at the intersection are not impacted by building location. The building is more than 5 metres from Duke Street and from Bishop Street. The stairs and landing areas are located closer to the street; however, they are small in scale and are intended to help the building address the pedestrian realm. Road widenings on Bishop Street North and Duke Street have been incorporated into the design.

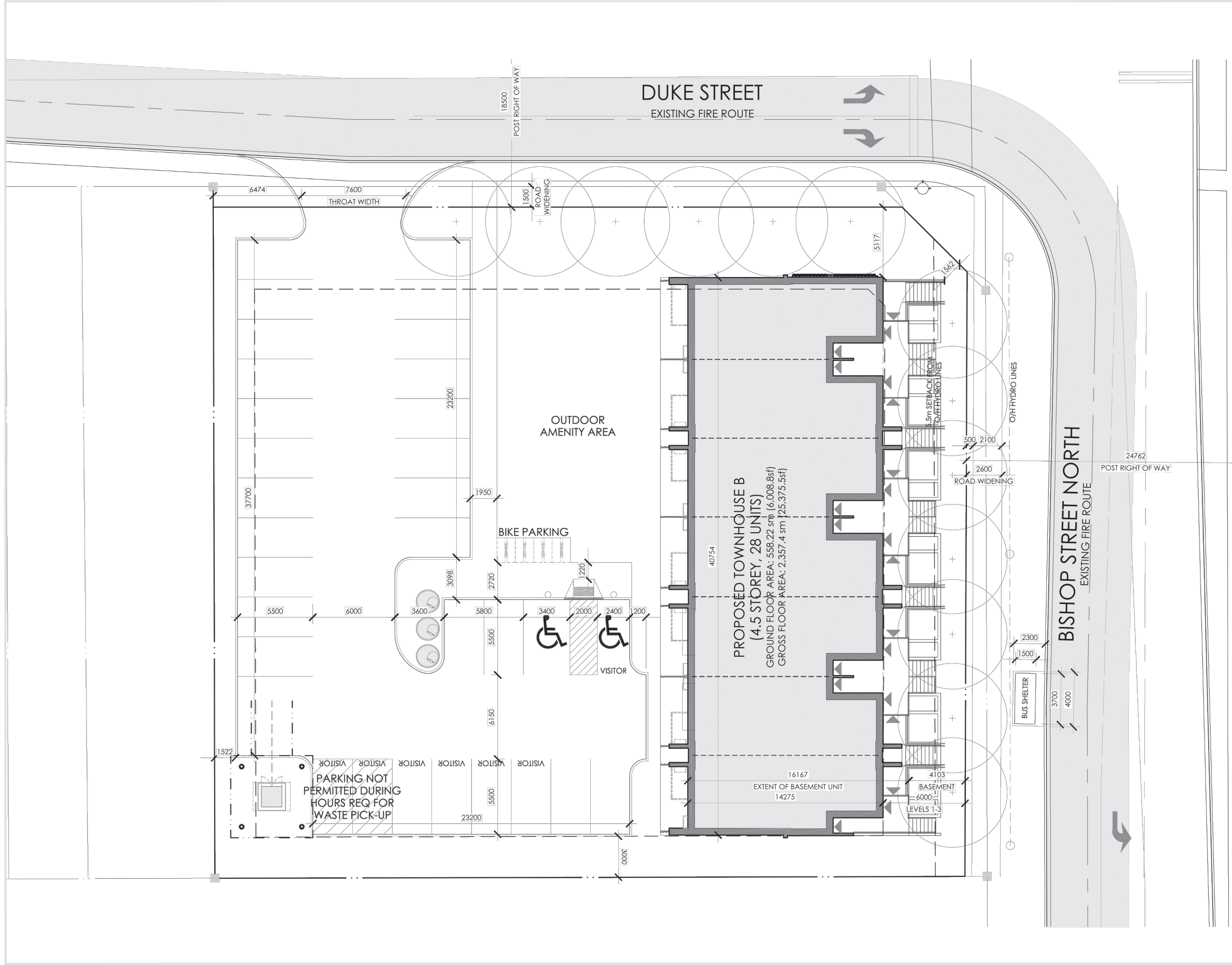
The following images illustrate the street-fronting elevations of the proposed development.

Figure 3:
Site Plan

1418 Duke Street
 City of Cambridge
 Region of Waterloo

LEGEND

 Subject Lands

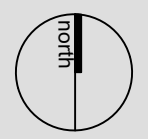


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Elevation as seen from Duke Street (east elevation) (prepared by ABA Architects Inc.).



Elevation as seen from Bishop Street (south elevation) (prepared by ABA Architects Inc.).



Perspective of the building facing Bishop Street

4.0 PLANNING ANALYSIS

This section of the report reviews the applicable land use policy framework as it applies to the subject lands and how the proposal is consistent with, and/or conforms to, this framework.

4.1 Provincial Policy Statement, 2020

The Provincial Policy Statement, 2020 (PPS) was issued by the Province of Ontario in 2020 under Section 3 of the Planning Act. The PPS provides a vision and the policy framework for matters of provincial interest related to land use planning and development, and sets the policy foundation for regulating the development and use of land in Ontario.

The subject lands are currently vacant, with access to existing municipal services. The redevelopment of the subject lands will make more efficient use of land and services within the Urban Area. The lands are also well served by the Regional and City transportation networks. The proposed development will make optimal use of the site and provide housing choice for the surrounding community, in close proximity to the Downtown, planned LRT and shopping.

The following is a summary of applicable policy in the PPS:

Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

The PPS promotes healthy living and safe communities which are sustained by promoting efficient development and land use patterns, and accommodating an appropriate range and mix of residential, employment, recreational and open space uses to meet long-term needs.

The subject property is within an existing neighbourhood that contains a mix of land uses, with multi-unit buildings to the west and commercial uses along Bishop Street and King Street. The development will broaden the mix of residential uses and housing choice in the neighbourhood and the City of Cambridge by offering a unique townhouse built form that will appeal to families and individual households.

The proposed development will utilize existing services and infrastructure, which is consistent with the PPS objective for efficient development patterns that optimize the use of land, resources and public investment in infrastructure. The PPS also encourages the integration of land use planning and transit-supportive development, infrastructure planning with the goal of achieving cost-effective development patterns that optimize transit investments and minimize land consumption and servicing costs.

Section 1.1.3 Settlement Areas

The PPS policy 1.1.3.1 states that “Settlement Areas” shall be the focus of growth and development, and their vitality and regeneration shall be promoted. The subject lands are located within the City’s Built-Up Area within the Urban Area as delineated on Map 3a of the Region of Waterloo Official Plan, which is considered a ‘Settlement Area.’

Policy 1.1.3.2 states that land use patterns within Settlement Areas shall be based on densities and a mix of land uses which:

1. Efficiently use land and resources;
2. Are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;
3. Minimize negative impacts to air quality and climate change, and promote energy efficiency;
4. Prepare for the impact of a changing climate;
5. Support active transportation;
6. Are transit-supportive, where transit is planned, exists or may be developed; and
7. Are freight-supportive.

The subject lands are within the Built-Up Area. The proposed development will make use of existing roads, services and transit which makes more efficient use of land and services. The proposed development will provide sidewalk connections for pedestrians that provide links to key destinations including transit stops, shopping, King Street East and the recreational amenities along the Grand River.

Section 1.4.3 Housing

The PPS states that an appropriate range and mix of housing types and densities shall be provided to meet projected requirements of current and future residents of the regional market area. This should be achieved by permitting and facilitating all forms of housing and all forms of residential intensification including second units and redevelopment. New housing development should also be directed to where there is appropriate levels of infrastructure and public service facilities available. Densities that promote efficient use of land, resources, infrastructure and public services should be promoted.

The proposed redevelopment supports residential intensification. The redevelopment of the subject lands with a low-rise townhouse development, compatible with adjacent multi-unit buildings and commercial uses will assist in providing a range of low-density housing choice in close proximity to the Preston Core Area and existing and planned transit.

Section 1.6.7 Transportation

The PPS promotes a land use pattern, density and mix of uses that minimize the length and number of vehicle trips and that support current and future use of transit and active transportation. The proximity

of the site to transit services, including GRT bus routes on both Bishop Street North and King Street East, which provide access to key destinations in Cambridge and the Region. Future residents will have many nearby amenities and commercial services that can be accessed without use of a vehicle, further reducing impacts on the surrounding road network.

Based on the above, it is concluded that the proposed Official Plan and Zoning By-law Amendment is consistent with the Provincial Policy Statement.

4.2 Growth Plan for the Greater Golden Horseshoe, 2020

The Growth Plan establishes a vision for the Greater Golden Horseshoe based on the principles of: building compact, vibrant and complete communities; economic competitiveness; protecting natural heritage resources and employment areas; wise use of land and resources; optimizing infrastructure and transit and directing growth to and intensifying existing Built-up Areas. The *Planning Act* requires that decisions respecting planning matters conform to the Growth Plan.

The subject lands are designated 'Built Up Area' on Map 3a –Urban Area of the Growth Plan.

Section 2.2.1 Managing Growth

The Growth Plan states that forecasted growth will be allocated based on the following:

- a) The vast majority of growth will be directed to settlement areas that:
 - i) have a delineated built boundary;
 - ii) have existing or planned municipal and wastewater systems; and
 - iii) can support the achievement of complete communities.

- c) Within settlement areas, growth will be focused in:
 - i) delineated built-up areas;
 - ii) strategic growth areas;
 - iii) locations with existing or planned transit, with a priority on higher order transit where it exists or is planned; and
 - iv) areas with existing or planned public service facilities.

The subject lands are located within the 'Built Up Area' in the Urban Area as delineated on Map 3a of the Region of Waterloo Official Plan. The Built-Up Area is to be a focus area for growth. The redevelopment of the subject lands will result in the more efficient use of the lands by providing a low-rise stacked townhouse development that provides a range of unit sizes on lands that are currently vacant.

Section 2.2.1.4 states that applying the policies of the Growth Plan will support the achievement of complete communities. Complete communities feature a diverse mix of uses, including residential, and convenient access to local stores, services and public service facilities. The proposed development will assist in contributing towards a complete community, by providing housing choice in an area that has a significant amount of commercial and employment uses, including a wide range of supportive commercial uses.

Section 2.2.2 (Delineated Built-up Areas) states that, by the time the next municipal comprehensive review is approved and in effect, the Region of Waterloo will be subject to a minimum intensification target of 50% - meaning the development of lands within the delineated built-up area. The subject lands are located within the delineated built-up area, and will assist the City and Region in achieving the Growth Plan targets.

In summary, the proposed Official Plan and Zoning By-law Amendment conforms to the Growth Plan for the Greater Golden Horseshoe.

4.3 Regional Official Plan, 2015

The Region of Waterloo's Official Plan (ROP) was approved by the Ministry of Municipal Affairs and Housing, with modifications, on December 22, 2010 and approved with amendments by Oral Decision of the Ontario Municipal Board on June 18, 2015.

4.3.1 Urban Areas

The subject lands are located within the Urban Area (see **Figure 4**). Section 2.B of the Plan indicates that the lands included within the Urban Area are intended to accommodate the majority of the Region's growth, with a substantial portion directed to the existing Built-up Area through re-urbanization. Focal points for re-urbanization include the Urban Growth Centres, Major Transit Station areas, Re-urbanization Corridors and Major Local Nodes. These focal points will make better use of existing urbanized land and infrastructure and reduce development pressure on farmland and other sensitive areas.

Section 2.D.1 of the ROP sets out general development policies for the Urban Area. In summary, development occurring within the Urban Area is to be planned and developed in a manner that: supports the Planned Community Structure; is serviced by a municipal drinking-water supply system and a municipal wastewater system; contributes to the creation of complete communities with development patterns, densities and a mix of land uses that supports walking, cycling and the use of transit; protects the natural environment; conserves cultural heritage resources; and respects the scale, physical character and context of established neighbourhoods where re-urbanization is planned to occur.

The proposed development satisfies the Urban Area development policies for the following reasons:

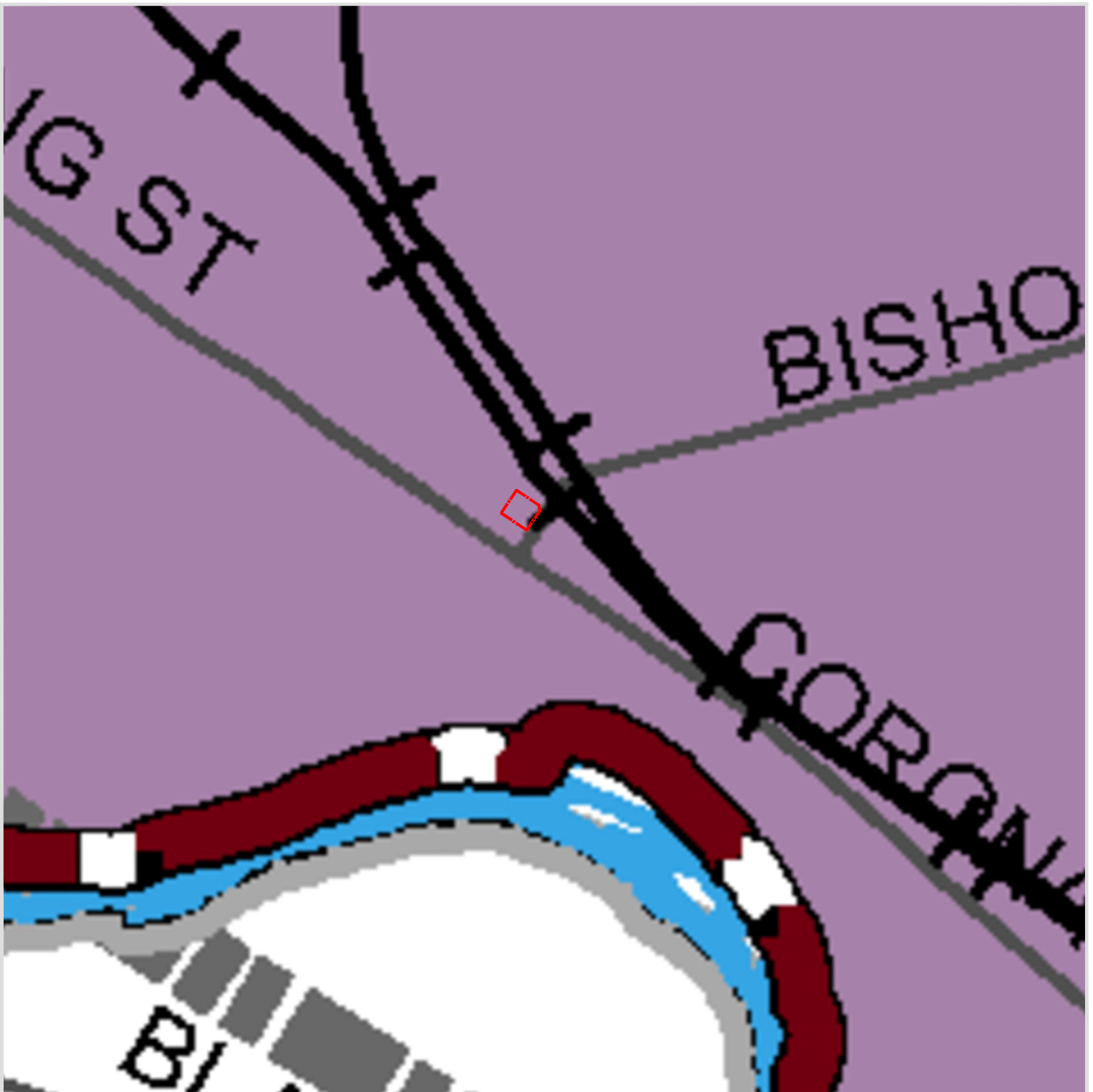



Figure 4:
**Region of Waterloo
 Official Plan Map 3a -
 Urban Area**

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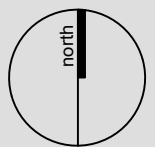
- Urban Area**
-  Built-Up Area*
 -  Urban Designated Greenfield Areas
 -  Prime Industrial/Strategic Reserve (Serviced)
 -  Urban Growth Centres
 -  Reurbanization Corridors **
 -  Major Transit Station Areas **
 -  Central Transit Corridor Environmental Assessment Study Area
 -  Planned Highway 7
 -  Region of Waterloo International Airport

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- The subject lands will result in the re-urbanization of lands located within a Regeneration Area, which is planned to accommodate intensification;
- The proposed development will contribute to a pedestrian friendly environment by locating the buildings close to both Duke and Bishop Streets with the inclusion of pedestrian connections to the public sidewalk. There is an existing sidewalk on Bishop Street that provides a pedestrian connection to King Street, which contains a number of supporting uses, and links to surrounding amenities, including trails along the Grand River; and
- The proposed development supports the use of transit as the subject lands are well-located with respect to existing Grand River Transit bus routes.

In summary, it is our opinion that the proposed Official Plan and Zoning By-law Amendment conforms to the Regional Official Plan.

4.4 City of Cambridge Official Plan

The City of Cambridge Official Plan represents the City’s vision for growth and change within the community. The Official Plan sets out principles, objectives and policies designed to direct the form, extent, nature and rate of growth and change within the City to 2031.

The subject lands are designated “Low/Medium Density Residential” on Map 2 (General Land Use Plan) and “Regeneration Area” on Map 6 to the Official Plan (**Figure 5; Figure 6**).

4.4.1 Regeneration Areas

Regeneration Areas are areas within the City where a transition of use is anticipated. The Official Plan establishes a target of 45% of new housing units being created through infill, conversion, intensification and redevelopment of different built-up areas of the City, including Regeneration Areas.

Table 3 in Chapter 2 of the Official Plan provides the minimum and maximum densities within different areas of the City. Within Regeneration Areas, height and density is regulated as follows:

- minimum density is 0.5 Floor Space Index (FSI);
- maximum density is 2.0 FSI;
- minimum height is 2 storeys; and
- maximum height is 8 storeys.

The development proposes a height of three and one half storeys and a Floor Space Index of 0.84, which is well below the maximum height and density contemplated within a Regeneration Area.

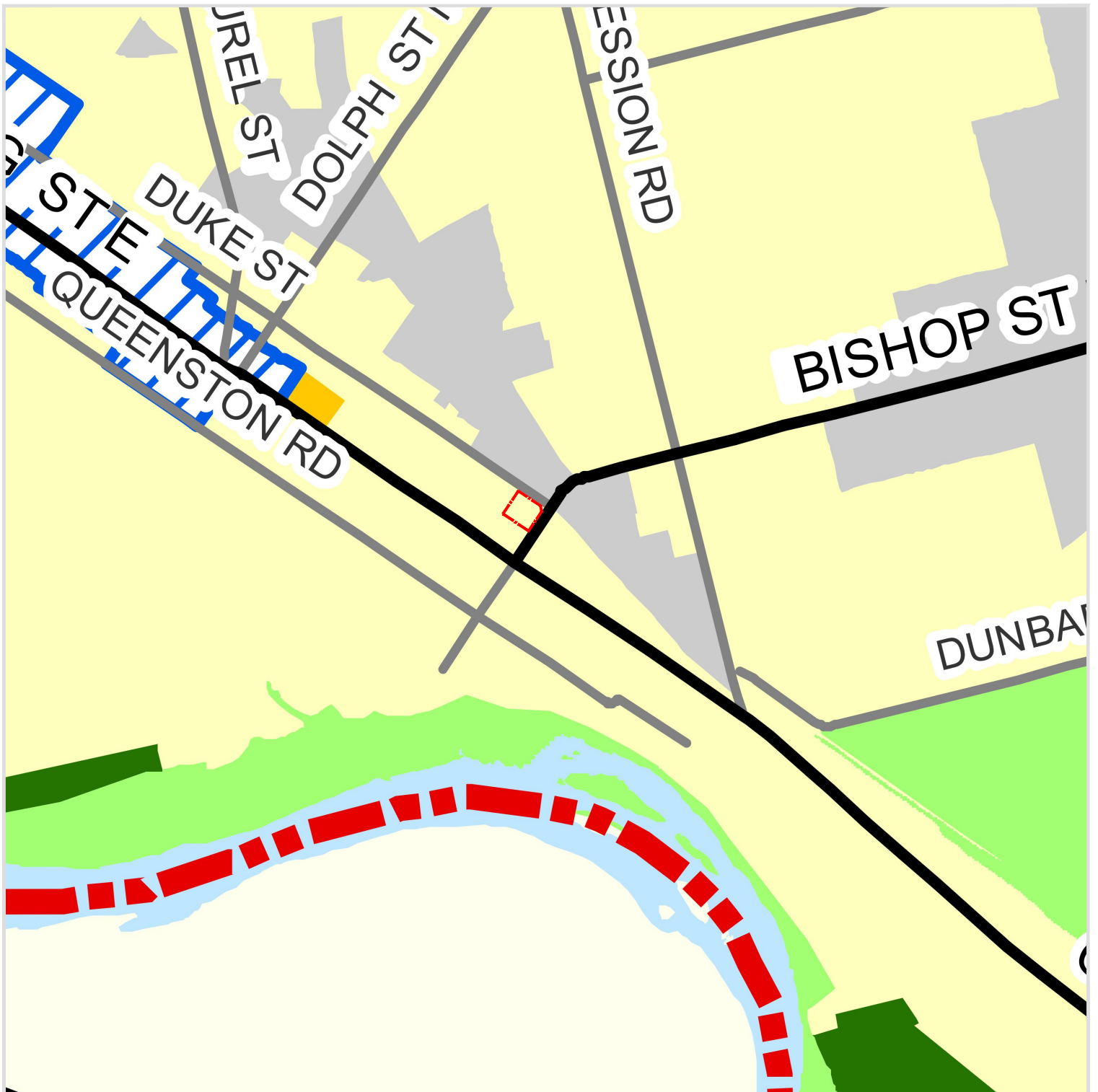





















Figure 5:
**City of Cambridge
 Official Plan Map 2 -
 Land Use**

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 **Subject Lands**

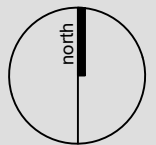
1. Community Core Areas	 Community Commercial
 Galt City Centre; Preston Towne Centre; Hespeler Village	 Hespeler Road Mixed-Use Corridor
2. Residential Designations	 Neighbourhood Commercial
 Low / Medium Density Residential	5. Employment Designations
 High Density Residential	 Business Industrial
 Staff Core Area	 Prime Industrial Strategic Reserve (Serviced)
 Rural Residential	 Employment Corridor
3. Rural Designations	 Industrial
 Rural	 Prestige Industrial
 Prime Agricultural	6. Open Space Designations
4. Commercial Designations	 Recreation, Cemetery and Open Space
 Regional Commercial	 Natural Open Space System

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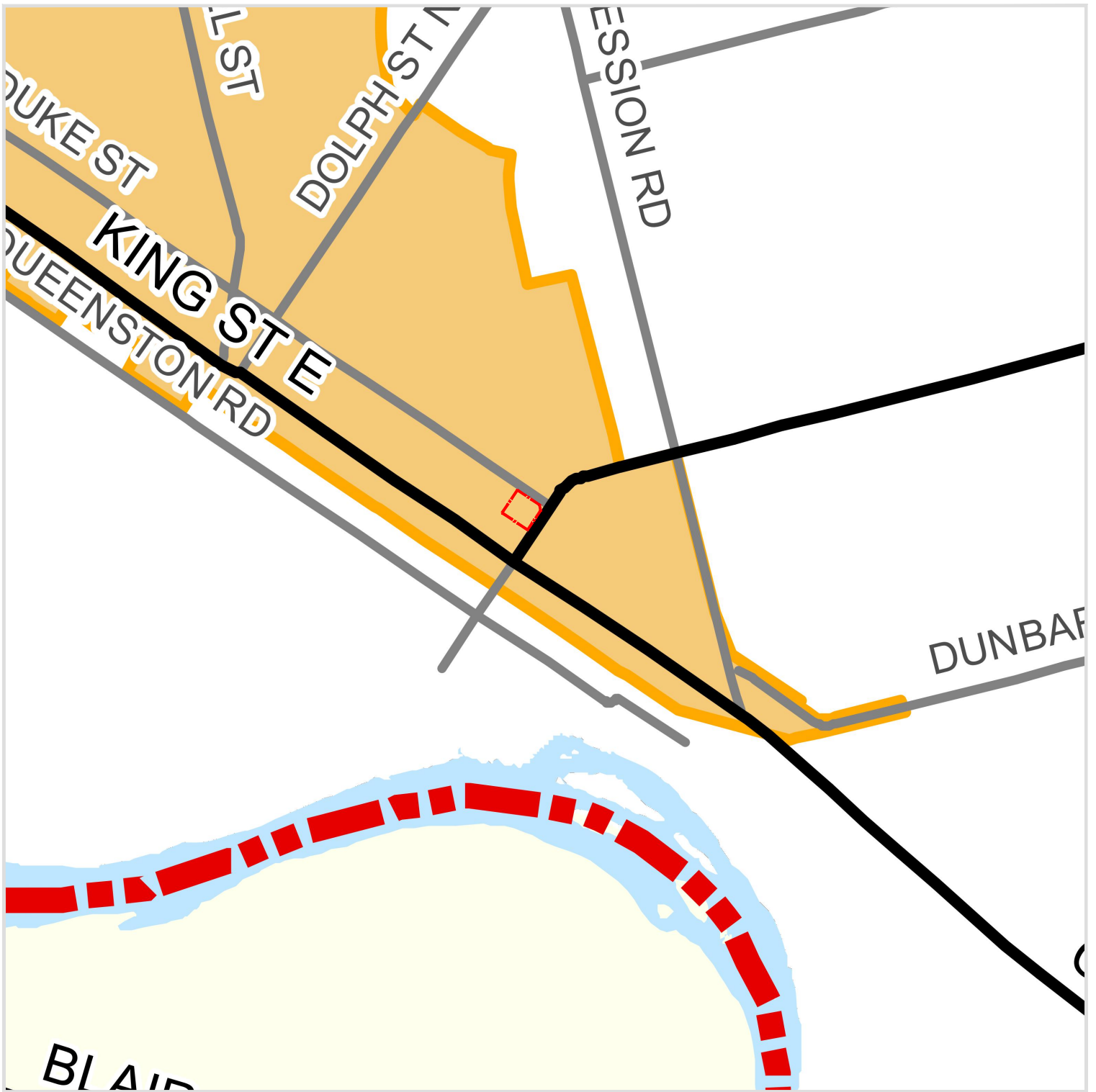




Figure 6:
**City of Cambridge
 Official Plan Map 6 -
 Regeneration Areas**

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 Subject Lands

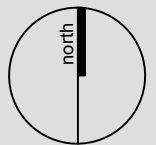
 Regeneration Areas

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4.4.2 Compatibility

Chapter 8 of the Official Plan provides the land use policies. Section 8.4.3 encourages multi-unit residential development within Regeneration Areas, without amendment to the Official Plan, provided the compatibility criteria in Section 8.4.2 are addressed. Section 8.4.3 also provides criteria for consideration of multi-unit development, including (an assessment of how the site meets the criteria is also included):

- a) The site is located on an arterial or collector road, or is directly accessible to any such road through the local road network where it is not likely to generate sufficient traffic to disturb the peaceful and quiet enjoyment of neighbouring residential properties located on such local access road;
 - i. The subject lands are located on a Regional Road (Bishop Street) and a Collector Road (Duke Street). As such, the lands satisfy the criteria.
- b) The site is conveniently located within reasonable distance of public transit, recreational open space and shopping facilities and, if the building is proposed to be designed for occupancy by households with children, is also located within convenient walking distance of an elementary school;
 - i. Public transit is available on King Street and Bishop Street. Numerous commercial uses are located close by, including a food store across the street;
 - ii. Grand View Public School is located a short distance away, as are public trails and open space along the Grand River.
- c) The site has suitable size and configuration to:
 - i. Permit the separation or appropriate integration of on-site vehicular and pedestrian traffic;
 - i. The Concept Site Plan has defined pedestrian areas and routes from the building to the street.
 - ii. Provide for adequate access and circulation by emergency vehicles
 - i. Emergency vehicles could access the site by stopping on either Bishop or Duke Street adjacent to the building. Emergency vehicles can also utilize the internal driveway, which provides for a turnaround.
 - iii. Provide adequate on-site landscaping to: establish suitable outdoor amenities and recreational facilities for the building's occupants; screen parking areas; and provide effective buffering and screening to ensure the privacy of outdoor recreational areas on the site as well as on adjoining properties;
 - i. Perimeter landscaping has been provided to transition from the development to adjacent properties and the public realm;
 - ii. An outdoor amenity area is included to provide a passive gathering space for the residents.

- iv. Provide adequate grading and stormwater management features to ensure the drainage of surface waters to on-site stormwater management facilities or to public storm drainage facilities and not to adjoining properties
 - i. The Stormwater Management Report includes a conceptual grading and drainage plan.
- d) The site is proposed to be developed in such a manner and at such a scale that the site and building design, building height, setbacks, landscaping and vehicular circulation will ensure the proposed development is compatible with existing development on adjoining lands, as outlined in Section 8.4.2 of this Plan; and
 - i. The Land Use Compatibility Study has assessed the compatibility of the proposed development with surrounding industrial uses and has recommended mitigation measures;
 - ii. The proposed residential development is compatible with the surrounding residential and commercial uses and the future residents will support the commercial uses;
 - iii. The introduction of a different built form will offer housing choice to future residents looking to move into the area;
 - iv. There are semi-detached and townhouse units to the north. The introduction of a stacked townhouse building, which is another low-rise built form, is compatible with the existing residential development in the area.
- e) The site will include wherever possible the preservation and protection of the natural environment and cultural heritage resources;
 - i. There are no such features on the lands.

Based on the compatibility measures of the Official Plan, the proposed stacked townhouse development is considered to be appropriate for the area.

4.4.3 Low/Medium Density Residential

The Official Plan permits a maximum density of 40 units per gross hectare within the Low/Medium Density designation. Permitted uses include:

- single detached dwellings;
- semi-detached dwellings;
- townhouse dwellings; and
- walk-up apartment buildings.

As noted earlier, the subject lands are also identified as being within a “Regeneration Area”. Section 8.4.6.16 of the Official Plan states that:

Any property designated “Low/Medium Density Residential”, which is located within a “Regeneration Area” is permitted in the interim to develop for residential or mixed use purposes

to a maximum density of 75 units per hectare and deemed to be in conformity with this Plan, subject to the compatibility criteria in Section 8.4.2.

The proposed development includes 28 stacked townhouse units on a lot area of 0.2824 m², resulting in a density of 100 units per hectare (based on the existing lot area). Once the road widenings on Duke Street and Bishop Street are dedicated, the lot area will decrease to 0.26846. The resulting density increases slightly to 104.2 units/ha. A site specific amendment to the Official Plan is proposed to permit an increase in density to 105 units per hectare, which accounts for the lot area post road widening and permission for up to 28 units. An evaluation of the criteria in Section 8.4.2 is included in the following table:

Criteria	Response
a) the density, scale, height, massing, visual impact, building materials, orientation and architectural character of neighbouring buildings and the proposed development;	The density, scale, height, as conceptualized, is in keeping with the surrounding area. The building remains low-rise, at 3.5 storeys (12 metres).
b) the conservation, protection, maintenance and potential enhancement of the natural environment and cultural heritage resources;	N/A
c) the continued viability of neighbouring land uses;	The development would support the adjacent commercial uses. The stacked townhomes are compatible with the other low-rise residential uses to the northwest. The Noise Feasibility Study has assessed the compatibility of the townhouses with the industrial uses further to the north, as well as the nearby railway and has concluded the residential use is compatible with the recommended mitigation measures.
d) pedestrian and vehicular movement and linkages, as well as parking requirements and design in both existing development and proposed developments;	<p>The Concept Plan identifies potential pedestrian paths with internal private sidewalks connecting to the public sidewalks on Duke and Bishop Streets. Vehicle access is proposed off Duke Street with a turnaround provided at the end of the drive aisle to allow for waste collection.</p> <p>An appropriate supply of parking for both residents and visitors is proposed within the parking area.</p>
e) landscaping, setbacks, sun and shadow effects, wind effects, signage, lighting and buffering of existing development and proposed developments;	These matters would typically be addressed through the Site Plan process. The Concept Plan provides sufficient flexibility that such matters can be addressed. Landscape buffers have been incorporated into site design to provide separation between the parking lot and the adjacent uses. The low-rise

	nature of the development is unlikely to cause negative shadow impacts and the building has been situated along Bishop Street, providing significant physical separation from the nearest residential use.
f) noise attenuation;	Please see the Noise Feasibility Study prepared by HGC.
g) odour, dust, and emission impacts;	N/A
h) transportation implications; and	Bishop Street is identified as a Regional Road and Duke Street is identified as a Collector Road. King Street is readily accessible. The lands have nearby access to the broader transportation network including GRT bus routes.
i) transitions between different land uses and between sites having varying permitted uses.	The Concept Plan provides for landscape buffers adjacent to the abutting lands and public realm. The buildings are a sufficient distance from adjacent residential uses.

The proposed development satisfies the compatibility criteria in the Official Plan. In summary, the proposed stacked townhouse development is appropriate for the subject lands.

4.4.5 Official Plan Amendment

The Official Plan Amendment proposes a Special Policy Area for the subject lands to permit the development of the lands with stacked townhouse units at a density of 105 units per hectare (28 units based on the lot area after the road widening). No other changes to the Official Plan policies are proposed. The increase from 75 units per hectare to 105 units per hectare results in an additional 8 units. The lands have sufficient parking to support the use, the building is situated an appropriate distance from both streets and the adjacent rear and side property lines. The low-rise character of the built form is compatible with the surrounding commercial and residential land uses. The addition of up to 8 units will not negatively impact the surrounding transportation network, as the lands are located within a walkable area, with access to multiple transit routes. The additional 8 units will improve the supply of housing in the Region, and offer an attainable choice for future residents.

In summary, the proposed development for 28 stacked townhomes satisfies the criteria in Section 8.4.2 that permits greater density within a Regeneration Area. The proposed Special Policy Area would permit a minor increase in density (8 units) to allow for a more efficient and optimal development of the lands. In our opinion, the Official Plan Amendment represents good planning.

4.5 City of Cambridge Zoning By-law

The subject lands are zoned CS5, and are subject to specific provision S.4.1.100 (see **Figure 7**). The CS5 zone permits a range of commercial uses, in a plaza format. The By-law contains a number of regulations regarding the development of a “shopping centre” on lands zoned CS5. Residential uses are permitted,

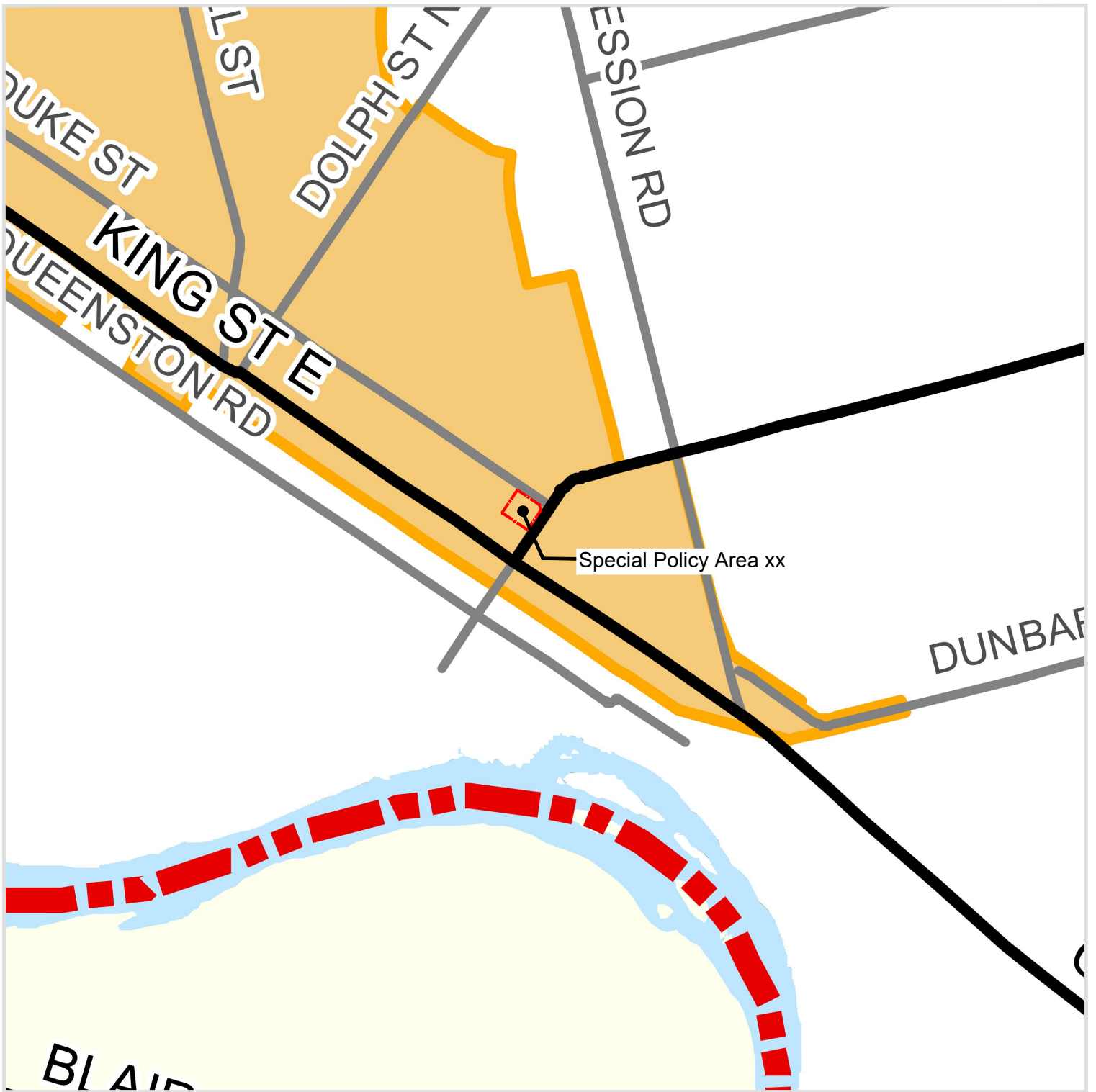



Figure 7:
**Proposed Official
 Plan Amendment**

LEGEND

 Subject Lands
 (Add Special Policy Area)

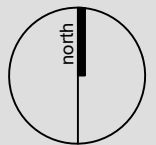
 Regeneration Areas

DATE: December 2021

SCALE: 1:10,000

FILE: 20345A

DRAWN: LC



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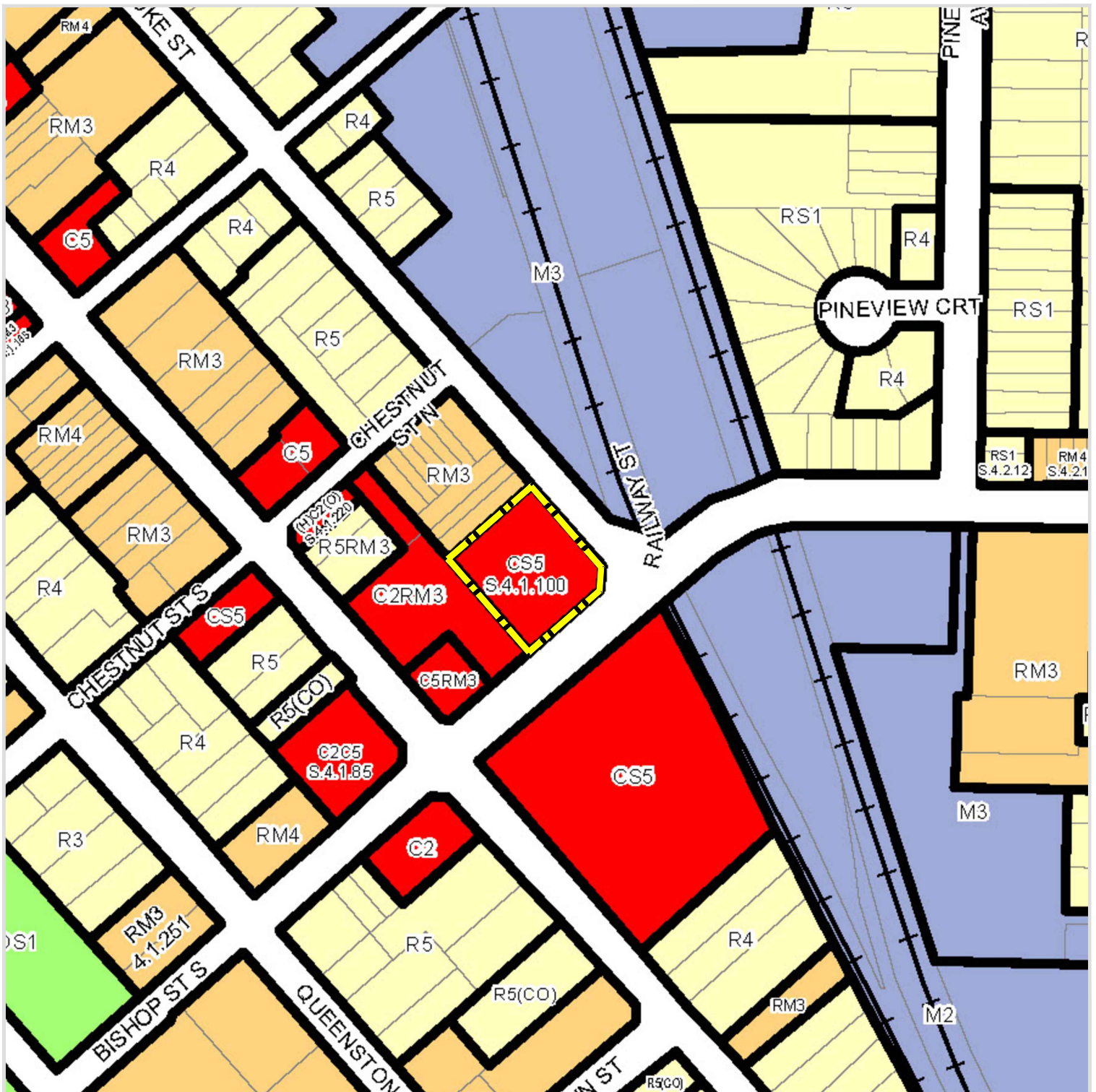


Figure 8:
**City of Cambridge
 Zoning By-law**

LEGEND

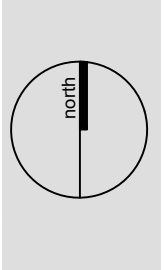
- Subject Lands
- AGRICULTURAL
- COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- LOW DENSITY RESIDENTIAL
- MEDIUM HIGH DENSITY RESIDENTIAL
- OPEN SPACE

DATE: December 2021

SCALE: 1:2,500

FILE: 20345A

DRAWN: LC



1418 Duke Street
 City of Cambridge
 Region of Waterloo

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**PLANNING
 URBAN DESIGN
 & LANDSCAPE
 ARCHITECTURE**

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within a mixed-use building, provided they are located above the ground floor and that the gross floor area devoted to the residential uses does not exceed 2/3 of the total gross floor area of the building.

Site specific regulation S.4.1.100 applies an additional restriction which only allows the lands to be used for a shopping centre if they are developed as a mixed-use building with at least seven (7) dwelling units. Given the limited size of the site, the ability to develop the lands with a shopping centre that also contains residential uses would be very challenging with the need to also provide suitable parking. While it is acknowledged that commercial uses are possible, there is a commercial plaza immediately to the east that contains a number of commercial uses, including restaurants and a food store. There is also a commercial plaza immediately to the southwest that contains additional commercial uses and there are two additional, prominent commercial uses on the opposite corners of King and Bishop Streets.

The lands to the west on Duke Street are zoned RM₃, while the lands on the northeast side of Duke Street are zoned M₃. The proposed Zoning By-law Amendment will implement the Official Plan Amendment and rezone the lands to the RM₂ zone with site specific provisions, which are identified in the table below. The RM₂ zone is the most appropriate zone for the subject lands. The lands to the northwest are zoned RM₃, while multiple properties in the area are zoned RM₃ and RM₄. The development complies with the majority of the regulations and will be compatible with the surrounding commercial and residential uses

The following table summarizes the regulations of the RM₂ zone as per Section 3.1.2.6, and whether the proposed development complies with the regulation. Regulations where an amendment to the By-law is required are noted in **bold**.

Regulation	Required in RM ₂ Zone	Proposed
Minimum Lot Frontage (no specific requirement for a corner lot)	10.0 metres	42.8 metres (Bishop St)
Density (maximum)	150 units per hectare	105 units per hectare (note – the intent is to limit density to 105 units per hectare, consistent with the Official Plan Amendment)
Front Yard (minimum)	4.5 m	Bishop St – 6.0 m (post road widening to building wall)
Rear Yard (minimum)	5.5 m	32 m
Interior Side Yard Setback (minimum)	5.5 m	3.0 m
Exterior Side Yard Setback (minimum)	4.5 m	Duke St – 5.1 m
Gross Floor Area (minimum)	As prescribed in the Building Code (bachelor unit)	The units will be at least 50 m ²

Regulation	Required in RM2 Zone	Proposed
	50 m ² (one bedroom unit)	
	60 m ² (two or more bedroom unit)	
Lot Coverage (maximum)	60%	20%
Landscaped Open Space (minimum)	25%	35.5%
Common Amenity Area per Dwelling Unit (minimum)	30 m ² (840 m ² total)	230 m² (8.2 m ² / unit)

Section 2.2.1.1 (c) of the Zoning By-law provides that 1 parking space per dwelling unit is to be provided, plus one space for each 4 dwelling units for visitors; a total of 35 parking spaces would therefore be required. The development proposes a reduction to **33 spaces; 1 space for each unit and 5 visitor parking spaces.**

4.5.1 Site Specific Regulations

The following site specific regulations are being requested as part of the Zoning By-law Amendment to permit the proposed development:

1. Amend Section 3.1.2.6 of Zoning By-law 150-85 to permit a minimum interior side yard of 3.0 metres whereas 5.5 metres is required.
2. Amend Section 3.1.2.6 of Zoning By-law 150-85 to permit a minimum common amenity space of 8.2 square metres per unit whereas 30 square metres per unit is required.
3. Amend Section 2.2.1.1 (c) of Zoning By-law 150-85 to permit a visitor parking rate 0.15 parking spaces per unit whereas 0.25 parking spaces per unit is required for visitors.

The request to increase the density to 105 units per hectare was discussed in Section 4.4 of this report. As noted earlier, the development will provide sufficient parking to support the increase in units, has more landscape open space than the By-law requires and has less lot coverage than the By-law permits. The density would permit up to 28 units.

The building is situated parallel to Bishop Street. The setback from Duke Street will be 5.1 metres (after the road widening), allowing for landscaping between the building and both streets. The building is situated a significant distance from the westerly lot line, providing physical separation from the closest residential use.

The building includes a large outdoor amenity area for the residents of the development. The site plan process will consider the amenity area and provide opportunities for passive recreational gatherings.

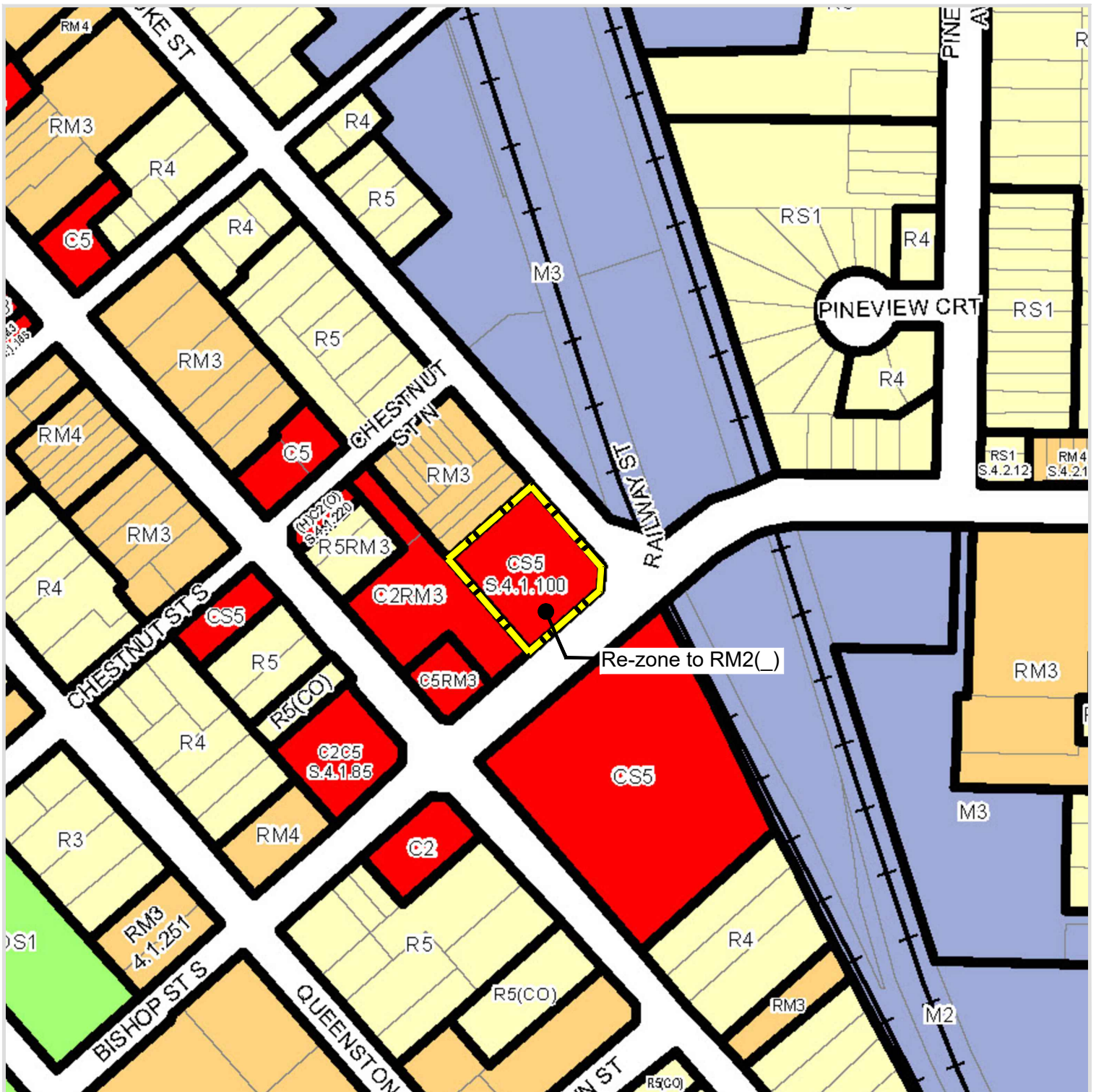


Figure 9:
**Proposed Zoning
 By-law Amendment**

LEGEND

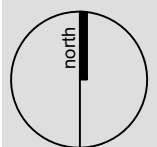
- Subject Lands
 (Re-zoned from CS5 S.4.1.100 to RM2(_))
- AGRICULTURAL
- COMMERCIAL
- INDUSTRIAL
- INSTITUTIONAL
- LOW DENSITY RESIDENTIAL
- MEDIUM HIGH DENSITY RESIDENTIAL
- OPEN SPACE

DATE: December 2021

SCALE: 1:2,500

FILE: 20345A

DRAWN: LC



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The proposed reduction in the visitor parking rate results in a minor reduction of 2 visitor parking spaces. The lands are situated in an urban area, with excellent access to transit and within a very walkable area of the community. As such, visitors will have the option of arriving via active transportation, or transit (or a ride share service) as a readily available alternative to using their vehicle.

4.5.5 Zoning By-law Amendment Summary

In summary, there are multiple properties in the area that are zoned 'RM', including the adjacent lands that are zoned RM3. The lands are located within an urban context – the RM2 zone is an appropriate zone with appropriate performance standards for the subject lands. The development is low-scale – a 3.5 storey townhouse development. The design of the site has internalized the parking and driveway, minimizing any impacts on the residential lands to the west. Perimeter landscaping will be utilized to transition from the buildings to the adjacent properties and the public realm.

5.0 URBAN DESIGN

The following is a review of the urban design context of the proposed development for 1418 Duke Street in Cambridge.

5.1 Vision

The following vision has been developed for the subject lands:

The proposed development will contribute to a complete, vibrant, and healthy community that is well designed and will provide an alternative housing option to support nearby transit and commercial uses. The proposed development will be compatible with surrounding land uses and will positively contribute to the public realm.

5.2 Design Considerations

5.2.1 Context Analysis

The proposed development is a three and one half-storey stacked townhouse building, oriented towards Bishop Street. The location and orientation towards an arterial road is considered appropriate for a medium density residential development as it positions the massing along an established higher-traffic corridor and away from existing lower-density neighbourhoods. Furthermore, the development provides a transition between the surrounding residential uses to the northwest and the industrial and commercial uses along Bishop and King Streets.

5.2.2 Built Form, Massing and Articulation

The proposed development has been designed with consideration for the existing built form context, particularly that of the various multiple residential uses along Bishop Street. The mass of the proposed building is broken up using a number of techniques including building materials, projections and recessions, architectural details, and varying window sizes. A prominent building base further breaks up the massing of the proposed development, particularly along the east and north portions of the site with road frontages. The massing is designed to create a comfortable and engaging pedestrian environment, which is further enhanced through the provision of multiple building entrances along Bishop Street North and soft landscaping between the sidewalk and building façade.



The elevation (south) facing Bishop Street (prepared by ABA Architects).

5.2.3 Character and Architectural Treatment

The proposed development will assist in the continued intensification and revitalization of Bishop Street through the addition of the new building. A strong street edge, visually interesting architecture, and improved landscaping will provide a positive contribution to the streetscape on otherwise vacant lands.

High quality materials are intended for this project to complement the existing development context, while also promoting a distinctive character. The use of traditional building materials, such as stone and brick will be explored through the site plan process, with the intent of using durable, high quality materials.

5.2.4 Lighting and Signage

The main building entrances will be illuminated for safety and utility purposes. Glare from exterior lights will be minimized through the use of full cut-off lighting, including within the parking area.

5.2.5 Transit Supportive Design

The proposed development supports transit – the site plan includes the bus shelter located in front of the proposed building along Bishop Street. A pedestrian connection to the GRT bus top will be included to encourage residents to use transit when possible. The subject lands are well connected to the City and Region’s road network (Duke Street, Bishop Street, and King Street) and have convenient access to the existing transit network on King and Bishop Streets. A number of existing bus routes, operated by Grand River Transit, are located in proximity to the subject lands including iXpress Route 206, which provides express bus service to key destinations including ION Transit Stations.

5.3 City of Cambridge Official Plan

The City of Cambridge Official Plan, approved in 2012, provides a long-range, comprehensive land use strategy to facilitate the vision of the City.

Chapter 5 of the Official Plan includes the City's urban design policies for built form in Cambridge.

Section 5.1 Objectives: The following objectives are set forth to ensure high-quality urban design:

- a) create an attractive, accessible, safe and healthy built environment;
- b) enhance connectivity to allow for ease of travel throughout the city by multiple modes of transportation;
- c) protect and enhance public views and vistas of natural and built features;
- d) achieve high quality design for the public and private realm;
- e) ensure compatibility in scale, form, massing and height transition between new development and existing buildings and adjacent neighbourhoods while being sensitive to the context;
- f) encourage the incorporation of sustainable design features into the built environment;
- g) promote a high standard of urban design as a key factor in establishing attractive and well integrated development throughout the community;
- h) integrate urban design into the development approval and decision making processes of the City;
- i) ensure that development is sensitive to and respectful of the physical and functional identity and the heritage attributes of Cambridge;
- j) allow for creativity in design expression while ensuring compatibility and quality of development;
- k) design our community at the pedestrian scale in support of fostering social interaction, active streetscapes and walkable neighbourhoods; and
- l) prepare and use urban design guidelines and standards.

Design Response: The proposed development has considered the objectives, where appropriate and has advanced a vision for an attractive, safe, and compatible high-quality design.

Section 5.2 Healthy and Livable Communities: The built environment should be designed to promote sustainable, healthy, and active living.

Design Response: The building has been oriented to the public realm to promote alternative transportation options including walking, cycling and transit. The site is located adjacent to various commercial and service uses that will serve the needs of the future residents, many of which can be accessed by walking.

Section 5.3 Transit Oriented Design: Development located within a Major Transit Station Area or within walking distance of one or more higher frequency transit stops will be planned and designed based on the principles of transit oriented development.

Design Response: The lands are not located within a Major Transit Station Area. However, integration with GRT bus routes and stops has been considered and incorporated into the design.

Section 5.4 Views and Vistas: Development proposals should enhance or preserve prominent views in the City. Prominent sites with high visibility are required to meet a higher standard of architectural quality and urban design.

Design Response: There are no significant views impacted by the proposed development and the proposed development is not considered to be located at a prominent site.

Section 5.6 Gateways: Key intersections and entrances to community core areas may be identified and treated as gateways subject to distinctive design requirements.

Design Response: The intersection of Duke Street and Bishop Street does not constitute a gateway; however, design features are proposed to emphasize the intersection and create a focal point.

Section 5.7 Site Development and Buildings: Development will be compatible with the existing and planned streetscape and will provide transitions in height from adjacent buildings. Buildings will be located near the street edge to frame the street, will have compatible setbacks, compatible materials and architectural styles, low-impact lighting, pedestrian connections, and active facades along street frontages.

Design Response: The lands are located in an area that contains a mix of land uses, including residential, commercial and industrial, with a wide range of architectural styles. The introduction of a high-quality, pedestrian-oriented design will improve the urban design elements in the area and contribute positively to the streetscape.

Section 5.8 Sustainable Design: Energy efficiency, sustainable design, and green building technology is encouraged.

Design Response: Sustainable design measures will be incorporated where appropriate, and will be considered further through the site plan and detailed building design processes.

Section 5.9 Accessibility/Universal Design: The development should provide barrier-free access and should comply with the regulations of the Accessibility for Ontarians with Disabilities Act, 2005 and the Ontario Building Code.

Design Response: The development will comply with the requirements of AODA and OBC.

Section 5.10 Safety: Site development will incorporate crime prevention standards such as the principles of Crime Prevention Through Environmental Design (CPTED).

Design Response: The site layout and design has considered CPTED principles including:

- that there is natural surveillance of outdoor spaces,
- the development avoids creating secluded areas,

- the use of stairs and landings provides a demarcation between the public and private realm, and
- the planned use and appropriate placement of lighting to ensure there are no blind-spots.

Section 5.11 Parking: Surface parking should be located to the side or rear of the building, shielded and enhanced with landscaping wherever possible, and should ensure safe movement for users. Bicycle parking should be provided.

Design Response: Parking has been shielded from the arterial road of Bishop Street and will be buffered from Duke Street through the use of landscaping. Bicycle parking is provided.

Summary

In our opinion, the proposed development achieves the urban design objectives, is appropriate for the location and will contribute positively to the character of the area.



6.0 SUMMARY OF SUPPORTING STUDIES

Functional Servicing Report and Stormwater Management Report

Erik Engineering prepared a Functional Servicing and Stormwater Management Report in support of the proposed development. The Report concluded that:

- There is adequate servicing infrastructures available to service the proposed development;
- Proposed grading for the entire site has been designed with respect to existing grades all around the subject property and the proposed grades within the site have been set to minimize cut/fill in the proposed development;
- Municipal sanitary sewers are available in the vicinity of the development and the proposed site will be serviced from the existing 525mm municipal sanitary sewer available on Bishop Street North;
- The existing 450mm municipal watermain available on Bishop Street North will be utilized for the domestic requirements for the site. Hydrant flow test is recommended for the existing hydrant located at the southwest corner of the intersection of Bishop Street North and Duke Street at the time of detailed engineering design to know the available domestic and fire flow in the vicinity of the development;
- Onsite stormwater management quality and quantity control is required for the subject development. Quantity control will be required to control the post development peak flow conditions to match pre-development peak flow conditions. Onsite storage has been designed to provide an underground storage tank system with an orifice control outlet discharge into the existing storm sewers on Duke Street. Stormwater quality will be maintained by providing OGS upstream of the storage system;
- Functional servicing and stormwater management design concepts presented in this report shall be used as a basis for the detailed engineering design for the proposed development of the site;
- Erosion and sedimentation control measures must be implemented onsite during pre-grading activities, construction of primary and secondary services to reduce the potential adverse environmental affects originating from onsite construction activities.

Please see the Report for further details.

Noise and Vibration Feasibility Study

HGC prepared a Noise and Vibration Feasibility Study to assess the compatibility of the development with the nearby industrial and commercial uses, as well as any impacts associated with the railway and roads. The Study concluded that the proposed development was compatible with surrounding land uses with regard to noise, subject to the following recommendations:

- Central air conditioning systems are required for all proposed dwelling units. The location, installation and sound ratings of the air conditioning devices should comply with NPC-300
- Upgraded building constructions will be required for all proposed dwelling units. Brick veneer or a masonry equivalent exterior wall will be required for all proposed dwelling units. When detailed floor plans building elevations are available, the exterior wall and glazing construction should be verified and refined based on actual window to floor area ratios
- Warning clauses are required in the property and tenancy agreements and offers of purchase and sale in order to inform future owners/tenants of the sound level excesses and the proximity to the railway line and other commercial uses

For the stationary noise sources, there are no specific mitigation measures required. Warning clauses are recommended and should be included in the property and tenancy agreement and offers of purchase and sale to inform the future owners/residents of the presence of the nearby industrial/commercial operations.

Please see the Noise and Vibration Feasibility Study for further details.

7.0 CONCLUSION

This Planning Justification Report concludes that the proposed Official Plan and Zoning By-law Amendment application to permit the proposed stacked townhouse development represents good planning for the following reasons:

1. The proposal is consistent with the *Provincial Policy Statement*.
2. The proposal conforms to the *Growth Plan for the Greater Golden Horseshoe*.
3. The proposed development conforms to the *Region of Waterloo Official Plan*.
4. The Official Plan Amendment permits a minor increase in density, within a Regeneration Area. The development satisfies the applicable criteria for multi-unit development within a Regeneration Area.
5. The RM-2 Zone represents an appropriate zone for the lands, in its context and in consideration of an appropriate, low-rise housing form that will provide choice to future residents.
6. The development has assessed the noise impacts from the industrial uses and railway to the east and has recommended suitable mitigation measures.
7. The lands have access to existing municipal services and stormwater can be managed, as demonstrated in the Functional Servicing Report and Stormwater Management Report.
8. The proposed development introduces housing choice into a mixed-use walkable area that is well served by transit and supporting commercial uses.

Respectfully submitted,

MHBC



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Partner



Rachel Neiser, MSc.
Planner