

Planning Justification and Urban Design Report

84 Chalmers Street North

Mark Longo and Samplac & Associates Limited

City of Cambridge

Zoning By-Law Amendment
Consent to Sever

December 2023



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Cambridge
Region of Waterloo

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Prepared for:

Mark Longo and Samplac & Associates Limited

Prepared by:

GSP Group Inc.
72 Victoria Street South, Suite 201
Kitchener, ON
N2G 4Y9



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1. Introduction

1.1 Background

GSP Group has been retained by Mark Longo and Samplac & Associates Limited (the “Owner”) to prepare a Planning Justification and Urban Design Report in support of applications for a Zoning By-Law Amendment and Consent to Sever for the property located at 84 Chalmers Street North, Cambridge, (the “Site”).

The Owner is proposing to demolish the existing single-detached dwelling on the property and replace it with 2 semi-detached dwelling units. The lot will maintain existing access to Chalmers Street North.

The Site is currently designated “Low/Medium Density Residential” on Map 2 of the City of Cambridge Official Plan. The “Low/Medium Density Residential” policies (Section 8.4.6) permits a maximum residential density of 40 units per gross hectare (Section 8.4.6.3).

The Site is currently zoned R4 in the City of Cambridge Zoning By-law. A Zoning By-Law amendment is required to rezone the land to RS1 to permit the proposed semi-detached townhouses and the associated zoning provisions.

1.2 Purpose and Scope

This report has been prepared in support of the Zoning By-Law amendment and Consent application required to facilitate the Proposed Development. The objectives of this report are as follows:

- To provide a description of the Site’s existing conditions and its context within Cambridge and the immediately surrounding neighbourhood (Section 2);
- To describe the Proposed Development (Section 3)
- To outline the proposed planning applications for the Proposed Development (Section 4);
- To provide an overview of the supporting Heritage Impact Assessment (Section 5);
- To provide an overview and analysis of the relevant Provincial and Municipal planning policy and regulatory context relevant to the proposed application (Section 6);
- To provide a review of relevant Urban Design Policies (Section 7)
- To provide a Public Consultation Strategy (Section 8); and,

- To provide a planning opinion and justification supporting the proposed applications based on site suitability and land use policy and regulatory considerations (Section 9).

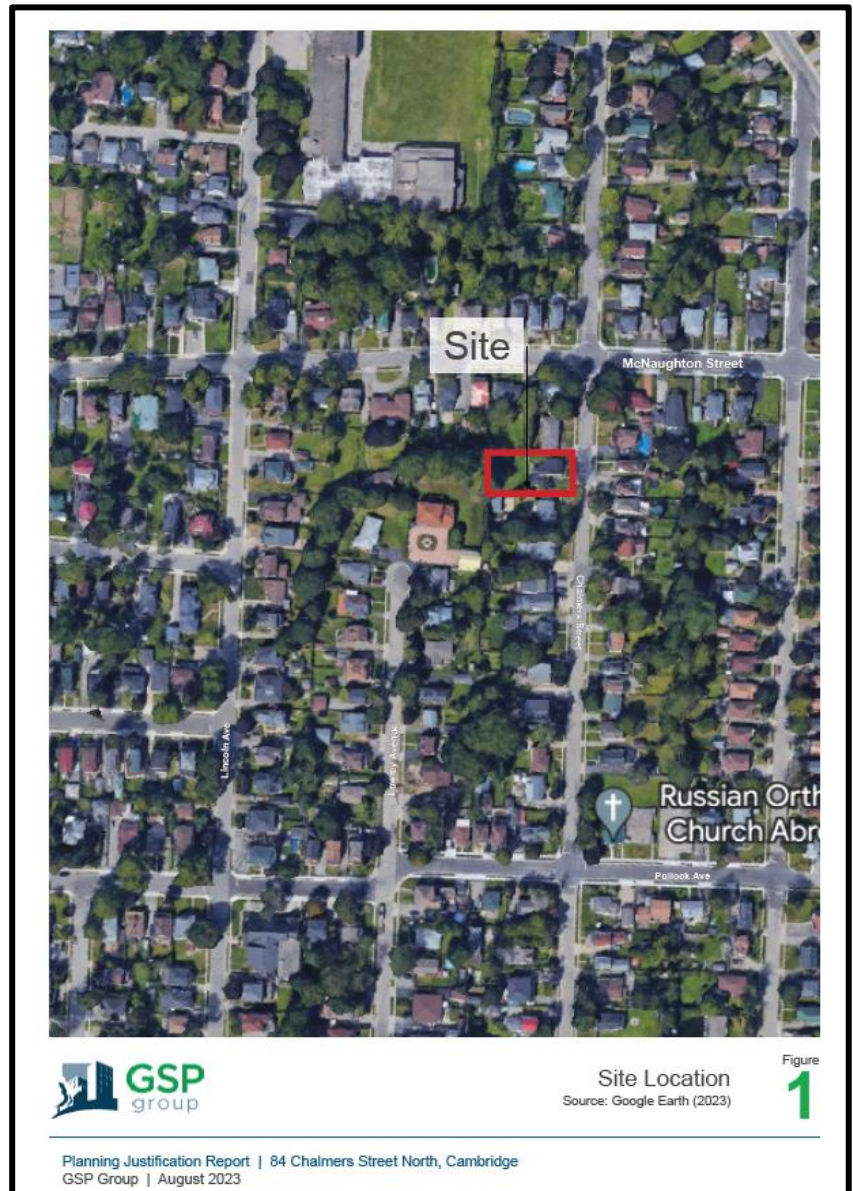
2. Site Context

2.1 Site Description and Surrounding Land Uses

The Site is 861.6 sq. m in size and is located in southern Cambridge along the west side of Chalmers Street North. (Figure 1). The Site is surrounded entirely by existing low density residential uses.

The Site is within the Built-Up Area of Cambridge and is currently occupied by a single detached residential dwelling. Direct driveway access to Chalmers Street North is provided.

The site is not regulated by the Grand River Conservation Authority.



3. Proposed Development

3.1 Land Use

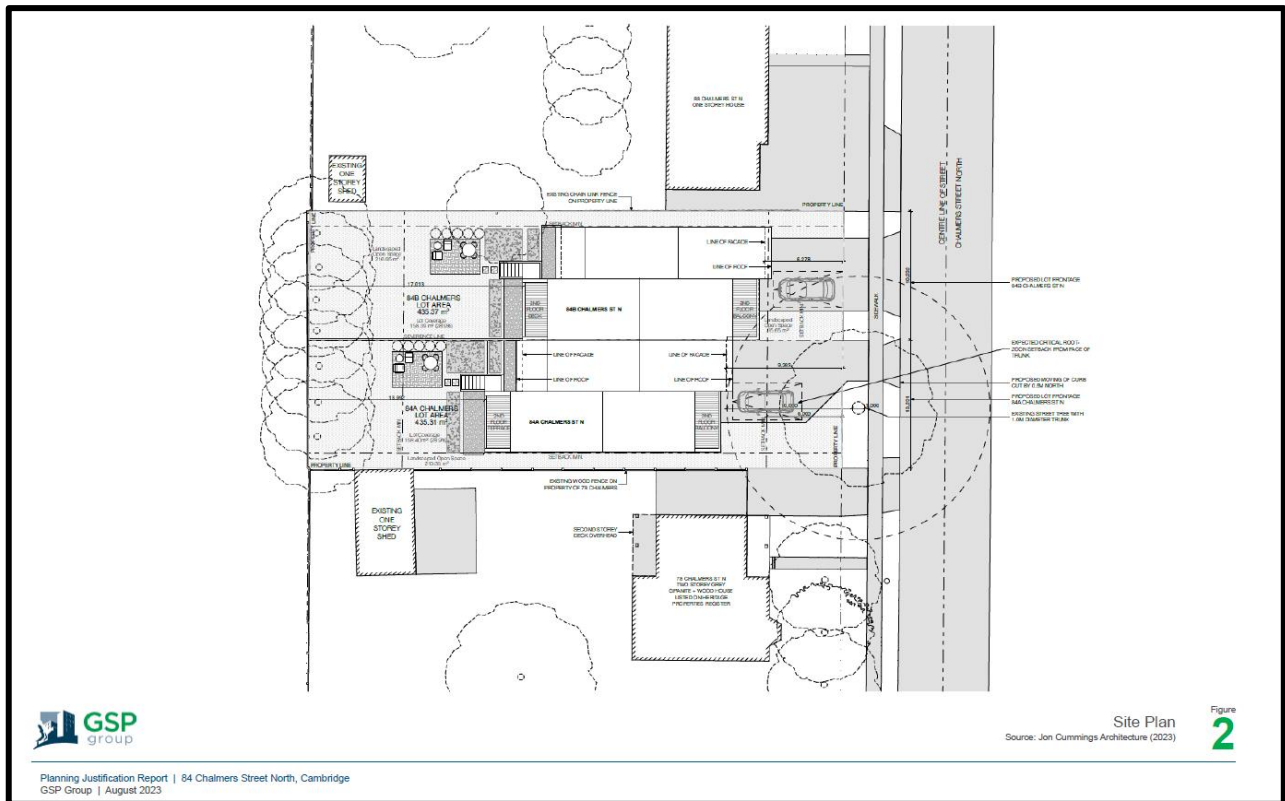
An application for Zoning By-Law Amendment is proposed to permit the development of the two proposed townhouses, followed by a Consent application to sever the property into two separate lots. (Figure 2).

3.2 Access

The Site will continue to have direct access to Chalmers Street North. One existing driveway will be replaced by two driveways.

3.3 Site Servicing

The proposed lots will be serviced with municipal sanitary and water services. Details of the proposed service locations will be provided with future building permit applications.



4. Proposed Applications

4.1 Zoning By-law Amendment

The Site is currently zoned Residential (R4) Zone in the City of Cambridge Zoning By-law 150-85. The R4 zone does not permit the proposed semi-detached dwellings. To permit the proposed development, a Zoning By-law Amendment is requested to rezone the site to the RS1 Zone to permit the townhouses on the site. The proposed development will adhere to all of the provisions of the R21 Zone and won't require any site-specific provisions.

4.2 Consent

Following the successful rezoning of the property, an application for consent to sever the property into two separate lots will be submitted. 84 Chalmers Street North is currently a single lot but will be split into two separate lots as a result of the Consent application.

5. Cultural Heritage Impact Assessment

A Cultural Heritage Impact Assessment (CHIA) was prepared by ERA Architects Inc. and was issued on November 10, 2023. The CHIA evaluates the impact of the proposed development in relation to the adjacent property located at 78 Chalmers Street North, which is listed on the City of Cambridge's Heritage Register (August, 2020).

The existing building on the Site is not designated under Part IV or Part V of the Ontario Heritage Act (OHA). As of August, 2020, the existing building on the Site is not listed on the City of Cambridge's Heritage Register.

The CHIS states that "*The proposed development has no direct physical or visual impacts on the adjacent property at 78 Chalmers Street north and responds to the surrounding context*". The CHIA concludes that "*There are no anticipated heritage impacts associated with the proposed development on the adjacent property*".

The CHIA further concludes that "The proposed development responds to the surrounding context and intensification [objectives] in the City of Cambridge Official Plan... ERA finds the proposed development to be in general compliance with all relevant municipal and provincial heritage policies, and to have respect for recognized professional standards and best practices in the field of heritage conservation in Canada".

6. Planning Policy Framework

6.1 Planning Act

The *Planning Act* R.S.O. 1990, c. P.13 (“*Planning Act*”) establishes the policy-led land use planning system for Ontario that outlines matters of provincial interest as part of municipal planning decisions and provides for statutory planning processes in Ontario.

Section 2 of the *Planning Act* identifies the breadth of matters considered as being provincial interest which a municipality must “have regard to” in carrying out its responsibility under the *Planning Act*. These matters are general in nature and broad in range. These matters are captured in more detail through the policy statements and provincial plans issued under the Section 3 of the *Planning Act* and through the City of Cambridge Official Plan which are reflected in subsequent sections of this Planning Justification Report.

Section 3(5) of the *Planning Act* requires that the decisions of municipal councils regarding the exercise of authority concerning planning matters, including decisions on *Planning Act* applications:

- (a) *shall be consistent with the policy statements issued under subsection (1) that are in effect on the date of the decision; and*
- (b) *shall conform with the provincial plans that are in effect on that date, or shall not conflict with them, as the case may be.*

The 2020 Provincial Policy Statement was issued under Section 3(5) and is applicable and relevant to the consideration of the proposed application. The 2020 Growth Plan for the Greater Golden Horseshoe, 2017 Greenbelt Plan, 2017 Oak Ridges Moraine Conservation Plan, and 2017 Niagara Escarpment Plan were also issued under Section 3(5).

6.2 Provincial Policy Statement

The Provincial Policy Statement (“PPS”) provides land use planning policy on matters of Provincial interest. The 2020 PPS received royal assent and is in effect as of May 1, 2020. The overriding vision of the PPS states that “*the long-term prosperity and social well-being of Ontario depends upon planning for strong, sustainable and resilient communities for people of all ages, a clean and healthy environment, and a strong and competitive economy*”.

The 2020 PPS continues to direct the majority of development to existing serviced settlements and has imposed boundaries around settlement areas to limit sprawl, protect farmland, increase servicing efficiency, and reduce greenhouse gas emissions.

The major change to the PPS 2020 is a change in the planning horizon from 20 years to 25 years. The planning horizon is used to determine if adequate land is available to accommodate projected growth.

The below PPS policies are a summary of policies relevant to the Site and the Proposed Applications:

Community Design

Section 1.1.1 of the PPS seeks the establishment of “healthy, livable, and safe communities” through:

- a) *promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;*
- b) *accommodating an appropriate affordable and market-based range and mix of residential types (including single-detached, additional residential units, multi-unit housing, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;*
- c) *avoiding development and land use patterns which may cause environmental or public health and safety concerns;*
- d) *avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas;*
- e) *promoting the integration of land use planning, growth management, transit-supportive development, intensification and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs;*
- f) *improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society;*
- g) *ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs;*
- h) *promoting development and land use patterns that conserve biodiversity; and*
- i) *preparing for the regional and local impacts of a changing climate.*

Section 1.1.3 directs development to settlement areas and promote intensification.

Consistency: The proposed application is consistent with Sections 1.1.1 and 1.1.3 of the PPS in that the Proposed Development would assist in establishing a dense, healthy, livable and safe community as part of the City of Cambridge. In respect to the above policies, the proposed development:

- a) Is located within the Built-Up Area of Cambridge and promotes efficient land use patterns through the intensification of the site;
- b) Has an efficient layout and can be efficiently serviced with municipal services;
- c) Introduces alternative housing options into an area dominated by single-detached dwellings, contributing to a mix of residential types in the neighbourhood;
- d) Contributes to meeting long-term residential needs for residents of Cambridge;
- e) Protects the environment, public health, and safety through the dense nature of the infill proposal.

Housing

Section 1.4 of the PPS requires planning authorities to provide for a range and mix of housing options and densities to meet projected requirements of current and future residents. This includes maintaining the ability to accommodate residential growth for a minimum of 15 years.

Planning authorities are to permit all housing options required to meet the well-being of current and future residents and to promote densities for new housing which efficiently uses land, resources, infrastructure, and public service facilities. Development standards for new development are required to minimize the cost of housing and facilitate compact form which maintaining appropriate levels of public health and safety.

Consistency: The Proposed Development is consistent with the Housing policies of the PPS. The addition of 4 residential units will assist with meeting residential supply and the form of semi-detached units assists in providing housing options to residents. The Proposed Development is efficient and compact and intensifies the site through an increase in density.

Sewage, Water and Stormwater

Section 1.6.6.4 of the PPS permits development of individual on-site sewage services and individual on-site water services where conditions are suitable for the long-term provision of such services with no negative impacts. In settlement areas, individual on-site sewage services and individual on-site water services may be used for infilling and minor rounding out of existing development.

Consistency: The development is consistent with the servicing policies of the PPS. The development will occur on municipal sewage and water services supporting the development within Cambridge.

Protecting Public Health and Safety

Section 3.0 of the PPS directs development away from natural or human-made hazard lands, including floodplains, areas of steep slope, areas subject to erosion or dynamic beach

hazards, mine hazards, oil, gas, and salt hazards, former resource extraction use, and contaminated areas.

Consistency: The Subject Property is not within any identified floodline areas and does not contain any other natural hazards. However, the Site is located within the WPSA-5 Source Water Protection Area.

6.3 A Place to Grow: Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe (the “Growth Plan”) is the Province’s growth strategy for the Greater Golden Horseshoe region. The 2019 Growth Plan came into effect on May 16, 2019 and was most recently amended in August 2020. The Growth Plan builds on the PPS with more specific land use planning policies as “*a framework for implementing the Government of Ontario’s vision for building stronger, more prosperous communities by managing growth in the region to 2031*”. Section 3(5) of the *Planning Act* specifically requires that municipal council decisions regarding the exercise of authority concerning planning matters “*shall conform with the provincial plans that are in effect on that date, or shall not conflict with them, as the case may be*”.

Managing Growth

Section 2.2.1 of the Growth Plan directs development to serviced settlement areas to promote the achievement of complete communities. A diverse mix of land uses is encouraged, as is a mix of housing options that includes affordable housing. Proximity to transit, active transportation, parks, and food options is promoted.

Conformity: The Proposed Development conforms to Section 2.2.1 of the Growth Plan. The Site is within the Built-Up Area of Cambridge and provides additional housing options proximate to the core area of Cambridge and existing residential areas.

Housing

Section 2.2.6 of the Growth Plan directs municipalities to support housing choice and intensification targets, with affordable housing specifically identified.

Conformity: The Proposed Development conforms to the Housing policies of the Growth Plan as it proposes intensification on an existing parcel of land and provided an increased variety of housing types to address Cambridge’s housing needs.

6.4 Region of Waterloo Official Plan

The Regional Official Plan was adopted by the Region of Waterloo in June 2009 and received final approval from the Ontario Municipal Board in June 2015. The Regional Official Plan provides direction for the physical development of the Region and the local

municipalities and for the long-term protection of Region resources. There are six main goals of the Regional Growth Management Strategy outlines in the Official Plan:

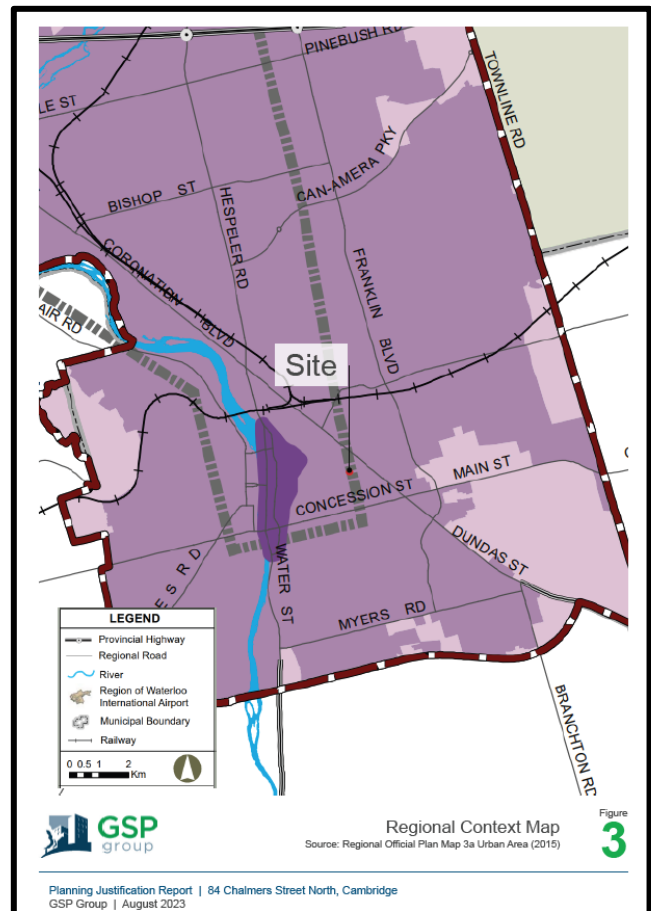
1. Building vibrant urban places
2. Fostering a strong economy
3. Providing greater transportation choice
4. Protecting the countryside
5. Enhancing the natural environment
6. Ensuring coordination and communication

Built-Up Area

The Site is within the Built-Up Area on Map 3a of the Regional Official Plan.

Growth in the Waterloo Region is promoted and directed towards the existing Built-Up Area to contribute to the creation of complete communities within the Region. Section 2.B of the Official Plan states that virtually all of the Region’s future growth will occur within the Urban Area and Township Urban Area designations with a substantial portion of this growth directed to the existing Built-Up Area of the Region through reurbanization. Section 2.D.1 outlines the general development policies for development applications within the Urban Area:

- a) supports the Planned Community Structure described in this Plan;
- b) is serviced by a municipal drinking-water supply system and a municipal wastewater system;
- c) contributes to the creation of complete communities with development patterns, densities and an appropriate mix of land uses that supports walking, cycling and the use of transit;
- d) protects the natural environment, and surface water and groundwater resources;



- e) conserves cultural heritage resources and supports the adaptive reuse of historic buildings;
- f) respects the scale, physical character and context of established neighbourhoods in areas where reurbanization is planned to occur;
- g) facilitates residents' access to locally grown and other healthy foods in neighbourhoods; and
- h) promotes building designs and orientations that incorporate energy conservation features and the use of alternative and/or renewable energy systems.

Response:

- a) The Proposed Development conforms to the Planned Community Structure as it is pedestrian-friendly and is in close proximity to public transit;
- b) The site will continue to be served by municipal water and wastewater systems;
- c) The proposal will contribute to the establishment of a complete community by adding to the mix of housing types in the neighbourhood and offering different density than the surrounding neighbourhood;
- d) The proposed development will not have any negative impacts on the natural environment or surface and groundwater resources;
- e) No culturally significant buildings will be impacted by the development;
- f) The site will maintain the character of the surrounding neighbourhood as the redevelopment will not increase the height of the existing townhouses located on the lot;
- g) The proposal includes amenity space for the units and landscaped open space on the site, both of which provide future opportunities for gardens;
- h) The dense nature of the new development will help conserve energy usage on the site, contributing the conservation goals of the Official Plan.

Region of Waterloo Official Plan Conclusions

The Proposed Development is consistent with the policy framework provided by the Regional Official Plan. The Proposed Development is located within the Built-Up Area and proposes development that intensifies an existing parcel of land, provides a mix of housing typed on the site that are permitted under the Official Plan, and meets the six goals of the Regional Growth Management Strategy.

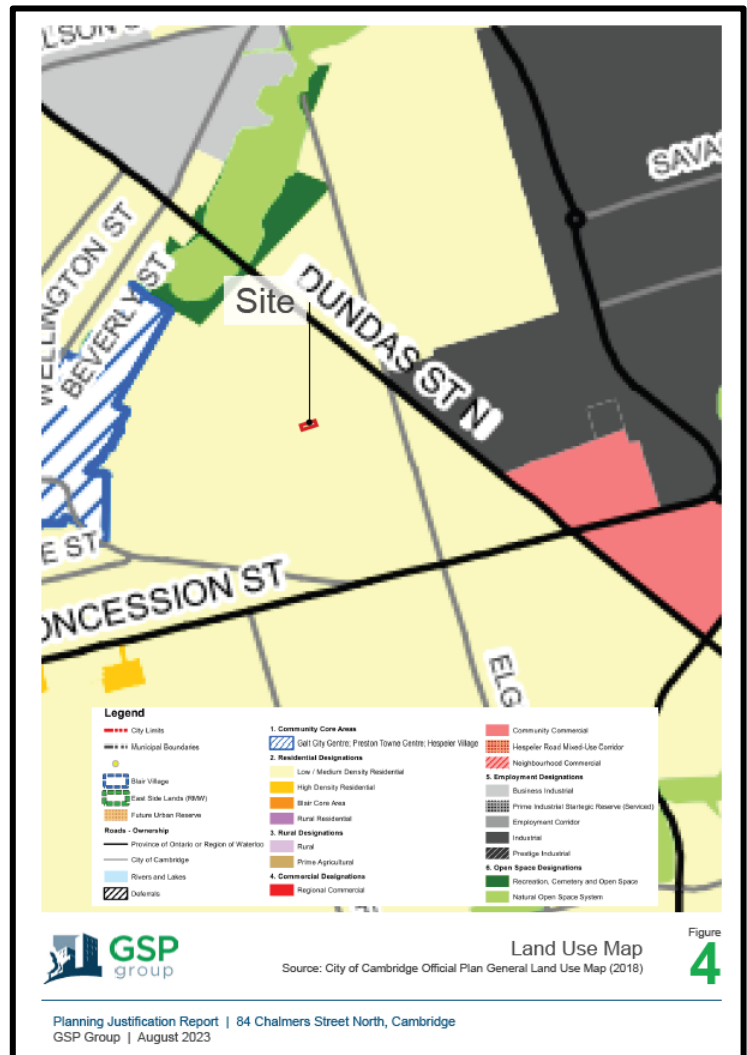
6.5 City of Cambridge Official Plan

The purpose Cambridge's Official Plan is to provide a long-range, comprehensive land use strategy for areas located within the municipal boundaries of the city. The Official Plan provides the framework for land use decisions for all development and public work projects

within the City of Cambridge for the next 20 years by protecting, managing, and enhancing the natural environment, directing, influencing and managing growth patterns and facilitating the vision of the City.

The Site is designated Low Rise Residential under the Official Plan. The Low/Medium Density Residential Designation has a maximum density of 40 units per gross hectare. The proposed infill development must be compatible with the surrounding neighbourhood character, which is determined by meeting the following criteria:

- a) comparable building height, generally within two storeys of neighbouring buildings;
- b) massing and scale;
- c) similar lot coverage and side yard setbacks to neighbouring housing;
- d) maintaining the predominant or average front yard setback;
- e) built form that respects the façade details and materials of neighbouring housing, including garage width, porches, screening and architectural details;
- f) transportation implications; and
- g) appropriate parking arrangements and traffic movement.



6.6 City of Cambridge Zoning By-law

The Site is currently zoned Residential 4 (R4) Zone in the City of Cambridge Zoning By-law 150-85 (Figure 4). The R4 zone does not permit the proposed semi-detached dwellings on the site. To permit the semi-detached dwellings, the Site will have to be rezoned to RS1 to permit the proposal and associated Additional Residential Units.



The following table identifies the regulations for the RS1 Zone and includes the site statistics for both units:

Regulation	Required	Provided (84A)	Provided (84B)	Site Specific Regulation required:
Minimum Lot Frontage for each Dwelling Unit	9 m	10.23	10.23	No
Minimum Lot Area for each Dwelling Unit	270 sq. m	435.31 sq. m	435.37 sq. m	No
Minimum Front Yard	6 m	9.26 m	6.28 m	No
Minimum Interior Side Yard	1.2 m	1.2 m	1.2 m	No
Minimum Rear Yard	7.5 m	14.3 m	20.37 m	No
Minimum Gross Floor Area for each Dwelling Unit	75 sq. m	Ground Floor Unit: 235.56 sq m Additional Residential Unit: 121.70 sq. m	Ground Floor Unit: 235.56 sq m Additional Residential Unit: 121.70 sq. m	No
Maximum Lot Coverage	40% of lot area	36.4%	36.4%	No
Minimum Landscaped Open Space	30% of lot area	48.3%	53.4%	No
Required Parking Spaces	2	2	2	No

7. Urban Design Policy Analysis

Section 5 of the City's Official Plan contains urban design policies and identifies key principles and objectives that apply to the design of the Proposed Development.

Healthy and Livable Communities

Policy 5.2 of the City of Cambridge Official Plan encourages development to promote sustainable, healthy and active living.

The Proposed Development adheres to Policy 5.2 of the City of Cambridge Official Plan, promoting sustainable, healthy, and active living. Situated in the Built-Up Area, it efficiently uses land through site intensification with a well-designed layout easily serviced by municipal facilities.

The development supports opportunities for walking with a street-oriented building form and introduces alternative housing options into an area primarily composed of single-detached dwellings, leveraging nearby transit services.

The design provides for on-site walkways connecting residential entrances to Chalmers Street North, enhancing pedestrian accessibility. Additionally, the provision of indoor and outdoor bicycle parking promotes healthy, active transportation choices.

Furthermore, the Proposed Development addresses long-term residential needs in Cambridge, contributing to the community's vitality. Its dense infill proposal supports environmental sustainability and prioritizes public health and safety.

Transit Oriented Development

Policy 5.3 provides direction for development located within a Major Transit Area or within walking distance to one or more - higher frequency transit stops.

The Site has convenient access to bus routes 50 and 63, which provides access to the Ainslie Terminal. The Proposed Development meets the intent of the Official Plan policy by providing a compact urban form of the low-rise development which is encouraged along transit routes as the bus service provides direct access to services and amenities.

Views and Vistas:

Policy 5.4 of the Official Plan provides directions for preserving views and vistas relating to cultural heritage landscapes and buildings.

There are no cultural heritage landscape or buildings in the surrounding area that have been identified on the Official Plan.

Public Realm

Policy 5.5 of the Official Plan applies to development and enhancement of the public realm.

The Proposed Development meets the intent of the Official Plan Policy for the public realm as it will provide a positive effect on the public realm by providing a pedestrian scaled development close to the street frontage which provides interaction and additional safety to the community.

Gateways

Policy 5.6 of the Official Plan applies to the design of gateways into the City and community core areas.

The Site has not been identified as a gateway into the City and the provisions of Policy 5.6 have not been considered during the development of the proposed site plan.

Site Development and Buildings

Policy 5.7 of the Official Plan provides for guidance for site development and building design which are to be compatible in terms of massing and scale with the existing and planned streetscape and provide appropriate transitions in height to adjacent buildings.

The surrounding homes on Chalmers Street North do not possess a consistent visual character or architectural style. A mix of single-detached, bungalows and 2-storey homes are present in the surrounding community and a mix of materials including brick, siding, and stone.

The Site maintains a comfortable pedestrian-scale along Chalmers Street North, ensuring a seamless transition. The Proposed Development setbacks create establish an activated and pedestrian-centered street edge, encouraging interaction between the private and public realm. Pedestrian walkway connections will be maintained with appropriate lighting throughout the Site.

Sustainable Design

Policy 5.8 of the Official Plan encourages energy efficiency and sustainability in neighbourhood, site, building and roof design as well as encourages practices for low impact development stormwater management.

The Proposed Development represents a more dense and compact form of development, which contributes to efficient built form and sustainable design within the City of Cambridge. In addition, the location of the Site will encourage other modes of transportation and minimize reliance on private vehicles through pedestrian oriented design and the proximal location to bus routes.

Accessibility/Universal Design

Policy 5.9 of the Official Plan requires that all new developments be consistent with the standards and regulations of the Accessibility for Ontarians with Disabilities Act, 2005 (AODA) and the Ontario Building Code (OBC).

The development will be consistent with the AODA Standards. The details of the AODA features will be confirmed through the site plan process to ensure barrier free pedestrian access throughout the Site.

Safety

Section 5.10 of the Official Plan states that site development should incorporate crime prevention design standards such as principles of Crime Prevention Through Environmental Design (CPTED) to ensure that new developments address safe living and working environments.

The Proposed Development incorporates CPTED considerations including the provision of large windows and balconies, that overlook the public street, pedestrian walkways, and parking areas.

Soft landscaping features will be planned as low features to provide clear views throughout the Site. The two driveways and sidewalk entrances to the Site will be clearly defined and lit, as well as all entries to the individual units. Adequate lighting will be provided for parking areas and pedestrian areas to enhance the sense of safety. The site design avoids entrapment areas.

Parking

Section 5.11 of the Official Plan provides policy relating to the parking design for site development.

Each dwelling unit consists of two parking spaces (1 garage, 1 driveway). The size and layout of garages and driveways will be based on the Zoning By-law requirements. Adequate lighting will be provided throughout the site to contribute to the safety of pedestrian and vehicular movements.

8. Public Consultation Strategy

In accordance with the *Planning Act*, the City of Cambridge provides public notice of the Zoning By-Law Amendment and Consent applications. Notifications for the application are provided in the prescribed manner and Statutory Public Meetings will be held to hear the applications. Any individuals or property owners that request further notification regarding the applications would be formally notified by the City as to the time and location of when the applications will be considered. We will provide comments at the public meeting and will be available to answer any questions as needed.

9. Justification

The proposed applications are appropriate as they are consistent with the Provincial Policy Statement, conform to the Growth Plan for the Greater Golden Horseshoe, the Region of Waterloo Official Plan, and conform to the City of Cambridge Official Plan and Zoning By-law.

A summary of the relevant policy themes as they relate to the Proposed Development is provided below:

9.1 Proposed Use and Location are Appropriate

The use of the Site for residential development is already established. The modest intensification is appropriate and compatible with surrounding land uses. The development provides appropriate housing types in this area of the community in accordance with Provincial and local policies. The Site is located within the Built-Up Area of Cambridge.

9.2 Built Form and Density is Appropriate and Desirable

The form of the Proposed Development is consistent with Provincial and Regional policies.

The minor increase in density is appropriate to assist with the intensification goals of the Province and Region.

9.3 Zoning By-Law Amendment is Appropriate

The Zoning By-law Amendment is appropriate for the proposed development, as the proposal will gently increase density in a form of housing that is in keeping with the surrounding character while providing alternative housing options in the neighbourhood. There are already four existing lots on Chalmers Street North that have been designated RS1, setting a precedent for increased density in the neighbourhood. All provisions required by the RS1 Zone are met by the concept plan, and no site specific provisions will be needed to facilitate the development of the semi-detached dwellings.

10. Conclusion

GSP Group Inc. was retained by Mark Longo and Samplac & Associates Limited to prepare a Planning Justification Report in support of a Zoning By-law Amendment and Consent application for the property at 84 Chalmers Street North in Cambridge. The applications will facilitate the redevelopment and intensification of the existing lot.

This Planning Justification Report concludes that the applications are appropriate, in the public interest, and represent good planning for the following reasons:

- They are consistent with the policies of the Provincial Policy Statement;
- They conform to the Growth Plan for the Greater Golden Horseshoe;
- They conform to the Region of Waterloo Official Plan;
- They conform to the City of Cambridge Official Plan;
- They comply to the intent of the City of Cambridge Zoning Bylaw;
- The Proposed Development intensifies a site within the Built-Up Area of Cambridge;
- The Proposed Development provides additional housing choice to the community;
- The development is compatible with the surrounding neighbourhood;
- The development is appropriate within this settlement area context.

It is therefore our opinion that the proposed applications are appropriate, in the public interest, and represent good planning and should be approved.