

# 560 and 562 Wellington Street

## Official Plan Amendment Zoning By-law Amendment

May 8, 2017

Auburn Developments  
London, Ontario



## Outline

### Responses to analysis in Staff Report

1. **Appropriateness of site's location:**
  - Locational Criteria
2. **Character of the surrounding area**
  - Evolution of Surrounding Area
  - Transitional Neighbourhood
3. **Heritage of West Woodfield**
  - Perspective of Heritage Impact Statement
4. **Compatibility**
  - Impact Assessment
  - Architectural Context / Urban Design



## Locational Criteria

### City-Building Policies

Site sits prominently along major transportation corridor and City Park with existing and planned higher density buildings - satisfies the broader city-building policies from PPS and Official Plan (Section 2.4)

- ✓ Efficiently use land, infrastructure and public services
- ✓ Provide a range of intensification and redevelopment opportunities
- ✓ Ensure a compact form around nodes and corridors
- ✓ Support the viability of downtown and main streets
- ✓ Support transit use and active transportation
- ✓ Support healthy and active communities



## Locational Criteria

### Criteria for High Density Development

Site satisfies the evaluation criteria (Section 3.4.2) for new Multi-Family, High Density Residential designations:

- ✓ Site is situated at a boundary between taller buildings to the south and further west and lower rise buildings to the east
- ✓ Proposed design addresses the compatibility concerns of the taller form through building massing and architectural design
- ✓ Servicing studies demonstrate that the site can be adequately serviced
- ✓ Traffic assessment concludes development can be accommodated by existing surrounding street network and operation
- ✓ Site allows for separation between building and the internal neighbourhood to the east
- ✓ Site is well served by existing community amenities (local commercial businesses along Richmond and Downtown; walkability to transit on Richmond and Dufferin; parks and community uses throughout surrounding area)

## Evolution of Area

### Evolving Built Form

The origins of the neighbourhoods are in its military use...



1853



1881

## Evolution of Area

### Evolving Built Form

... after which it transitioned to a prominent residential neighbourhood with a variety of building styles and eras identified.



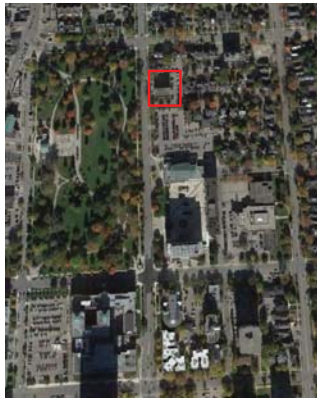
1892

- Wellington Street constructed through the Garrison and the area redeveloped for residential purposes

## Evolution of Area

### Evolving Built Form

- In 1970s, area was redeveloped for office and civic purposes
- Wellington's transformation from a similar street within community to something completely different
- Increased densities, employment, and higher traffic on Wellington as a result
- Characterized in existing zoning in place for Wellington (68 to 90 metre heights)



## Evolution of Area

### Distinction of Wellington Street Corridor

Resulting from this evolution, the Wellington Street corridor is quite distinct from internal areas of West Woodfield in terms of existing use and future use permissions

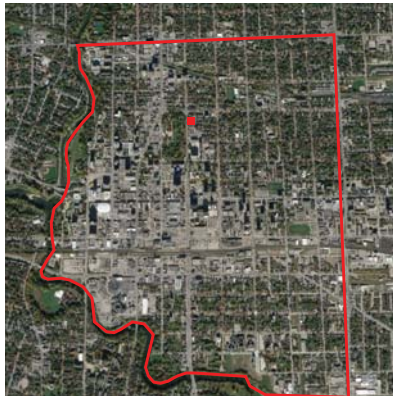
- Existing uses to south include surface parking lot, Centennial Hall/House, and City Hall
- Downtown (DA) Zoning permits high-rise buildings (68 to 90 metres) on these sites to south
- Downtown (DA) Zoning permits broad range of uses, including residential and non-residential (office, retail, hotel, convention centre) uses



## Evolution of Area

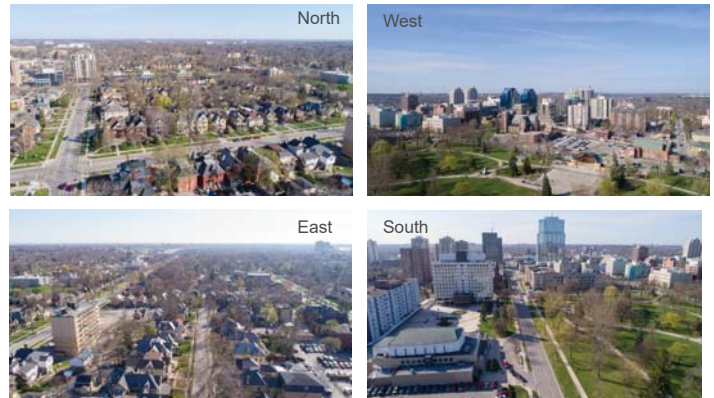
### West Woodfield context within Central London

- West Woodfield part of the broader Central London planning area
- Proposal must be evaluated in the context of Central London
- 5+ Storey apartments represent 38% of housing stock (2011)



## Evolution of Area

### Central London a diverse land use mix



## Evolution of Area

### Land Use Pattern within West Woodfield

Site within the West Woodfield context sits at seams of a variety of land use Designations / Place Types



## Evolution of Area

### Tall buildings within a heritage context



## Transitional Neighbourhood

### Current Buildings on Site

The current buildings are replacement buildings (early 1970s), not the original buildings on the site

- Site included in the redevelopment of Wellington corridor in 1970s
- Currently 2 and 5 storey building on the site



## Transitional Neighbourhood

### Subject Block

An area of transition due to the conversion of buildings for alternative forms and uses then originally intended (conversion to commercial, office, and multi-family residences)



## Transitional Neighbourhood

### Subject Block

Rear area reflects the transitioned nature of subject block

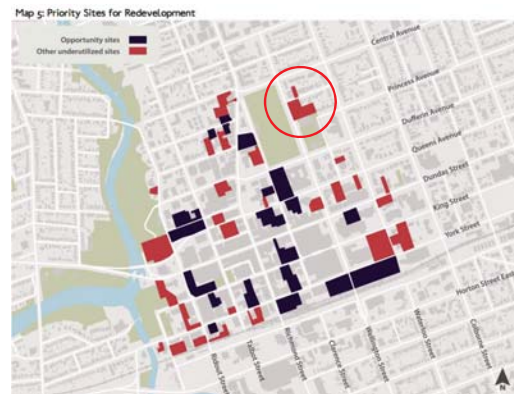
- Principally paved
- Surface parking
- More limited vegetation
- Limited rear yard amenity



## Transitional Neighbourhood

### Area of Potential

Underutilized sites along Wellington per London's Downtown Plan

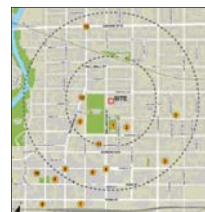


## Transitional Neighbourhood

### Locational Prominence

The pressures of external land uses and proximity to key city structure elements contribute to this transition:

- Evolution of Wellington Street corridor
- Proximity to Downtown and employment/commercial activities
- Proximity to Richmond Street corridor and its transit and commercial activities
- Exposure to Victoria Park and reductions to need for private amenity areas



It is normal to expect these aspects in and near the core of the city and is part of the normal evolutions of cities.

## Impact Assessment

### Locational Criteria Satisfied

Support for higher order uses (s.2.4):

- ✓ Efficiently use land, infrastructure and public services
- ✓ Provide a range of intensification and redevelopment opportunities
- ✓ Ensure a compact form around nodes and corridors
- ✓ Support the viability of downtown and main streets
- ✓ Support transit use and active transportation
- ✓ Support healthy and active communities

Locational attributes for High Density Residential (s.3.4.2):

- ✓ Boundary between taller buildings and lower rise buildings
- ✓ Compatibility addressed through building massing and architectural design
- ✓ Site can be adequately serviced
- ✓ Development can be accommodated by existing surrounding streets
- ✓ Site allows for separation between building and the internal neighbourhood
- ✓ Site is well served by existing community amenities (commercial, transit, parks)

## Impact Assessment

### Corridor and Abutting Land Uses



- Original analysis, height determination and zoning in place for Wellington corridor in the early 1990s
- Height at Dufferin zoned for 68 metres (approx. 22 storeys)
- Height at Wolfe zoned for 90 metres (approx. 30 storeys)
- Increased height would frame the park and define the edge from an architectural perspective
- Extension of this idea to subject site requires evaluation of impacts as indicated in Official Plan

## Impact Assessment

### “Tests” for Intensification

- ✓ **Affordable:** proposed development would provide more affordable forms and choice to Central London.
- ✓ **Vegetation:** minimal existing vegetation on the site given existing buildings, while proposed development includes an urban landscape plan (planters, distinctive paving/concrete, and patios)
- ✓ **Access:** ingress from secondary street (Wolfe) and egress from primary street (Wellington)
- ✓ **Transit:** site’s location and proximity to existing transit service and proposed rapid transit would boost ridership and transit use
- ✓ **Traffic:** traffic study concluded that surrounding street intersections would operate at acceptable levels of service and within capacity during peak hours, and no road or traffic control improvements are required.
- ✓ **Parking:** proposed parking for residential, commercial, and visitor parking is 40% more than the minimum zoning requirement.

## Heritage Perspective

### HCD Goals and Objectives

Goal or Objective	Does the development satisfy it?
<b>Recognize, protect, enhance and appreciate West Woodfield’s cultural heritage resources, including buildings, landscapes and historical connections, and value their contribution to the community by:</b>	
Identifying a heritage conservation district boundary that incorporates the key historical, architectural and contextual attributes of West Woodfield	N/A
Encouraging the retention, conservation and adaptation of the District’s heritage buildings and attributes, as described in the Study and Plan, rather than their demolition and replacement;	Though categorized category “B”, the HIS suggests the site contains buildings out of keeping with the character of the HCD.
Providing guidance for change so that the essential architectural and streetscape character of the District is maintained and, wherever possible, enhanced;	HIS provides guidance to enhance and reinstate the streetscape character
Identifying and building community awareness of unique or significant heritage attributes and appropriate means of preserving and/or restoring them.	Detailed design anticipates commemoration activity to enhance community awareness of site history (from military, to residential, to commercial)

## Impact Assessment

### “Tests” for Intensification

Review of compatibility is done in relation to context – the site’s context suggests a higher order land use given its locational prominence and attributes that support High Density Residential

Evaluation criteria (Section 3.7.2) for amendments within residential area:

- ✓ **Character:** proposed use is consistent with prevailing character of West Woodfield as a predominately residential neighbourhood.
- ✓ **Site:** site’s regular shape and area provides space to bring the tower away from the east to provide separation to the neighbourhood.
- ✓ **Supply:** limited supply of vacant, designated and zoned properties in Central London (outside Downtown) that could accommodate the proposed use
- ✓ **Amenities:** site is well served by existing high frequency transit routes, convenience shopping opportunities, and parks.

## Impact Assessment

### “Tests” for Intensification

- ✓ **Architecture:** architectural design is sympathetic and considerate of the adjacent heritage, while not synthetically recreating architectural forms (materials, podium scale, bays and recessions, setbacks)
- ✓ **Heritage:** heritage impact study recommends mitigation measures of proposed form (vibration monitoring, strategic planting plans, human-scaled podium design, replanting and landscape plans)
- ✓ **Shadowing:** proposed podium and tower design minimizes loss of sunlight with a more narrow building that reduces the width of any shadows cast
- ✓ **Wind:** wind control measures incorporated into the proposed design (wind screens, enhanced perimeter landscaping, canopies)

## Heritage Perspective

### HCD Goals and Objectives

Goal or Objective	Does the development satisfy it?
<b>Avoid the destruction and/or inappropriate alteration of the existing building stock, materials and details by:</b>	
Establishing policies and design guidelines to ensure new development and alterations are sensitive to the heritage attributes and details of the District and are based on appropriate research and examination of archival and/or contextual information	Extensive research related to the subject site determined that current buildings do not relate to the larger character of the HCD; with enhanced understanding, the buildings were not determined to be consistent with heritage attributes and details of the district
Strongly discouraging the demolition of heritage buildings and the removal or alteration of distinctive architectural details	While all buildings in the district are considered “heritage”, the subject site is not connected historically to the district and contains no distinctive architectural details
Encouraging individual building owners to understand the broader context of heritage preservation, and recognize that buildings should outlive their individual owners and each owner or tenant should consider themselves stewards of the building for future owners and users	Commemorative activities are anticipated to increase awareness of the broader history of the area
Encouraging sensitive restoration practices that make gentle and reversible changes, when necessary, to significant heritage buildings	N/A
Encouraging improvements or renovations to modern era buildings that are complementary to, or will enhance, the District’s overall character and streetscape	Initial consideration of retention of the subject site buildings was considered but not determined to be appropriate given the absence of architectural details or wider connection to the district
Providing homeowners with conservation and maintenance guidelines and best practices so that appropriate building and repair activities are undertaken	N/A

## Heritage Perspective

### HCD Goals and Objectives

Goal or Objective	Does the development satisfy it?
<b>Maintain and enhance the visual, contextual and pedestrian oriented character of West Woodfield's streetscape and public realm by:</b>	
Recognizing that the area's heritage includes streets, parks, trees, open spaces, monuments, street furniture, signs and all manner of items that contribute to the visual experience of a community, whether public or privately owned	The HIS and proposed development recognize each of these characteristics and strives to enhance them through plantings identified as appropriate in the WWHCD Plan; it is anticipated that the visual experience will be more in keeping with district characteristics than currently exists
Maintaining existing street trees, vegetation and boulevards and develop replacement programs where necessary to ensure tree canopy retention over time	Street trees will be maintained, boulevards restored, and replacement programs enacted as proscribed
Establishing a common 'language' of streetscape elements that will complement the heritage attributes of the District and create greater continuity where disparate land uses and built forms exist	The current land use and disconnection from the adjacent properties – particularly through inconsistent setbacks – does not achieve this; the proposed development does create this common language more in keeping with the district
Identifying opportunities for interpretive features that can bring awareness of the District's heritage attributes to residents and visitors	Detailed design will include a commemoration strategy anticipated to include, at a minimum, use of current building materials to interpret historical land use

## Heritage Perspective

### Impact on Heritage Attributes of West Woodfield

HCD Heritage Attribute	Impact Anticipated?
Retention of historic homes dating from 1880 – 1914 amid redevelopment and conversion into multi-unit homes	No
Diverse building stock reflective of the boom period of construction late 19 <sup>th</sup> and early 20 <sup>th</sup> century includes large and small scale homes as well as early apartment buildings	No
The presence of founding churches of several denominations and early schools	No
Institutional offices and meeting spaces a driving factor in conversions beginning in 1905	No
Replacement of building fabric showing transition from residential to institutional use that became landmarks in their own right including the Queens Avenue Central Library (1939), the Masonic Temple (1964) and City Hall (1971)	No
Large number of original buildings with a variety of styles and influences	No
Luxury accommodations with large proportions and high quality materials	No

## Heritage Perspective

### The Response to Impacts

Attribute	Impact Identified	Proposed Mitigation Measure(s)
Visual consistency in architecture including front porches, decorative gables, projecting bays, and recurring window forms and details	Alteration	Inclusion of a human-scale tower base with recurring bays, traditional fenestration patterns and materials reflective of the district character.
Largely positive impact on quality of streetscape resulting from conversion to commercial and office use	Change in land use	Inclusion of human-scale base reflective of commercial/office use for continuity along the streetscape.
Shady tree-lined streets with thick trunks and over-arching limbs creates a substantial canopy along a more intimate scale of the minor streets and lanes	Alteration	Replanting and landscape plans consistent with WWHCD policies to contribute to the streetscape character.
Grand trees of a variety of species and ages	Potential alteration/land disturbance	Retention of mature trees where possible, and protection of root zone during construction including appropriate tree management strategy. Replanting and landscape plans consistent with WWHCD policies to contribute to the streetscape character.

## Heritage Perspective

### HCD Goals and Objectives

Goal or Objective	Does the development satisfy it?
<b>Maintain the low-density residential character of the West Woodfield Heritage Conservation District as the predominant land use, while recognizing that certain areas of the District already have or are intended for a wider range of uses by:</b>	
Ensuring that appropriate Official Plan policies, designations and zoning regulations are in effect that support the residential community	The proposed development re-establishes historical residential use where commercial use currently exists, albeit at a larger scale; the podium creates a consistent street front – from the user experience – with the adjacent two and three story residential buildings (converted for commercial use)
Establishing policies that will consider and mitigate the potential impacts of non-residential or higher intensity residential uses on the heritage character of low-density residential areas	Under consideration is whether or not the development appropriately mitigates the potential impacts; Stantec identified impacts associated with vibrations, views, and positive impacts associate with streetscapes A City Hall Precinct Area Plan has not been established to date
Developing area or site-specific policies and guidelines for those areas intended for nonresidential or higher intensity residential uses that will protect key heritage attributes, while allowing greater latitude for potential alterations or redevelopment	The subject site is immediately adjacent to the area identified for higher intensity residential uses; the WWHCD plan contemplates possible plans for the subject site, but none have been established to date
Ensuring that infill development or redevelopment is compatible with the heritage character and pedestrian scale of the District	The proposed development enhances the pedestrian scale through use of a podium such that the user experience will be that of a smaller building; enhancements include consistent setbacks, restoration of a treed canopy, restoration of residential land use in combination of commercial street fronts

## Heritage Perspective

### Impact on Heritage Attributes of West Woodfield

HCD Heritage Attribute	Impact Anticipated?
Visual consistency in architecture including front porches, decorative gables, projecting bays, and recurring window forms and details	Yes
Prevalence of public buildings and spaces including four churches, the former public library, the Victoria Park band shell and City Hall	No
Largely positive impact on quality of streetscape resulting from conversion to commercial and office use	Yes
The heart of historic London and picturesque Victoria Park	No
Shady tree-lined streets with thick trunks and over-arching limbs creates a substantial canopy along a more intimate scale of the minor streets and lanes	Yes
Grand trees of a variety of species and ages	Yes

## Architectural Context / Urban Design

### What we Heard through Consultation

- Height and scale – concern of height and scale on surrounding neighbourhood and Victoria Park
- Architecture – concern of sensitivity to surrounding fabric and a disconnect between podium and tower architecture
- Heritage – “out of character” with surrounding fabric



Original Application  
(25 storeys)

## Architectural Context / Urban Design

### Architectural Intent

Modern re-imagining of the surrounding heritage essence, without synthetically re-creating architectural forms



## Architectural Context / Urban Design

### Podium Design

Podium redesigned to further reflect architectural language and scale of West Woodfield:

- Reduced to 3 storeys to match single detached heights in area and further street level pedestrian experience
- Bay-like, vertical delineation to reflect an individual building widths
- Bold podium cornice to define podium vs tower
- Complementary palette of materials (brick) and colours to heritage fabric
- Consistent setback from Wellington and Wolfe to reinforce urban pattern
- Transparency and activity space focused on Wellington and at corner
- Parking structure masked by historically sympathetic materials and spandrel glazing



## Architectural Context / Urban Design

### Tower Design

Tower re-designed to be more sensitive to West Woodfield context and follow architectural language of the podium

- Tower height reduced to 19 storeys and continued to be stepped back from podium
- Façade design pattern emphasizes sense of verticality to reduce visual impact of mass to pedestrians on streets
- Complementary materials (coloured concrete) to podium materials to further reinforce heritage fabric
- Colour pattern continues from podium to tie building together
- Classic grid-like window pattern representing the traditional
- Lighter materials on upper storeys to diminish perception of height
- Floor-plate size consistent with design guidance at 1,100 square feet



## Architectural Context / Urban Design

### Option for Further Response to Address Concerns

Auburn and the project team feel the 22-storey development satisfies the tests of the Official Plan



Responding to sensitivity concerning building height, Auburn's design for a 17-storey building

- Same pedestrian-scaled podium
- Reduction of 5 storeys in tower
- Colours and materials on top storeys to further reduce perception of height
- Larger floor footprint to offset height reduction
- Less emphasis on floor-plate guidance in order to reduce height

## Architectural Context / Urban Design

### Option for Further Response to Address Concerns

22 storeys

17 storeys



## Architectural Context / Urban Design

### Bonusing

Proposed redesigned building (22 or 17 storey options) does not seek specific bonusing, but the design elements used are commonly attributable to planning increases

- ✓ Quality of architecture (podium and tower)
- ✓ Ground floor active commercial activities
- ✓ Sympathetic use of new materials
- ✓ Reclamation / re-use of existing brick
- ✓ Opportunity for public art
- ✓ Opportunity for heritage endowment fund

## Summary

The proposed development:

- ✓ Does fulfill intensification objectives and locational requirements of the Official Plan when comprehensively reviewed
- ✓ Recognizes the site's locational prominence with corresponding land use
- ✓ Does not contribute to the loss of heritage resources
- ✓ Is designed to be complementary to the historical context and mitigates the impacts of height to the surrounding neighbourhood
- ✓ Does not require a Development Charge subsidy by rate-payer