

<b>TO:</b>	<b>CHAIR AND MEMBERS PLANNING &amp; ENVIRONMENT COMMITTEE</b>
<b>FROM:</b>	<b>JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER</b>
<b>SUBJECT:</b>	<b>APPLICATION BY: THAMES VALLEY DISTRICT SCHOOL BOARD 790, 792 AND 794 QUEBEC STREET PUBLIC PARTICIPATION MEETING ON DECEMBER 4, 2017</b>

<b>RECOMMENDATION</b>
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That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the application of Thames Valley District School Board relating to the properties located at 790, 792 and 794 Quebec Street:

- (a) The proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting December 12, 2017 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan, to change the zoning of the subject property **FROM** a Residential R2 (R2-2) Zone, **TO** a Neighbourhood Facility (NF) Zone;
- (b) The Site Plan Approval Authority **BE REQUESTED** to consider the following through the site plan process:
  - i) The installation of 1.8m tall board on board privacy fence where the subject site abuts residential dwellings to the south and east;
  - ii) The installation of 1.5m tall transparent fence of wrought iron or similar style where the subject site abuts Quebec Street; and
  - iii) The use of landscaping including tree planting and flax grasses or similar treatment where the subject site abuts Quebec Street.

<b>EXECUTIVE SUMMARY</b>
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### Summary of Request

The Thames Valley District School Board is seeking to acquire three residential properties to extend and enlarge the school yard for the adjacent East Carling Public School.

### Summary of Recommended Action

The purpose and effect of the recommended action is to demolish the existing dwellings at 790, 792 & 794 Quebec Street, and re-zone the properties from the Residential R2 (R2-2) Zone to the Neighbourhood Facility (NF) Zone, and consolidate the properties.

### Rationale of Recommended Action

1. The enlargement of the existing school is consistent with the Provincial Policy Statement, 2014 as it creates a more functional space and optimizes the existing public service facility;
2. The recommended amendment is consistent with the Community Facility policies of the existing Official Plan as well as the Neighbourhood policies of the London Plan;
3. The existing East Carling Public School is compatible with the surrounding residential neighbourhood, and the additional land will create a larger and more viable school yard.

<b>ANALYSIS</b>
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## **1.0 Site at a Glance**

### **1.1 Property Description**

The subject site is comprised of three separate, single detached dwellings with a total lot area of 1,575m<sup>2</sup> and frontage of 34m. The three dwellings were constructed circa 1930 and are not heritage listed or designated properties. The site is located within an established residential neighbourhood and along a Primary Collector (Quebec Street) and local street (Glasgow Street). There are low density residential forms to the south, east, and across Quebec Street to the west. The Neighbourhood Facility, East Carling Primary School is located to the north of 794 Quebec Street.

### **1.2 Current Planning Information** (see more detail in Appendix D)

- Official Plan Designation – Low Density Residential
- The London Plan Place Type – Neighbourhood
- Existing Zoning – Residential R2-2 Zone

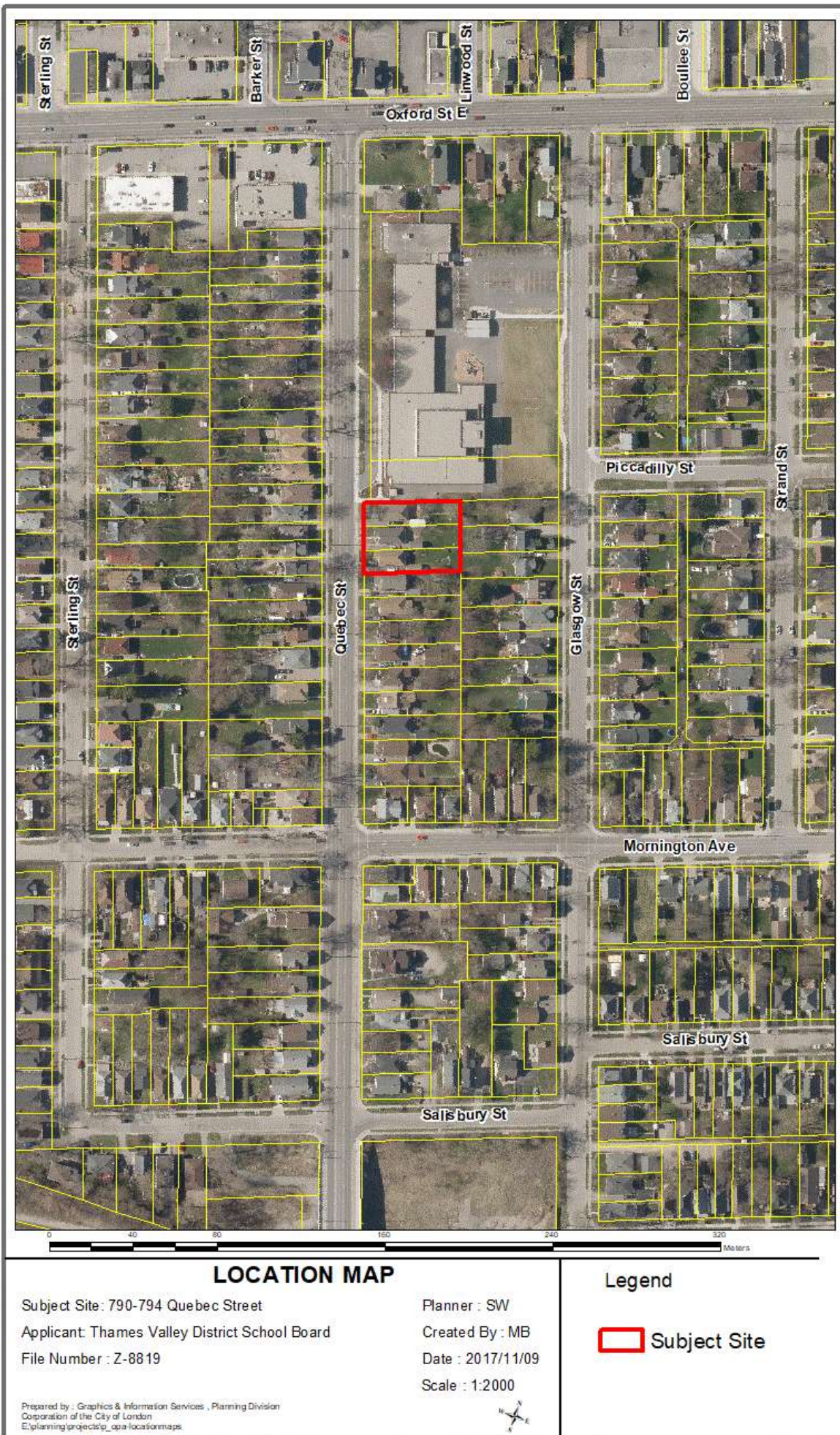
### **1.3 Site Characteristics**

- Current Land Use – single detached dwellings
- Frontage – 34m total
- Depth – 46m
- Area – 1,575m<sup>2</sup> total
- Shape – Rectangular

### **1.4 Surrounding Land Uses**

- North – Neighbourhood Facility (School)
- East – Low Density Residential
- South – Low Density Residential
- West – Low Density Residential

1.5 Location Map



## 2.0 Description of Proposal - Development Proposal

The Thames Valley District School Board is seeking to demolish the three existing dwellings, and to add the lands (1,575m<sup>2</sup>) to the adjacent East Carling School site. There are no new buildings proposed, and the lands will be used for additional school yard and open space areas.



Figure 1: Streetview of Subject Site: From left to right – 794, 792 & 790 Quebec Street

## 3.0 Relevant Background

### 3.1 Planning History

The school site was formerly known as the Bishop Townshend School which was established circa 1958. The school underwent renovation and expansion beginning in 2014 to accommodate pupils from the closure and amalgamation of another nearby elementary school, the Lorne Avenue Public School. There was a large addition constructed at the south end of the school, and a vestibule and formalized drop off area created along Quebec Street. A minor variance application A.110/14 was approved in 2014 to permit a rear yard setback of 4.4m for the building along Quebec Street, and to permit a parking area setback of 0m along the Glasgow Street frontage.

Upon completion of the works, the school was re-opened as the East Carling Public School. The subject site is intended to be added to the school property to provide additional outdoor open space to support the recent expansion and building improvements.

### 3.2 Requested Amendment

The requested amendment is to rezone the subject site from a Residential R2 (R2-2) which permits single, semi-detached and duplex dwellings, to a Neighbourhood Facility (NF) zone which permits places of worship, elementary schools and day care centres.

### 3.3 Community Engagement (see more detail in Appendix B)

There were four responses received from the circulation and notice period including two written submissions and two sets of comments provided by phone.

One neighbour expressed no objection for the proposal and encouraged the provision of extra playground for the school.

The other three submissions expressed concerns with: 1) how the new schoolyard would be buffered from the existing dwellings it would now abut, 2) how it would be

buffered from Quebec Street, 3) the impacts of the pupils on the neighbouring properties, 4) the impacts of demolition on existing nearby dwellings, 5) how the new school yard would be used, and 6) if the increased school capacity would lead to increased infill development.

The planning concerns raised will be addressed further through this report. Additional comments regarding the previous decision-making and planning process for the local school closures and expansions were passed along to the Thames Valley District School Board for their information and consideration.

### **3.4 Policy Context (see more in Appendix C)**

#### Provincial Policy Statement (PPS), 2014

The Provincial Policy Statement (PPS) defines public service facilities as land, buildings and structures that provide programs and services provided or subsidized by the government or other body such as social assistance, recreation, police and fire protection, health and educational programs, and cultural services. The result of the proposed amendment will add lands to the abutting elementary school use which is categorized as an educational public service facility.

Public Service Facilities are required to meet current and projected needs and to be financially viable over their life cycle (1.6.1). The proposed addition of the subject site to extend the school yard will support the recent renovation and extension of the school, and make the site more functional. The PPS also provides direction that before consideration is given to the development of new public service facilities, the use of existing public service facilities should be optimized (1.6.3). The improvement and enhancement of the existing school is optimized by the addition of the subject site, which does not require a new built situation.

#### Official Plan

The lands are within the Low Density Residential designation in the Official Plan which are primarily developed or planned for low-rise, low density housing forms. Some secondary permitted uses are contemplated within the Low Density Residential designation, including community facilities as per the policies of Section 3.6.4. Community facilities that are normally associated with, and integral to, a residential environment are considered where appropriate. The range of community facilities includes places of worship, day care centres, libraries, schools, community centres, public parks, and public recreation facilities.

#### London Plan

The subject site is within the Neighbourhood Place Type in the London Plan, and located along a Neighbourhood Connector (Quebec Street) and Neighbourhood Street (Glasgow Street). Schools, places of worship and other small-scale community facilities to support all ages are permitted in appropriate locations within neighbourhoods (918\_8). Small-scale community facilities are identified as a permitted use located on a Neighbourhood Connector, which is consistent with the site having frontage on Quebec Street.

## **4.0 Key Issues & Considerations**

### **4.1 Use**

The PPS promotes efficient development and land use patterns through an appropriate range and mix of uses, including ensuring public service facilities are financially viable, and available to meet current and projected needs (1.1.1 & 1.6.1). The extension of the

school yard will provide additional space to increase the function of the use and will help accommodate additional play areas for current and future students.

The PPS requires development patterns to be efficient and to optimize the use of land, resources and public investment in infrastructure and public service facilities (part iv). The recent expansion of the East Carling Public School represents an investment in this public service facility which would be supported by the future expansion and addition of the school yard on the subject site.

The London Plan acknowledges that public facilities form important hubs within neighbourhoods, and schools specifically are not only forums for students to learn, but they are also facilities where residents vote in elections, participate in recreational programs, or use fields and playground (423 & 425). The requested amendment will increase the land area for the existing community facility and extend the school yard, which will provide more formal recreation space for students during school hours, and local informal outdoor recreation space after hours.

#### 4.2 Compatibility with Residential Character

The East Carling public school is an existing community facility which has been in the neighbourhood since it opened in 1958 and has achieved a high degree of compatibility with the surrounding residential neighbourhood. Furthermore, consistent with the policies of the Low Density Residential Designation, elementary schools are considered to be compatible land uses with low rise housing forms, and are identified as a secondary permitted use (OP, 3.2.1.iv). The conversion of the subject site from residential uses to the proposed community facility use (school) will not detract from the existing residential amenity in the neighbourhood, and the extension of the school yard provides additional open space adjacent to the existing dwellings on Quebec and Glasgow Streets.

The subject site will be added to the lands previously approved through the existing site plan (SP14-034509) which addressed the traffic, open space, parking and pick-up facilities. An amendment to the agreement will be required to update the legal description, and address additional requirements such as fencing, screening and landscaping.

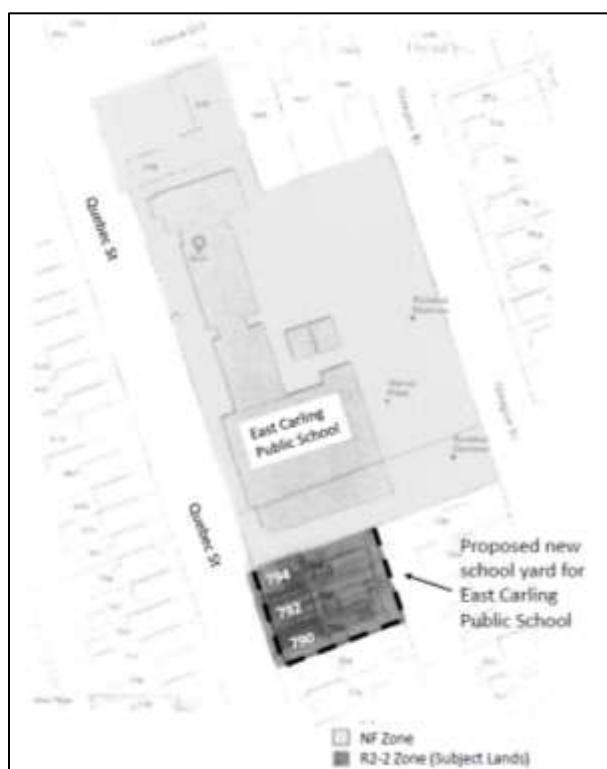


Figure 2: Conceptual Site Plan

#### Residential Interface with Adjacent Dwellings

The boundary between the adjacent residential dwellings at 794 Quebec Street and 741 Glasgow Street and the East Carling Public School is largely comprised of existing chain link fencing. There will be a new interface between the expanded school lands and the rear yards of the dwellings located at 737-741 Glasgow Street and the north side yard of 788 Quebec Street; which is also proposed to be fenced.

Direction will be provided to the site plan approval authority to consider the requirement for board on board privacy fencing of 1.8m (6ft), for the interface between the residential and neighbourhood facility uses. The board on board fencing in this location ensures there is adequate distinction, separation and screening, as well as better privacy for the residential uses.

### Quebec Street Frontage

The removal of the three existing dwellings and consolidation of land with the existing Neighbourhood Facility shifts the existing interface between the school and the abutting residential neighbourhood further to the south along the Quebec Street frontage. The fencing and landscaping features will be addressed through the site plan approvals stage, and direction for the use of enhanced materials is provided to ensure there is no loss of residential amenity in the general area and for abutting neighbours. Transparent fencing styles like wrought iron will activate Quebec Street, while tree and other plantings soften the edge and add interest, which will result in an improved streetscape along Quebec Street.

### **4.3 Neighbourhood Facility Zone**

The Neighbourhood Facility (NF) Zone provides for and regulates public and private facilities which primarily serve a neighbourhood function. The identified use of the subject site is for an extension to the school yard as open space. There are no new buildings or construction proposed for this area at this time.

The NF zone includes a minimum landscaped open space requirement of 25% and the existing school is providing 28.8%. The main schoolyard is located along Glasgow Street to the east comprised of a sport field, green space, basketball courts and hard surfacing. A separate yard is located along Quebec Street to the northwest of the school with play structures and some green space geared towards younger children, and an additional minor yard is located along the south boundary of the school building which is comprised mostly of hardscaping. The proposed addition of the lands will increase the landscaped open space on site to 37%, as well as improve the function of the open space through a larger, more usable space along Quebec Street.



Figure 3: South Schoolyard – View from Quebec Street

The current lot coverage of the school is at the 30% maximum permitted by the Neighbourhood Facility (NF) Zone. The addition of the subject site also provides an additional 473m<sup>2</sup> of future building potential, if the need arises to accommodate increased student population or if additional facilities are required.

<b>CONCLUSION</b>
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The recommended amendment is consistent with the Provincial Policy Statement, 2014, the policies of the Official Plan and The London Plan. The extension of the proposed East Carling school yard will create a more functional public facility and increase the usability of the site. The neighbourhood facility is existing and is compatible with the surrounding residential neighbourhood.

<b>PREPARED BY:</b>	<b>SUBMITTED BY:</b>
<b>SONIA WISE PLANNER II, CURRENT PLANNING</b>	<b>MICHAEL TOMAZINCIC, MCIP, RPP MANAGER, CURRENT PLANNING</b>
<b>RECOMMENDED BY:</b>	
<b>JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER</b>	

November 27, 2017

SW/

\\FILE2\users-z\pdp\Shared\implemen\DEVELOPMENT APPS\2017 Applications 8723 to\8819Z - 790-794 Quebec St (SW)\PEC Report\AODA Revised Amendment Report - 790 Quebec St hybrid.docx



**Appendix "A"**

Bill No. (number to be inserted by Clerk's Office)  
2018

By-law No. Z.-1-18\_\_\_\_\_

A by-law to amend By-law No. Z.-1 to  
rezone an area of land located at 790, 792  
and 794 Quebec Street.

WHEREAS the Thames Valley District School Board has applied to rezone an area of land located at 790, 792 and 794 Quebec Street, as shown on the map attached to this by-law, as set out below;

AND WHEREAS this rezoning conforms to the Official Plan;

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

- 1) Schedule "A" to By-law No. Z.-1 is amended by changing the zoning applicable to lands located at 790, 794 and 794 Quebec Street, as shown on the attached map comprising part of Key Map No. A108, from a Residential R2 (R2-2) Zone to a Neighbourhood Facility (NF) Zone.

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.

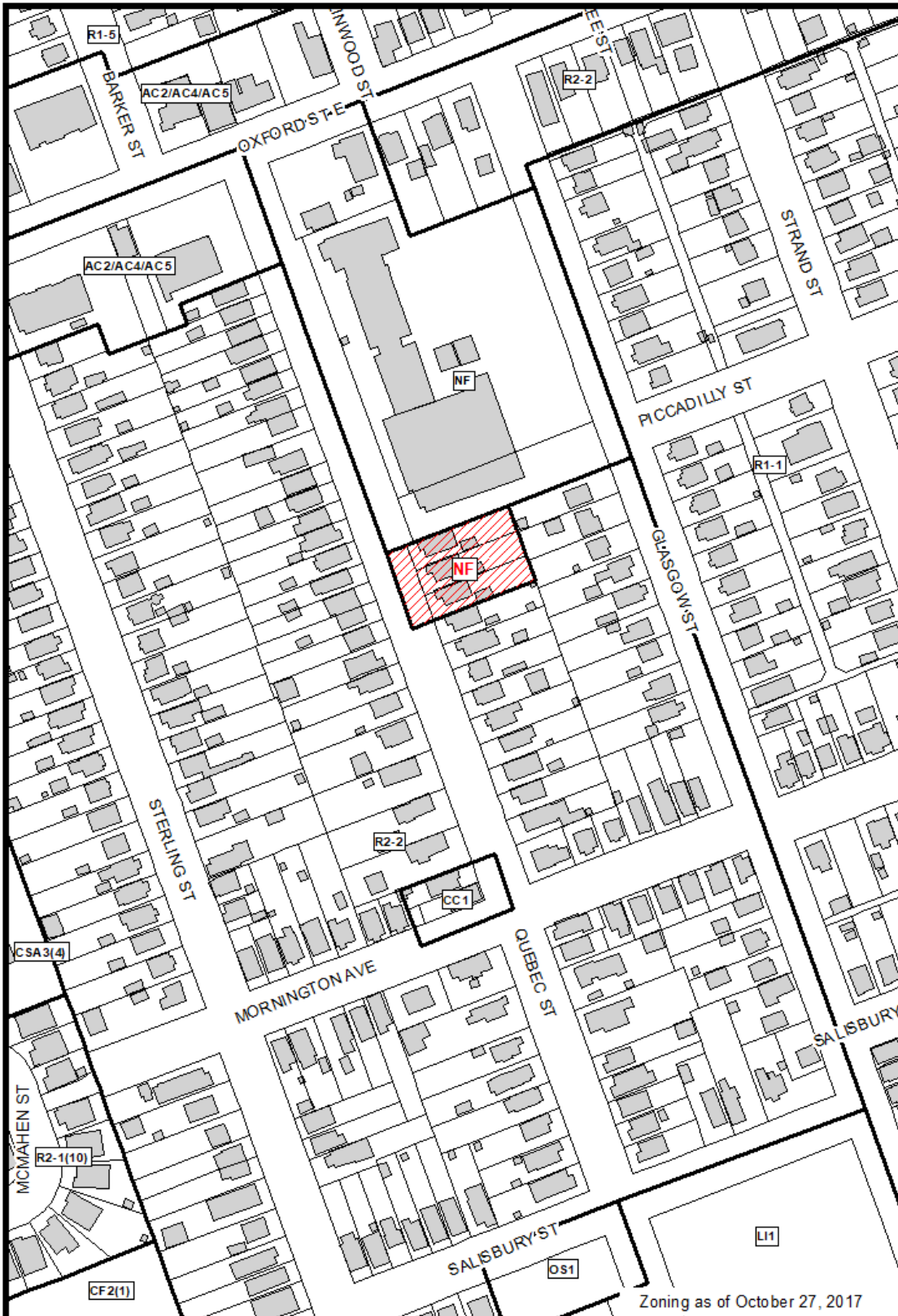
PASSED in Open Council on December 12, 2017.

Matt Brown  
Mayor


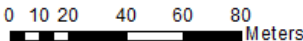

Catharine Saunders  
City Clerk

First Reading – December 12, 2017  
Second Reading – December 12, 2017  
Third Reading – December 12, 2017

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



Zoning as of October 27, 2017

<p>File Number: Z-8819                  Planner: SW                  Date Prepared: 2017/11/09                  Technician: MB                  By-Law No: Z.-1-</p>	<p><b>SUBJECT SITE</b> </p> <p>1:2,000</p> <p> Meters</p> <p align="center"></p>
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Geodatabase

## Appendix “B” - Community Engagement

<p><b>Public liaison:</b> On September 21, 2017 Notice of Application was sent to 114 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 September 22, 2017. A “Planning Application” sign was also posted on the site.</p> <p>4 replies were received</p>
<p><b>Nature of Liaison:</b> Possible change from a Residential R2 (R2-2) Zone which permits single-detached, semi-detached, duplex and converted dwellings, to a Neighbourhood Facility (NF) Zone which permits day care centres, places of worship and elementary schools.</p>
<p><b>Responses:</b> A summary of the various comments received include the following:</p> <p><u>No Objection for:</u></p> <p>One submission expressed no concern for the proposed use</p> <p><u>Concern for:</u></p> <ol style="list-style-type: none"> <li>1) The buffering/screening of the new schoolyard from the existing abutting dwellings</li> <li>2) The buffering/screening of the new yard from Quebec Street</li> <li>3) Impacts of the pupils on the neighbouring properties</li> <li>4) Impacts of demolition on neighbouring properties</li> <li>5) The use of the new school yard, and</li> <li>6) If the increased school capacity would lead to increased infill development.</li> </ol> <p>Additional comments regarding the previous decision-making and planning process for the local school closures and expansions were passed along to the Thames Valley District School Board for their information and consideration.</p>

### Responses to Public Liaison Letter and Publication in “The Londoner”

Telephone	Written
Barb Atkin 758 Glasgow Street London, ON N5Y1V9	Rene Capstick 741 Glasgow Street London ON N5Y 1V8
Darlene Turnbull 739 Glasgow Street London ON N5Y 1V8	Mae Hrycak 788 Quebec Street London ON N5Y 1X4

### Agency/Departmental Comments

#### September 27, 2017: Transportation Planning and Design

Please find below Transportations comments regarding the Zoning application for 790-794 Quebec Street, Z-8819.

- Road widening dedication of 13.0m from centre line required along Quebec Street

#### October 23, 2017: Development Services – Engineering

No concerns for the re-zoning application.

#### *General comments for future development application*

1. Considering the school yard will be abutting residential lands, a privacy fence shall be installed along the perimeter of the residential properties.

2. The applicant shall obtain a demolition permit from the City prior to removing any structures on-site. Ensure the decommissioning of the existing residential private services are included in the permit.
3. There is a municipal sewer easement traversing the school property. Ensure no structures or encroachments within the easement.

October 5, 2017: London Hydro

No objection

## Appendix “C”: Policy Context

The following policy and regulatory documents were considered in their entirety as part of the evaluation of the requested land use change. The most relevant policies, by-laws, and legislation are identified as follows:

### Provincial Policy Statement (PPS) 2014

p. 47 – Definitions

**Public service facilities:** means land, buildings and structures for the provision of programs and services provided or subsidized by a government or other body, such as social assistance, recreation, police and fire protection, health and educational programs, and cultural services. Public service facilities do not include infrastructure.

part iv – vision for Ontario’s land use planning system

1.1.1 – healthy, liveable and safe communities

1.6.1 – infrastructure and public service facilities

1.6.3 – optimization of existing public service facilities

### Official Plan

3.2.1 – Low Density Residential Designation - Permitted Uses

3.6.4 – Community Facilities

### London Plan

423 – what are public facilities and services?

425 – why are public facilities important to our future?

918\_8 – Neighbourhoods secondary permitted uses

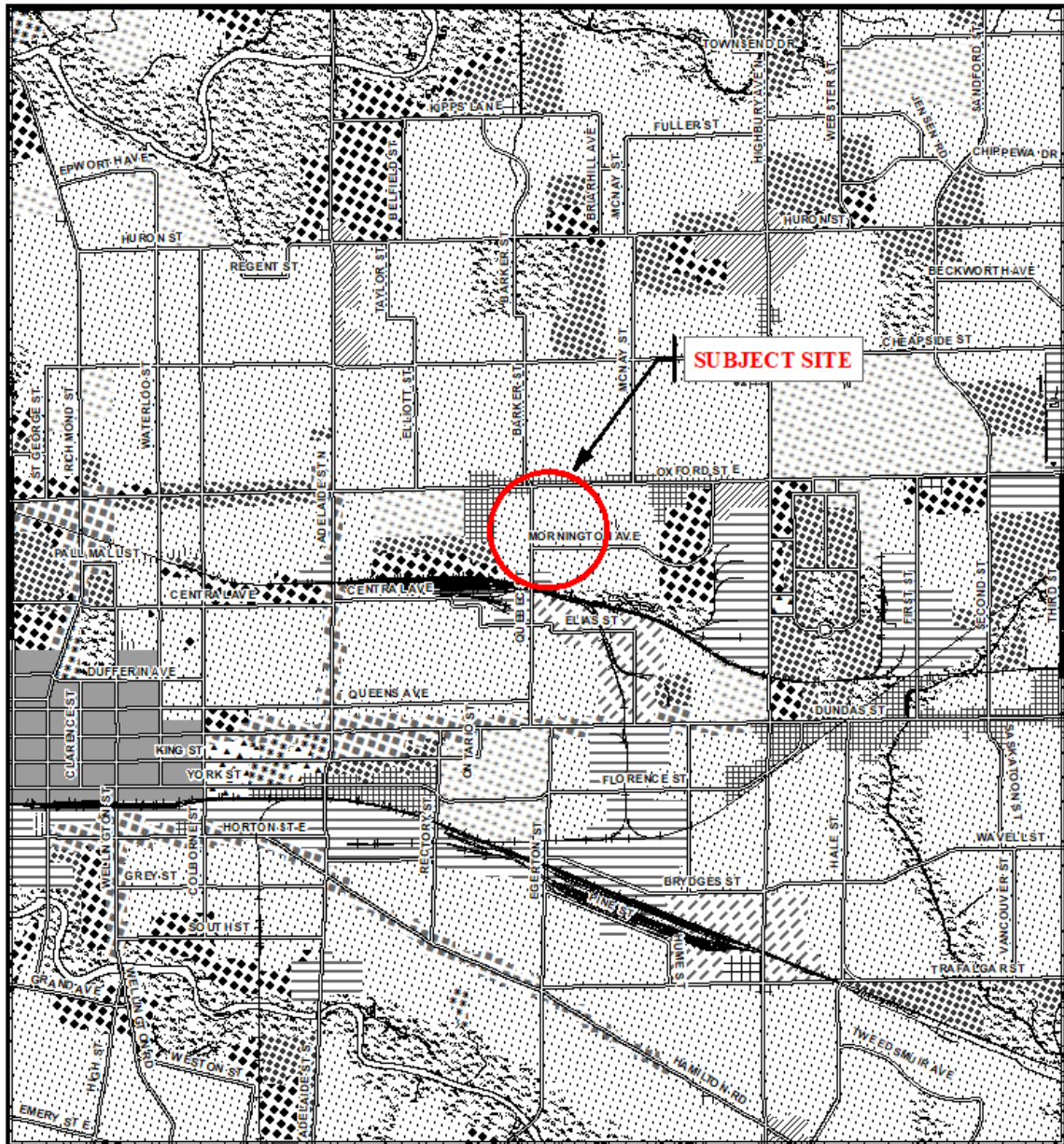
Table 10 – range of permitted uses in Neighbourhood Place Type

### Z.-1 Zoning By-law

Section 4 – general provisions

Section 33 – neighbourhood facility (NF) zone

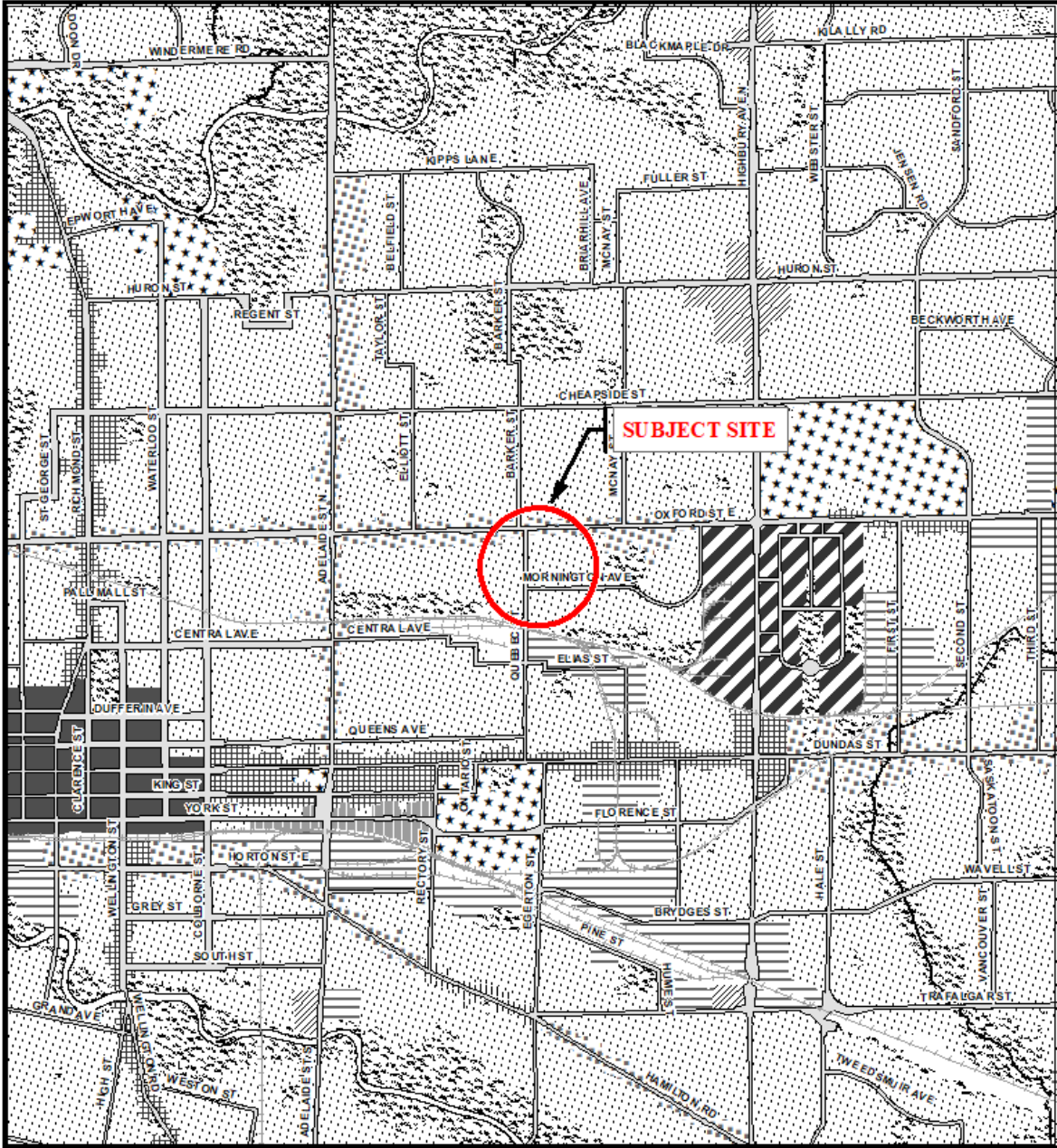
## Appendix "D" - Additional Maps



Legend					
	Downtown		Multi-Family, Medium Density Residential		Office Business Park
	Wonderland Road Community Enterprise Corridor		Low Density Residential		General Industrial
	Enclosed Regional Commercial Node		Office Area		Light Industrial
	New Format Regional Commercial Node		Office/Residential		Commercial Industrial
	Community Commercial Node		Regional Facility		Transitional Industrial
	Neighbourhood Commercial Node		Community Facility		Rural Settlement
	Main Street Commercial Corridor		Open Space		Environmental Review
	Auto-Oriented Commercial Corridor		Urban Reserve - Community Growth		Agriculture
	Multi-Family, High Density Residential		Urban Reserve - Industrial Growth		Urban Growth Boundary

<p><b>CITY OF LONDON</b>                  Planning Services /                  Development Services</p> <p>OFFICIAL PLAN SCHEDULE A                  - LANDUSE -</p> <p><small>PREPARED BY: Graphics and Information Services</small></p>	<p>Scale 1:30,000</p> <p>Meters</p>	<p>FILE NUMBER: Z-8819</p> <p>PLANNER: SW</p> <p>TECHNICIAN: MB</p> <p>DATE: 2017/11/09</p>
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PROJECT LOCATION: e:\planning\projects\p\_officialplan\work\consol00\excerpts\mxd\_templates\scheduleA\_b&w\_8x14\_with\_SWAP.mxd



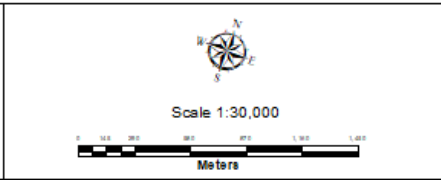
**Legend**

- |                        |                          |   |
|------------------------|--------------------------|---|
| Downtown               | Future Community Growth  | Environmental Review                    |
| Transit Village        | Heavy Industrial         | Farmland                                |
| Shopping Area          | Light Industrial         | Rural Neighbourhood                     |
| Rapid Transit Corridor | Future Industrial Growth | Waste Management Resource Recovery Area |
| Urban Corridor         | Commercial Industrial    | Urban Growth Boundary                   |
| Main Street            | Institutional            |   |
| Neighbourhood          | Green Space              |   |

*This is an excerpt from the Planning Division's working consolidation of Map 1 - Place Types of the London Plan, with added notations.*

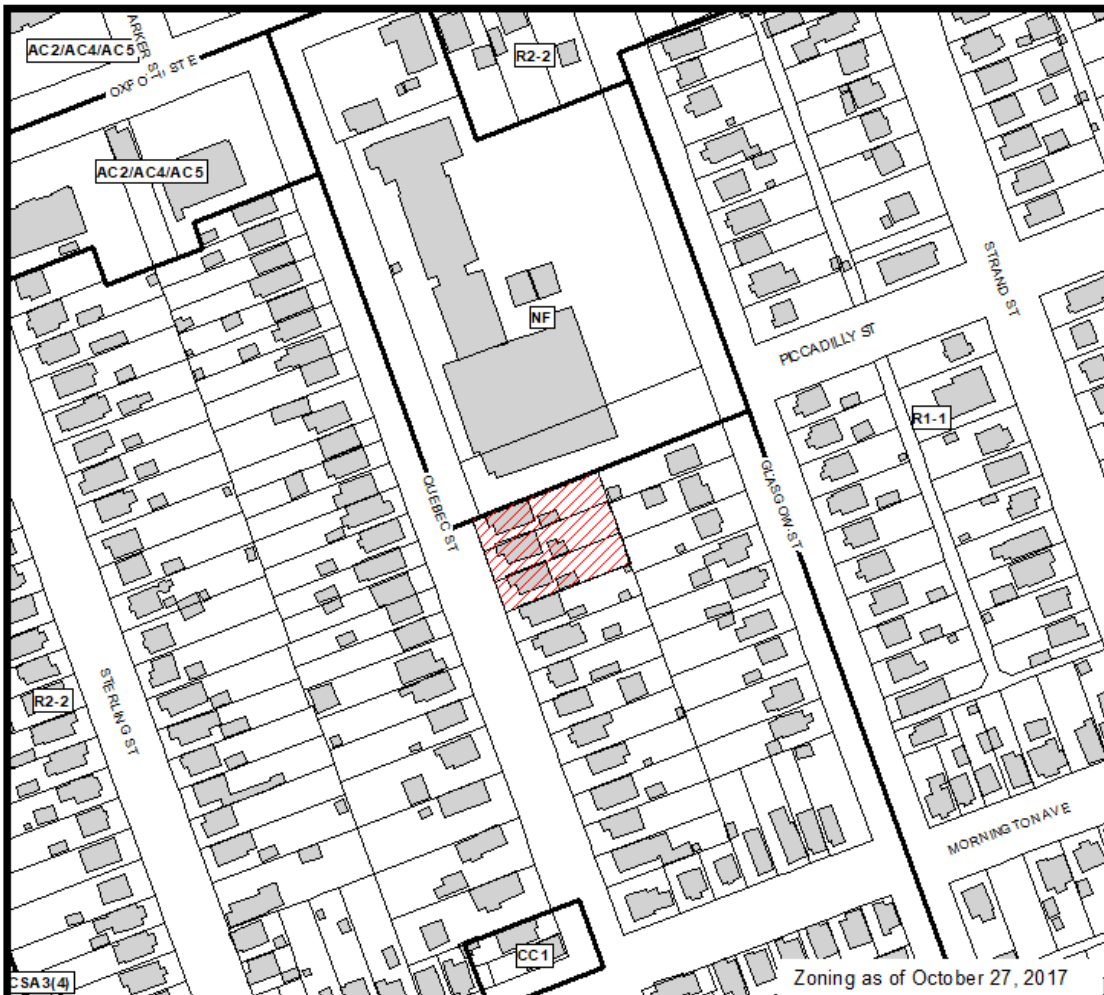
*At the time of the printing of this map, the Rapid Transit EA is in progress. This map shows the Rapid Transit Corridors and Urban Corridors to recognize potential alignments. These Place Types will be modified to align with the results of the EA process for the final version of The London Plan.*

**CITY OF LONDON**  
 Planning Services /  
 Development Services  
**LONDON PLAN MAP 1**  
**- PLACE TYPES -**  
 PREPARED BY: Planning Services



**File Number:** Z-8819  
**Planner:** SW  
**Technician:** MB  
**Date:** November 9, 2017

Project Location: E:\Planning\Projects\lp\_officialplan\work\consolid00\excerpts\_LondonPlan\EXCERPT\_Map1\_PlaceTypes\_b&w\_8x14.mxd



**COUNCIL APPROVED ZONING FOR THE SUBJECT SITE: R2-2**

1) **LEGEND FOR ZONING BY-LAW Z-1**

- |   |                                   |
|---|-----------------------------------|
| R1 - SINGLE DETACHED DWELLINGS            | RF - REGIONAL FACILITY            |
| R2 - SINGLE AND TWO UNIT DWELLINGS        | CF - COMMUNITY FACILITY           |
| R3 - SINGLE TO FOUR UNIT DWELLINGS        | NF - NEIGHBOURHOOD FACILITY       |
| R4 - STREET TOWNHOUSE                     | HER - HERITAGE                    |
| R5 - CLUSTER TOWNHOUSE                    | DC - DAY CARE                     |
| R6 - CLUSTER HOUSING ALL FORMS            | OS - OPEN SPACE                   |
| R7 - SENIOR'S HOUSING                     | CR - COMMERCIAL RECREATION        |
| R8 - MEDIUM DENSITY/LOW RISE APTS.        | ER - ENVIRONMENTAL REVIEW         |
| R9 - MEDIUM TO HIGH DENSITY APTS.         |                                   |
| R10 - HIGH DENSITY APARTMENTS             | OB - OFFICE BUSINESS PARK         |
| R11 - LODGING HOUSE                       | LI - LIGHT INDUSTRIAL             |
| DA - DOWNTOWN AREA                        | GI - GENERAL INDUSTRIAL           |
| RSA - REGIONAL SHOPPING AREA              | HI - HEAVY INDUSTRIAL             |
| CSA - COMMUNITY SHOPPING AREA             | EX - RESOURCE EXTRACTIVE          |
| NSA - NEIGHBOURHOOD SHOPPING AREA         | UR - URBAN RESERVE                |
| BDC - BUSINESS DISTRICT COMMERCIAL        |                                   |
| AC - ARTERIAL COMMERCIAL                  | AG - AGRICULTURAL                 |
| HS - HIGHWAY SERVICE COMMERCIAL           | AGC - AGRICULTURAL COMMERCIAL     |
| RSC - RESTRICTED SERVICE COMMERCIAL       | RRC - RURAL SETTLEMENT COMMERCIAL |
| CC - CONVENIENCE COMMERCIAL               | TGS - TEMPORARY GARDEN SUITE      |
| SS - AUTOMOBILE SERVICE STATION           | RT - RAIL TRANSPORTATION          |
| ASA - ASSOCIATED SHOPPING AREA COMMERCIAL |                                   |
| OR - OFFICE RESIDENTIAL                   | "h" - HOLDING SYMBOL              |
| OC - OFFICE CONVERSION                    | "D" - DENSITY SYMBOL              |
| RO - RESTRICTED OFFICE                    | "H" - HEIGHT SYMBOL               |
| OF - OFFICE                               | "B" - BONUS SYMBOL                |
|   | "T" - TEMPORARY USE SYMBOL        |

**CITY OF LONDON**

PLANNING SERVICES / DEVELOPMENT SERVICES

**ZONING  
BY-LAW NO. Z.-1  
SCHEDULE A**



THIS MAP IS AN UNOFFICIAL EXTRACT FROM THE ZONING BY-LAW WITH ADDED NOTATIONS

FILE NO:

Z-8819

SW

MAP PREPARED:

2017/11/09

MB

1:2,000

0 10 20 40 60 80 Meters