

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	APPLICATION BY: CITY OF LONDON 165 ELMWOOD AVENUE EAST PUBLIC PARTICIPATION MEETING ON MAY 19, 2015

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the application of the City of London relating to the property located at 165 Elmwood Avenue East:

- (a) the proposed by-law <u>attached</u> hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on May 26, 2015 to amend the Official Plan **BY ADDING** a specific policy to Section 10.1.3 Policies for Specific Areas;
- (b) the proposed by-law <u>attached</u> hereto as Appendix "B" **BE INTRODUCED** at the Municipal Council meeting on May 26, 2015 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan as amended in part (a) above, to change the zoning of the subject property **FROM** a Heritage/Office (HER/OF) Zone, **TO** a Heritage Special Provision/Office Special Provision (HER()/OF()) Zone;

PREVIOUS REPORTS PERTINENT TO THIS MATTER

Corporate Services Committee, April 21, 2015

London Advisory Committee on Heritage, Planning and Environment Committee, January 5, 2015

Information Report, Finance and Administrative Services Committee, November 26, 2012

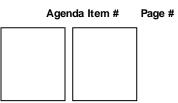
Information Report, Finance and Administrative Services Committee, July 16, 2012

Information Report, Finance and Administrative Services Committee, March 26, 2012

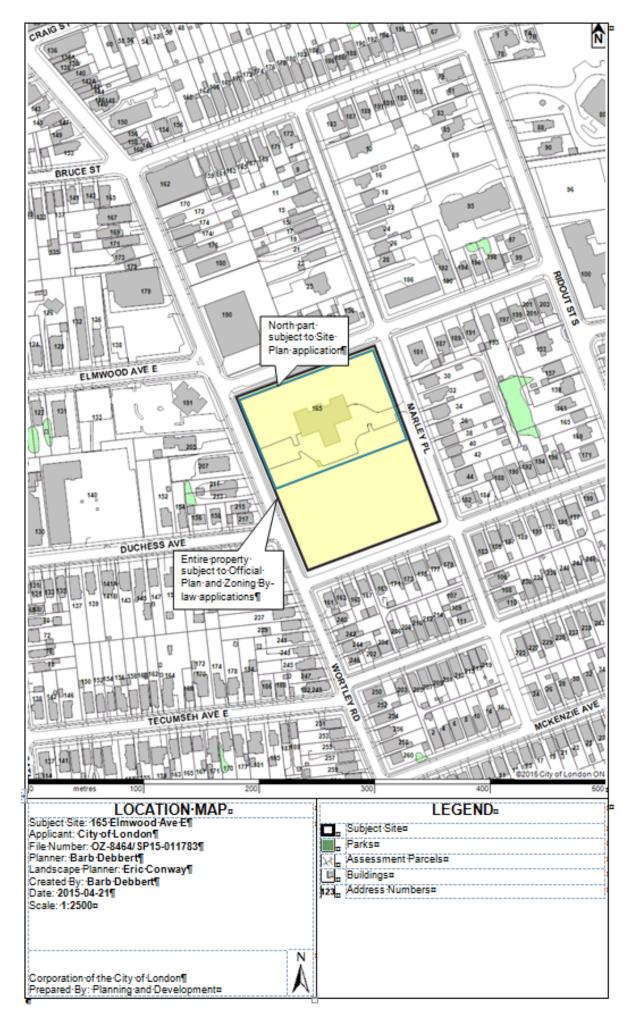
Information Report, Planning Committee, August 21, 2006

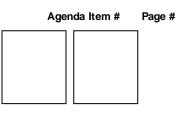
Municipal Council Resolution, December 6, 2005

Delegation, Planning Committee, September 13, 2004



File: OZ-8464 Planner: B. Debbert





PURPOSE AND EFFECT OF RECOMMENDED ACTION

The recommended Official Plan and Zoning By-law amendments will permit the full range of uses to be operated by the YMCA of Western Ontario under lease from the City of London, including offices, ESL programs, day care centres and community use, and to provide the zoning regulations to allow the required alterations to the building and the site to accommodate these uses.

The north part of the site is currently also under review for site plan approval and will be the subject of a site plan public participation meeting in coordination with the consideration of the proposed Official Plan and Zoning By-law amendment on May 19, 2015.

The City will be commencing a separate public engagement process regarding the large open space to the south (commonly referred to as the "Village Green") in the coming months.

RATIONALE

- 1. The recommended Official Plan and Zoning By-law amendments are consistent with the Provincial Policy Statement, supporting strong and healthy communities by providing for facilities to serve the surrounding community.
- 2. The recommended Official Plan Specific Policy to add community centre uses is a unique situation, is in keeping with Council's intent for an appropriate adaptive re-use of the heritage building in partnership with the YMCA, and will add value to the community.
- 3. The recommended Zoning By-law amendment to permit the range of proposed uses is compatible with, and supportive of the surrounding area.
- 4. The recommended Zoning special provisions in the Heritage (HER) and Office (OF) zones allow for exterior modifications to the building and the north part of the site which are in keeping with the City's Heritage Alteration Permit and the preliminary approval from the Ontario Heritage Trust.

BACKGROUND

Date Official Plan and Zoning Application Accepted: March 10, 2015

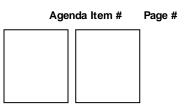
Agent: City of London

REQUESTED ACTION:

Change the Official Plan to permit community centre uses in an Office Area designation.

Change Zoning By-law Z.-1 from a Heritage/Office (HER/OF) Zone TO a Heritage Special Provision/Office Special Provision (HER(_)/OF(_)) Zone to permit offices, a community centre and a day care centre, and to permit a maximum lot coverage of 6%, minimum landscaped open space of 80%, the location of 2 new accessory structures in the exterior side yard, and to establish a minimum parking requirement for the site of 36 spaces.

Note: Since the application was submitted, the proposed site plan has undergone some refinements and as a result there are 3 accessory structures. These include storage sheds inside the day care enclosures, and a mechanical structure. The required Zoning By-law amendments to accommodate these structures have not changed. The site plan illustrated later in this report is the latest submission received by Development Services staff who are reviewing the site plan submission.



SITE CHARACTERISTICS:

- Current Land Use heritage building and green space, currently vacant
- Frontage –approx. 126 metres (413 feet)
- Depth 161.92 metres (531.23 feet)
- Area 2.02 ha. (4.99 acres)
- Shape rectangular surrounded on all four sides by public streets

SURROUNDING LAND USES:

- **North** commercial plaza, grocery store, low-rise apartment building, mix of low density housing
- South primarily single detached dwellings and some converted dwellings
- East primarily single detached dwellings and some converted dwellings
- West financial institution, mix of low density housing up to 6 units per building

OFFICIAL PLAN DESIGNATION: (refer to Official Plan Map)

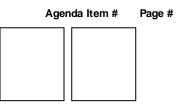
- Office Area
 - **EXISTING ZONING:** (refer to Zoning Map)
- Heritage/Office (HER/OF) Zone

PLANNING HISTORY AND RELATED MUNICIPAL UNDERTAKINGS

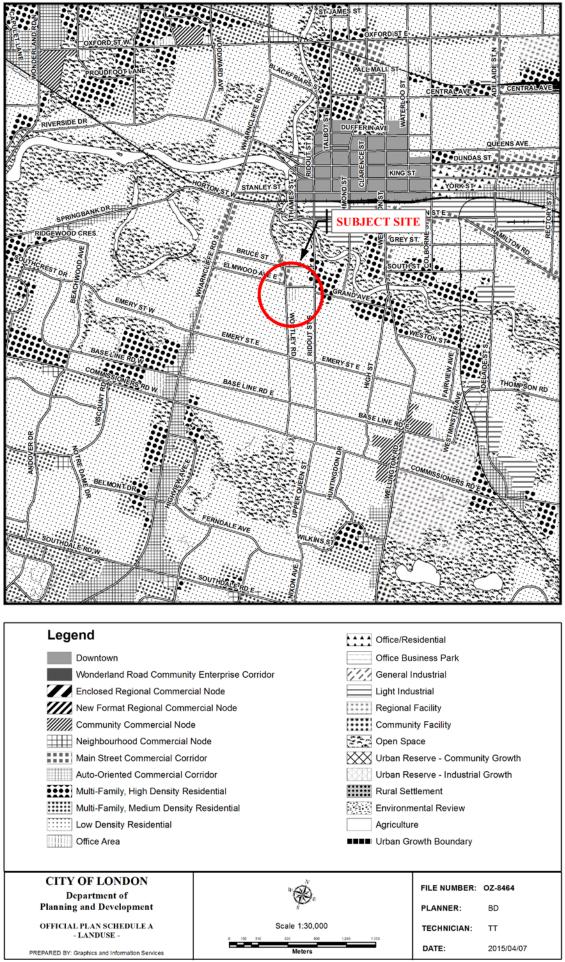
The existing building, the Normal School, was most recently occupied by the office headquarters for the London and Middlesex County Roman Catholic Separate School Board. The building has been vacant since 2004.

Infrastructure Ontario declared the lands surplus in 2012. As a result the City undertook a consultation process to determine possible municipal needs and potential community partners for the appropriate City acquisition and re-use of the Normal School building for public purposes, and due diligence for the acquisition of the property. This included a two-step Expression of Interest/Request for Qualifications and Proposals process. The YMCA submitted an acceptable proposal which entailed uses such as resource programs to support children, youth and families, a YMCA Youth Centre of Excellence, two day care centres, summer day camp programs, community meeting and gathering space, Language Instruction for Newcomers to Canada, centralized administrative offices for the YMCA, and working with other community groups and businesses to use the building.

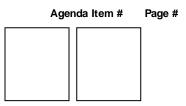
The Old South Community Organization (OSCO) was involved in the RFP review process as set out in the Expression of Interest document. At the November 26, 2012 Finance and Administrative Services Committee meeting, OSCO made a presentation to the Committee expressing support for the YMCA's proposal and expressing an ongoing interest in the future of the green space as a City park.



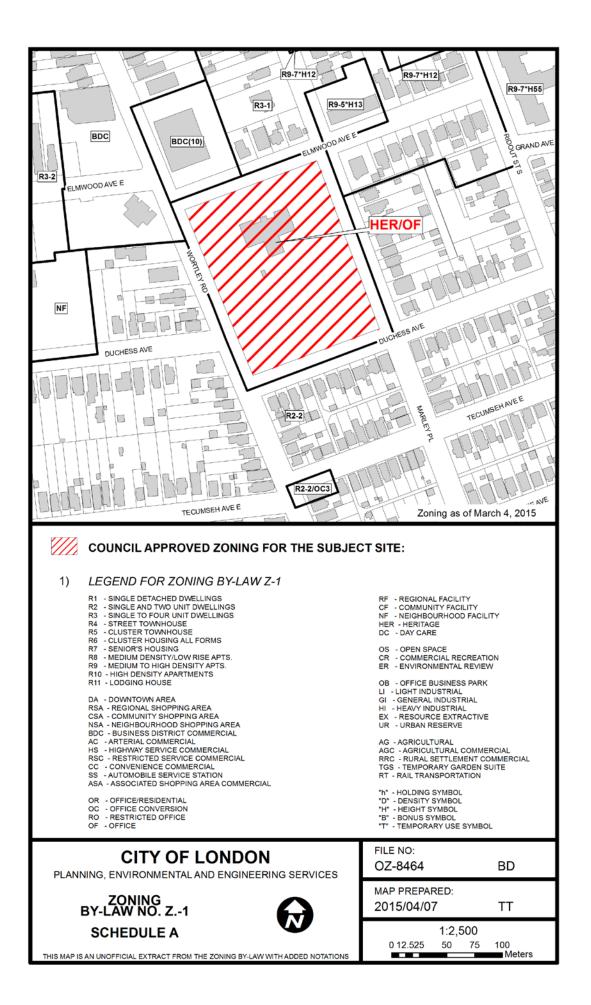
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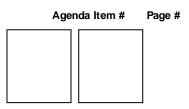


PROJECT LOCATION: e:\planning\projects\p_officialplan\workconsol00\excerpts\mxd_templates\scheduleA_b&w_8x14_with_SWAP.mxd



File: OZ-8464 Planner: B. Debbert





The Ventin Group Architects have been working closely with the relevant City staff and the YMCA on the required building and site alterations to accommodate the use. In January, 2015, Council approved the Heritage Alteration Permit for the proposed addition to meet Accessibility for Ontarians with Disabilities (AODA) requirements for public buildings and other changes to the property. The Ontario Heritage Trust has also reviewed an alteration request from The Ventin Group Architects and supports the proposed alterations but will need to approve the details as they are developed and finalized.

The re-use of the Normal School by the YMCA is subject to site plan approval by the City. Formal application for site plan approval was submitted on April 8, 2015 and a public site plan meeting is being held on May 19, 2015 in coordination with the public meeting for the Official Plan and Zoning By-law amendment applications.

On April 28, 2015, Council awarded the construction contract for the required works, and approved a 10 year lease agreement with the YMCA, with occupancy to commence June 1, 2016 and programs beginning in July, 2016.

Future planning for the Village Green will be undertaken by Environmental and Parks Planning later this year. City staff have met with the President of the Old South Community Organization and will be holding two public meetings commencing in June, in 2015.

SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

<u>Engineering</u>

Transportation

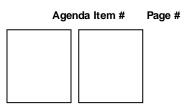
No comments regarding the proposed use. Any traffic issues including access design will be discussed in greater detail through the site plan approval process.

In response to specific neighbourhood-based questions regarding traffic speed and volume on Marley Place and Duchess Avenue, Transportation Planning and Design Division provided more detailed comments:

Transportation has scheduled a speed and traffic volume study on Duchess Avenue in the vicinity of Marley Place which will be completed this spring by the end of June. These studies, including a review of the collision history, will determine if traffic calming is warranted in accordance with the City's traffic calming policies <u>www.london.ca/trafficCalming</u>. The traffic calming improvements program engages the local community in the process. It responds to traffic speeding concerns from local residents. Installation of traffic calming devices requires majority support from adjacent property owners. The Traffic Calming Policy ensures that implementation of any traffic calming measures is more local neighborhood focused in order to gain community support and buy in.

Staff often receives request for all-way stop control to deal with concerns about traffic speeds and pedestrians. It may seem reasonable that requiring drivers to stop at additional locations along a residential street would reduce traffic speeds and improve conditions for pedestrian safety. However in practice, a number of problems have occurred when all-way stops are used at unsuitable locations, including:

- ☐ More frequent rear-end collisions;
- Higher traffic speeds between stop signs, especially if drivers are frustrated by having to stop even though there are no pedestrians or other vehicles. Stop signs only slow drivers down within 100m of the intersection;
- Poor compliance with stop signs due to driver frustration as low as 1% in some studies in the City;
- *Frequent requests for police enforcement which resources may not be available to provide; and*



Potential risks to pedestrians **especially children and seniors** because they may assume the driver is going to stop.

For these reasons, stop signs should not be used to attempt to reduce the speed of traffic. There are established criteria for all-way stop control based upon the numbers of pedestrians and vehicles sharing an intersection, the collision history and visibility. When these criteria are followed, risks are minimized and traffic moves efficiently and predictably.

It is also likely that when the Catholic School Board vacated the property that traffic volume on Elmwood Avenue, Duchess Avenue and to an extent Wortley Road was reduced. The redevelopment of the site to administrative offices of the YMCA including ancillary programs and a daycare should not significantly increase traffic volume beyond what the school board offices generated. Therefore existing traffic control measures along these streets should be able to accommodate traffic from the YMCA development.

<u>Wastewater and Drainage</u> No objection.

Urban Design Peer Review Panel

City Planning comment: The proposed site revisions are currently undergoing review for site plan approval. The UDPRP meeting was held as a joint meeting for both the applications for Official Plan and Zoning By-law amendments and for Site Plan approval. Matters raised by the UDPRP will be addressed through the site plan approval process. None of the UDPRP's comments have a direct impact on the Planning review of the appropriateness of the site for the proposed range of uses or the requested special provisions required to accommodate exterior changes to the building/additional accessory buildings.

Urban Design Context

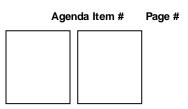
The subject block of land is the most significant cultural heritage landscape in the Wortley Village area and one of London's most significant cultural landscapes. It contains the provincially designated heritage building, known as the 'London Normal School' and the associated open space known as the 'Village Green'.

As a cultural landscape, the subject block should be considered as a whole. That means each element has significance but should be considered in relation to the greater whole.

- The proposed site plan fails for the following reasons:
 - o it is divorced from consideration of the site as a whole;
 - it does not reflect an understanding of the importance of the building architecturally and culturally;
 - *it does not reflect an understanding of the way the site is and will be used given its neighbourhood context and public use;*
 - it does not reflect best practices in the design of site elements related to pedestrian and vehicular circulation, parking, loading and servicing, universal accessibility, landscaping and children's play; and
- o it does not reflect adequate consideration of existing trees and plants.

Site Planning

That the Normal School block is a cultural landscape means changes to the existing condition have to be in keeping with the character of the site as defined by its primary features; in this case the building and associated historic landscape elements such as the trees and symmetrical path system. The existing asphalt area south of the east and west wing entrances has little cultural importance. The area is reflective of functional and economic considerations in providing for parking, circulation and limited maintenance at the building face.



File: OZ-8464 Planner: B. Debbert

The City's ownership of the site and the use of the building by the YMCA and the green as a city park, represent an opportunity to rectify existing site deficiencies while establishing a premiere public facility.

The proposed building addition establishes a new main entrance. The existing main entrance is to be symbolic and serve non-day-to-day functions. That changes the orientation of the building from one that addresses Elmwood Avenue to one that addresses a poorly designed parking lot. It suggests an orientation to and favouring of vehicle use rather than maintenance of its current pedestrian orientation. The new main entrance also turns its back on the village core. While the new entrance does face the 'green' or park space, the design does not acknowledge the importance of that.

The proposed 1.3 m walkway width associated with the new entrance does not meet a minimum 1.8 m width accessibility standard. Numerous pinch points at building walls and parking lot curbs make for an unsafe and unpleasant situation.

The landing around the new main entrance could be expanded beyond a minimum 1.8 metres to 2.5 metres to function adequately as a building entrance to a universally accessible community building, especially adjacent to a vehicle driveway.

The building requires a more substantial separation from vehicle function than is provided because of its scale, the scale of the green, historic precedent and to accommodate pedestrian circulation, planting and a drain strip at the building walls while also contributing to a sense of arrival in keeping with the building's importance, function and proximity to the green.

The proposed bicycle parking area is a good idea though it could be covered.

The existing symmetrical walkway system from Elmwood should be maintained, however, the east and west, north-south sections parallel to the building have been interrupted by proposed playgrounds. Those fenced and gated playgrounds will be open to the public when not in use for YMCA programs allowing passage through the playground to the east-west walkway connecting to the new main entrance. When the playgrounds are in use, however, there would be no north to south access to the new entrance from the existing walkways.

A reconsideration of the pedestrian movement through the site both as it exists and as desired is called for.

For example, a walkway could be provided around the playgrounds or the playgrounds could be disconnected from the building allowing for the continuation of the existing north-south walkways to the proposed east-west walkway and thus the new main entrance.

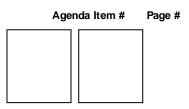
As well, a pedestrian connection from the new main entrance block to the green and a possible link between Wortley Road and Marley Place on the south side of the mid-block road would be well-considered.

Any pedestrian crossing of a roadway should be perpendicular to the roadway.

No detail of the playgrounds was provided so we can only encourage city and YMCA staff to be aware of contemporary playground design related more to landscape and naturalized facilities rather than standardized playground equipment.

Because the playgrounds will be open to the public outside YMCA programmed use, particular attention should be paid to creating space conducive to teen use and not just younger children given the public nature of the place.

Consider seating and shade given their importance in relation to playgrounds to facilitate unobtrusive, comfortable supervision/observation.



One playground area on the west side of the building to accommodate the required use may be a more appropriate site response than two separate ones regardless of where in the building children may be accommodated. This has implications for and supports the necessity for a better pedestrian system.

Further to this, a playground could be associated with a public square at the corner of Wortley Road and Elmwood Avenue. Such a square would animate the key village intersection by providing much needed public social space. It could incorporate the existing flagpole and trees while also creating a foreground entry space from the public street to the building in keeping with the building's scale, importance, public function and landmark status.

The necessity for the vehicle driveway to serve fire vehicles is understood. In relation to that the required centre-line radius is 12 metres. A 7.5 metre driveway is unnecessary; 6 metres would suffice and result in less asphalt and thus impermeable surface while also contributing to traffic calming and thus safety.

Part of the problem with the proposed site plan seems to be an attempt to stay within the existing asphalt area for parking and the driveway. While that may be expedient economically in one sense, it is short-sighted.

The importance of the building and landscape merits a redesign of the site to best serve its proposed use both as a community building and as a public park. That will cost more in the short-term but result in a better facility over the long term.

For example, it may be that a better design could be achieved if particular trees were not where they are. Mature trees can be moved. Certainly there is cost associated with that but it may be a cost the community is willing to bear if asked and one that a comprehensive site design justifies.

The driveway, parking and associated pedestrian function may be better achieved if the system is conceived as a midblock street. A naked street or 'woonerf', both of which include parking, could well serve the building and the 'green' while also better accommodating some of the neighbourhood events occurring on site annually.

A comprehensive and inclusive planning and design process is required.

Landscape Design

There is no proposed landscape design so the existing building and proposed additions are neither effectively enhanced, nor is there a blending of new, existing and future development and the screening of proposed parking areas from adjacent properties and streets as required by London's Official Plan - 11.1.1.x Landscaping.

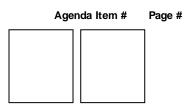
Two sheds are proposed for inclusion in the playgrounds. Given the public nature of the playgrounds and the architectural quality of the Normal School, the 'sheds' are ancillary buildings that would need to be architecturally relevant and robust. Such a building could serve a gateway function for a playground.

Sod alone is not an appropriate surface for such a high-use playground.

An existing, newly-replanted memorial tree in the west playground area would have to be protected or relocated.

A significant existing tree on the west side of the site adjacent to Wortley Road is shown to have been removed with no explanation.

A comprehensive landscape plan for the whole block is required. Given the proximity of the green and its new status as a city park and the cultural heritage and area of the landscape east, west and north of the building, it would be appropriate to think of the whole block as a public



park landscape that contains a beautiful building. That would also justify a more contextually relevant design for the vehicle facilities as noted above.

Upper Thames River Conservation Authority

The UTRCA indicated that "these lands are not affected by any regulations made pursuant to Section 28 of the Conservation Authorities Act."

With respect to Drinking Water Source Protection, the UTRCA indicated that "there are no vulnerable areas associated with these lands."

No objections.

London Hydro

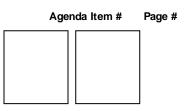
No objection.

PUBLIC LIAISON:	On March 13, 2015, Notice of Application for the Official Plan and Zoning By-law amendment was sent to 155 property owners in the surrounding area. Notice of Application was also published in the <i>Public Notices and Bidding Opportunities</i> section of <i>The Londoner</i> on March 12, 2015. A "Possible Land Use Change" sign was also posted on the site. On April 29, 2015, Notice of Public Meeting for the Official Plan and Zoning By-law amendment, combined with Notice	11 replies were received
	of Application and Notice of Public Meeting for the Site Plan application was sent to 155 property owners in the surrounding area. These notices were also published in The Londoner on April 30, 2015.	
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The purpose and effect of the requested Official Plan and Zoning By-law amendments is to permit the full range of uses to be operated by the YMCA of Western Ontario under lease from the City of London, including offices, ESL programs, day care centres and community use and to allow the required alterations to the building and the site to accommodate these uses.

Change the Official Plan to permit community centre uses in an Office Area designation.

Change Zoning By-law Z.-1 from a **FROM** a Heritage/Office (HER/OF) Zone **TO** a Heritage Special Provision/Office Special Provision (HER(_)/OF(_)) Zone to permit offices, a community centre and a day care centre, and to permit a maximum lot coverage of 6%, minimum landscaped open space of 80%, the location of 2 new accessory structures in the exterior side yard, and to establish a minimum parking requirement for the site of 36 spaces.



Responses:

Most respondents were excited about the prospect of an appropriate adaptive re-use of the existing building and expressed confidence and hope that the proposed building and site changes would be in keeping with the architecture of the Normal School and maintain the "Village Green". Other comments included:

- Existing traffic speed on Duchess Avenue
- History of vehicle collisions due to driver misinterpretation of the traffic controls (twoway stop) at Marley Place and Duchess Avenue
- Increased traffic volume and expectation of continued speed violations due to reoccupancy of the Normal School requires traffic calming measures such as speed humps and an all-way stop at Marley Place and Duchess Avenue.
- Stop sign and speed humps required near the school crossing at Duchess Avenue and Wortley Road as drivers regularly ignore the crossing guard.
- Is the proposal to change Elmwood Avenue to a two-way street to ease traffic still being considered?
- Requesting public access to the proposed day care playgrounds.
- Clarification sought as to whether the public will still have access to the green space.
- Request that any new fencing be black wrought iron to suit the architectural style and maintain open views.
- The two new accessory buildings should be in keeping with the heritage of the area.
- Request transparency of programs as programs for troubled teens may draw other elements creating safety risks to the community.

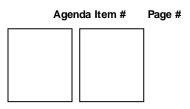
ANALYSIS

Subject Site – Putting the Applications in Context

The entire property was designated by the City in 1985 under Section 29 (Part IV) of the Ontario Heritage Act. The property is also subject to a Heritage Conservation Easement held by the Ontario Heritage Trust (OHT). The City's heritage designation applies to the entire property, and relates to the exterior and the interior entrance hall and grand staircase. The Heritage Conservation Easement relates to the same building elements, as well as all of the green space associated with the property. In January, the London Advisory Committee on Heritage (LACH) recommended, and Council approved, the Heritage Alteration Permit for the proposed alterations to the Normal School. In January, 2015, the Ontario Heritage Trust replied to the City's alteration request form, indicating general support for the City's efforts to conserve the provincially significant heritage site, and more specifically the proposed interior alterations, the new addition and modifications to the landscape and parking areas, subject to the provision of additional detail to, and final approval in writing by the Trust.

The Normal School and the north part of the grounds are the subject of a 10-year lease agreement between the City and the YMCA for such uses as offices, ESL programs, day care centres and community use. The green space behind the building (to the south) is known as the "Village Green" or "The Green" and will continue under City ownership and control. For several decades this area has been the site of the "Gathering on the Green" hosted by the Old South Community Organization and it is expected that this and similar community events will continue.

The entire property is the subject of the proposed Official Plan and Zoning By-law amendment. The portion of the property that is currently the subject of site plan review process and Site Plan Public Participation Meeting is restricted to the north part of the property including the building



and grounds extending to just south of the existing driveway and parking area. Commencing in June, 2015, the City's Parks Planning staff will undertake a public consultation process and review for any future design treatments of the "Green" located on the south part of the property, with consideration for the coordination of the functionality and appearance of this space with the building and site treatments on the north part.

Normal School from the North

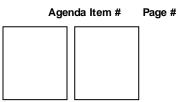


Nature of the Official Plan and Zoning By-law Amendment Applications

The proposed Official Plan amendment is to establish a specific policy to permit community centre uses in an Office Area designation in order to provide the flexibility necessary to allow for a broad range of community outreach programs anticipated by the YMCA as part of their occupancy of the building.

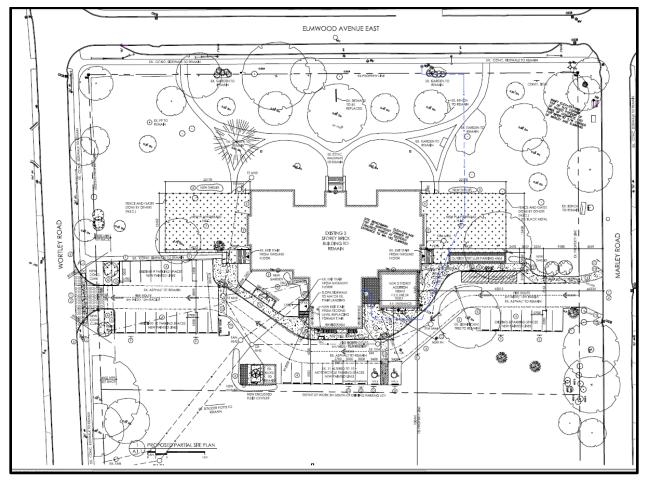
The proposed Zoning By-law amendment consists of two components:

- To expand the permitted range of uses on the site to permit offices where only
 professional offices are currently permitted, and to add community centre and day care
 centre uses to allow the proposed YMCA programs and possible general community
 use of parts of the building, either as part of the YMCA programming or for community
 space as various desirable activities and needs are identified.
- 2. To make adjustments to the Heritage (HER) zone to allow departures from the "as it exists on the day of passage of this By-law" provisions that apply to lot coverage, minimum landscaped open space, and exterior side yard setbacks. This is intended to allow the necessary exterior building addition for a new entrance and elevator shaft, 2 small storage buildings in the daycare enclosures, and a mechanical room and garbage enclosure south-west of the existing building and to establish a minimum parking requirement for the site of 36 spaces.

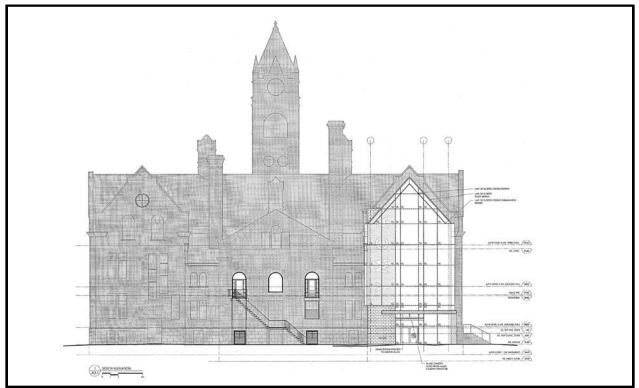


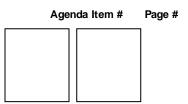
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Site Plan



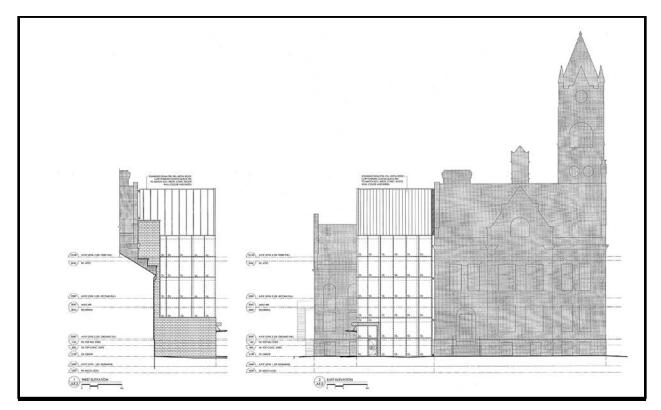
South Elevation





File: OZ-8464 Planner: B. Debbert

West and East Elevations



Provincial Policy Statement (PPS)

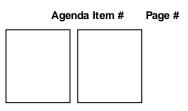
The Provincial Policy Statement provides policy direction on matters of provincial interest related to land use planning and development. The PPS is more than a set of individual policies. It is intended to be read in its entirety and the relevant policies are to be applied to each situation. The PPS provides policy direction related to building strong, healthy communities and conserving cultural heritage.

The PPS promotes the accommodation of an appropriate range and mix of land uses to meet long-term needs, including commercial and institutional land uses and open space, and improving accessibility for persons with disabilities and the elderly, as a few of several means of sustaining healthy, liveable and safe communities. The PPS also requires that significant built heritage resources and significant cultural heritage landscapes be conserved.

The proposal consists of the adaptive re-use of the existing, currently vacant, Normal School building for a mix of office, day care and community outreach opportunities that provide for local employment opportunities and for facilities and programs that will support the surrounding community. Minimal physical alterations to the building and the site will create a public facility that meets provincial Accessibility for Ontarians with Disabilities (AODA) requirements and the City's Facilities Accessibility Design Standards (FADS), with design considerations that successfully conserve the integrity of the designated heritage building and surrounding grounds.

Official Plan

The site has been recognized as an appropriate location for office use through the Office Area designation in the Official Plan, which is intended to provide for small and medium scale (up to 5,000 square metres) office uses outside the Downtown in purpose-designed or converted office buildings. A limited range of secondary uses, such as eat-in restaurants, financial institutions, personal services, day care centres, pharmacies, laboratories and clinics are also permitted. The proposed general office and day care centre uses are in compliance with the Official Plan policies.



File: OZ-8464 Planner: B. Debbert

The proposed community facility uses, while perhaps expected in a former institutional building and in conjunction with YMCA activities, are not clearly permitted by Official Plan policy. Chapter 10 of the Official Plan allows Council to consider policies for specific areas where one or more criteria apply. The applicable criteria is that *"the change in land use is site specific and is located in an area where Council wishes to maintain an existing land use designation, while allowing for a site specific use."*

The following analysis evaluates the appropriateness of maintaining the underlying Office Area designation on the lands, while considering the appropriateness of the proposed site-specific community facilities uses.

With regard to the existing designation, it continues to be the City's intent that the adaptive reuse of the Normal School include a significant office element, along with some of the secondary uses permitted by the Office Area designation. Changing the underlying land use designation would not be supportive of the intent for this area. At the same time, the accepted model for the occupancy of the building includes the opportunity for the YMCA, affiliated organizations, or the City to use the non-office/day care portions of the building to establish community space to support children, youth and families with appropriate resources and programs, providing community meeting and gathering space, and similar activities. It is appropriate and in compliance with the intent of the Official Plan and Council's actions taken to date with respect to the Normal School, to adopt a Chapter 10 amendment to permit the community facility use.

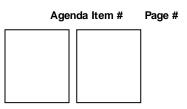
All policies for specific areas are subject to a Planning Impact Analysis based on appropriate criteria applied on the basis of potential impacts on surrounding land use designations. Relevant criteria in this instance, taken from Section 5.4 – Planning Impact Analysis for the Office designations, relate to:

- compatibility of proposed uses with surrounding land uses, and the likely impact of the proposed development on present and future land uses in the area;
- the size and shape of the parcel and the ability of the site to accommodate the intensity of the proposed use;
- the likely impact of any additional traffic generated by the site on City streets, pedestrian and vehicular safety and on surrounding properties;
- co-ordination of access and traffic circulation between adjacent sites; and,
- the potential impact of the development on heritage resources.

The subject property has historically formed a significant part of the community hub represented by the former Catholic School board offices, various public activities occurring on the Village Green, and community resources such as the bank and the grocery store to the north-west. The continued use of this valuable heritage resource for office and community-serving activities, is suitable and desirable within the existing neighbourhood. The site has historically been sufficient to accommodate the expected level of activity generated by the proposed uses. The property is efficiently serviced by transit, adjacent to an activity node and located on major thoroughfares through the Old South Area, and the use of the existing building maintains the high level of aesthetics and visual prominence expected of office buildings in the Office Area designation.

Physical changes to the building and the grounds immediately surrounding the building will be limited to those that are compatible with the heritage status of the property and acceptable to the Ontario Heritage Trust.

One member of the public expressed concerns about the compatibility of any programs for troubled teens with the family-oriented nature of the surrounding area. The YMCA has confirmed that it is interested in running programs for the residents of the Old South community including youth. They currently run a program called "Y Experience U" in Wortley Village (hosted at Westland Gallery) and would plan to continue this program. They do not currently run any rehabilitation programs nor do they have plans to do so.



There were also neighbourhood concerns about some existing traffic issues in the area and potential complications arising from the conversion of the single-access parking area to a oneway drive aisle and parking area with access from Marley Place and egress onto Wortley Road. The Transportation and Planning Design Division does not share these concerns, and have indicated that "*The redevelopment of the site to administrative offices of the YMCA including ancillary programs and a daycare should not significantly increase traffic volume beyond what the school board offices generated. Therefore existing traffic control measures along these streets should be able to accommodate traffic from the YMCA development.*"

One resident requested an update on the status of the City's review of the possibility of opening up Elmwood Avenue to two-way traffic. The Transportation Planning and Design Division recently conducted a community consultation process regarding the possibility of opening Elmwood Avenue up to two-way traffic. The proposal was not generally supported by the community members consulted and is not under consideration.

Information to the effect that vehicles regularly ignore the school crossing sign and the crossing guard on Wortley Road just north of Duchess Avenue, has been forwarded to Police Services. Transportation Planning and Design Division has responded to concerns about high vehicular speeds on Duchess Avenue by indicating that it will conduct a speed and traffic volume study before the end of June, 2015. More detail on the possible outcomes of this study is found in the Agency Comments part of this report.

Based on a review of the above criteria, the adaptive re-use of the building for offices, day care facilities and community facilities is a suitable and compatible use for the site and is expected to have a positive impact on the surrounding community and from a heritage perspective, the entire City of London.

<u>Zoning By-law</u>

The entire property is within the Heritage/Office (HER/OF) Zone and is affected by the recommended zone change. The nature of the recommended amendments, along with heritage-related development controls, is such that additional uses will be limited to within the existing building and proposed addition. The Office (OF) Zone permits professional offices up to 5,000 square metres. In accordance with the Heritage Resource policies of the Official Plan, the HER Zone permits only the existing structures.

Proposed amendments to the permitted uses in the Office Zone to permit office, day care and community centres uses is appropriate for the site and the surrounding area, in keeping with the land uses analysis in the "Official Plan" section above.

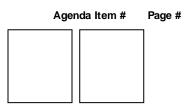
The proposed amendments to the Heritage (HER) Zone are required to:

- accommodate the proposed addition to the southeast corner of the building; and,
- permit accessory structures (play sheds) in the exterior yards along Marley Place and Wortley Road; and,
- Permit accessory structures (mechanical building) in the exterior yard along Marley Place.

To achieve these accommodations, the amendments required to the Zoning By-law include:

- a maximum lot coverage of 6% where only the existing condition is permitted;
- a minimum landscaped open space of 80% where only the existing condition is permitted;
- permission to allow accessory structures in the exterior side yards where they are permitted only in the interior and rear yards.

The proposed addition and secondary structures are subject to the approval of the Ontario Heritage Trust and are currently undergoing detailed review by the City's site plan approval authority with the appropriate consideration for maintaining the valuable heritage character of



File: OZ-8464 Planner: B. Debbert

the site. The proposed Zoning By-law amendments are tailored to accommodate only those property modifications necessary to meet AODA and FADS requirements and the YMCA occupancy of the site and are appropriate in combination with other required approvals, to maintain the heritage character and attributes of the site.

The amendments to the Office (OF) Zone also include a parking rate reduction from 123 spaces to a minimum of 36 spaces. The site plan under review shows up to 38 spaces can be accommodated within the existing parking area, combined with the detailed, minor modifications being made to the existing parking area to improve vehicular traffic flow and pedestrian access to the building. Expansions and realignment of the parking/driveway area are being kept to a minimum in order to maintain the open space area on the south part of the site, and to maintain the heritage integrity of the site as part of the consideration and approval by the Ontario Heritage Trust.

The Normal School property has historically operated successfully and in harmony with the surrounding neighbourhood by using the existing parking area and parking on surrounding streets when needed. It would be most appropriate to maintain as much as possible, the existing parking area to maintain the heritage integrity of the site and the community expectation that community use of the Green will continue. Requiring the provision of additional parking spaces through the expansion of the parking area would be inconsistent with these overriding goals.

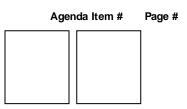
CONCLUSION

The recommended Official Plan and Zoning By-law amendments are consistent with the Provincial Policy Statement, are in keeping with the intent of the Official Plan, and represent good planning. More particularly, they will allow for the appropriate adaptive re-use of a prominent heritage property in the City of London, and limit modifications to the building to those that are required to make a public building accessible to those with disabilities and to meet the needs of the accepted use of the building by the YMCA of Ontario.

PREPARED BY:	SUBMITTED BY:			
BARB DEBBERT, SENIOR PLANNER CURRENT PLANNING	MICHAEL TOMAZINCIC, MCIP, RPP MANAGER, CURRENT PLANNING			
RECOMMENDED BY:				
JOHN M. FLEMING, MCIP, RPP				
MANAGING DIRECTOR. PLANNING AND CI	MANAGING DIRECTOR, PLANNING AND CITY PLANNER			

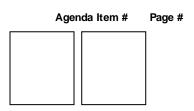
May 7, 2015 BD/ Attach.

Y:\Shared\implemen\DEVELOPMENT APPS\2015 Applications 8451 to\8464OZ - 165 Elmwood Avenue East (BD)\Reports\8464OZ - 165 Elmwood Avenue East OPA-ZBL Amendment Report - BD - May 6.docx



Responses to Public Liaison Letter and Publication in "The Londoner"

<u>Telephone</u>	<u>Written</u>
Robert Buck 181 Elmwood Avenue East London ON N6C 1K1	George Sinclair President, Old South Community Organization
Don Wallace 157 Ridout Street South London ON N6C 3X7	Paul Watson 196 Duchess Avenue London ON N6C 1P3
Melissa Page Nichols 184 Tecumseh Avenue East London ON N6C 1S4	Kimberley Kadour 194 Duchess Avenue London ON N6C 1P3
Tracey Koivu 207 Ridout Street South London ON N6C 3Y1	Archie Young 44 Marley Place London ON N6C 3T2
George Deveber 5 – 213 Wortley Road London ON N6C 3P8	Lee Lomax 192 Duchess Avenue London ON N6C 1P3
Robin Freeman 1204 – 80 Ridout Street London ON N6C 5H7	
In Person	
Susan Smith	



Sent: Thursday, March 19, 2015 10:46 AM

Subject: Re: Notice of Application - 165 Elmwood Ave. E. (Ward 11) - OZ-8464 - Barb Debbert

Thanks Sharon, This is great news - the community is very much looking forward to this.

George Sinclair President, Old South Community Organization

From: Paul Watson Date: March 23, 2015 at 11:35:19 PM EDT To: 'Stephen Turner' <<u>sturner@london.ca</u>> Subject: Notice of Application

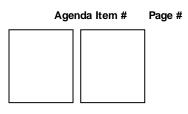
Hi Stephen

Reference Application OZ-8464 (Old Normal School) I'm in favour of the amendment..

Regards,

Paul Watson

196 Duchess Ave. London ON N6C 1P3



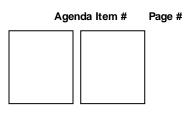
From:Kimberley KadourSent:Tuesday, March 31, 2015 2:26 PMTo:Debbert, BarbSubject:comments re: application OZ-8464Follow Up Flag:Follow upFlag Status:Follow up

Dear Barb,

Thank you for the opportunity to comment on the proposed plans as set out in application OZ-8464. I have a few comments/concerns which I have outlined below.

- 1. Traffic calming and stop sign on Duchess Ave. Currently cars travel much faster than they should along Duchess Ave. between Ridout and Wortley road. I have witnessed two accidents just in the last 4 months at the corner of duchess and marley place in particular where cars travelling north along marley think it is an all way stop, so they proceed despite cars travelling west from ridout approaching marley. In addition to these two accidents I have seen many near misses. I believe that, with the significant increase in traffic that the new YMCA programs will cause, there needs to be traffic calming measures along duchess such as speed humps, and definitely a stop sign at duchess and marley to make that corner an all way stop. Because cars cannot travel towards Ridout on Elmwood as it's a one way, the volume of traffic is going to be zipping down duchess to get to work as it is a proposed day care, this unfortunately means speeding parents who are pressed to get to work on time.
- 2. Traffic calming and stop sign on wortley road. For the same reasons as stated above, re: significant increase in traffic volume, I believe a stop sign and/or speed humps are required near the school crosswalk at duchess and wortley rd. Many children are travelling to St. Martins school, south highschool and wortley road school and the poor crossing guard already has trouble getting cars to stop! Many times per week I witness cars just going straight through as she is walking out with her sign and blowing her whistle.
- 3. Public playground access. Installation of a playground at this site has been talked about for many years. I believe that, if the YMCA is talking over the land and building playgrounds for the daycare, these should also be accessible to the public, just as playgrounds in school yards are. I expect there will be a fence and a gate around the playground which is of course required for safety, but, again, just like school yards, the playground gate should not be a locking gate. The surrounding community should be allowed to enjoy the new space also. This should not pose a safety issue as day care staff would have to be supervising children at all times anyway.
- 4. Wrought Iron fencing. As the site is such an iconic and significant historical property, I strongly belive that efforts must be taken to ensure additions and modifications to the building are sympathetic to the design and aesthetic of the building. As such, I believe any fencing should be black wrought iron in order to suit the archetechtural style and also not block views.
- 5. Transparency of Programs. Since the proposal that the YMCA would be taking over the building, it has been rumoured that there will be programs run specifically for troubled teens as a kind of 'rehabilitation program'. I believe this needs to be clarified openly and publically by the YMCA with any safety risks to the surrounding community identified and mitigated. Unfortunately youth rehabilitation programs tend to draw others to the area who are looking to prey on this vulnerable youth sector.

Thank you for your consideration, Kim and Mike Kadour 194 Duchess Ave



From:	Archie Young
Sent:	Friday, April 03, 2015 7:27 AM
To:	Debbert, Barb
Subject:	Application for changes to the old Normal School on Elmwood
Follow Up Flag:	Follow up
Flag Status:	Flagged

Dear Ms. Debbert

I would like to be kept informed of the process involved in the YMCA's development of this property. I would also like to apply for the right to speak to these changes at Planning Committee meetings, should I find that there is something I would like to address.

Sincerely, Archie Young

From:	Lee Lomax
Sent:	Wednesday, April 01, 2015 9:02 PM
To:	Debbert, Barb
Subject:	165 Elmwood Avenue East
Follow Up Flag:	Follow up
Flag Status:	Flagged

Dear Ms. Debbert,

I am writing in response to your letter dated March 13, 2015, regarding proposed zoning by-law amendments by the YMCA of Western Ontario to the property at 165 Elmwood Avenue East.

I am the homeowner at 192 Duchess Ave. My concerns are as follows:

1. There is already fast traffic on Duchess, as it is used as a route into and out of Wortley Village. Additional vehicles going to the YMCA would drastically increase traffic volumes and reduce street parking in the area. I feel it is necessary to install speed control measures such as humps. Also, a stop sign must be installed at Marley & Duchess. As a parent I feel this would make the street safer.

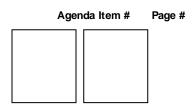
2. Currently, the green space and the building are visually appealing. If the property were to be fenced-in with wood, it would not look as nice and thus would potentially decrease property values in the surrounding area. If plans are to fence any area of the site, would it be possible to use wrought-iron fencing?

3. Will proposed playgrounds be accessible to the public? Would the public still have access to the green space?

4. Would the proposed two new accessory structures be attached to the existing building, and in keeping with the historic look of the area? Or would they be built on a different area of the site? I feel any changes to the property should be in keeping with the heritage of our area, so that our property values would not be negatively impacted.

5. The one-way street indicated in the drawing through the site will force people to use Duchess as a major route into this property. Is the proposed idea to change Elmwood to a two-way street to ease traffic still being considered?

Thank you, Lee Lomax



Bibliography of Information and Materials OZ-8464

Request for Approval:

City of London Official Plan and Zoning By-law amendment Application Form, completed by Planning Services, March 10, 2015

Reference Documents:

Ontario. Ministry of Municipal Affairs and Housing. *Planning Act, R.S.O. 1990, CHAPTER P.13,* as amended.

Ontario. Ministry of Municipal Affairs and Housing. Provincial Policy Statement, 2014.

City of London. Official Plan, June 19, 1989, as amended.

City of London. Zoning By-law No. Z.-1, May 21, 1991, as amended.

Conway, E., Development Services, Record of Site Plan Consultation. February 12, 2015.

Conway, E., Development Services, Zoning Referral Record. March 4, 2015.

Wilson, J., Facilties Design and Construction, e-mail string between J. Wilson, G. Vogt, E. Conway, B. Debbert and Monika Sawika, March 2 to March 5, 2015.

The Ventin Group Architects, SPA Review cover letter, March 2, 2015.

The Ventin Group Architects, 165 Elmwood Avenue East Site Plan, March 2, 2015.

The Ventin Group Architects, 165 Elmwood Avenue East, South Elevation dwg. A3.1, March 2, 2015.

The Ventin Group Architects, 165 Elmwood Avenue East, West and East Elevation dwg. A3.2, March 2, 2015.

Vogt, G., YMCA. E-mail chain between G. Vogt, J. Wilson and B. Debbert. April 1, 2015.

Correspondence: (all located in City of London File No. OZ-8464 unless otherwise stated)

City of London -

Couvillon, A., Transportation Planning and Design. Databased entry to AMANDA. March 30, 2015.

Moore, R., Wastewater and Drainage Engineering. E-mail to B. Debbert. March 27, 2015.

Maguire, S., Roadway Lighting and Traffic Control. E-mail to B. Debbert. April 1, 2015.

Couvillon, A., Transportation Planning and Design. E-mal to B. Debbert. April 2, 2015.

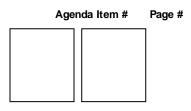
Agencies and Organizations -

Aravopoulos, K., Ontario Heritage Trust. Letter to A. Zuidema, City Manager, January 19, 2015.

Dalrymple, D., London Hydro. Memo to B. Debbert. March 13, 2015.

Creighton C., UTRCA. Letter to B. Debbert. April 1, 2015.

Wilson, A., Urban Design Peer Review Panel. Memo to Proponents and City staff. April 7, 2015.



Appendix "A"

Bill No. (number to be inserted by Clerk's Office) 2015

By-law No. C.P.-1284-____

A by-law to amend the Official Plan for the City of London, 1989 relating to 165 Elmwood Avenue East.

The Municipal Council of The Corporation of the City of London enacts as follows:

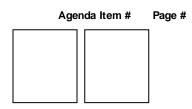
1. Amendment No. (to be inserted by Clerk's Office) to the Official Plan for the City of London Planning Area – 1989, as contained in the text attached hereto and forming part of this by-law, is adopted.

2. This by-law shall come into effect in accordance with subsection 17(38) of the *Planning Act, R.S.O. 1990*, c.P.13.

PASSED in Open Council on May 26, 2015.

Matt Brown Mayor

Catharine Saunders City Clerk



AMENDMENT NO.

to the

OFFICIAL PLAN FOR THE CITY OF LONDON

A. <u>PURPOSE OF THIS AMENDMENT</u>

The purpose of this Amendment is to add a policy in Section 10.1.3 – Policies for Specific Areas, of the Official Plan for the City of London to permit a community centre.

B. <u>LOCATION OF THIS AMENDMENT</u>

1. This Amendment applies to lands located at 165 Elmwood Avenue East in the City of London.

C. BASIS OF THE AMENDMENT

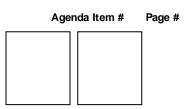
The site has been recognized as an appropriate location for office use through the Office Area designation in the Official Plan, which provides for small and medium scale office uses outside the Downtown in purpose-designed or converted office buildings and permits a limited range of secondary uses including day care centres.

A specific policy is required to permit the proposed community facility use. Chapter 10 of the Official Plan allows Council to consider policies for specific areas where one or more criteria apply. The applicable criterion is that "the change in land use is site specific and is located in an area where Council wishes to maintain an existing land use designation, while allowing for a site specific use."

It continues to be the City's intent that the adaptive re-use of the Normal School include a significant office element, along with some of the secondary uses permitted by the Office Area designation. Changing the existing Ofice Area designation to another designation would not be supportive of the intent for this area. The intended occupancy of the building includes the opportunity for the YMCA, affiliated organizations, or the City to use the non-office/day care portions of the building for community space to support children, youth and families with appropriate resources and programs, community meeting and gathering space, and similar activities. It is appropriate and in compliance with the intent of the Official Plan, to adopt a Chapter 10 amendment to permit the community facility use.

The subject property has historically formed a significant part of the community hub represented by the former Catholic School board offices, various public activities occurring on the Village Green, and community resources such as the bank and the grocery store to the north-west. The continued use of this valuable heritage resource for office and community-serving activities, is suitable and desirable within the existing neighbourhood. The site has historically been sufficient to accommodate the expected level of activity generated by the proposed uses. Physical changes to the building and the grounds immediately surrounding the building will be limited to those that are compatible with the heritage status of the property and acceptable to the Ontario Heritage Trust.

The adaptive re-use of the building for offices, day care facilities and community facilities is a suitable and compatible use for the site and is expected to have a positive impact on the surrounding community and from a heritage perspective, the entire City of London.



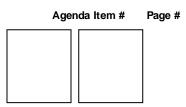
D. <u>THE AMENDMENT</u>

The Official Plan for the City of London is hereby amended as follows:

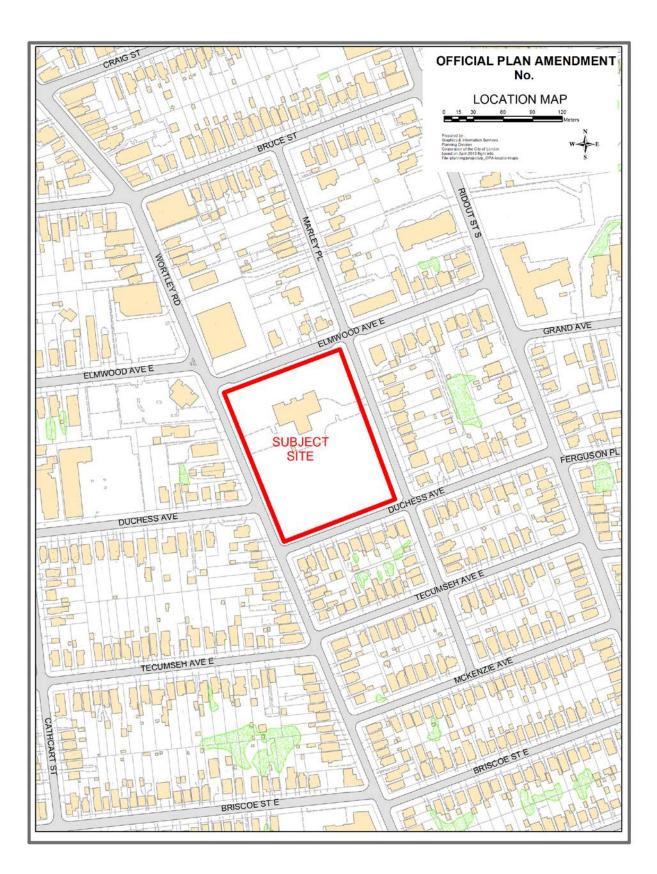
1. Section 10.1.3 – Policies for Specific Areas of the Official Plan for the City of London is amended by adding the following:

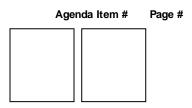
165 Elmwood Avenue East

In the Office Area designation at 165 Elmwood Avenue East, community facility uses may be permitted.



File: OZ-8464 Planner: B. Debbert





Appendix "B"

Bill No. (number to be inserted by Clerk's Office) 2015

By-law No. Z.-1-15_____

A by-law to amend By-law No. Z.-1 to rezone an area of land located at 165 Elmwood Avenue East.

WHEREAS the City of London has applied to rezone an area of land located at 165 Elmwood Avenue East, as shown on the map attached to this by-law, as set out below;

AND WHEREAS upon approval of Official Plan Amendment Number (number to be inserted by Clerk's Office) this rezoning will conform to the Official Plan;

THEREFORE the Municipal Council of The Corporation of the City of London enacts as follows:

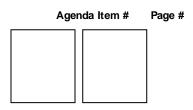
- Schedule "A" to By-law No. Z.-1 is amended by changing the zoning applicable to lands located at 165 Elmwood Avenue East, as shown on the attached map comprising part of Key Map No. A107, from a Heritage/Office (HER/OF) Zone to a Heritage Special Provision/Office Special Provision (HER()/OF()) Zone.
- 2) Section Number 19.4 of the Office (OF) Zone is amended by adding the following Special Provision:

- a) Permitted Uses
 - i) Community Centre
 - ii) Day Care Centre
 - iii) Offices
- b) Regulation i) Parking Spaces 36 (min)
- 3) Section Number 34.4 of the Heritage (HER) Zone is amended by adding the following Special Provision:

)	HER()	165 Elmwood Avenue East			
	c)	Regul ii)	ation[s] Landscaped Open Space (%) (min)	80%	
		iii)	Lot Coverage (%) (max)	6%	
		iv)	Accessory structures are permitted in thy yards.	ne exterior side	

The inclusion in this By-law of imperial measure along with metric measure is for the purpose of convenience only and the metric measure governs in case of any discrepancy between the two measures.

This By-law shall come into force and be deemed to come into force in accordance with Section 34 of the *Planning Act, R.S.O. 1990, c. P13,* either upon the date of the passage of this by-law or as otherwise provided by the said section.

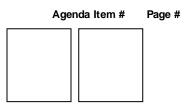


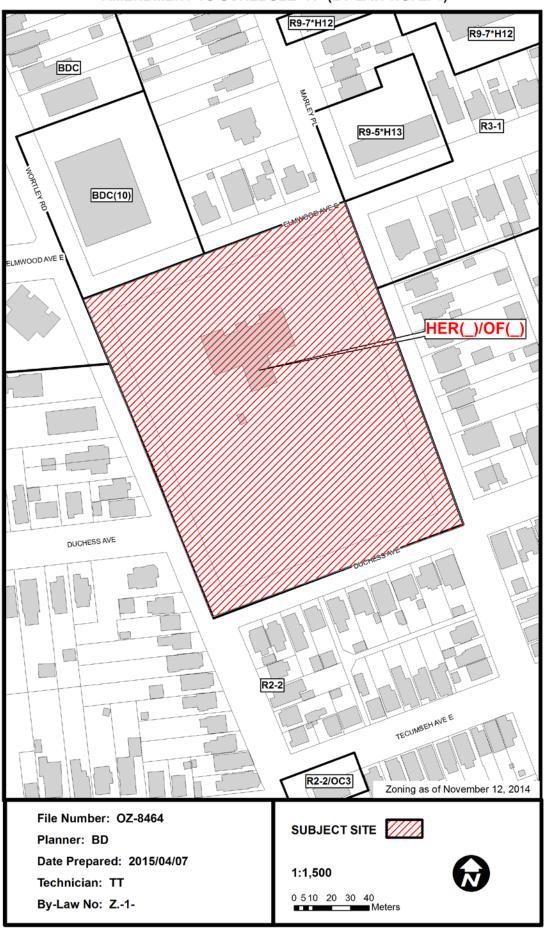
PASSED in Open Council on May 26, 2015

Matt Brown Mayor

Catharine Saunders City Clerk

First Reading - May 26, 2015 Second Reading - May 26, 2015 Third Reading - May 26, 2015





AMENDMENT TO SCHEDULE "A" (BY-LAW NO. Z.-1)