
To: Planning and Development Committee

Date of Meeting: April 12, 2016

Prepared by: Kathy Padgett, Senior Planner – Environment

Approved by: Hardy Bromberg, Deputy City Manager, Development and Infrastructure

Department: Development and Infrastructure

Division: Planning and Development

Date to Sr. Mgmt. Team: March 30, 2016

File No.: D03.01.15

Ward No.: 1, 3 & 8

Recommendation:

THAT the Groff Mill Creek Official Plan Amendment be referred back to staff for a report and recommendation.

Summary:

- This report is for a public meeting for a proposed Official Plan Amendment to apply Two-Zone Floodplain Policy for Groff Mill Creek from the current, more restrictive One-Zone Floodplain Policy, in order to create more developable lands.
- A Public Information Centre was held on March 1st, 2016 at Preston Memorial Auditorium to present the preliminary results of the Groff Mill Creek Two-Zone Floodplain Study which included maps displaying the Existing Regulatory Floodplain, the 2016 Revised Floodplain, and proposed “floodway” and “flood fringe” boundaries.

Subject:

Public Meeting

**Proposed Official Plan
Amendment**

**Groff Mill Creek Two-Zone
Floodplain Study**

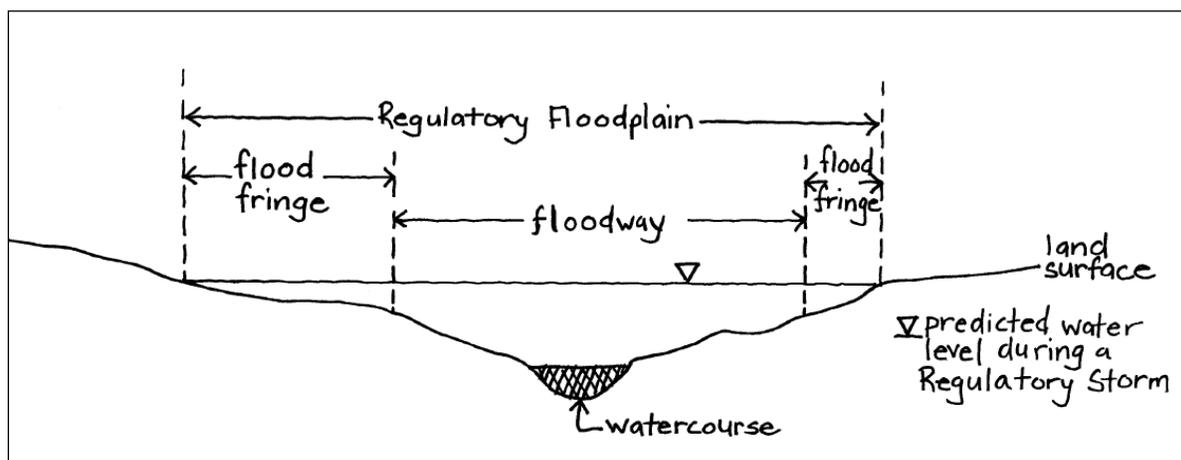
Background:

The purpose of this report is to advise the Planning and Development Committee and the public that the City of Cambridge undertook a study to update the existing floodplain modelling for Groff Mill Creek in the Hespeler Road growth area, specifically between Dunbar Road and Eagle Street (Attachment No. 1 – Study Area Map), and that the study findings will inform an amendment to the Cambridge Official Plan for Council’s consideration. In accordance with the Planning Act, a municipality must hold a public meeting in order to formally consider an Official Plan Amendment. See Attachment No. 4 for the proposed Official Plan Amendment.

The City of Cambridge retained the services of MMM Group to complete the required engineering study and stakeholder consultation to support the creation of a Two-Zone Floodplain for Groff Mill Creek. The study began in May 2015 and will conclude upon receiving the final report from the consultants.

The purpose of the Groff Mill Creek Two-Zone Study (Study) is to evaluate the potential for applying Two-Zone Floodplain Policies to create more developable lands within the Hespeler Road growth area. Currently, properties within the Study Area within the Regulatory Floodplain are subject to One-Zone Floodplain Policies and as such, potential for development or redevelopment is very restricted. The intent of the Two-Zone Floodplain approach is to identify lands that can be safely developed. To determine the potential for applying Two-Zone Floodplain Policies within the Study Area, the Study evaluated the floodplain to assess the location of the “flood fringe” and “floodway” within the Regulatory Floodplain (see Figure 1).

Figure 1 – Flood Fringe and Floodway



The “flood fringe” is the portion of the floodplain between the limits of the floodway and the Regulatory Floodline as defined by the Grand River Conservation Authority (GRCA). The flood fringe would be subject to Two-Zone Floodplain Policies and are areas of land with shallower flood depths and lower velocities of water that can be safely developed, subject to floodproofing conditions. The “floodway” is the hazardous portion of the

Regulatory Floodplain where development may not occur due to flood depths and/or velocities of water that would pose a significant threat to life and/or property and would be subject to One-Zone Floodplain Policies.

Existing Policy/By-Law:

City of Cambridge Official Plan (2012):

The Study Area is currently subject to restrictive One-Zone Floodplain Policies (3.B.6.1.1) in the Cambridge Official Plan and is reflected in both Map 2 – General Land Use Plan (designated as Natural Open Space System, Commercial, Business Industrial and Low/Medium Residential) and Map 10 – Floodplains.

A portion of the Study Area is considered to be within an existing Regeneration Area (Map 1A and Map 6). Regeneration Areas are areas within the City where a transition of use from one use, such as industrial to another use is anticipated. The northern and southern portions of the Study Area are considered existing nodes while the remainder of the Study Area is a “Future Study Area for inclusion in the node boundary.” Nodes are areas where a mix of transit oriented development, such as housing, employment, and services is concentrated. Detailed land use policies for existing and future nodes will be established through a future secondary plan.

City of Cambridge Zoning By-Law 150-85:

Lands in the Study Area are zoned Industrial (M2, M3, M4), Institutional (N1), Commercial (C4, C5), and detached/semi-detached residential (R4, RS1).

Ontario Regulation 150/06 under the Conservation Authorities Act:

A portion of the Study Area is regulated by the Grand River Conservation Authority.

Financial Impact:

The Region of Waterloo’s Transit Supportive Strategy for Cambridge contributed \$80,000 to cover the cost of this project funding because increasing opportunities for commercial and residential development in strategic locations, including along bus routes, can increase transit ridership.

Public Input:

A notice for the statutory public meeting was advertised in the March 17th edition of the Cambridge Times, and a letter was mailed directly to landowners in the Study Area, and to landowners within 150 metres of the Study Area, advising them of the public meeting.

In advance of this statutory public meeting, a Public Information Centre (PIC) to inform landowners and the public of the preliminary results of the Study was held on Tuesday, March 1st, 2016 from 4:30 p.m. to 6:30 p.m. at the Preston Memorial Auditorium. The

PIC was advertised in the February 18th and 25th editions of the Cambridge Times, and a letter was mailed directly to landowners in the Study Area advising them of the PIC.

Twelve people were in attendance at the PIC and the following comments were received:

- One business owner was concerned that the updated floodplain mapping means that their property is now included in the flood fringe when they were not within the floodplain prior to the Study. The business owner with land now within the flood fringe will still be able to develop and redevelop their property under the Two-Zone Floodplain Policies, but will require appropriate floodproofing measures and a permit from the Grand River Conservation Authority to proceed.
- A vacant property on Hespeler Road that had previously been constrained from development due to the One-Zone Floodplain Policies now largely falls within the flood fringe and will be able to be developed under the Two-Zone Floodplain Policies.
- Homeowners on Daleview Crescent experiencing backyard flooding indicated that the culvert south of Daleview Crescent at Dunbar Road gets obstructed with debris which worsens the flooding in their backyards. Asset Management has been made aware of this concern and will confirm the sewer is included in the regular inspection/maintenance program.
- Staff were asked for information regarding the rehabilitation of the creek in the Dumfries Conservation Area, which is south of the Study Area. Staff is not aware of a capital project having been approved for such works.

Internal/External Consultation:

Staff at the Region of Waterloo and the Grand River Conservation Authority (GRCA) were involved in the creation of the Groff Mill Creek Two-Zone Study Terms of Reference and have been involved over the course of the Study. GRCA staff will be taking a report on the Groff Mill Creek Two-Zone Floodplain to the GRCA Board at a future meeting for their endorsement and the information will be used to amend GRCA's regulated area mapping.

Comments/Analysis:

Preliminary study findings from the floodplain modelling outline revisions to the existing floodplain as well as the delineation of the floodway where One-Zone Floodplain Policies would apply and the flood fringe where Two-Zone Floodplain Policies would apply.

Policy 3.B.6.1.1.25 a) and 3.B.6.1.1.25 b) of the Cambridge Official Plan would require amendments to identify Groff Mill Creek as a Two-Zone Floodplain Policy Area. Additionally, modifications to Maps 2, 10 and 11 would be required. The actual mapping

for the amendment is still currently under review by the Grand River Conservation Authority (GRCA) and will be provided in the subsequent report from City staff. A draft map is shown as Attachment No. 2.

The majority of the properties in the Hespeler Road growth area would benefit from the proposed Official Plan Amendment, as many of the properties are currently restricted due to the One-Zone Floodplain Policies. Under the current One-Zone Floodplain Policies, existing vacant parcels are unable to develop and existing developed parcels are unable to redevelop except for minor additions or alterations, which would be permitted through the Two-Zone Floodplain Policies.

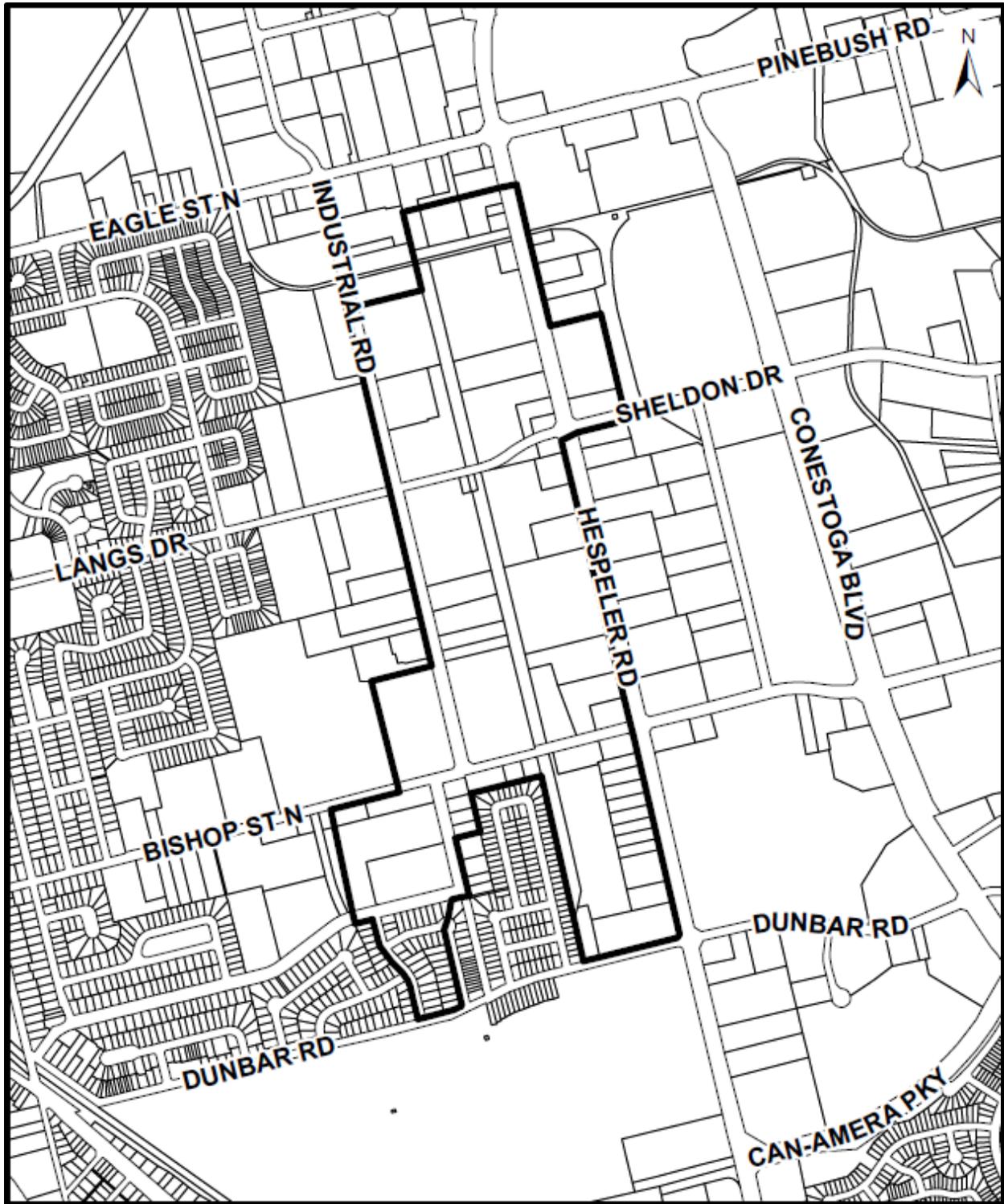
Some landowners, particularly in the northern portion of the Hespeler Road growth area, are not included in the existing floodplain, but would fall within the revised flood fringe as identified through the Study's floodplain modelling exercise. These landowners would still be able to develop and redevelop their properties, but would require a permit from the GRCA. Only one property located on Bishop Street adjacent to Groff Mill Creek that is currently subject to One-Zone Floodplain Policies would still be subject to the same policies as the property is entirely within the floodway. Minor additions and alterations may be permitted, but redevelopment of the site would not be.

The Groff Mill Creek area is located within the Hespeler Road Corridor, which is an area that will be reviewed through the Growth and Intensification Study undertaken by the City. The purpose of this study is to make recommendations regarding the intensification in Nodes, Community Core Areas, Reurbanization Corridors and Major Transit Stations and develop secondary plans for these areas. A portion of the Groff Mill Creek area within the Hespeler Road Corridor is an existing Node, while the remainder of the area is a "Future Study Area for inclusion in the node boundary." The secondary plan for the Hespeler Road Corridor is expected to commence in the spring of 2016. The Groff Mill Creek Two-Zone Study will complement the Growth and Intensification Study and input into the development of the secondary plan.

Attachments:

1. Study Area Map
2. Draft Groff Mill Creek Two-Zone Floodplain Policy Area Map
3. Current Cambridge Official Plan Policy 3.B.6.1.1.25
4. Proposed Official Plan Amendment

Attachment No. 1 – Study Area Map



Attachment No. 2 – Draft Groff Mill Creek Two-Zone Floodplain Policy Area Map



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Attachment No. 3 – Current Cambridge Official Plan Policy 3.B.6.1.1.25

25. The lands identified by this Plan as being within the Regulatory Floodplain in Two-Zone Floodplain Policy Areas shall be designated and zoned as follows:

- a) all vacant or otherwise undeveloped lands in the *floodway* portion of the floodplain on September 22, 1997 are designated Natural Open Space System in this Plan and shall be zoned to prohibit buildings or structures;
- b) all lands where development existed in the *floodway* portion of the floodplain on September 22, 1997 are designated Natural Open Space System in this Plan. The lands may be zoned to recognize the existing use, and a prefix or prefixes may apply, which shall serve as notice that properties so zoned are constrained beyond regulations in the *City's Zoning By-law*. In this circumstance, floodproofing measures as deemed necessary by the GRCA shall be applied on a site-specific basis; and
- c) all lands located within the *flood fringe* portion of the floodplain are designated in this Plan for the appropriate use and shall be zoned accordingly. A prefix or prefixes shall apply to serve as notice that the properties so zoned are constrained beyond regulations in the *City's Zoning By-law*. In this circumstance, floodproofing measures as deemed necessary by the GRCA shall be applied on a site-specific basis to the satisfaction of the *City*.

Amendment No. 14 to the City of Cambridge Official Plan

1. Policy 3.B.6.1.1.25 a) and 3.B.6.1.1.25 b) of the City of Cambridge Official Plan is hereby modified by removing and replacing the existing Policy 3.B.6.1.1.25 a) and 3.B.6.1.1.25 b) with the following:

25. The lands identified by this Plan as being within the Regulatory Floodplain in Two-Zone Floodplain Policy Areas shall be designated and zoned as follows:

- a) all vacant or otherwise undeveloped lands in the *floodway* portion of the floodplain on September 22, 1997 for Hespeler and Preston and as of the effective date of this amendment for Groff Mill Creek are designated Natural Open Space System in this Plan and shall be zoned to prohibit buildings or structures;
 - b) all lands where development existed in the *floodway* portion of the floodplain on September 22, 1997 for Hespeler and Preston and as of the effective date of this amendment for Groff Mill Creek, are designated Natural Open Space System in this Plan. The lands may be zoned to recognize the existing use, and a prefix or prefixes may apply, which shall serve as notice that properties so zoned are constrained beyond regulations in the *City's* Zoning By-law. In this circumstance, floodproofing measures as deemed necessary by the GRCA shall be applied on a site-specific basis; and
2. Chapter 14, Map 2 of the City of Cambridge Official Plan is hereby modified by revising the Land Use Designations applicable to the Groff Mill Creek Two-Zone Floodplain Policy Area as shown in Schedule 'A' to this amendment.
3. Chapter 14, Map 10 of the City of Cambridge Official Plan is hereby modified by revising the Regulatory Storm Floodplain (GRCA) for Groff Mill Creek north of Dunbar Road as shown in Schedule 'B' to this amendment.
4. Chapter 14, Map 11 of the City of Cambridge Official Plan is hereby modified by adding a map for the Groff Mill Creek Two-Zone Floodplain Policy Area as shown in Schedule 'C' to this amendment.

Note: the effective date is the date the amendment is approved by the Region.

Schedules A – C to be provided in subsequent City staff report.