

359-369 Erb Street West, Waterloo

Planning & Urban Design Rationale Report

Official Plan Amendment and Zoning By-law Amendment

March, 2025

SAVIC HOMES
Quality & Trust

The Planning Partnership

Waterloo used to be a housing champion. Can the city emerge from its slump?

TheRecord.com headline. February 22, 2024. Jeff Outhit byline.

City of Waterloo leads country in providing housing for students, but remains 5,000 units short.

CityNews headline. September 9, 2024. Josh Piercey.

The growing mismatch between housing supply and demand in communities across Ontario has made it more difficult for employers to fill labour gaps, particularly as the global competition for talent heats up.

Ontario Chamber of Commerce press release excerpt. July 5, 2023.

Well-being of people in Waterloo region tied to how much they pay for housing: Report.

CBC News headline. October 23, 2023. Kate Beuckert.

On the supply side, Waterloo Region's housing starts declined 23% over the first 11 months of 2023, making the huge mismatch between population growth and housing starts all the more critical.

Waterloo Region Community Foundation article excerpt. January 17, 2024. Steven Ayer.

Opinion | The housing crisis can only be solved with more homes.

National Post headline. August 9, 2023. Doug Ford.

People are at the heart of the housing crisis – people who need affordable, inclusive, sustainable, and diverse housing options. Working with partners in the private, non-profit, and academic sectors, the City of Waterloo is advancing housing projects which support our vision for complete communities with a high quality of life for all.

City of Waterloo press release excerpt. February 2, 2024

Housing affordability crisis requires "*all hands on deck*" response: CMHC.

TheStar.com headline. June 16, 2023. Tara Deschamps.

Opinion | Our affordable housing crisis is worse than we thought.

TheRecord.com headline. October 20, 2023. Luisa D'Amato.

The housing crunch has led to escalating prices and rents and has contributed to homelessness.

TheRecord.com article excerpt. April 16, 2024 Jeff Outhit.

How long is the wait for community housing? Average waiting time ranges from three to eight years, with the longest wait for one-bedroom non-seniors unit.

Region of Waterloo Community Housing and Access Fact Sheet excerpt.

Opinion | Ontario's housing crisis is becoming literally absurd.

TVO.org headline. July, 2024. Matt Gurney.

NOW THEREFORE BE IT RESOLVED that Waterloo Council directs Mayor McCabe to submit the following feedback to the Ministry by December 7, 2023:

(1) Waterloo City Council reaffirms its commitment to smart growth, intensification, and to maintaining the Countryside Line;

(2) Waterloo City Council reaffirms its pledge to building 16,000 housing units by 2031;

Excerpt from November 9, 2023 letter from Julie Finley-Swaren, City Clerk, City of Waterloo, to The Honourable Paul Calandra, M.P.P., Minister of Municipal Affairs and Housing.



224 NEW RESIDENTIAL UNITS

187 net-new units

37 replacement units

Includes 22 new Affordable Housing units

Table of Contents

1.0 Introduction 1

1.1 Overview 1
1.2 Concept Evolution 1
1.3 Proposed Development 1
1.4 Official Plan Amendment & Zoning By-law Amendment Application 3
1.5 Official Plan Amendment & Zoning By-law Amendment Submission Package 4

2.0 Site Description 6

2.1 Overview 6
2.2 The Subject Site 6

3.0 Context Analysis 10

3.1 Overview 10
3.2 Recent Development 10
3.3 Adjacent Parcel Fabric 11
3.4 Review of Surrounding Context 11
3.5 Community Facilities & Amenities and Recent Planning Activity 16

4.0 Proposed Development 22

4.1 Overview 22
4.2 Design Evolution 24
4.3 Proposed Design 26
4.4 Architectural Plans 27

5.0 Requested Approvals 40

5.1 Overview 40
5.2 Official Plan Amendment 40
5.3 Zoning By-law Amendment 40

6.0 Existing Planning Framework/Policy Review and Planning Justification 42

6.1 Overview 42
6.2 Planning Act, R.S.O. 1990, c. P 13, as amended 42
6.3 The Provincial Policy Statement 43
6.4 The Provincial Planning Statement 46
6.5 Growth Plan for the Greater Golden Horseshoe 48
6.6 Region of Waterloo Official Plan 50
6.7 City of Waterloo Official Plan, 2014 55
6.8 City of Waterloo Updated Official Plan Review (Phase 1), 2024: OPA 58 71
6.9 City of Waterloo Urban Design Guidelines 77
6.10 City of Waterloo Urban Design Manual Refresh 78
6.11 City of Waterloo Zoning By-law 78

7.0 Planning & Urban Design Rationale 84

7.1 Overview 84
7.2 Context 84
7.3 Proposed Development Summary 84
7.4 Land Use 86
7.5 Urban Design Principles and Built Form Objectives 87
7.6 Built Form, Massing, and Architectural Design Strategy 88
7.7 Transportation 90
7.8 The Public Realm 93
7.9 Sustainability 94
7.10 Affordable Housing 94
7.11 Impact Assessment 95
7.11.1 Transportation, Servicing, and Stormwater Management 95
7.11.2 Shadowing 95
7.11.3 Overlook 97
7.11.4 Wind 98
7.11.5 Noise 98

8.0 Technical Studies 100

8.1 Overview 100
8.2 Energy Study 100
8.3 Transportation Impact Study 100
8.4 Functional Servicing Report 101
8.5 Environmental and Stationary Noise Study 101
8.6 Vegetation Management Plan 102
8.7 Wind Letter of Opinion 103

9.0 Public Consultation Strategy 103

9.1 Overview 103
9.2 Official Plan 103
9.3 Consultation to Date 105
9.4 Post-Submission 105

10.0 Summary and Conclusions 107

11.0 Appendix A 108

11.1 Zoning Review Matrix 108



Introduction 1

1.1 Overview

This Planning and Urban Design Rationale Report ("Report") has been prepared by The Planning Partnership ("TPP") on behalf of 2699847 Ontario Inc. and 2296342 Ontario Inc. (the "Owners") in support of Official Plan Amendment ("OPA") and Zoning By-Law Amendment ("ZBA") applications to permit the development of two (2) 8-storey residential buildings at 359, 363, 367, and 369 Erb Street West ("Subject Site"). The Proposed Development will contain a total of 224 purpose-built rental dwelling units with a total of 293 bedrooms, and a unit mix including 1-, 2-, and 3-bedroom units, incorporating 37 replacement units for the existing dwellings and the voluntary provision of 22 Affordable housing units, representing 10% of the total unit count (the "Proposed Development").

1.2 Concept Evolution

A Site Plan Pre-Consultation process was previously initiated in October 2022 for a 6-storey, 103-unit, 140-bedroom building contemplated for just the properties 359 & 363 Erb Street West ("Preliminary Concept"). Comments on the Preliminary Concept were received relating to setbacks and landscaped open space and it was noted that a 2.6-metre future road widening on Erb Street West would need to be incorporated along with a minimum 5-metre setback.

After the 2022 Pre-Submission Consultation, the additional properties 367 & 369 Erb Street West were acquired by the Owners and a revised development concept for the larger assembly was prepared. An OPA and ZBA Pre-Submission Consultation Meeting was held with Region and City staff on January 16, 2024, where the revised concept was introduced, consisting of two 8-storey buildings containing 235 dwelling units (326 bedrooms) with 10% of the residential units to be provided as Affordable Housing. A total of 183 parking spaces were proposed, located within a combination of structured and surface parking spaces to support the development ("Interim Concept").

The required OPA and ZBA applications would permit some modest additional height (8 storeys) and density (554 bedrooms/hectare), and modify certain performance standards to implement the Interim Concept. Comments on the Interim Concept were received related to setbacks, parking rate, landscape buffering, and a portion of the structured parking not being located entirely behind the building floor area.

A Public Open House meeting was held on March 26, 2024 in advance of formal planning application submission to introduce the Interim Concept and solicit initial feedback from neighbourhood residents. Based on feedback received at the Public Open House, a follow-up meeting with the local Councilor and the assigned City Planner was held on July 30 to informally share two revised concepts for the Subject Site and gain valuable pre-submission input.

1.3 Proposed Development

The Proposed Development and its enabling site-specific OPA and ZBA reflect many refinements that have been made to incorporate the feedback and guidance that have been received to date through pre-submission engagement with staff, the local councillor, and the public.

Good urban design principles and best practices have been carefully considered and implemented in the formulation of the Proposed Development, which focuses on establishing a well-conceived, functional, and desirable site layout and building concept that optimizes the use and characteristics of an urban site on a regional arterial road with existing transit service, while sensitively distributing density across the Subject Site in a matter than provides appropriate transitions to adjacent properties. This approach creates an urban, but pedestrian oriented and scaled form of development that supports the existing and expanding public transit and active transportation networks, provides for a transition in building height from the Erb Street West frontage down

towards the adjacent *Low Rise Residential* uses, and establishes a new benchmark for the design and massing of progressive mid-rise development along important intensification corridors.

Supported by a range of technical studies, the Proposed Development will transform the Subject Site into a transit-supportive and pedestrian-friendly residential community. The Proposed Development will replace 37 existing residential units in older low-rise apartment buildings that have met or exceeded their functional design life with 224 new residential units, representing a net increase of 187 units.

In addition to helping ease the housing crisis by nearly quintupling the number of residential units on the Subject Site, the Proposed Development will also positively contribute to addressing the acute shortage of Affordable Housing in the City of Waterloo through the voluntary provision of 22 Affordable housing units, representing 10% of the total unit count. The specific implementation of delivery of this meaningful supply will be determined through the approvals process, but it is anticipated that the Affordable Housing will be initially offered to existing residents on the Subject Site who wish to return to the Proposed Development and would qualify for Affordable Housing in accordance with Regional and City requirements. Any remaining Affordable Housing units may be delivered in partnership with the Region, City, and/or other third-party agencies or providers, as yet to be determined.

This significant supply of Affordable Housing is, as noted, being provided as a voluntary contribution. Furthermore, while the Proposed Development benefits from existing Grand River Transit ("GRT") transit service, a bus stop for which is located in front of the Subject Site, it is not located within a Major Transit Station Area ("MTSA"). Nevertheless, the proposed Affordable Housing set-aside rate of 10% significantly exceeds the future requirement within the City's 'Prime Market Area' MTSAs, even beyond the furthest occupancy timeframe (2031+) under the City's recently-adopted Inclusionary Zoning Policy.

The new residents of the Proposed Development will be supported by more than 400 square metres of resident amenity space located on Levels 6 and 7 in the six-storey 'bridge' building element that connects the two 8 storey buildings between the L2 and L7 levels. Nearly 2,000 square metres of resident outdoor amenity space is provided on terraces located at L4 and L7 and on the rooftop. This results in a combined indoor and outdoor resident amenity area ratio of 10.44 square metres per dwelling unit. Additionally, approximately 1,500 square metres of private outdoor space on patios and balconies is also provided, providing a private outdoor amenity space ratio of 6.68 square metres per dwelling unit.

While the specific layout, density and programming of the resident amenity spaces will be established later through the Site Plan process, they are intended to provide residents with high-quality, functional and flexible communal spaces that are contemplated to include a gym, yoga room, and multi-purpose area. Extensive rooftop amenity space is also provided for residents on all rooftops. All first floor units have patios and most above-grade units have balconies, except where these have intentionally been excluded in order to mitigate potential overlook concerns on neighbouring *Low Rise Residential* lands.

The Proposed Development serves to significantly enhance the look and character of the pedestrian environment in several ways. It will halve the total number of driveways on the Subject Site from four (4) to two (2), creating longer stretches of uninterrupted pedestrian zones. The pedestrian environment within the public realm will be further enhanced through new landscaping opportunities along Erb Street West, the protection of a number of existing mature coniferous trees along the periphery of the Subject Site adjacent to the pedestrian zone, and through the introduction of a sidewalk on the west side of Culpepper Drive, where currently none exists.

Vehicular parking will be screened from view through the utilization of structured parking contained within the lower floors of the building. Grade-related townhouse units and street-facing units on Levels 2 and 3 will screen parking and address the public realm. Surface parking is oriented to the centre of the Subject Site above the P1 structured parking level and along the rear property line, where it will be further screened from view with new landscaping and the provision of a linear carport.

The Proposed Development, and specifically the key development, intensification, and urban design objectives noted above, are strongly supported and promoted by Provincial, Regional, and local planning policies, guidelines, and regulations, and

have been further reinforced and strengthened by recent changes and initiatives. With the location of the Subject Site along a designated *Intensification Corridor* with transit service, there is a strong mandate to promote and plan for higher and more transit-supportive densities in order to support the Region and City in effectively accommodating forecast population and employment growth and achieving minimum intensity targets.

Intensification is particularly important in the City of Waterloo, which has planned to accommodate a very high proportion (83%) of new residential growth between 2021 and 2051 through intensification, rather than greenfield development. This equates to nearly 20,000 new residential units, to be delivered through intensification, between 2021 and 2051. The notable slowdown in recent construction activity and new project launches further strengthens the urgency in promoting new intensification housing projects in the City with greater choice of supply.

1.4 OPA-ZBA Application

To facilitate the Proposed Development, a site-specific OPA/ZBA is required. An OPA is required to increase the maximum permitted building height from 6 storeys to 8 storeys. A ZBA is required to increase the maximum building height from 20 metres (6 storeys) to 27 metres (8 storeys), and to increase the maximum permitted density from 450 bedrooms per hectare to 500 bedrooms per hectare.

As will be discussed throughout this Report, and in depth in Sections 4, 5, 6, and 7, the proposed modest height and density increases are appropriate for the Subject Site and will allow a number of important community benefits to be delivered. The additional height that is being sought has been strategically focused towards the northern portion of the Subject Site with frontage on Erb Street West, where the two additional storeys will enable delivery of a considerable amount of additional transit-supportive density to the Proposed Development.

We strongly believe that the proposed requested height and density increases can be supported in and of themselves, considering the delivery of additional housing opportunities that they will provide, the thoughtful site layout and building design that concentrates the additional height and density to the Erb Street West frontage, the southern position of the Subject Site along Erb Street West, which reduces shadow impacts, and the City's obligation to accommodate nearly all new growth through intensification, which has increased significantly since the current Official Plan was drafted.

This additional height and density is also essential to the feasibility of the project, given current market conditions, as well as construction pricing and financing pressures. Though there has been a noticeable slowdown of new development projects in the City in the last few years, the Owners are eager to move forward with construction of the Proposed Development as soon as possible, and the modest increases to height and density are crucial to supporting this.

In addition, in order to further enhance the public benefits of the Proposed Development, the voluntary provision of 22 Affordable Housing units is also proposed. As noted above, this represents 10% of the total residential unit count. This contribution, too, is only made feasible by the modest increases to height and density. The height and density increases also directly increase the number of Affordable units by increasing the number of overall residential units that are provided.

The southern portion of the buildings on the Subject Site transition down to a 6-storey built form scale, as is permitted as-of-right by the Zoning By-law. This will reduce the visual presence of the Proposed Development for the low-density residential dwellings to the south, while maximizing sky views, daylighting, and the physical separation of buildings. In our view, any potential impacts of the modest height and density increases are mitigated or eliminated altogether by this building massing and site layout approach, working together with other building design elements.

Some additional refinements to the current *RMU-20* site zoning under City of Waterloo Zoning By-law 2018-50 are also proposed and have been carefully tailored, in order to reflect unique conditions of the Proposed Development and Subject Site. These refinements are summarized in Table 5 in sub-section 5.3 and discussed in further detail in Sections 5, 6, and 7.

1.5 OPA-ZBA Application Submission Package

This Planning & Urban Design Rationale Report forms part of a larger and comprehensive application submission package in support of the OPA and ZBA applications, including the following reports and technical studies:

- Architectural drawings set, prepared by Savic Homes Ltd.
- Energy Study, prepared by EQ Building Performance Inc.
- Transportation Impact Study, Parking Study and TDM Plan, and Access and Circulation Review, prepared by Paradigm Transportation Systems Ltd.
- Functional Servicing Report and Stormwater Management Plan, prepared by C.F Crozier & Associates Inc.
- Environmental and Stationary Noise Study, prepared by RDWI
- Vegetation Management Plan and Supplemental Landscape Concept, prepared by The Planning Partnership Ltd.
- Wind Opinion Letter prepared by RWDI

The purpose for this Report is to assess the merits of the Proposed Development in achieving good and thoughtful planning and urban design principles. The sections have been organized as per the City's Planning Justification Report Terms of Reference to provide a clear overview of the site description and context, a description of the development proposal, a summary of the amendments being requested to advance the Proposed Development, and a detailed evaluation of the Proposed Development against applicable planning and urban design policies. It will also provide a summary of the above-mentioned supporting studies, the public consultation strategy, and the overall conclusions of this Report.

The professional opinions expressed in this Report are based on our knowledge and expertise with the current and evolving planning framework, experience with recent development proposals of a similar nature, and in understanding and appreciating the Subject Site and its local context.

This Report concludes that the Proposed Development conforms with the Provincial, Regional and Local planning policy frameworks and balances the Province's priority in increasing housing supply while appropriately integrating within the existing and planned context to promote a complete and healthy community. Overall, the Proposed Development represents good planning and good, thoughtful urban design.



2 Site Description

2.1 Overview

The Subject Site is comprised of four properties known municipally as 359, 363, 367, and 369 Erb Street West. It has an overall frontage of approximately 104 metres on Erb Street West and 60 metres on Culpepper Drive. The Subject Site has an area of approximately 5,882 square metres (0.588 hectare).

2.2 The Subject Site

As shown in Figure 1, the lands that form the Subject Site are a slightly irregular rectangle due to the staggered rear lot line and daylight triangle at the corner of Erb Street West and Culpepper Drive. As a result, the eastern half of the Subject Site extends approximately 3.7 metres further to the south.

The Subject Site is located on the south side of Erb Street West between Culpepper Drive and Roosevelt Avenue within the Maple Hills neighbourhood of the Beechwood District, relatively close to uptown Waterloo and the University of Waterloo (Figures 2 and 3, on the following page).

The Subject Site is currently occupied by four smaller separate apartment buildings, generally dating from the 1970s, with individual addresses of 359, 363, 367, and 369 Erb Street West. These buildings currently range in heights from 1.5 to 3 storeys and have a cumulative total of 37 dwelling units and 77 bedrooms.

Figures 4-7, on the following page, show the Subject Site in its current condition and highlight the moderate change in established grade that exists across the Subject Site, with an approximately 1-metre difference between the lower Erb Street West frontage and higher rear property line.

Access is gained to each property separately, either by Erb Street West (363, 367, and 369 Erb Street West) or Culpepper Drive (359 Erb Street West) with parking being accommodated in surface



Figure 1. Aerial view of the Subject Site



Figure 2. Aerial Perspective View of the Subject Site

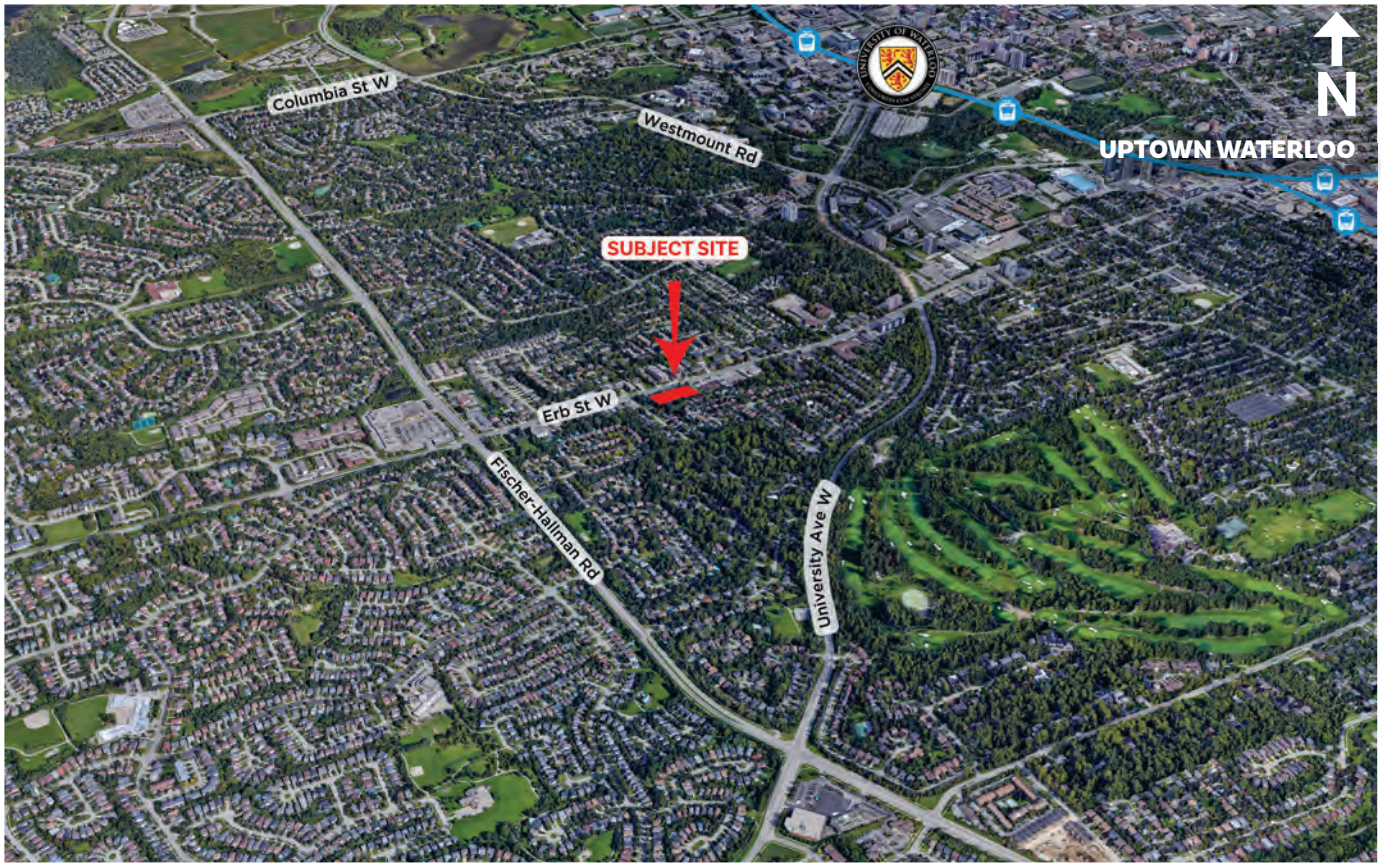


Figure 3. Broader Aerial Context View of the Subject Site



Figure 4. The Subject Site, Looking Southwest from Erb St West and Culpepper Dr

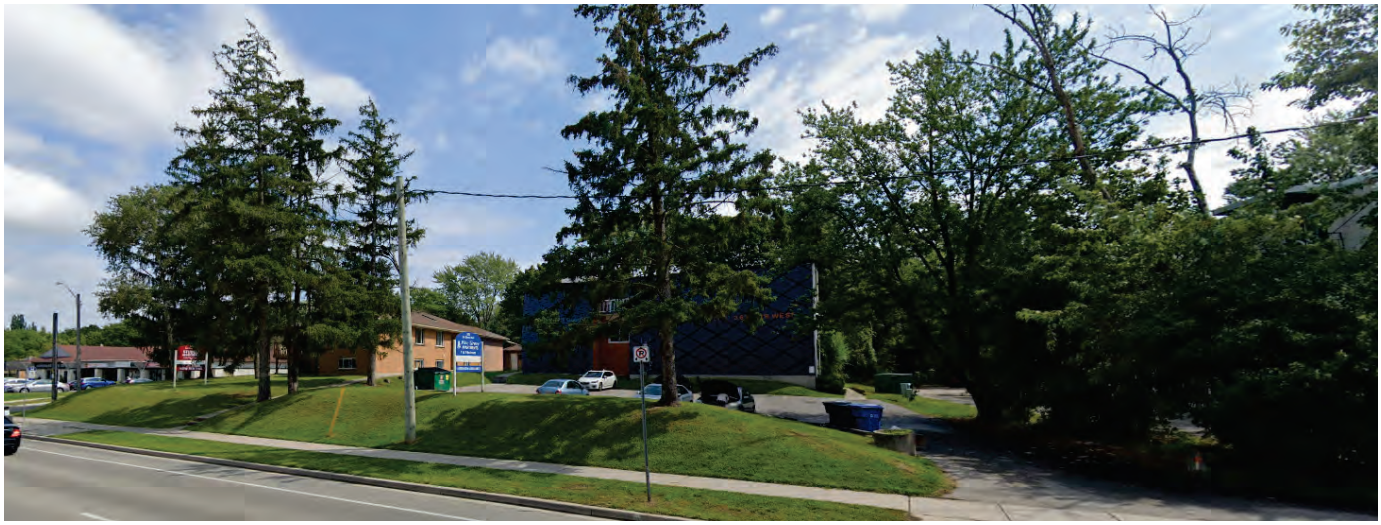


Figure 5. 359 and 363 Erb St West



Figure 6. 367 and 369 Erb St West



Figure 7. 359 Erb St West, Looking Northwest from Culpepper Drive

parking areas. The properties are all fully serviced by municipal servicing infrastructure and there are no known easements, restrictive covenants or conflicting development agreements. Collectively, these four buildings currently provide only a very modest level of density at just 65 units per hectare and 131 bedrooms per hectare, whereas the Official Plan and Zoning By-law permit a maximum density of 450 bedrooms per hectare.

The rear yard setbacks from the existing apartment buildings vary from approximately 6 metres to 16 metres, with 363 Erb Street West being oriented towards the rear of the property line and providing reduced separation to the neighbouring *Low Rise Residential* area.

Trees of varying stages of maturity exist along the property boundaries, with the highest concentration located along the southeast property line. Some of these trees are located close to the property line within the rear yards of the adjacent *Low Rise Residential* properties and it is assumed that their root zones extend into the Subject Site. Careful consideration was given when establishing the limits of proposed surface parking and structured parking located partially below grade to minimize disturbance to the area containing root zones along the rear property boundary. Efforts have been made to retain as many existing trees as possible on the Subject Site, and to maintain and support healthy tree growth on neighbouring properties in order to minimize the change in tree cover associated with the Proposed Development. At the same time, an extensive landscaping and tree planting program will positively contribute to enhancing the neighbourhood and City of Waterloo's urban tree canopy.

The large change in grade that exists across the Subject Site made it necessary for the existing buildings to be built at a higher elevation than the established grade of the sidewalk on Erb Street West. Stairs are required where walkways connect the properties to the sidewalk and in the case of 363 Erb Street West, pedestrian access to the site involves the indirect use of the driveway. The topography of the Culpepper Drive frontage of the Subject Site is similar to Erb Street West, with a moderate slope down to the street edge, where no sidewalk is present. The result of this is a necessity for pedestrians to walk within the vehicular travel lanes of Culpepper Drive.

The Subject Site is delineated within a Source Water Protection Area, specifically Wellhead Protection Sensitivity Area 8 (WPSA-8) in Schedule 'B4' of the City of Waterloo Official Plan. It is understood and acknowledged that certain activities will need to comply with policies under the South Protection Plan (refer to the FSR/SWM Plan and Salt Management Plan).

3 Context Analysis

3.1 Overview

The Subject Site fronts onto Erb Street West, an important east-west Regional Arterial Road that provides direct and convenient access to Uptown Waterloo and other important Regional arterial roads, including Fischer-Hallman Road, University Avenue and King Street.

This segment of the Erb Street West corridor is well served by public transit, with direct access to Grand River Transit ("GRT") bus route 5 'Erb' and nearby iXpress route 202 'University' (approx. 130 m), which provides express bus service between The Boardwalk Station to the west and the Conestoga LRT Station to the east with intermediate stops at Fischer-Hallman Road, the University of Waterloo, and Wilfred Laurier University (Figure 8, on the following page). Also within walking distance is iXpress route 201 'Fischer-Hallman' (approx. 440 m). A basic bus stop is located on the southwest corner of the Erb Street West and Culpepper Drive intersection immediately in front of the existing 359 Erb Street West property on the Subject Site (see inset photo in Figure 9, on the following page).

Erb Street West is part of the City's active transportation network and the curbside painted bike lanes provided along either side of the roadway are classified as a 'dedicated bike lane' under the unified regional cycling classification system (See Figure 9, including inset photo illustrating current conditions).

The Subject Site is located within a built context primarily defined by *Low Rise Residential* dwellings on curvilinear streets and cul-de-sacs in neighbourhood areas, as well as low- and mid-rise apartment buildings, and low rise automobile-oriented retail plaza forms of development located along Erb Street West.

As will be discussed in further detail in Section 6, the surrounding transit and active transportation networks support the Erb Street West classification as a *'Minor Corridor'.* Within this framework, the City proactively zoned the Subject Site and surrounding lands along Erb Street West as *Residential Mixed Use* with a 20-metre maximum height *(RMU- 20)* to catalyze the corridor's transition and enable intensification in a mid-rise, transit-supportive form of development.

3.2 Recent Development

Recent intensification along Erb Street West has taken the form of a mix of older ground-related housing and low-rise apartment buildings being redeveloped to facilitate the emergence of newer mid-rise apartment buildings. As demonstrated by a recent planning application noted later in Section 3.3, high-rise apartment buildings have also been contemplated in the vicinity of the Subject Site on large sites able to accommodate more significant intensification.

The process of establishing compatible forms of intensification along Erb Street West is ongoing and will incrementally provide for a more urbanized streetscape and complete public realm. As larger scale intensification occurs, more significant enhancements to the pedestrian experience will be realized through consistent building setbacks, urban built form expressions and relationships with the public realm, landscaping, new street trees, and new cycling infrastructure that will contribute to the incremental transformation of Erb Street West into a true multi-modal transportation corridor.

The newer mid-rise apartment buildings developed in the early 2010s, generally reflect a more contemporary approach to urban design, with the buildings being located closer to the street and their primary entrances having direct access from

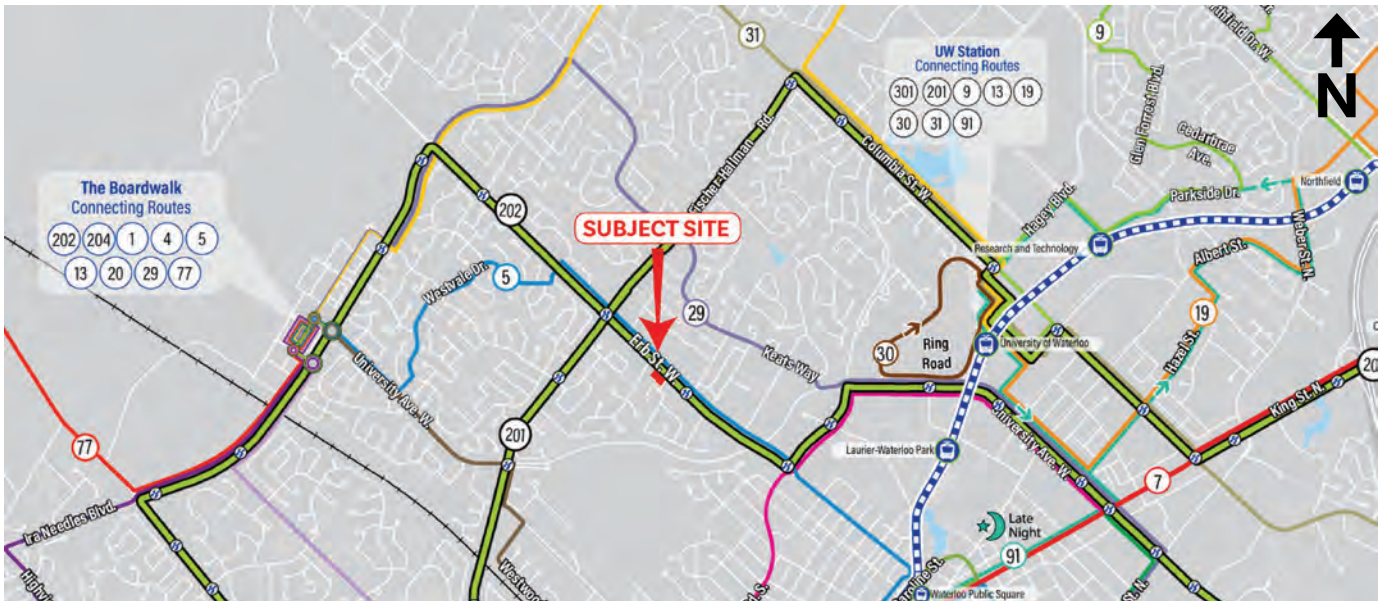


Figure 8. Grand River Transit (GRT) Map (excerpt)



Figure 9. City of Waterloo active transportation map (excerpt) with an inset image of the existing dedicated bike lane cycling facilities and bus stop that are adjacent to the Subject Site

the sidewalk. Parking is located along the side and/or and at the rear of the development sites (see Figures 11-13 on the following page, which include existing mid-rise development projects). This generally reflects the urban design approach that the City has sought through detailed building and site design policies and regulations that have been implemented in combination through the City of Waterloo Official Plan, Urban Design Manual, and Zoning By-law 2018-50.

3.3 Adjacent Parcel Fabric

Figure 10, below, illustrates the parcel fabric of adjacent properties that share a property line boundary with the Subject Site.

To the west, the Subject Site shares a side-lot-line to side-lot-line condition with 371 Erb Street West (illustrated in purple on Figure 10, below). The Subject Site also shares a side-lot-line to rear-lot-line condition with 8 Roosevelt Avenue (illustrated in green on Figure 10).

To the south, the Subject Site has a rear-lot-line to rear-lot-line condition, backing onto existing lots of single detached dwellings along Culpepper Place (356-360 Culpepper Place, illustrated in light blue in Figure 10). To the west, the Subject Site has a rear-lot-line to side-lot-line condition, backing onto a significantly deeper residential lot located on Roosevelt Avenue (14 Roosevelt Avenue, illustrated in green in Figure 10). This creates a unique context in the evaluation of the relationship of the Subject Site and Proposed Development to these adjacent properties and conditions.

3.4 Review of Surrounding Context

The following summarizes the existing conditions and context surrounding the Subject Site.

North: North of the Subject Site, lands are designated *Medium Rise Residential* along Erb Street West and *Low Rise Residential* beyond the properties fronting onto the corridor with pockets of *Open Space Areas* (Figure 14, on the following pages). Existing uses to

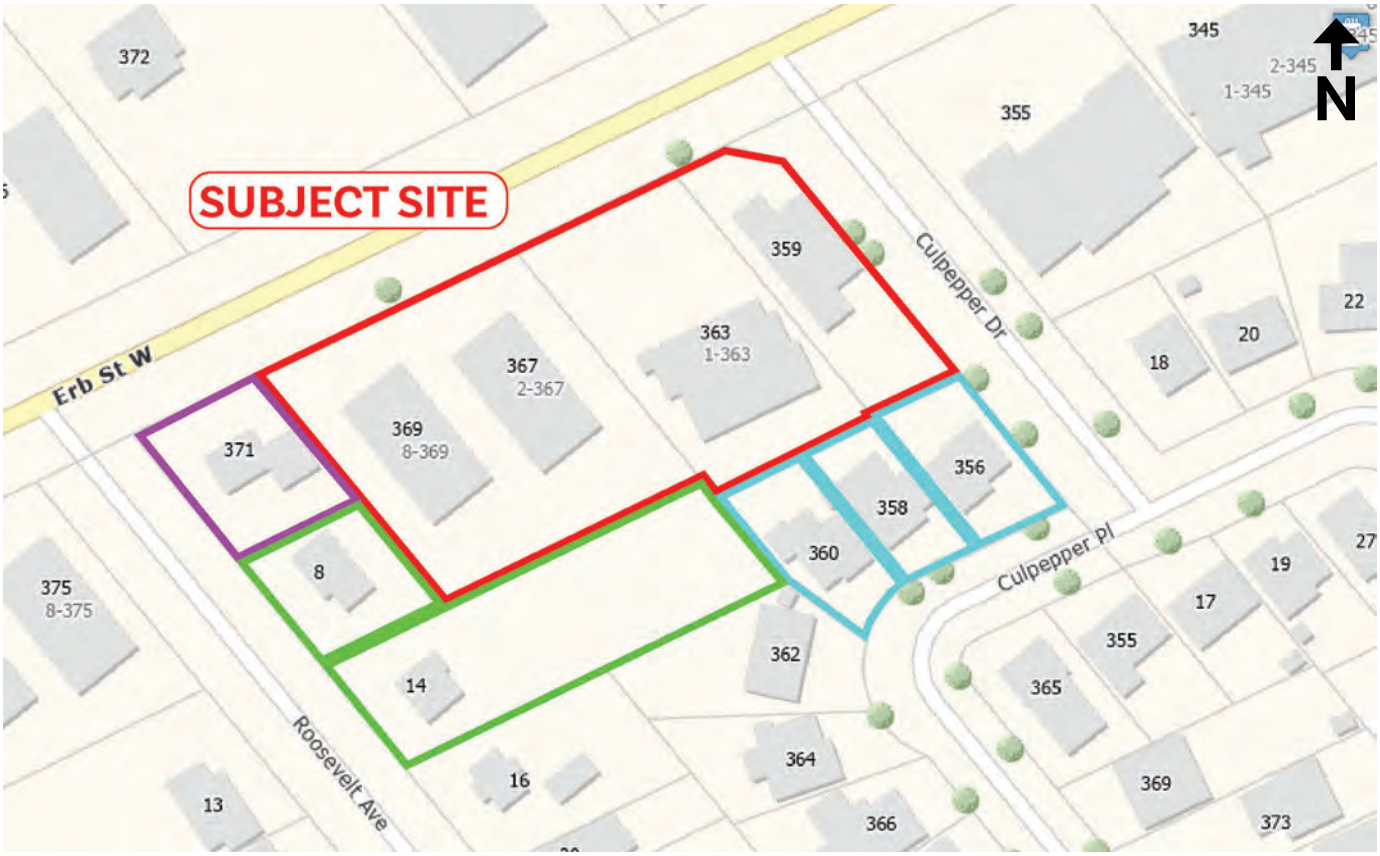


Figure 10. The Subject Site and its neighbouring lot fabric



Figure 11. 366 and 362 Erb Street West (examples of early 2010s mid-rise intensification)



Figure 12. 340-358 Erb Street West (example of existing older mid-rise apartments undergoing rehabilitation)



Figure 13. 340-358, 362, and 366 Erb Street West (examples of existing older and early 2010s mid-rise context in the immediate vicinity of the Subject Site)

the immediate north across Erb Street West include two 5-storey Affordable housing apartments, one of which is geared specifically for fixed-income seniors (My Owen Place, 366 Erb Street West) and the other offering permanent Affordable housing with on-site supports (Supportive Housing of Waterloo, 362 Erb Street West), and two former single detached dwellings repurposed into a daycare and office (previously illustrated in Figures 11 to 13). Other 2- to 4-storey apartment buildings exist along the north portion of Erb Street West, with 2-storey single detached houses and townhouses being the predominant form within the *Low Rise Residential* designated lands further north (previously illustrated in Figure 2).

East: Lands to the east are designated *Medium Rise Residential* and currently exist as commercial retail plazas and an automotive repair service and maintenance shop (Figure 15, on the following page). Similar retail and service uses continue to the east along Erb Street West and share the same *Medium Rise Residential* land use designation. These retail plazas function as important community amenities, offering a range of commercial services to residents. They also represent potential "soft sites" for future redevelopment and intensification, in accordance with their planned *Medium Rise Residential* function under the Official Plan.

South: To the south of the Subject Site are lands designated *Low Rise Residential*. Existing uses are *Low Rise Residential* dwellings, mainly 2-storey single detached homes with frontage on cul-de-sacs and connecting streets that were likely built in the 1970s and 80s and generally feature larger front yard setbacks and minimal rear yard setbacks (Figure 16, on the following page). Culpepper Drive provides the western point of access to an extensive *Low Rise Residential* area comprised of cul-de-sacs and dead end streets, for which only one other connection is provided at Mulberry Lane, located 450 metres east of the Subject Site

West: West of the Subject Site, lands are designated *Medium Rise Residential*. Immediately further to the

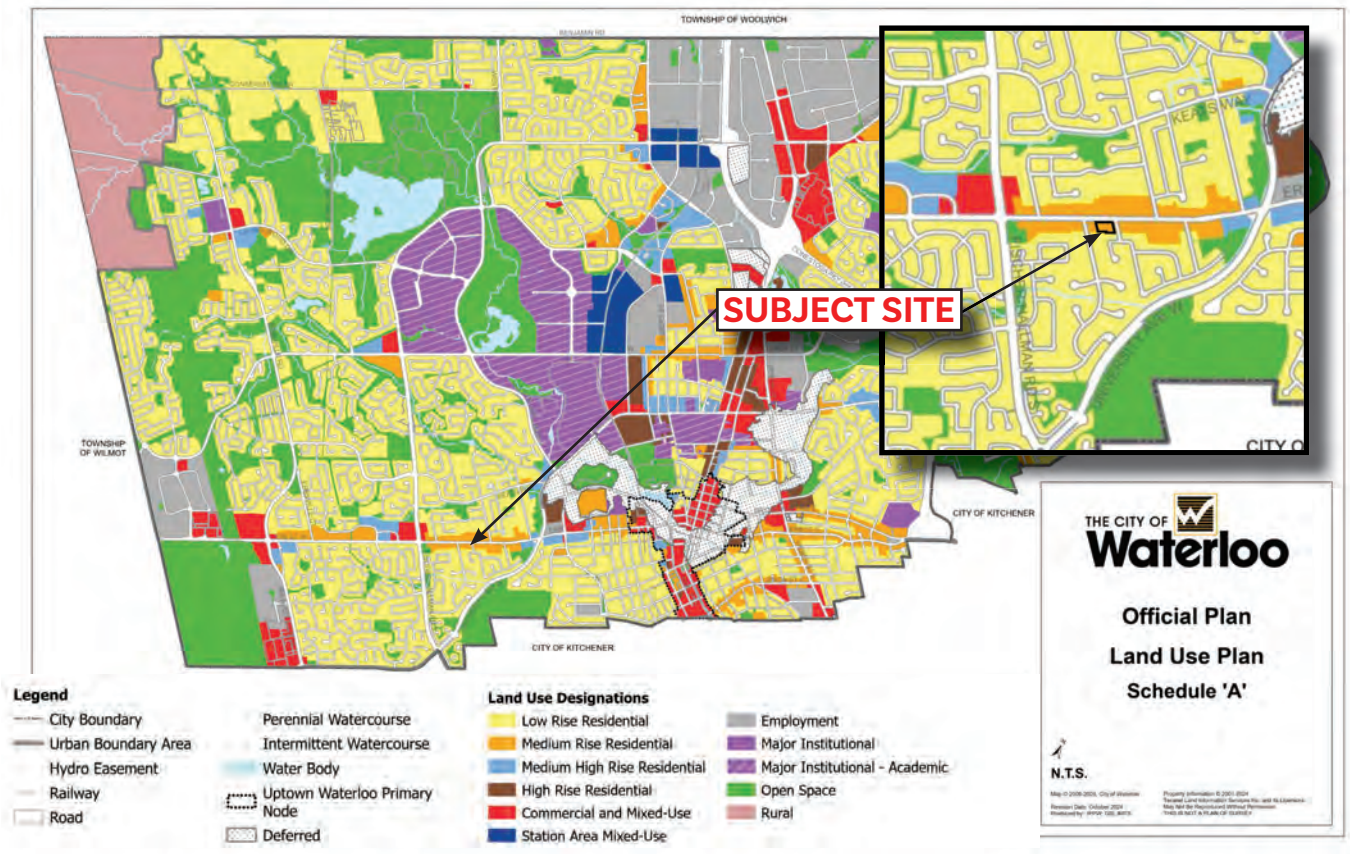


Figure 14. Land Use Plan (Official Plan, 2024 Schedule 'A' Land Use Plan)



Figure 15. 355 Erb Street West - existing retail plaza



Figure 16. 356-360 Culpepper Place - existing low-density residential form of development



Figure 17. 371 Erb Street West - existing low-density residential form of development

west are single storey detached dwellings (Figure 17, on the previous page). West of Roosevelt Avenue are multi storey apartment buildings ranging in heights from 2.5 to 5 storeys interspersed with single detached dwellings mostly occupied by rental tenants.

3.5 Community Facilities & Amenities and Recent Planning Activity

Further broadening the contextual analysis, Figure 18, on a following page, and Table 1, at right, illustrate that within a one (1) kilometer radius of the Subject Site, there are four public schools, six named parks, numerous park trails, and a range of community services and amenities that are available to support the existing and future population.

Figure 18 and Table 2, below, review recently approved Zoning By-law Amendment applications for sites located within 1 kilometre of the Subject Site. A significant OPA and ZBA application for large-scale development is located just outside the 1-kilometre study area, but remains relevant in contemplating the evolving intensification context along and near the Erb Street West corridor.

Table 1. Community Features within 1 kilometre of the Subject Site

ID	Community Features
Schools	
1	Centennial Public School
2	Keatsway Public School
3	Empire Public School
4	Holy Rosary Catholic Elementary School
Parks	
1	Clair Lake Park
2	Poets' Green Park
3	Culpepper Park
4	Thorndale Park
5	Westvale Park
6	Belgreen Park
Community Services & Amenities	
1	Waterloo Infant & Toddler Child Care
2	My Owen Place Affordable Seniors Housing
3	Supportive Housing Society of Waterloo
4	First Baptist Church Waterloo
5	Mount Zion Lutheran Church
6	Westmount Golf & Country Club

Table 2. Recent Planning Applications within 1 kilometre of the Subject Site

ID	Address	Type	Status	Land Use	Height	Units	Density	Notes
A	372 Erb St W	ZBA	Approved	RMU-20	< 7.5 m	n/a	n/a	Waterloo Infant Toddler Daycare Assn. applied to allow *Child Care* as a permitted use in an existing building.
B	310-316 Erb St W	ZBA	Approved	RMU-20	20 m (6 Sty)	93 units 108 beds	391 bedrooms per hectare	Amending RMU-20 to add site-specific regulations permitting development of a 6-storey, 93-unit apartment building.
C	50 Westmount Rd N, 9 & 15 Di-etz Ave, 192-218 Erb S W	OPA ZBA	Ongoing	C1-81	Up to 25 Sty	1014 units 1429 beds	199 bedrooms per hectare	Proposal for a phased 5-building, 6-tower mixed-use intensification of Westmount Place surface parking lots while retaining mall.

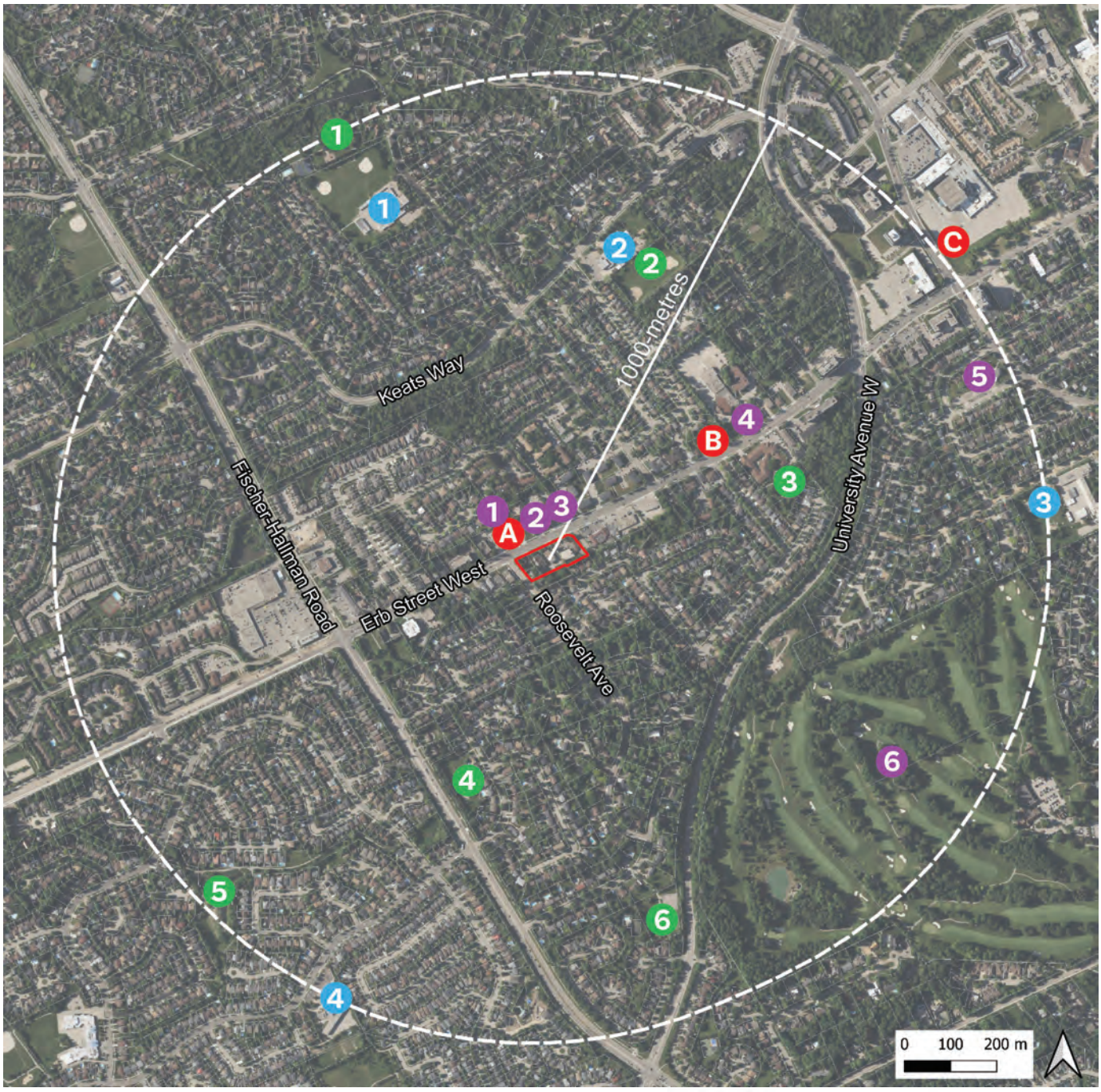


Figure 18. Community features and recent planning activity within 1 kilometre of the Subject Site

Figure 19, on the following page, illustrates that the Subject Site has frontage on Erb Street West, which is classified by the City of Waterloo Official Plan Schedule 'E' Road Classification System as a Primary *'Regional Arterial'*. The Subject Site also has frontage on Culpepper Drive, which is classified as a secondary *'Local Road'*. West of the Subject Site is Roosevelt Avenue, which is classified as a Secondary *'Minor Collector'*.

Figure 20, on the following page, further illustrates that Erb Street West is classified by the City of Waterloo Official Plan under the Schedule 'F' Active Transportation Framework as a *'City-Wide Cycling and Multi-Use Route'*.

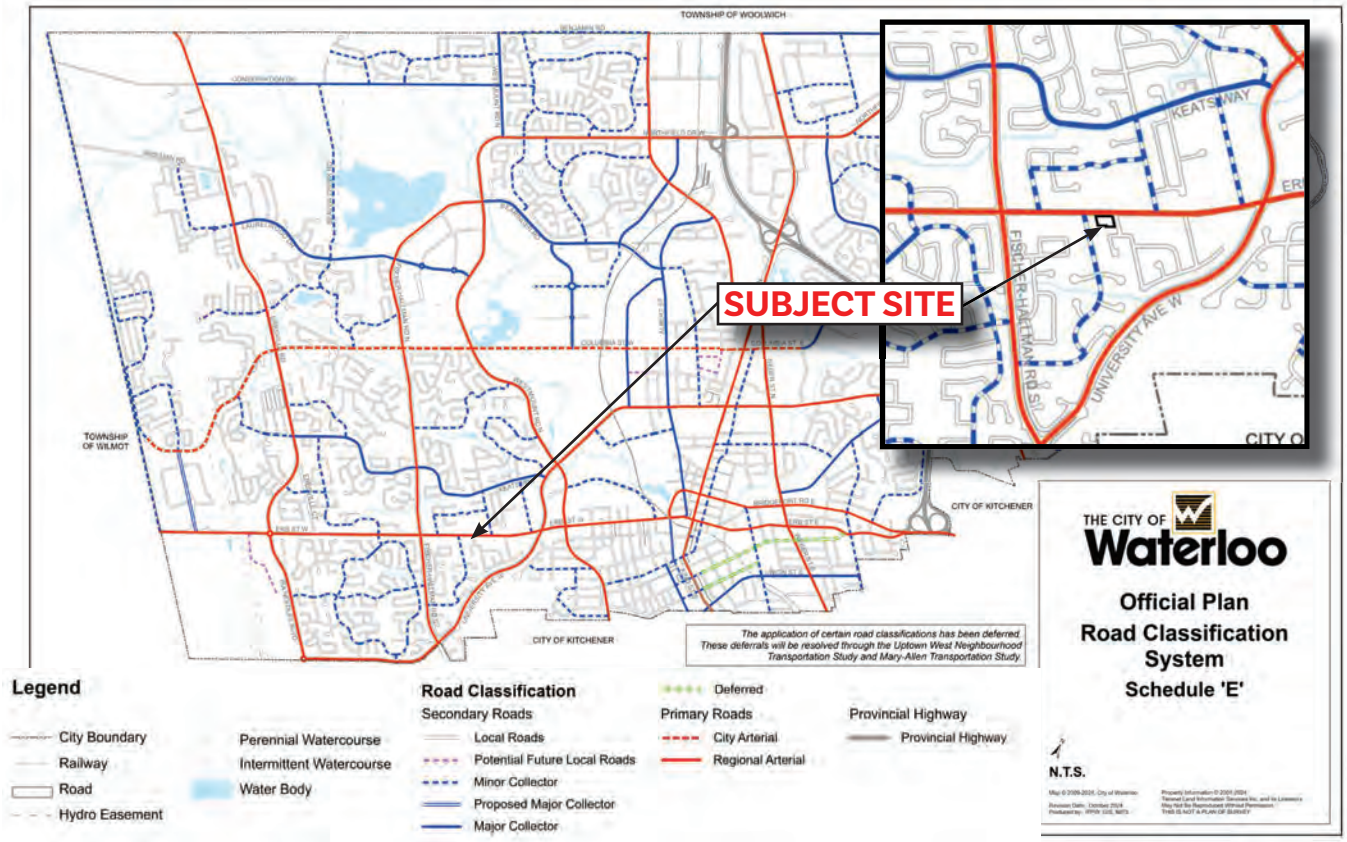


Figure 19. Road Classification System (Official Plan, 2024 Schedule 'E' Road Classification System)

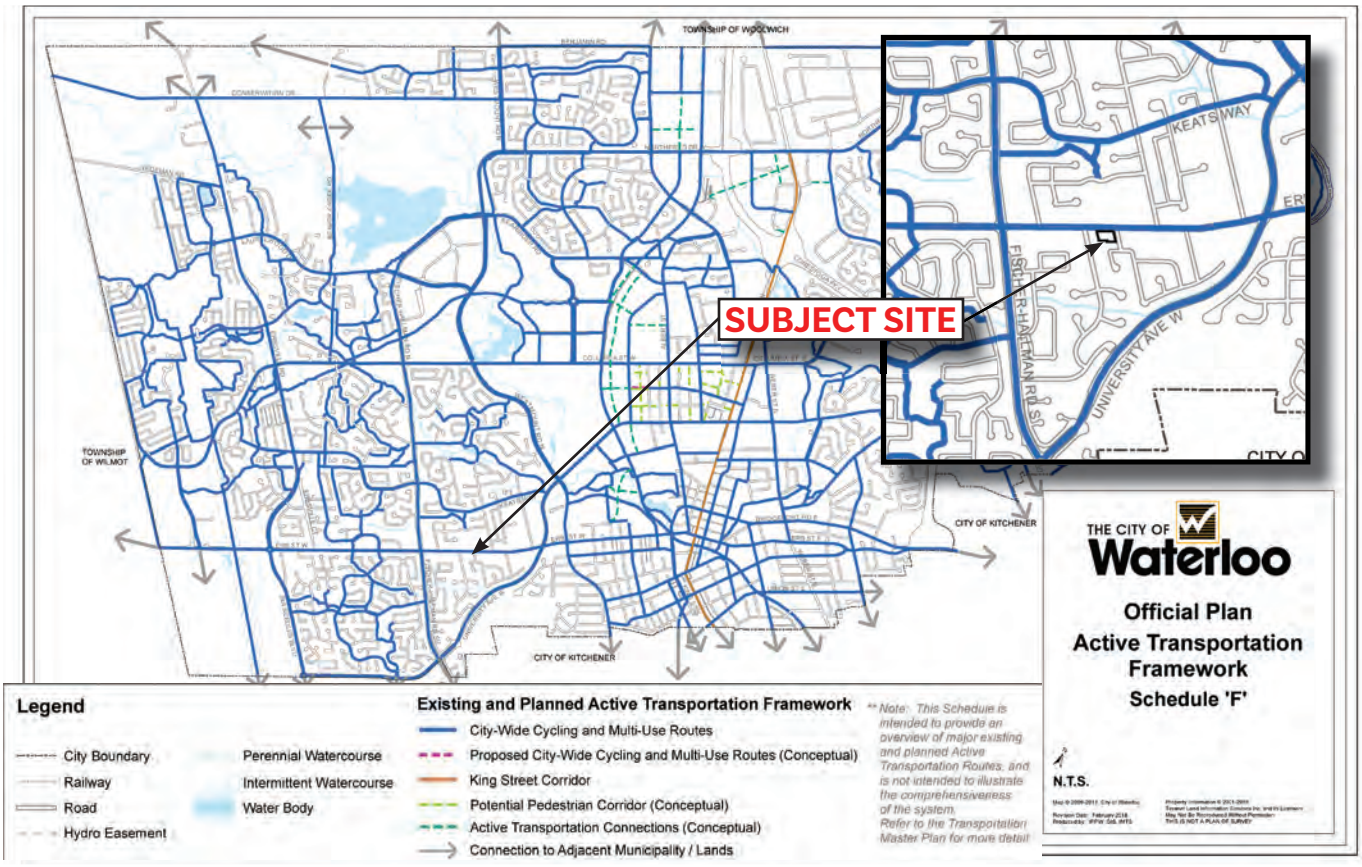


Figure 20. Active Transportation Framework (Official Plan, 2024 Schedule 'F' Active Transportation Framework)

Figure 21, below, illustrates that the Subject Site is not located in an area with a designation under the City of Waterloo Official Plan Review (Phase 1), 2024 Schedule 'A4' Natural Systems.

Figure 22, on the following page, illustrates that the Subject Site is not located in an area with a designation under the current City of Waterloo Official Plan Schedule 'A5' Natural Hazards. The City of Waterloo Official Plan Update (Phase 1), 2024 does not revise this schedule.

Figure 23, on the following page, illustrates that the Subject Site is located within the Wellhead Protection Sensitivity Area '8' WPSA-8 designation under the current City of Waterloo Official Plan Schedule 'B4' Source Water Protection Areas. The requirements and restrictions associated with this designation are discussed in Section 6 - Existing Planning Framework/Policy Review and Planning Justification. The City of Waterloo Official Plan Update (Phase 1), 2024 does not revise this schedule.

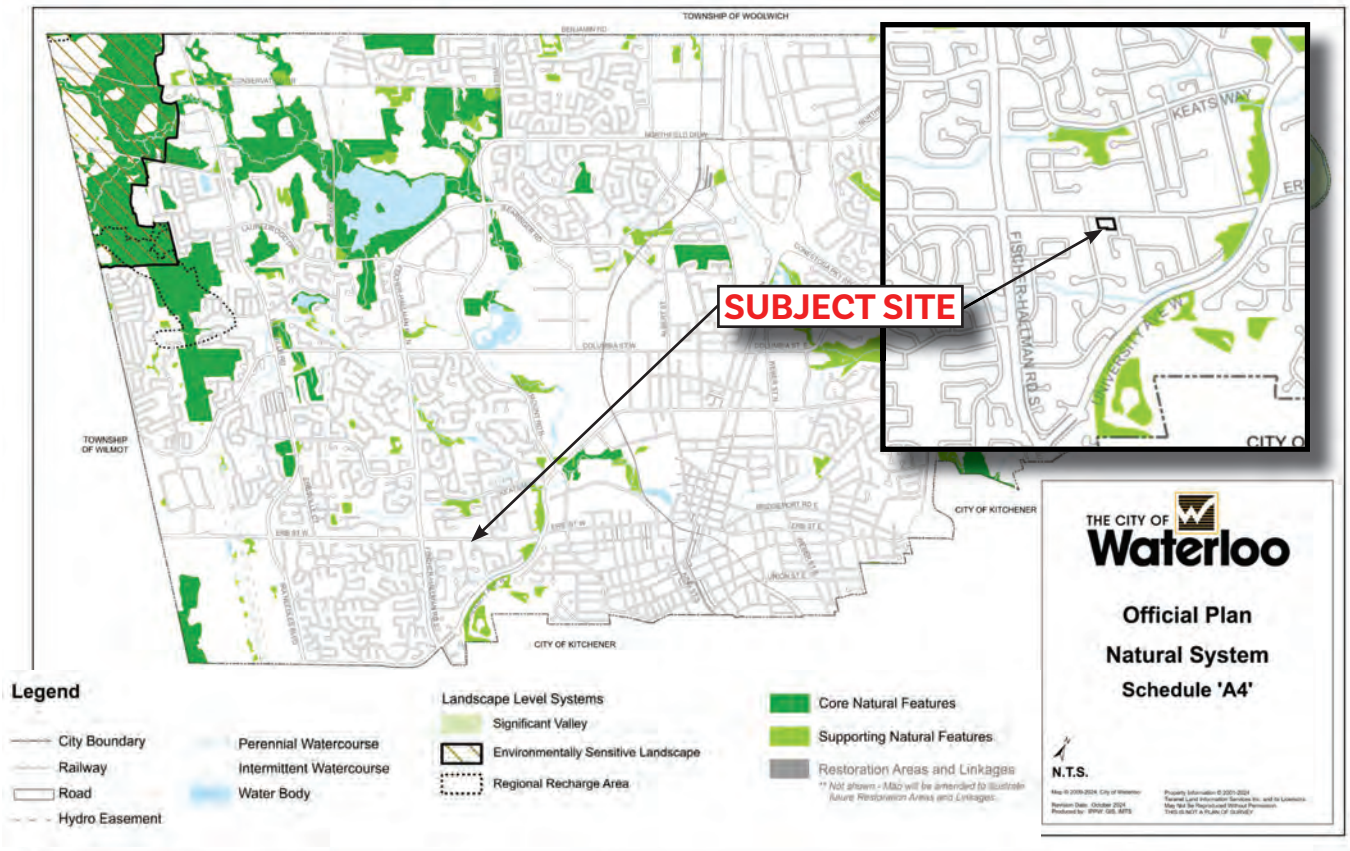


Figure 21. Natural System (Official Plan, 2024 Schedule 'A4' Natural System)

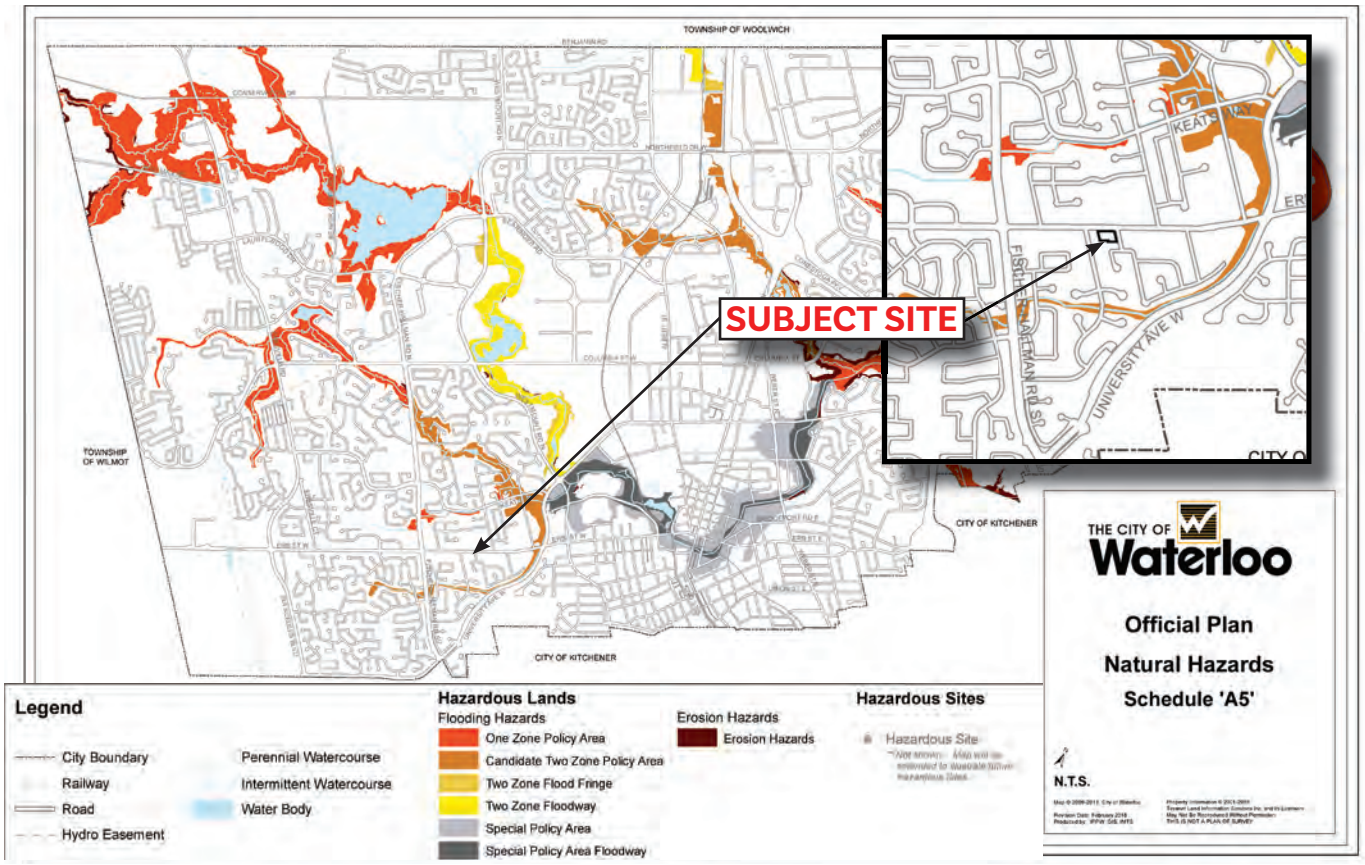


Figure 22. Natural Hazards (Official Plan, 2012 Schedule 'A5' Natural Hazards)

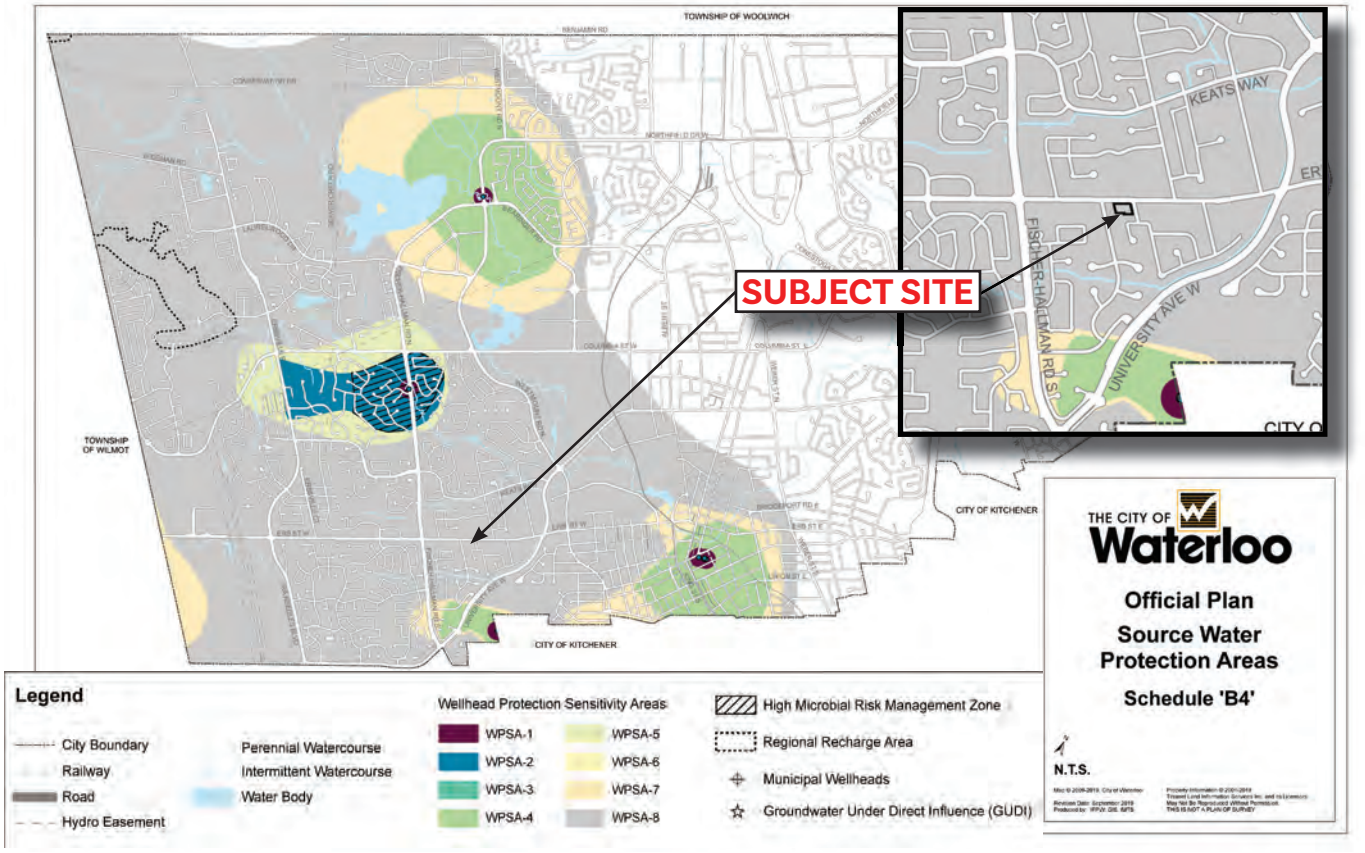


Figure 23. Source Water Protection Areas (Official Plan, 2012 Schedule 'B4' Source Water Protection Areas)

4 Proposed Development

4.1 Overview

The Proposed Development consists of two 8-storey residential apartment building elements ("Building A" and "Building B") that step down to 6 storeys at the rear and are attached to each other via a 'bridge' building element (Figure 24). In total, 224 units are provided, including 22 Affordable Housing units and 37 replacement housing units for the dwelling units currently located on the Subject Site. Table 3, at right, provides project statistics.

The Proposed Development will utilize the CMHC criteria for Affordable Housing, which include a slightly enhanced level of Affordability compared to the City's new Inclusionary Zoning policy. Tenant eligibility criteria and the corresponding selection process will be developed in consultation with the City and Region, though the Affordable units will first be made available to existing tenants who qualify.

The unit mix is comprised of a total of 160 1-Bedroom units (71%), 59 2-Bedroom units (26%), and 5 3-Bedroom units (2%). Unit count is evenly divided between Building A and Building B, with each containing 112 units. All residents of the Proposed Development will be able to enjoy a robust amenity program that includes private balconies, terraces, and patios, communal indoor amenity spaces, contemplated to include a gym, yoga room and multi-function spaces, and extensive communal terrace and rooftop amenity areas that provide residents with a meaningful mix of features and landscaping.

The two buildings comprising the Proposed Development are located along the Erb Street West frontage of the Subject Site and present an urban mid-rise built form that frames the street. This existing grading of the Site will generally be maintained to allow as many of existing trees as possible to be retained and provide for an efficient

Table 3. Proposed Development Statistics

Lot Area		5,882 m²
Lot Frontage		102.6 m
Landscape Area		1,564 m2 (26.6%)
Building Height (max)	**Front**	8 Sty (26.4 m)
	Rear	6 Sty (20.2 m)
Height of First Storey		5.84 m
Total GFA	**Total**	13,913 m²
Overall Density		498 beds / ha
Residential Units		224
Affordable Housing		22 (10%)
Unit Mix	**1-Bed**	160 (71%)
	2-Bed	59 (26%)
	3-Bed	5 (2%)
Bedrooms	**Total**	293
Vehicle Parking	**Resident**	207 (0.92/unit)
	Visitor	23 (0.1/unit)
	Total	230 (1.03/unit)
Bicycle Parking	**Total**	152 (0.68/unit)
Amenity Areas	**Indoor Amenity**	412 m²
	Rooftop Amenity	1,927 m²
	Private Patios	959 m²
	Private Balconies	539 m²
	Total	3,837 m²

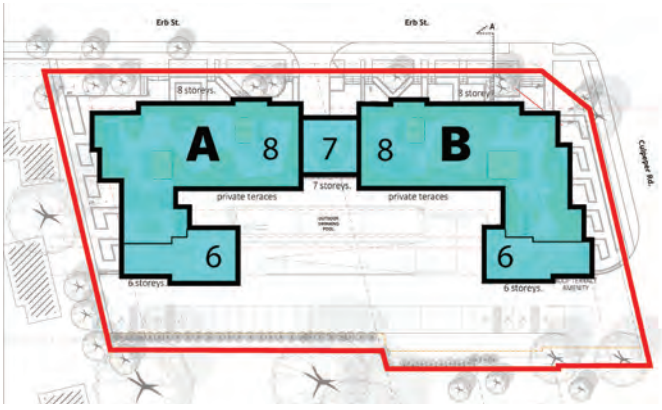


Figure 24. Proposed Development buildings


ERB'N
MODERN
RENTALS

parking strategy that utilizes the difference in elevation between Erb Street West and Culpepper Drive to access separate parking areas. Townhouse-style dwelling units are proposed at grade along west, north, and east facades of the Proposed Development. The townhouses and apartment units above will 'wrap' around the structured parking on levels L1 through L3 and provide visual concealment of these facilities from the public realm.

This approach provides several benefits: it creates a fine-grained urban scale where the building interfaces with the public realm while maintaining a number of existing mature trees; it provides direct access to the dwellings from Erb Street West and Culpepper Drive; and, private patios and residential dwellings provide eyes on the street. The new landscaped terraces allow for additional landscape planting along the prominent Erb Street West frontage; and the townhouse-style units provide for a more residential interface along Culpepper Drive with the adjacent *Low Rise Residential* dwellings to the south of the Subject Site.

4.2 Design Evolution

As discussed in Section 1.2 of this Report, the Proposed Development has evolved and benefited from two rounds of formal pre-submission consultation with City and Region staff, a Public Open House, and informal meetings with the local City Councillor and City of Waterloo planning staff.

In October 2022, the "Preliminary Concept", which only included a portion of the properties that now comprise the Subject Site, was reviewed through formal pre-submission consultation with City and Region staff.

In January 2024, the next iteration of the project encompassing the full Subject Site, described in this Report as the "Interim Concept", was reviewed through a second round of formal pre-submission consultation.

Following the two rounds of pre-submission consultation, the Applicant convened a live Public Open House meeting on March 26, 2024, to introduce the Interim Concept and solicit initial feedback from neighbourhood residents, in advance of formal planning application submission.

Figure 25 and 27, on the following page, illustrate the configuration of the Interim Concept on the Subject Site and highlight setbacks and building massing directly related to compatibility with the adjacent *Low Rise Residential* properties.

Extensive design revisions were undertaken based on feedback received at the Public Open House. A follow-up meeting with the local Councilor and Planning staff was held on July 30 to informally share revised concepts and receive valuable input.

The Proposed Development employs several approaches to significantly improve compatibility with the neighbouring properties. These include redesigning the buildings to reduce their footprint and increase setbacks for the rear yard-to-rear yard condition with the existing low rise dwellings to the south. The driveway on Culpepper Drive has been shifted north and the below-grade building structure has been pulled back from the west and south property lines. This permits the accommodation of expanded landscaped buffers and the retention of additional existing trees along the rear property line. A linear carport type of structure is provided along the south property line to provide additional visual separation and landscaping opportunities. An above-grade parking structure integrated into the building reduces surface parking and responds to high groundwater conditions that make multiple levels of underground parking infeasible.

These changes are illustrated in Figures 26 and 28 on the following page. Table 4, on the following page, also compares the development statistics of the Interim Concept and the Proposed Development.

The Proposed Development is able to achieve these significant improvements to enhance compatibility with the adjacent *Low Rise Residential* properties to the west and south through an overall reduction in proposed gross floor area and careful deployment of density on the north half of the property. The decreased gross floor area reduces overall unit count, and beds-per-hectare density, while permitting for increased parking rates. The reduced parking supply

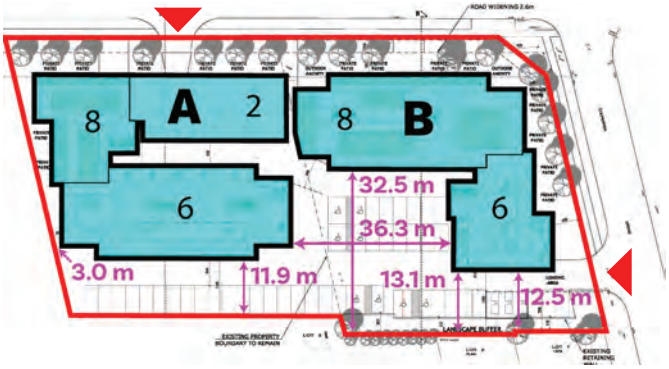


Figure 25. Interim Concept with building height, footprints, and key compatibility setbacks highlighted

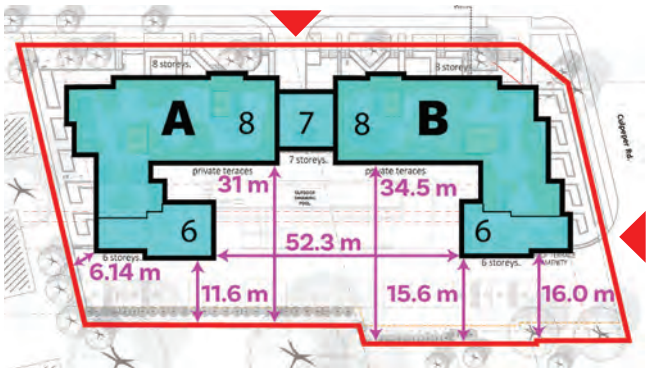


Figure 26. Proposed Development with building height, footprints, and key compatibility setbacks highlighted



Figures 27. Interim Concept southern facade



Figures 28. Proposed Development southern facade

Table 4. Comparison of Interim Concept and Proposed Development Statistics

		Interim Concept	Proposed Development
Landscape Area		1,200 m^2 (20%)	1,564 m^2 (26.6%)
Building Height (max)	**Front**	8 Storeys (26.5 m)	8 Storeys (26.4 m)
	Rear	6 Storeys (18.7 m)	6 Storeys (20.2 m)
Height of First Storey (Erb St W frontage)		4 m	5.84 m
Total GFA	**Total**	16,115 m^2	13,913 m^2
Overall Density		554 beds / ha	498 beds / ha
Residential Units		235	224
Bedrooms		326	293
Vehicle Parking	**Residents**	159 (0.67/unit)	207 (0.92/unit)
	Visitor	24 (0.1/unit)	23 (0.1/unit)
	Total	183 (0.78/unit)	230 (1.03/unit)
Rear Yard Setback (min)	**East**	13.6 m (east)	15.6 m (east)
	West	11.9 m (west)	11.6 m (west)
Side Yard Setback (min)		3.0 m (west)	6.14 m (west)
Landscape buffer (min)	**Rear Yard (east)**	2.15 m (rear - east)	4.15 m (rear - east)
	Rear Yard (west)	0 m (rear - west)	1.2 m (rear - west)
	Side Yard (west)	0 m (side - west)	1.2 m (side - west)

in the Interim Concept was clearly expressed as a concern during the Public Open House.

The redesigned buildings maintain the 8-storey building height on the Erb Street West frontage that was reviewed in the March 2024 Public Open House. The buildings continue to step down to a 6-storey built form, but the footprints for these elements located adjacent to the existing *Low Rise Residential* areas have been significantly reduced and the building separation from the residential dwellings to the southeast has been significantly increased, providing for a nearly 45 degree angular plane as measured from the rear property line (discussed in Section 7.6 and illustrated in Figure 60).

4.3 Proposed Design

The Proposed Development incorporates a contemporary architectural design, massing, and material palette. This includes utilization of extensive window-wall glazing with slatted metal solar shading/screening panels arranged between floors in an offset rhythm to add transparency but also visual interest, texture, and variety to the building facades.

Whereas one larger building may have provided a more efficient floor layout, in response to the large frontage of the Subject Site and more sensitive residential forms to the rear, the Proposed Development has been thoughtfully and cleverly designed with two connected L-shaped buildings that present a break in massing and varied built condition along Erb Street West. This is further enhanced through the variation in building height along Erb Street West, with the 6-storey 'bridge' central portion set back slightly from the established streetwall providing relief and working to effectively divide the combined building massing along Erb Street West. This response through design is also established at the rear, where reduced 6-storey building heights are proposed and provide for an appropriate transition to the more sensitive residential uses.

The 6-storey 'bridge' building element linking Building A and B is located between Levels 2 and 7 and spans a stairwell and the Erb Street West driveway that provides vehicle access to the L1 structured parking level. The bridge element is creative as an urban design response to break up massing, and also delivers indoor resident amenity space on levels L6 and L7, residential units on levels L2 through L5, and additional outdoor amenity space on the roof of L8 contemplated as an outdoor gym area.

The rooftop outdoor amenity spaces encompass a variety of activities and uses, including: a resident BBQ and seating area; toddler and younger children play areas (adjacent but separated); a lawn and sundeck; 'forest path' walking loop with trees; and a community garden (Figure 29, below). This range of active and passive activities for a range of ages enhances living conditions and offers residents a high level of amenity while providing extensive green roof areas. An additional large rooftop amenity area



Figure 29. Top-down view of proposed development (drawing 18)

is located on the roof of the structured parking area in the interior of the site.

As noted, Buildings A and B each step down from 8 storeys to 6 storeys as they extend south along the west and east (Culpepper Drive) frontages of the Subject Site. This stepping down in massing provides a meaningful transition in scale from the more urban character and scale of Erb Street West to the low-density, low-rise scale of the adjacent residential area to the south and southwest of the Subject Site. The two primary building entrances are provided along Erb Street West, set at the minimum building setback (5 metres)

The Proposed Development will further promote an urban character and pedestrian-friendly environment on Erb Street West through a multi-faceted parking and site access strategy. The 230 parking spaces in the Proposed Development are provided as surface parking at grade at the rear of the Subject Site and in structured parking located beneath surface parking area and behind the building on the interior of the Subject Site. Residential parking will mainly be provided through structured parking while the rear surface parking area will include accessible and visitor parking, and loading and servicing functions in addition to resident parking.

The Proposed Development will reduce the number of vehicular driveway entrances on the Subject Site in half, with the four (4) existing driveways, including three located on Erb Street West, being replaced by just two (2) driveways. The primary driveway for the Subject Site will be located at the mid-point of its frontage on Erb Street West and is positioned in excess of 50 metres away from the intersection with Culpepper Drive. The proposed driveway located on Erb Street West will lead directly to the "P1" structured parking level, which is wholly contained within the building and effectively screened behind grade-related townhouse units. The second proposed driveway is located on Culpepper Drive and leads to the rear surface parking area located on top of P1 parking level, which is functionally at-grade.

Careful utilization of the sloping topography of the Subject Site, which gains approximately 1.5 metres in elevation from the established grade level on Erb Street West to established grade level at the rear property line, enables the Mezzanine and P1 parking levels to be accessed from Erb Street West and Culpepper Drive, respectfully, with minimal grade changes.

This parking strategy will serve to concentrate vehicular activity into two well-designed and appropriately located driveways to minimize potential conflicts with pedestrians and cyclists while also minimizing vehicle movements on Culpepper Drive, a local street. Furthermore, bicycle storage with 152 bicycle parking spaces is also proposed, along with a new sidewalk on the west side of Culpepper Drive, where no pedestrian facilities currently exist. This will promote and enhance the active transportation network and enhance pedestrian mobility for the neighbourhood.

While building design details will be further established at the Site Plan stage, the Proposed Development adopts a more contemporary building design approach. Textured balcony screens provide additional visual interest and further reduce the perceived mass and overlook of the building to adjacent properties. Overlook concerns are further mitigated by excluding balconies from the southern wall of the southern-most units, which are closest to the residential area to the south.

Overall, the Proposed Development reflects a scale and form of development, site layout, and urban design approach that are desirable and planned for the area by the City's Official Plan and Zoning By-law. In addition, the Proposed Development will deliver a substantial scale of new housing, including Affordable units, in an area that is well-served by municipal infrastructure, including public transit and servicing, and proximate to retail/commercial amenities. The Proposed Development supports the City and Region in accommodating their respective population growth forecasts and in achieving their respective intensification targets to help meet the City's 2031 housing pledge.

4.4 Architectural Plans

Architectural plans are illustrated in Figures 30 through 41 on the following pages.



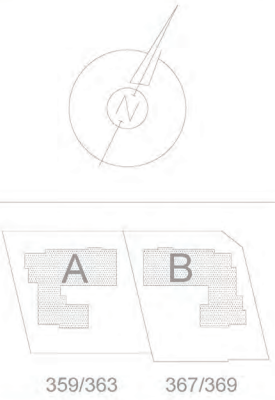
COPYRIGHT RESERVED

The contractor shall verify and be responsible for all dimensions. DO NOT scale the drawing - any errors or omissions shall be reported to Savic Homes without delay. The copyrights to all designs and drawings are the property of Savic Homes. Reproduction or use for any purpose other than that authorized by Savic Homes is forbidden.

REVISIONS

2022.08.31. Issued for Pre-submission consultation
2022.10.25. Issued for Pre-submission follow up
2022.12.14. Issued for Pre-submission follow up
2023.01.10. Issued for Owner's and Planer's review
2023.02.06. Issued for Pre-submission follow up
2023.09.21. Issued for Pre-submission consultation
2023.11.17. Issued for Pre-submission consultation
2024.04.25. Issued for Pre-submission consultation
2024.05.14. Issued for Pre-submission consultation
2025.01.29. Issued for OPA-ZBA submission

2296342 ONT INC.



building location

359-369 Erb St. Waterloo, ON

project

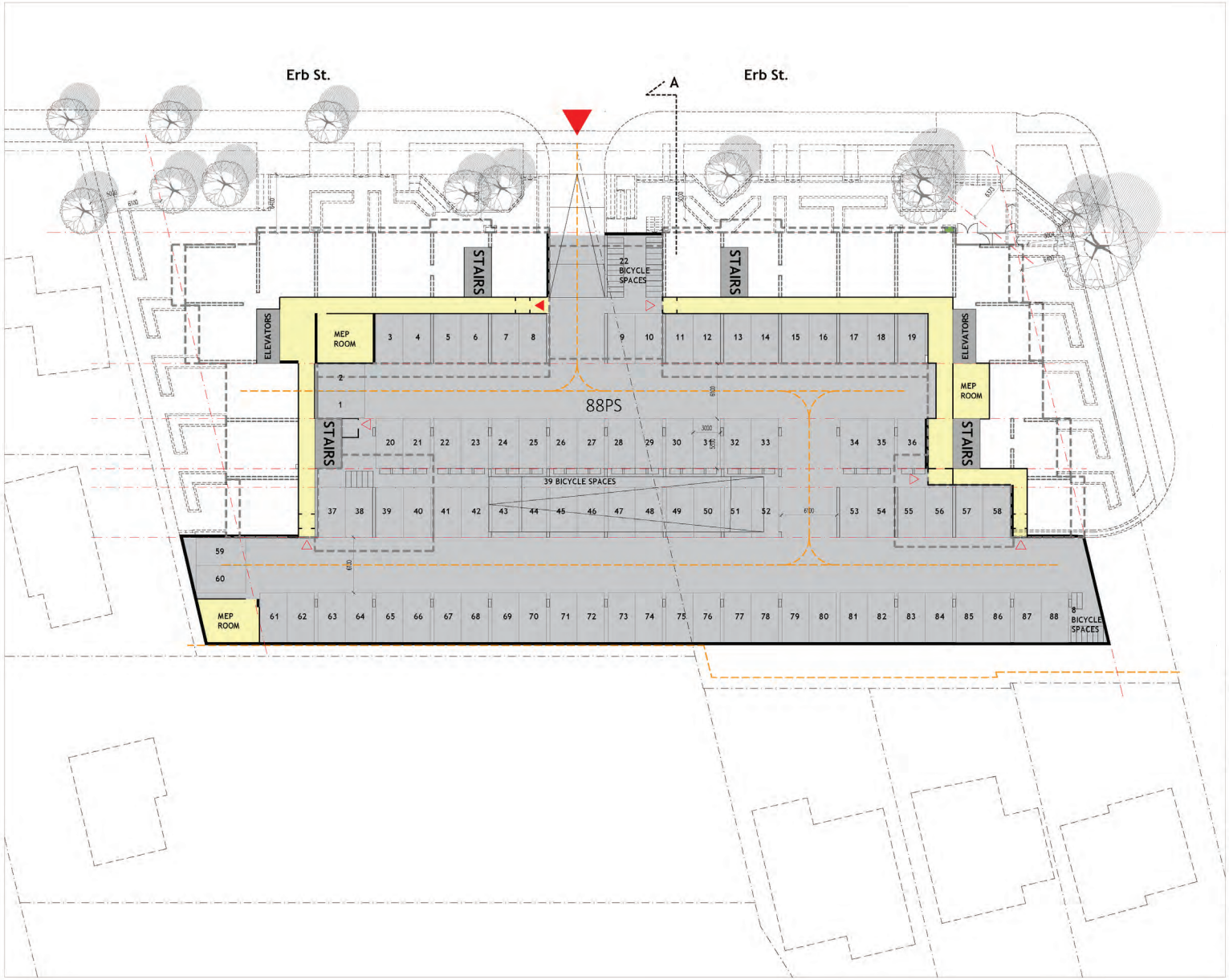
Erb MURB

drawing

Site Plan

date	January 2025	drawing no	
scale	1:200		01
project no	7530-10		
drawn	MV		
checked	MV		

Figure 30. Site Plan (Drawing No. 01)



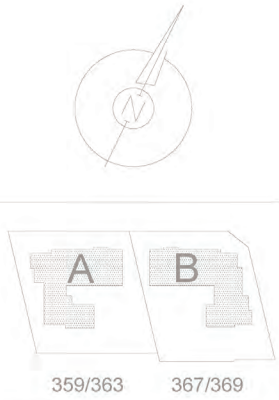
COPYRIGHT RESERVED

The contractor shall verify and be responsible for all dimensions. DO NOT scale the drawing - any errors or omissions shall be reported to Savic Homes without delay. The copyrights to all designs and drawings are the property of Savic Homes. Reproduction or use for any purpose other than that authorized by Savic Homes is forbidden.

REVISIONS

2022.08.31. Issued for Pre-submission consultation
2022.10.25. Issued for Pre-submission follow up
2022.12.14. Issued for Pre-submission follow up
2023.01.10. Issued for Owner's and Planer's review
2023.02.06. Issued for Pre-submission follow up
2023.09.21. Issued for Pre-submission consultation
2023.11.17. Issued for Pre-submission consultation
2024.04.25. Issued for Pre-submission consultation
2024.05.14. Issued for Pre-submission consultation
2025.01.29. Issued for OPA-ZBA submission

2296342 ONT INC.



building location

359-369 Erb St. Waterloo, ON

project

Erb MURB

drawing

P1 Plan

date	January 2025	drawing no	
scale	1:200		02
project no	7530-10		
drawn	MV		
checked	MV		

Figure 31. Plan P1 (Drawing No. 02)

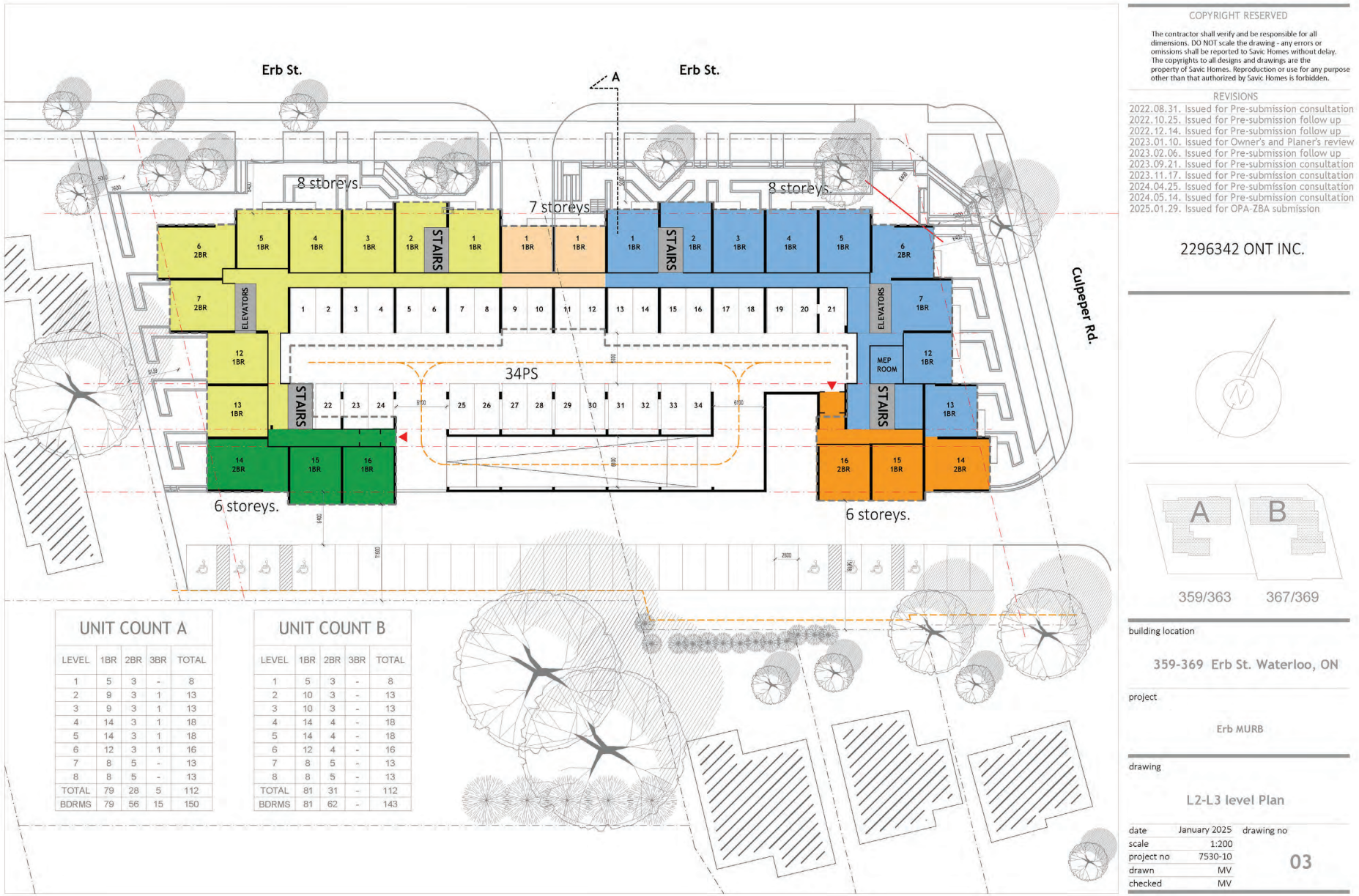


Figure 32. L2-L3 Level Plan (Drawing No. 03)

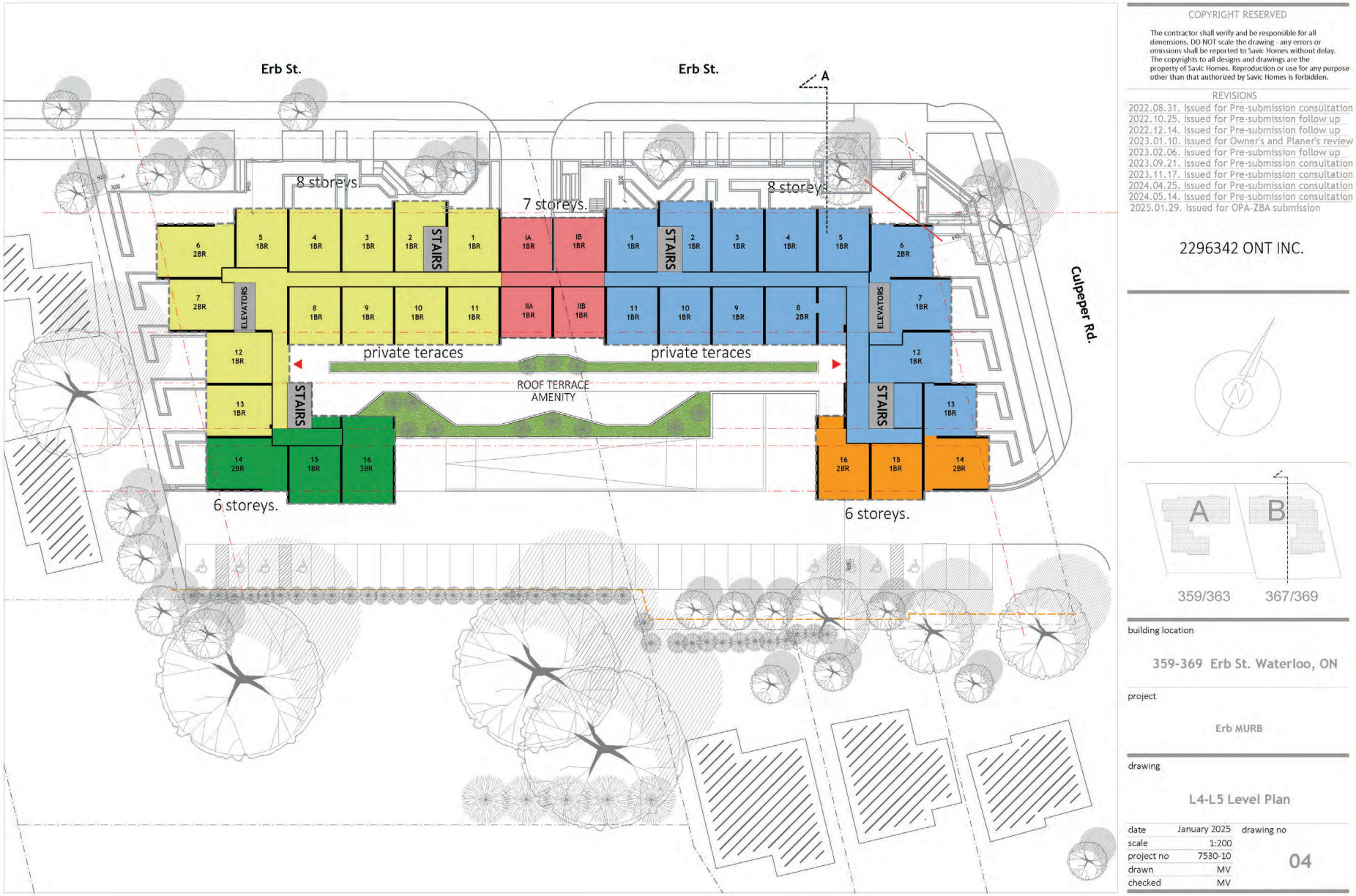


Figure 33. L4-L5 (Drawing No. 04)

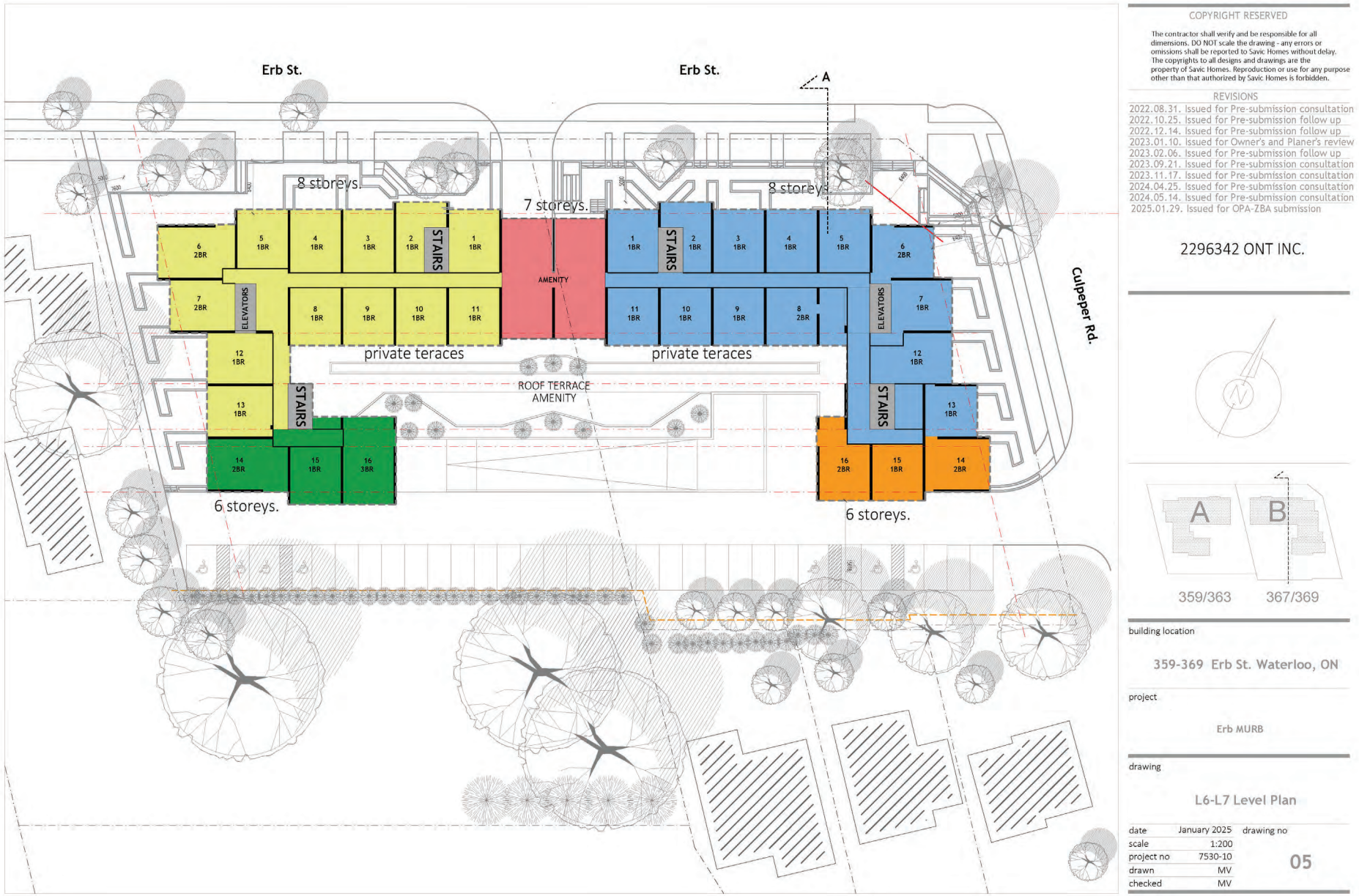


Figure 34. Level 6-7 Plans (Drawing No. 05)

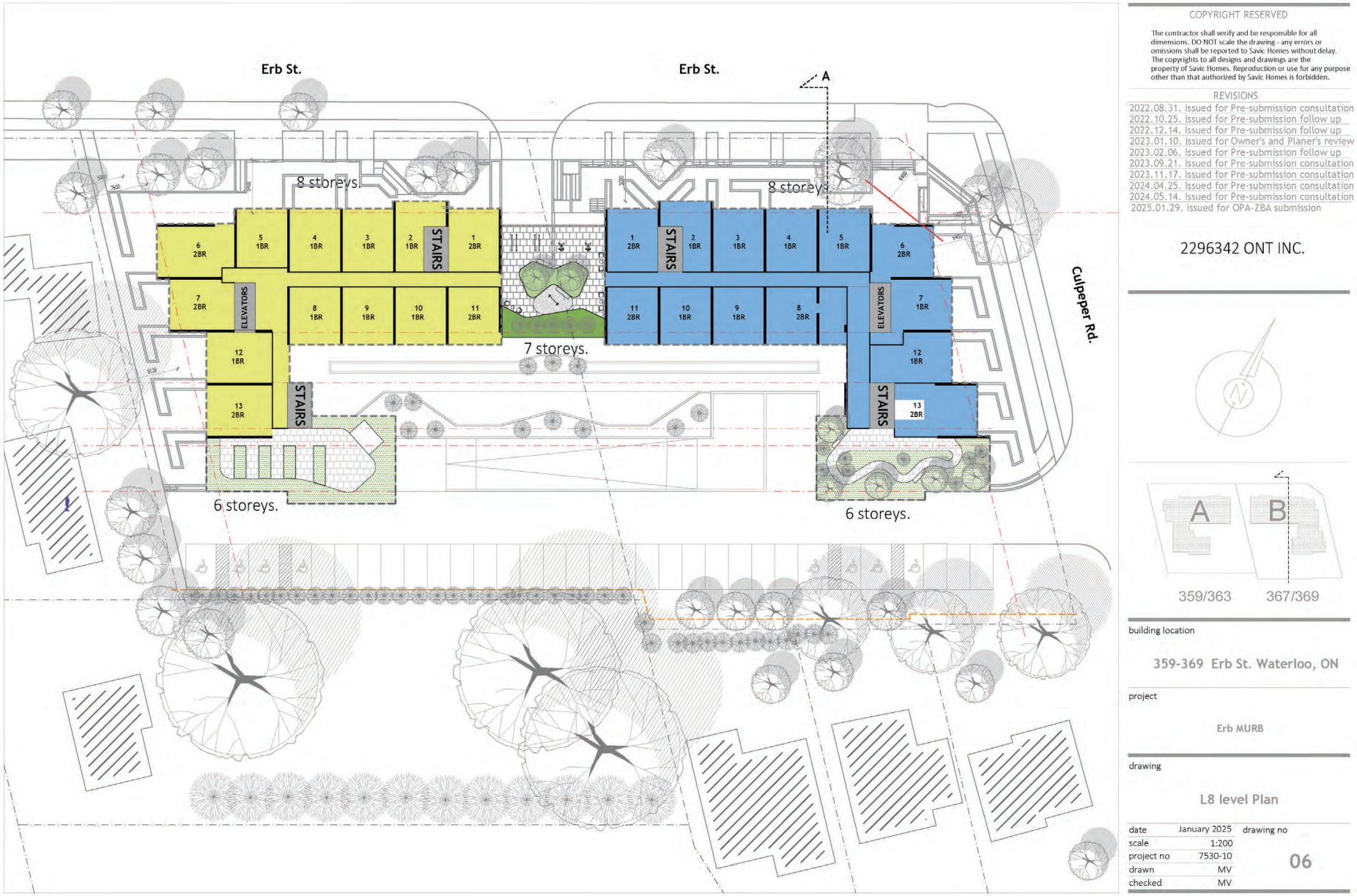


Figure 35. L8 Level Plan (Drawing No. 06)

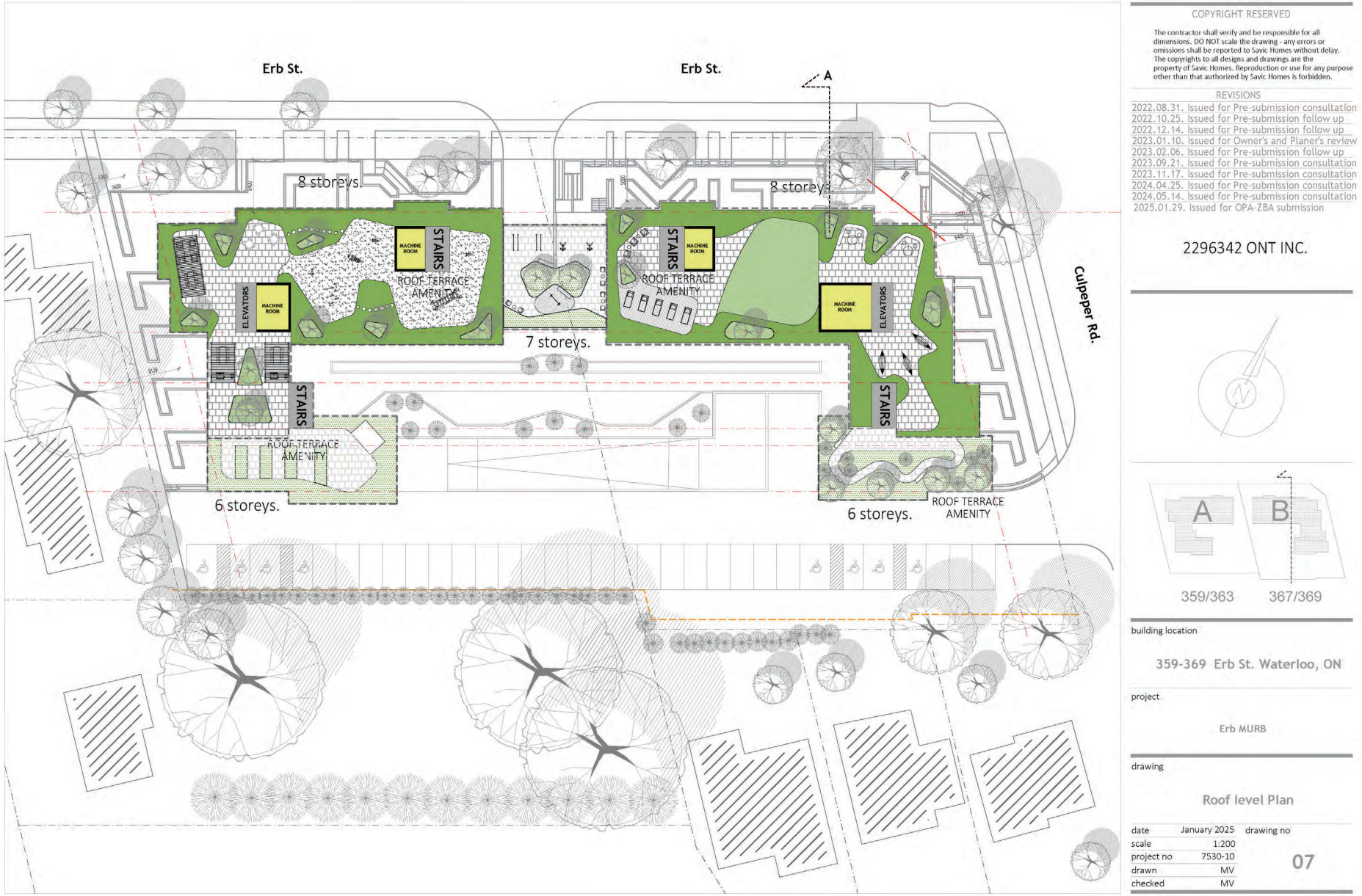


Figure 36. Roof level Plan (Drawing No. 07)