

TO:	CHAIR AND MEMBERS CORPORATE SERVICES COMMITTEE MEETING ON FEBRUARY 17, 2015
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	INFORMATION REPORT 7 ANNADALE DRIVE (FORMER SHERWOOD FOREST PUBLIC SCHOOL – REQUEST FOR PROPOSALS)

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, the following information report pertaining to the preparation of a Request for Proposals (RFP) process for a portion of City owned property located at 7 Annadale Drive, as shown on Schedule “A” (and described as “Surplus Lands) attached, **BE RECEIVED:**

IT BEING NOTED that the Managing Director of Corporate Services and City Treasurer, Chief Financial Officer has recommended, under separate cover and with the concurrence of the Managing Director, Planning and City Planner, the declaration of those lands shown on Schedule “A” (and described as “Surplus Lands”) as “Surplus Lands” and further that these “Surplus Lands” be disposed of through a Request for Proposal process.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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1. Corporate Services Committee Report, February 5th, 2013, Local Improvement Charges, Potential Uses, prepared by the Managing Director, Housing, Social Services and Dearness Home;
2. Corporate Services Committee Report, July 23rd, 2013, Local Improvement Charges, prepared by the Managing Director, Housing, Social Services and Dearness Home;
3. Corporate Services Committee Report, August 20, 2013, Sherwood Forest Public School, prepared by the Managing Director, Housing, Social Services and Dearness Home;
4. Corporate Services Committee Report, September 24th, 2013, Sherwood Forest Public School, prepared by the Managing Director, Corporate Services and City Treasurer, Chief Financial Officer;
5. Corporate Services Committee Report, December 10, 2013, Options for Site Redevelopment, prepared by Managing Director, Housing, Social Services and Dearness Home;
6. Corporate Services Committee Report, December 10th, 2013, Stakeholder Consultation Process, prepared by Managing Director, Housing, Social Services and Dearness Home;
7. Corporate Services Committee Report, Special Meeting, December 16th, 2013, Sherwood Forest Public School, prepared by Managing Director, Corporate Services and City Treasurer, Chief Financial Officer;
8. Corporate Services Committee Report, March 4th, 2014, Sherwood Forest Public

School, prepared by Managing Director, Corporate Services and City Treasurer, Chief Financial Officer;

9. Planning and Environment Committee Report, October 7th, 2014, 7 Annadale Drive Public Participation Meeting, prepared by Managing Director, Planning and City Planner; and,
10. Corporate Services Committee Report, February 17th, 2015, Declare Surplus a Portion of City Owned Property – 7 Annadale Drive Former Sherwood Forest Public School, prepared by Managing Director of Corporate Services and City Treasurer, Chief Financial Officer.

BACKGROUND

In June of 2013 the Thames Valley District School Board (TVDSB) closed the Sherwood Forest Public School. The TVDSB subsequently initiated a School Board Disposition Process (as required under the *Education Act, Ontario Regulation 444/98*).

As a result of this Disposition Process, Municipal Council, at its session on March 18th, 2014 resolved:

*“That, on the recommendation of the Managing Director, Corporate Services and City Treasurer, Chief Financial Officer, on the advice of the Manager of Realty Services, the Agreement of Purchase and Sale.....for the property known as 7 Annadale Drive (former Sherwood Forest Public School)**BE ACCEPTED** subject to the following conditions:...iv) the completion of the transaction is conditional upon the Purchaser successfully causing the property to be rezoned to an OS [Open Space zone] variation / R1 [Residential R1 zone] variation/R6 [Residential R6 zone] variationwithin 120 days of the Vendor’s acceptance of the Agreement of Purchase and Sale.*

The conditional offer was accepted by the TVDSB on May 6th, 2014. At the time, the final date by which the property would have to be rezoned (or the condition would fail and the offer lapse) was September 3rd, 2014. The City of London subsequently negotiated an extension to the September 3rd, 2014 deadline date to December 2nd, 2014. This extension was negotiated to provide Planning staff with an opportunity to consult with the public and private sector stakeholders in the preparation of a preferred land use concept. The preferred land use concept would serve to inform and support a recommended Zoning By-law amendment for the property.

On October 7th, 2014 the Managing Director, Planning and City Planner submitted a report to the Planning and Environment Committee recommending a zoning amendment for the site. The recommended zone served to: satisfy Council’s condition of Purchase and Sale requiring that the property be rezoned; implement a preferred land use concept for the site; and, address specific matters of local concern raised by the community through the consultation process. The report further served to document a possible planning approach to the emerging issue of vested school sites.

On October 14th, 2014 Municipal Council resolved that, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the [zoning] application of the City of London relating to the property located at 7 Annadale Drive:

- (a) the proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on October 14th, 2014 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan, to change the zoning of 7 Annadale Drive **FROM** a Neighbourhood Facility (NF) Zone **TO** a Holding Open Space (h-18*OS1) Zone, a Holding Residential R1 Special Provision (h-18*R1-5(□)) Zone, a Residential R1 Special Provision (R1-5(□)) Zone and a Holding Residential R6 Special Provision (h-5*h-18*R6-3(□)) Zone;
- (b) the Site Plan, Subdivision, and Consent Approval Authorities, **BE REQUESTED** to consider implementing the following design matters through the Site Plan Approval process:

- i) *Development of the site which, with variations at the discretion of the Managing Director, Planning and City Planner, is generally in keeping with the conceptual site plan and conceptual entrance plan attached hereto as Appendix "B" and "C";*
- ii) *Cluster dwellings adjacent to the public open space shall be oriented toward the public open space and have their primary entrances front onto the park and a high level of detail on these facades and the secondary entrances oriented toward the interior of the site;*
- iii) *Residential R1 dwellings adjacent to the public open space shall be oriented toward the public open space and have their primary entrances front onto the park and the secondary entrances front onto the public street. Both the park-facing and the street-facing facades of these dwellings shall have a high level of architectural detail;*
- iv) *Single detached dwellings and townhouses adjacent to the public open space shall have a consistent setback from this property line in order to create a continuous building line along the park;*
- v) *Any new fencing provided along the park boundary shall be minimized, made of decorative material and integrated with landscaping to present a positive interface to the park. Enhanced landscaping elements shall be incorporated into the development to provide for additional buffering between the new townhouses and rear yards of properties fronting Friars Way; and,*
- vi) *The design and orientation of lighting standards shall be addressed through the public site plan process to ensure safety while minimizing impacts on adjacent existing properties.*

IT BEING NOTED that future matters to be addressed through a future consent or subdivision application include the deregistration of the existing registered plan prior to the sale of the subject lands.

Council's October 14th, 2014 adoption of the zoning by-law amendment served to clear the condition of the offer of Purchase and Sale. The City of London subsequently took possession of the former Sherwood Forest Public School site on December 10th, 2014.

Sherwood Forest Public School is currently vacant and slated for demolition. A demolition tender is pending with the results of the tendering process to be brought forward to Committee and Council for approval. Security is currently monitoring the building.

On February 17th, 2015 the Managing Director of Corporate Services and City Treasurer, Chief Financial Officer will recommend, on the advice of the Manager of Realty Services, and with the concurrence of the Managing Director, Planning and City Planner, that the following actions be taken in respect to a portion of the City owned property located at 7 Annadale Drive, described as All of Lots 225-227, 242-245, 267-271, Block "I" and part of Block "K", Registered Plan No. 891, in the City of London, County of Middlesex, containing a land area of approximately 3.8 acres, as shown on Schedule "A" ("Surplus Lands"):

- a) the subject property ("Surplus Lands") **BE DECLARED SURPLUS**; and
- b) the subject property ("Surplus Lands") **BE DISPOSED OF** in compliance with the Sale and Other Disposition of Land Policy via Request for Proposal.

PURPOSE OF THIS REPORT

The following information report has been prepared as a supplement to the Managing Director of Corporate Services and City Treasurer, Chief Financial Officer's report of February 17th, 2015 and to:

- provide an overview of the conceptual site plan, and implementing zoning, that will serve to inform the Request for Proposals referred to above; and,
- Identify key municipal objectives, community input opportunities, and timelines for inclusion in the Request for Proposals.

THE SUBJECT LANDS, DEVELOPMENT CONCEPT AND ZONING BY-LAW

The Subject Lands:

Lands known municipally as 7 Annadale Drive are comprised of Lots 225-227 inclusive, 242 – 255 inclusive; 267 – 291 inclusive; Block I and Part of Block K on Registered Plan 891 and are designated as Part 1 and 2 on 33R-6891 (see Figure 1). The Registered Plan would require deregistration prior to the City's sale of any surplus lands (either through a future consent or subdivision application process).

The subject lands are located on the north side of Annadale Drive, north of Wychwood Park (See Figure 2). The site is: 2.23 hectares (5.51 acres) in size; irregular in shape; and, flanked by a Secondary Collector Road (Wychwood Park) and two local streets (Annadale Drive and Finsbury Crescent).

The site consists of an open play field (and baseball diamond) and an existing school and accessory structure. Mature trees are to be found scattered in proximity to the school building. The site is fully serviced with municipal works.

The site itself is embedded in an area of low rise, low density residential uses. Single detached residential dwellings abut the site to the north, south, east and west. Public boulevards in the neighbourhood are grassed and treed and sidewalks are only provided along one side of the street, if at all. Boulevard light standards are not prevalent in the neighbourhood.

Figure 1 – 33R6891

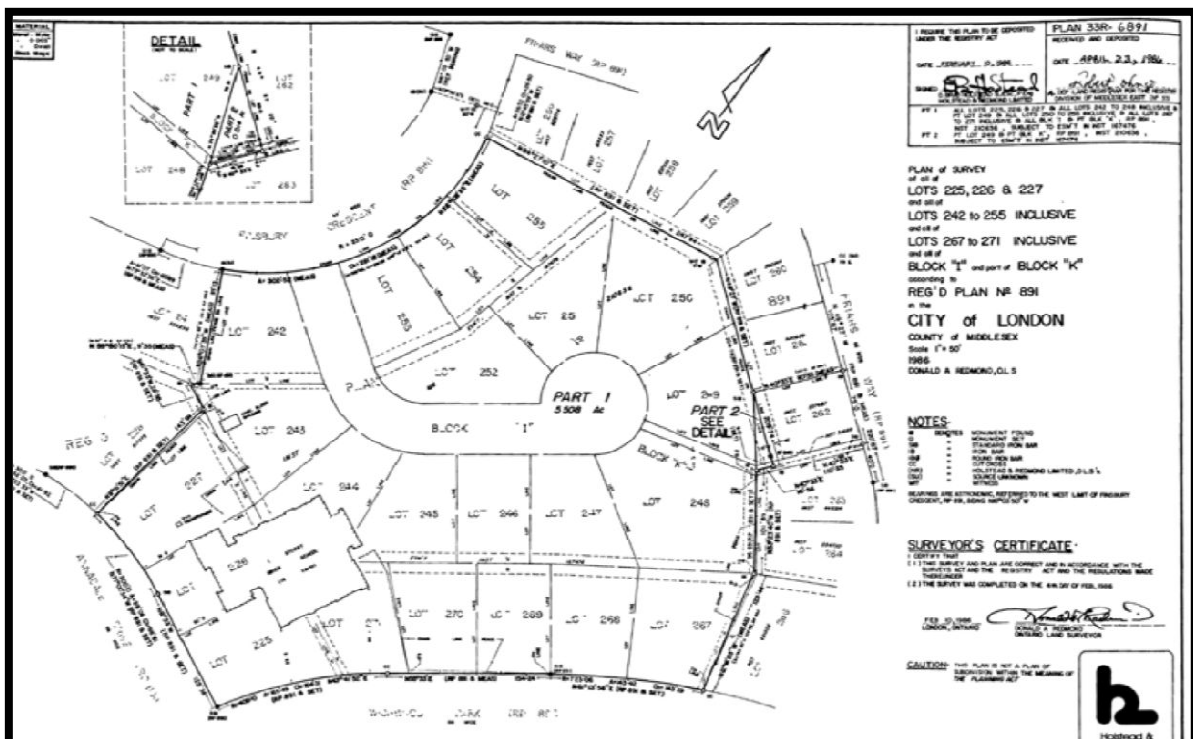
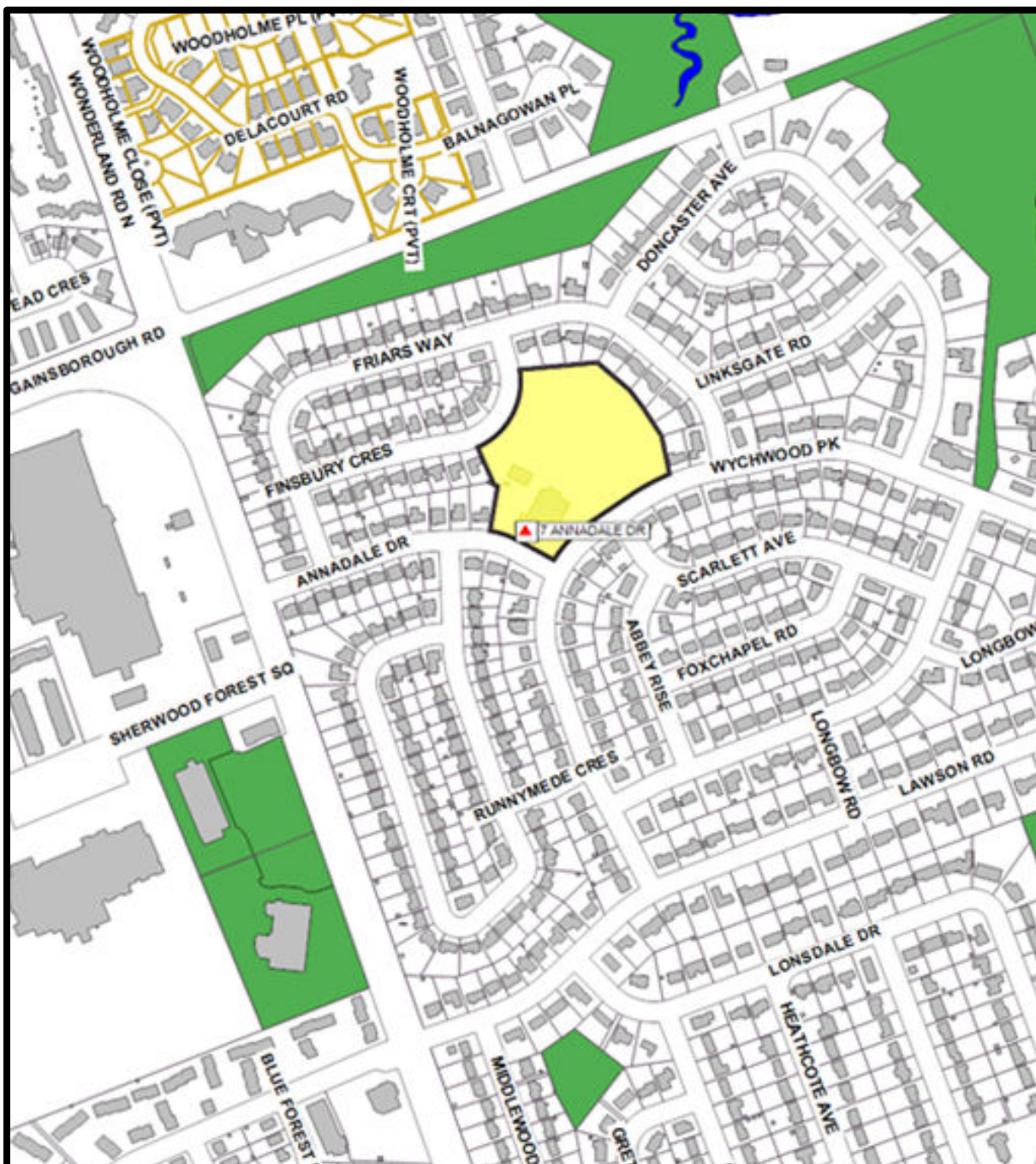


Figure 2 – The Subject Site and Environs



The Conceptual Site Plan for the Subject lands:

A Neighbourhood Character Statement was prepared by City Planning staff to inform the development of a preferred land use concept for the subject site. The Character Statement described the surrounding neighbourhood as “uniform” in nature consisting of “...wide-lot single family homes [where] large building setbacks enhance the pastoral suburban character and the visual presence of green space...”

Having defined the character and image of the existing surrounding neighbourhood, a series of design objectives were advanced in the Character Statement to serve as the organizing principles for a development concept for the site. These organizing principles included the following:

- Light and compatible intensification;
- Retention of some parkland for both existing and new community residents;
- The retention of the mature trees on the southwest portion of the site;

- A built form that will serve to attract young families, provide down-sizing opportunities for existing residents and allowing aging in place;
- Maintain the existing single-family character of the streetscapes along Wychwood Park and Finsbury Crescent;
- Provide for the greatest amount of public access to the public park; and,
- Maintain the physical and visual connections through the site.

Given these organizing principles the development concept for the site envisions a combination of open space and low density residential uses (see Figure 2):

- a 0.7 hectare (1.73 acre) open space area (shown as “A” on Figure 2) has been proposed for the southwest corner of the site to: maximize public access to a future park; maintain a pedestrian connection between Finsbury Avenue and Wychwood Park; and to protect the mature trees clustered in proximity to the existing school;
- a 1.5 hectare (3.8 acre) development block is anticipated for the balance of the subject site;
- single detached dwellings (shown as “B” on Figure 2) are envisioned to face the existing single detached dwellings along the site’s Finsbury Crescent and Wychwood Park frontages;
- cluster housing forms (accessed via a private drive extending from Wychwood Park – shown as “C” on Figure 2) are envisioned for the interior of the site.

The overall residential density of the site is 22.7 units per hectare (or 10.1 units per acre). The goal of this configuration is to buffer the existing single dwellings from the more intense cluster housing block.

Figure 2 – The Development Concept



In order to implement the development concept, an Open Space (OS) Zone variation, a Residential R1 Special Provision (R1) Zone variation, and a Residential R6 Special

Provision (R6) Zone variation were adopted by Council (see Figure 3).

The Open Space (OS1) Zone variation is typically applied to City and private parks with no or few structures. Permitted uses in the Open Space (OS1) Zone include: public parks; private parks; recreational buildings associated with public parks; and, the cultivation of lands for agricultural/horticultural purposes.

A Residential R1 (R1) Zone variation was adopted to provide for single detached dwellings fronting Finsbury Crescent and Wychwood Park.

Figure 3 – The Implementing Zones



A Residential R6 Special Provision (R6) Zone variation was adopted for the interior of the site. The Special Provision is intended to implement the development concept and to respond to specific design considerations raised by the community as matters of local concern. The Special Provision serves to:

- Limit the range of permitted uses to cluster single detached and cluster townhouses;
- Establish minimum lot area and frontage requirements;
- Provide for enhanced landscape open space,
- Define a maximum lot coverage;
- Provide for enhanced interior side and rear yard setbacks;
- Maintain the “buffering integrity” of the interior side yard and rear yard setbacks by prohibiting their use for any purpose other than landscaped open space;
- Limit built height; and,

- Provide for a built edge to frame the proposed park.

SURPLUS LANDS AND LANDS TO BE RETAINED

Lands to be retained by the City (shown as “A” on Figure 4), or declared surplus and sold through a disposition process (shown as “B” on Figure 4), are identified below.

In compliance with the Sale and Other Disposition of Land Policy the method of sale of surplus lands is to be in the form of a Request for Proposal (RFP). This particular method of sale will provide the surrounding community an opportunity for input into the disposition process. Further, this method of sale is intended to allow all qualified proponents an opportunity to acquire the Surplus Lands in a competitive environment to ensure that fair market value is achieved.

Lands retained by the City outside of the development block are to be utilized as a park once the school has been removed. Through the public consultation process, residents were asked their preference for a future park and a passive park was selected by a large majority. The community’s second preference was for a play structure. The demolition tender will include restoration of the school site to topsoil and seed which, together with the retention of the existing trees, would provide the basic elements of a “passive” park.

As a newly proposed park, no capital funding has been identified for adding amenities to the park at this time. The park would be eligible for development charges funding of approximately \$5000 tied to the new infill housing plans. An additional \$85,000 is required to create a passive park with suitable walking paths and a small play structure. A small neighbourhood gathering place at the corner could also be added for an additional \$25,000 to \$75,000 depending on the size and quality of materials. At this time, no operating funding has been set aside for maintenance of a park in 2015 and beyond. Identifying capital costs in a future budget is subject to existing priorities and known projects that have allocated funding sources until 2019. As has been the case elsewhere, opportunities exist for this community to partner with the City in funding park amenities so that they can be installed sooner.

Figure 4 – Surplus and Retained Lands



COMMUNITY INPUTS, MUNICIPAL OBJECTIVES AND PROPOSED TIMELINES

Community Inputs:

The rezoning and acquisition of the former Sherwood Forest Public School site drew considerable interest from residents of the Sherwood Forest and Orchard Park neighbourhoods. Prior to the site being rezoned to provide for the development concept depicted on Figure 2 above, three Public Information Meetings were held in the community. Notices of these meetings were sent to approximately 1,000 property owners in the vicinity of the Sherwood Forest Public School site. These meetings included:

Public Information Meeting #1 – April 10th, 2014 “Community Visioning”

Session participants were given a plan of the school site and various scaled elements. Participants were grouped around tables and invited to illustrate a desired development for the site that included a mixture of parkland, townhomes, semi-detached homes, single detached dwellings and apartment buildings. A total of 18 concept plans were prepared by the 88 session participants.

Subsequent to the meeting planning staff synthesized the general principles and designs illustrated in the 18 concept plans into 6 land use options.

Public Information Meeting #2 – May 7th, 2014 “Dot Democracy”

On May 7th, 2014 City staff presented the six land use options to the public for comment. Session participants were invited to participate in a “dot democracy” exercise - the purpose of which was to identify a preferred development option.

Illustration boards were also presented to the community presenting various parkland elements such as sports fields, play equipment, benches and pathways and the community was asked to identify their preferred park features.

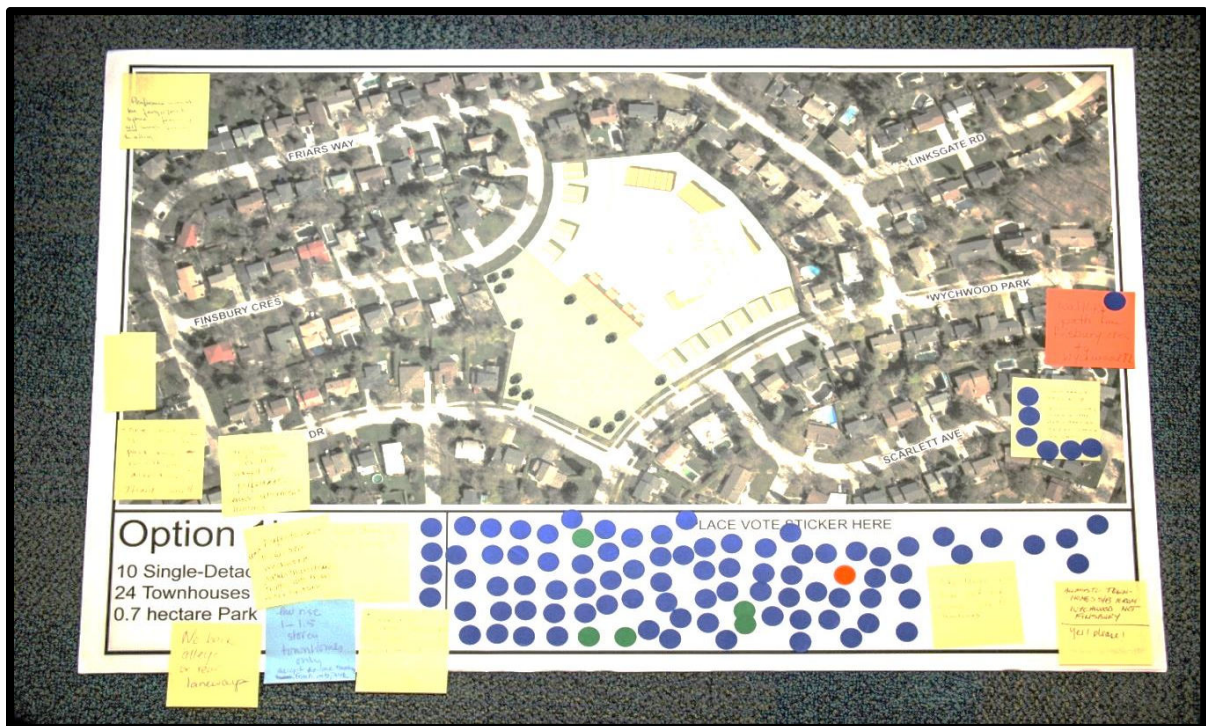
Option 1b) (see Figure 5) received the most “dots” of the six development concepts. Option 1b) provided for 10 single detached dwellings fronting onto Wychwood Park and Finsbury Crescent. Option 1b) further provided for the development of a 24 unit townhouse development central to the site (with access from Finsbury Crescent) and a 0.7 hectare park oriented to the intersection of Annadale Drive and Wychwood Park.

Session Participants further indicated a preference for a future “passive” park containing such amenities as: a playground structure; walking paths; benches; trees; and, a community garden.

Public Information Meeting #3 – September 3rd, 2014 “A Preferred Land Use Concept”

Subsequent to the May 7th meeting and the review of additional comments received from the community and internal Corporate Service Areas, Option 1b) was refined by staff to relocate the internal vehicular access point from Finsbury Crescent to Wychwood Park (opposite Scarlett Avenue). Option 1b) was further refined to increase building setbacks from the proposed townhouses located on the easterly perimeter of the concept plan and those existing dwellings located on Friars Way. Inquiries pertaining to stormwater runoff, the application of City light standards as they pertain to new development and assessment were also discussed.

Figure 5 – Option 1b)



On September 3rd, 2014 the public was invited to review and provide comment on a preferred land use concept based on Option 1b). Staff specifically sought the public's input on matters pertaining to: minimum building heights and setbacks; access; lighting; and parkland design.

Session participants were generally supportive of the revisions to Option 1b) and the development of the open space area for passive parkland. Participants expressed support for maintaining (or increasing) existing built setbacks and a height limitation of two storeys. Session participants requested additional opportunities to provide comment on such site planning matters as fencing, lighting and pathway locations.

The zoning by-law amendment adopted by Council includes a holding provision requiring Public Site Plan Approval process requested by the community.

In order to ensure that the community continues to have a voice in the future development of the former school site, it is recommended that there be community representative on the evaluation team by inviting a community representative to act as a voting member of the City's evaluation team.

Municipal Objectives:

Proposals for the adaptive re-use of the development block shall have consideration for, and specifically respond to, the municipal "*Character and Image*", "*Site Design*" and "*Servicing*" objectives detailed in the City's Sherwood Forest Public School Neighbourhood Character Statement.

Proposals for the adaptive re-use of the development block shall also specifically respond to the design considerations identified in Council's resolution of October 14th, 2014 (as noted on pgs. 2 and 3 to this report). Addressing those matters of particular importance to Council and the neighbourhood (in advance of the required Public Site Plan Approval meeting) should have the effect of shortening the development approvals process.

RFP Proposed Timelines:

A number of factors are to be considered in advancing a timeline for the Request for Proposals process:

- Current budget deliberations and the outstanding need to identify funding sources (and the timing) of a new public park;
- The tendering process for the demolition of the existing school building and ancillary structures (current estimates project a demolition completion date of July 2015);
- Community expectations - The community has invested a great deal of time and effort providing input into the development of land use options and a preferred land use concept. The community has expressed a strong desire for a continued role in the planning process.

The City looks upon the redevelopment of these lands as an opportunity to promote design and architectural excellence – particularly as it relates to an infill and intensification project.

Given the above, and noting that both process and product may serve to inform future municipal actions as they relate to vested school sites in established neighbourhoods, an appropriate amount of time should be afforded to realize the expectations of both the public and the City.

Noting the above, and having consideration for Council’s summer schedule, the following tentative timeline is advanced. The City will undertake a RFP process (see Table 1) inviting proponents to submit a proposal that not only addresses the municipal objectives outlined in the Neighbourhood Character Statement and Council Resolution but further demonstrates the proponent’s financial ability and proven expertise to undertake such a project.

The closing date for the submissions would be April 30th, 2015. During the month of June proponents will be invited to meet with the City’s Evaluation Team (the composition of which would be detailed in the RFP) to present their submissions. The Evaluation Team will convene in July to review the proposals. The evaluation process would result in a recommendation to the Corporate Services Committee and Council by September of 2015.

Table 1 – Proposed Timelines

ACTION	DATE
RFP date	March, 2015
RFP closing date	May, 2015
Interviews with Proponents (if necessary)	June, 2015
Evaluation Team Meeting(s)	July, 2015
Recommendation to the Corporate Services Committee	September, 2015
Council Approval	September, 2015

CONCLUSION

The preceding information report was prepared as a supplement to the Managing Director of Corporate Services and City Treasurer, Chief Financial Officer's report of February 17th, 2015 to provide an overview of the conceptual site plan and implementing zoning that will serve to inform a Request for Proposals for the former Sherwood Forest Public School site. This report has further served to identify key municipal objectives, a preferred community input model and tentative timelines for a Request for Proposals for the former Sherwood Forest Public School site.

PREPARED BY:	SUBMITTED BY:
BRIAN TURCOTTE, SENIOR PLANNER CURRENT PLANNING PLANNING SERVICES	M. TOMAZINCIC, MCIP, RPP MANAGER, CURRENT PLANNING PLANNING SERVICES
RECOMMENDED BY:	
JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER	

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Schedule A – Lands subject to Surplus Declaration

