Report to Planning and Environment Committee

To: Chair and Members

Planning & Environment Committee

From: John M. Fleming

Managing Director, Planning and City Planner

Subject: Adelaide Properties

894 Adelaide Street North

Public Participation Meeting on: May 14, 2018

Recommendation

That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the application of Adelaide Properties relating to the property located at 894 Adelaide Street North:

- (a) The proposed by-law <u>attached</u> hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting May 22, 2018 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 holding Residential R6 Special Provision (h-89*R6-5(_)) Zone;
- (b) The Site Plan Approval Authority **BE REQUESTED** to consider the following through the site plan process:
 - i) Construction of a wood, board on-board privacy fencing for the extent of the north, east and south perimeter, with a minimum height of 2.13m (7ft);
 - ii) Interior garbage storage if possible, or appropriately located and enhanced screening for outdoor garbage storage;
 - iii) Tree preservation along perimeter of site where possible, and enhanced tree planting along the north and south.

Executive Summary

Summary of Request

The purpose and effect of the recommended action is to re-zone 894 Adelaide Street North to permit cluster residential apartment buildings. Special provisions are requested to permit an increased density, recognize the existing setbacks of the existing dwelling, and reduced north and south interior side yard setbacks for the proposed apartment building.

Purpose and the Effect of Recommended Action

The requested amendment is to permit the development of a new 2.5 storey apartment building with a total of 9 residential units, while maintaining the existing built form.

Rationale of Recommended Action

- The recommended amendment is consistent with, and will serve to implement the policies of the Provincial Policy Statement, 2014 which encourage infill and intensification and the provision of a range of housing types, and efficient use of existing infrastructure;
- 2. The recommended amendment is consistent with the policies of the Low Density Residential designation and will implement an appropriate infill development along Adelaide Street North in accordance with the residential intensification and broader Official Plan policies;
- 3. The proposed residential uses and scale of development are consistent

- with the Urban Corridors Place Type policies in the London Plan;
- 4. The subject lands are of a suitable size and shape to accommodate the development proposed, which is a sensitive and compatible form within the surrounding neighbourhood.

Analysis

1.0 Site at a Glance

1.1 Property Description

The subject site is located on the east side of Adelaide Street North, between Oxford Street to the south, and Cheapside Street to the north. The site is an irregular, flag-shape lot with an existing 2 storey, 6-unit apartment located along Adelaide Street North, and parking in the rear (east) yard, along with a large open space with mature trees. There are single detached dwellings surrounding the site, along Ross Street to the north and Grosvenor Street to the south, with mixed uses and a variety of housing forms along Adelaide Street North. A place of worship is also located along Grosvenor Street to the southeast of the site.



Figure 1: Subject Site and Existing Apartment Building

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

- Official Plan Designation Low Density Residential
- The London Plan Place Type Urban Corridor
- Existing Zoning Residential R2 (R2-2)

1.3 Site Characteristics

- Current Land Use Apartment
- Frontage 15.3m
- Depth Approximately 91m
- Area 2,083m²
- Shape Flag-shape/Irregular

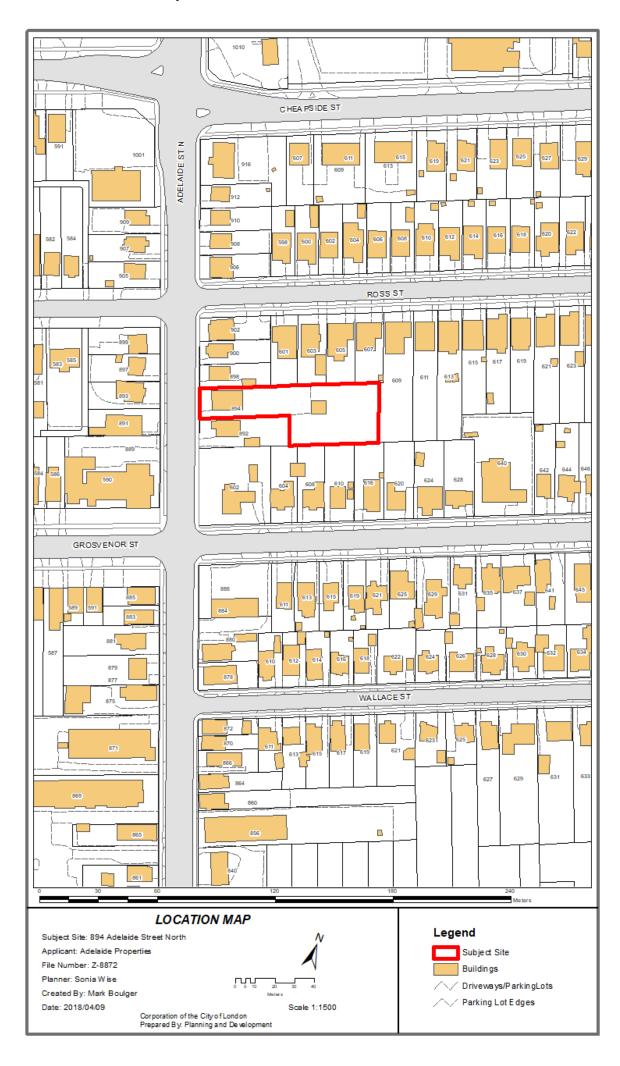
1.4 Surrounding Land Uses

- North Low Density Residential
- East Low Density Residential
- South Low Density Residential
- West Mixed Low-Medium Density Residential

1.5 Intensification

- The proposed nine new residential units represents intensification within the Built-Area Boundary
- The proposed nine new residential units represents intensification within the Primary Transit Area

1.6 Location Map



2.0 Description of Proposal

2.1 Development Proposal

The proposed development is to permit a new 9 unit, 2.5 storey apartment building in the rear of the lot, and retain the existing 6 unit, 2 storey apartment building located along Adelaide Street North. Additional parking is proposed between the two buildings, and open space will be provided along the north, east and south areas of the proposed building.

3.0 Relevant Background

3.1 Planning History

There is an existing two storey, six-unit apartment building located on-site which is not proposed to change. The apartment was originally constructed as a fourplex in 1963 and was converted from four to six units between 1963 – 1987. There is an existing garage/carport located in the rear which was also constructed 1963. The garage is proposed to be demolished to allow for the new structure, and is not heritage listed or designated.

3.2 Requested Amendment

The requested amendment is for a Residential R6 Special Provision R6-5(_) Zone to allow for the retention of the existing built form and the proposed new apartment building. Special provisions are requested to recognize the deficient side and front yard setbacks associated with the existing built form, which is not proposed to change. Special provisions are also requested for the proposed apartment building, which has reduced side yard setbacks, and to allow for the total number of units, which exceeds the density permitted by the zone.

3.3 Community Engagement (see more detail in Appendix B)

Approximately 12 responses were received during the application review. The concerns raised by the public include: stormwater management on the site, a loss of privacy, loss of trees and open space, inappropriate garbage storage location, concern for safety and security in the neighbourhood, impact of light and noise and vehicular access and traffic.

A community information meeting was held on April 17 and approximately 13 residents attended, along with the ward councillor, city planning and engineering staff, the applicant, and their planner and architect. The proposed development was discussed in detail and included an interactive question and answer period.

3.4 Policy Context (see more detail in Appendix C)

Provincial Policy Statement (PPS), 2014

The Provincial Policy Statement (PPS) 2014, provides policy direction on matters of provincial interest related to land use planning and development. The PPS encourages healthy, livable and safe communities which are sustained by accommodating an appropriate range and mix of uses and cost-effective development patterns.

Official Plan

The lands are within the Low Density Residential designation in the Official Plan which is primarily developed for low-rise, low density housing forms. The policies also encourage infill residential development in residential areas where existing land uses are not adversely affected and where development can efficiently

utilize existing municipal services, facilities and land. Residential intensification refers to the development of a property, site or area at a higher density than that which currently exists, and provides consideration for a broader range and intensity of uses (3.2.3.1 - 3.2.3.2).

The London Plan

The London Plan places an emphasis on growing 'inward and upward' which encourages growth within the existing Built-Area Boundary, and Primary Transit Area. A target minimum of 45% for all new residential development will occur within the Built-Area Boundary, and 75% within the Primary Transit Area, which is the part of the City with the highest level of transit service, and includes the subject site (81 & 92.3). The subject site is within the Urban Corridor Place Type which encourages intensification through mid-rise residential and mixed-use development (828).

4.0 Key Issues and Considerations

4.1 Use

The PPS encourages healthy, livable and safe communities which are sustained by accommodating an appropriate range and mix of residential, employment and institutional uses to meet long-term needs (1.1.1 b) PPS). The proposed residential uses are appropriate for the site and integrate positively with the surrounding established residential community. Further, the PPS encourages municipalities to provide for all forms of housing to meet projected requirements by permitting and facilitating all forms of residential intensification in locations where appropriate levels of infrastructure and public service facilities are or will be available and support the use of active transportation and transit in areas where it exists or is to be developed (1.4.3 d) PPS). The site has access to municipal services, transit and nearby amenities, and will make efficient use of the property.

The site is currently within the Low Density Residential designation, which applies to lands primarily intended for low-rise, low density housing forms including detached, semi-detached and duplex dwellings. Within developed areas, the redevelopment of a property at a higher density than currently exists, including the development of vacant or underutilized lots is referred to as 'residential intensification'. A wider range of residential uses are contemplated for intensification projects, including cluster housing and the low-rise apartment building proposed (3.2.3.2).

Within the Urban Corridor Place Type, there is support for the development of a variety of residential types, with varying size, affordability, tenure and design that a broad range of housing requirements are satisfied (830.11). In addition to the range of residential uses; retail, service, office, cultural, recreational and mixed use buildings may also be permitted (837.1). In the surrounding area, there are single detached dwellings located to the north, east and south of the site, and the proposed low-rise apartment building will serve as an appropriate infill form and complementary use to the adjacent low density residential uses.

4.2 Intensity

The PPS directs land use within settlement areas to be based on densities which efficiently use land and resources, and are appropriate for and efficiently use the infrastructure and public service facilities which are planned or available (1.1.3.2). The proposal appropriately re-purposes the existing site and efficiently utilizes the existing public service facilities, and supports public and active transportation options. The proposed low-rise apartment has access to municipal services including water and sanitary services and is proposing to manage stormwater on-site through Low Impact Development (LID).

The Low Density Residential designation normally permits a density up to 30 units per hectare (uph), and residential intensification projects can be contemplated up to 75uph provided the proposal meets the relevant criteria (3.2.3.2). The proposal is for a new apartment building with 9 units for a total of 15 dwelling units, which equates to a density of approximately 72uph. The scale of development and intensity is in keeping with the upper limits of the intensification policies, is appropriate for the site, and supported by a Neighbourhood Character Statement and Compatibility Report (3.2.3.3 & 3.2.3.4).

Residential intensification will be supported by the London Plan in a variety of forms, including redevelopment of underutilized lots at a higher density than currently exists on developed lands, such as the proposed infill development (80.4 & 6). The site is located along a major road (Civic Boulevard), within the Built Area Boundary, and the Primary Transit Area, which provides convenient access to nearby services, amenities and transit.

Intensification will be permitted only in appropriate locations and in a way that is sensitive to existing neighbourhoods and represents a good fit (83). Within the Urban Corridors, it will carefully manage the interface between our corridors and the adjacent lands within less intense neighbourhoods (830.6). The subject site is of a sufficient size and configuration to accommodate the proposed development, and the scale of the proposal is sensitive to the surrounding area.

4.3 Form

The PPS encourages intensification and redevelopment where it can be accommodated, taking into account the existing building stock and the suitability of existing or planned infrastructure (1.1.3 PPS). The proposal will develop an under-utilized site in a form that is compatible to the existing surrounding neighbourhood.



Figure 2: Conceptual rendering of the proposed low-rise apartment building

Within the Low Density Residential designation, infill housing may be in the form of a range of single detached dwellings, attached dwellings, triplexes, fourplexes and low-rise apartment forms (3.2.3.2). The proposed apartment consists of a habitable basement level and two upper floors, and is considered to be a low-rise built form at 2.5 storeys in height or 10m. Within the Urban Corridor Place Type, buildings have a standard maximum height of 6 storeys, with a potential to bonus up to 8 storeys. Development within Corridors will be sensitive to adjacent land uses and employ such methods as transitioning building heights or providing sufficient buffers to ensure compatibility (840.1). The surrounding dwellings are generally one storey bungalows or back-split dwellings with pitched roofs. The height of the proposed building is 2.5 storeys which is a compatible building height to the neighbouring low density residential uses, and consistent with taller structures in the area such as the existing apartment building on site and nearby

places of worship.

The location of the apartment in the rear yard takes advantage of under-utilized space in an urban environment without impacting the Adelaide Streetscape. The main entrances for the proposed apartment are oriented towards the west of the site. The building is appropriately setback from the property boundaries and away from nearby dwellings. The properties abutting the subject site are all rearlotted to the subject site which provides an existing separation distance and buffer from the proposed development. The parking on the subject site is proposed to be accommodated in the existing location and extended along the north property boundary between the two buildings. The rear lot to the east of the proposed building will be maintained as landscaped open space, as will the north and south setbacks to the new building.

In addition to the setbacks, there is also adequate space available to increase privacy through screening and buffering, to minimize the loss of privacy for adjacent properties to the extent feasible (11.1.1 xiv). The subject portion of the site is well landscaped with many mature trees. Trees located along the perimeter of the site are intended to be retained where possible to provide buffering for the proposed development. There is currently inconsistent fencing and treatment for the perimeter of the site, which is comprised of low chain link fencing in many areas. There is an opportunity through the Site Plan Approval Process to improve the privacy through the provision of a consistent wood, board on board fence along the full extent of the perimeter to provide better separation and delineation. In addition to the fencing, the use of landscaping and new plantings will be required along the perimeter of the rear yard to enhance screening and buffering, and maximize privacy between neighbours.

Through the review of detailed design, the Site Plan Approval process considers implementing mitigation efforts to reduce potential impacts and best utilize features such as fencing, lighting, garbage storage and landscaping to provide enhanced privacy and effective screening. At the time of Site Plan Approval, a landscape plan will be required to identify new plantings and vegetation, and a tree preservation plan will identify opportunities for retention of mature vegetation.

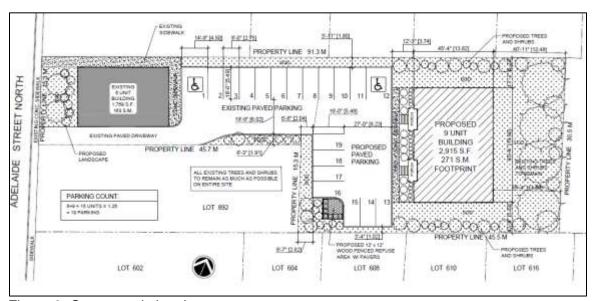


Figure 3: Conceptual site plan

4.4 Transportation and Movement

The site has direct access to Adelaide Street North with an existing driveway located to the south of the existing apartment building. The driveway provides a one-way access into and out of the site and leads to the parking area between the two buildings. The existing access supports the two-way traffic associated with the current built form, and is adequate for the traffic flow anticipated with the 15 total units proposed. There are a total of 19 parking spaces provided which is

meeting the minimum number required for 15 units, based on the rate of 1.25 spaces per residential unit.

There are a number of easily accessible existing transit services which serve the area, including routes 16 and 92 along Adelaide Street, and route 21 along Cheapside Street. At the intersection of Oxford Street East and Adelaide approximately 550m to the south, there are an additional two routes, 4 and 17, and towards the north approximately 850m at Huron Street, are three additional routes including 1, 27 and 32. The site has many options for public transit and high connectivity to the City.

4.5 Stormwater Management

Through the community consultation and engineering input, the management of stormwater has been raised as an item of specific concern. The community has identified current local flooding and existing pooling during storm events due in part to the existing topography of the area.

The Site Plan Control Area By-law identifies that any new development shall manage stormwater on-site and not direct flows to adjacent properties. The subject site does not have access to municipal stormwater infrastructure in this location and the alternative is for the site to manage stormwater through Low Impact Development (LID) on site through such features as infiltration trenches and galleries. A stormwater servicing report that may include geotechnical soil analysis will be required prior to development at the Site Plan Approval stage to ensure that the on-site management techniques proposed are feasible and implementable. A holding provision is recommended to ensure that the study identifying measures to appropriately manage stormwater, run-off, and overland flows is accepted by the City prior to any development.

4.6 Zoning

Residential R6 (R6-5) Zone

The request is to re-zone the site to a Residential R6 (R6-5) Zone which permits cluster forms of housing including apartment buildings. Special provisions are requested for relief from the side yard setbacks of the proposed building to the north and south from 6m required, to 5m provided. The 5m setback represents a minor departure from the required 6m and still allows adequate opportunity and space for buffering, screening and new landscape planting. A special provision is requested to allow for an increase in density from 35 units per hectare to 72 units per hectare to allow for the 15 residential units. A special provision will restrict the height of the proposed development to 10m to ensure a compatible building height for the surrounding context.

A holding provision is proposed for the site to ensure that a stormwater management plan to address on-site runoff and overland flow is accepted by the City prior to development occurring.

More information and detail is available in Appendix B and C of this report.

5.0 Conclusion

The recommended amendment is consistent with the Provincial Policy Statement, 2014, and conforms with the Official Plan, and the London Plan. The proposed infill project will facilitate the development of an underutilized site along Adelaide Street North. The low-rise apartment represents a sensitive and compatible development that is a good fit within the surrounding context, and makes efficient use of the existing municipal services and infrastructure within a developed area.

Prepared by:	
	Sonia Wise, MCIP, RPP Planner II, Current Planning
Submitted by:	
	Michael Tomazincic, MCIP, RPP Manager, Current Planning
Recommended by:	
	John M. Fleming, MCIP, RPP
	Managing Director, Planning and City Planner

May 7, 2018

/sw

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 894 Adelaide Street North.

WHEREAS Adelaide Properties has applied to rezone an area of land located at 894 Adelaide Street North 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 894 Adelaide Street North as shown on the attached map comprising part of Key Map No. A103 from a Residential R2 (R2-2) Zone to a holding Residential R6 Special Provision (h-89*R6-5(_)) Zone.
- 2) Section Number 10.4 of the Residential R6 (R6-5) Zone is amended by adding the following Special Provision:

R6-5() 894 Adelaide Street North

a) Regulations for the existing building

i) Front Yard as existing (Minimum)

ii) Side Yard Setbacks as existing (Minimum)

b) Regulations for apartment buildings

i) Density 72 units per hectare (Maximum)

ii) Interior Side Yard Setback 5m (16 ft) (Minimum)

iii) Height 10m (32ft) (Maximum)

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.

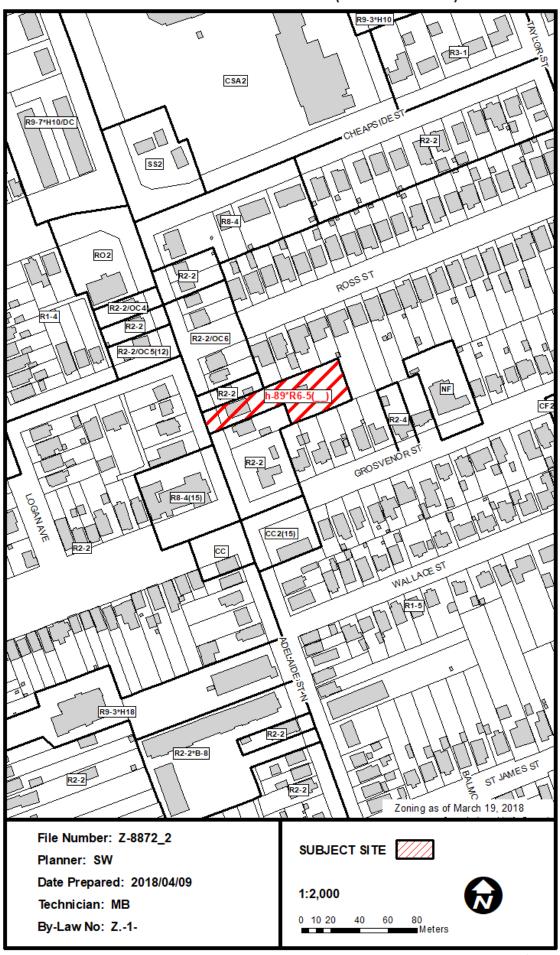
PASSED in Open Council on May 22, 2018.

Matt Brown Mayor

Catharine Saunders City Clerk

First Reading – May 22, 2018 Second Reading – May 22, 2018 Third Reading – May 22, 2018

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



Appendix B – Public Engagement

Community Engagement

Public liaison: On February 21, 2018, Notice of Application was sent to 119 property owners in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on February 22, 2018. A "Planning Application" sign was also posted on the site.

12 replies were received

Nature of Liaison: Request to change Zoning By-law Z.-1 from a Residential R2 (R2-2) Zone which permits single detached, semi-detached, duplex, and converted dwellings, to a Residential R6 Special Provision (R6-5(_)) Zone to permit a range of cluster dwellings including single detached, semi-detached, duplex, triplex, fourplex, townhouse, stacked townhouse and apartment building uses. Special provisions are requested to permit an increased density up to 72 units per hectare and permit reduced interior side yard setbacks for the existing and proposed buildings.

Responses: A summary of the various comments received include the following:

Servicing and Stormwater Management

Concerns for: pumped sanitary servicing, soil composition, the intention to provide onsite LID for stormwater management, local topography and site grading, no catchbasins, overland flow and water ponding issues (x3)

Access to site and vehicular safety

Concerns for: Turning movements into and out of site and impact on Adelaide Street North with only one way access (x2), unsafe for pedestrians, emergency vehicle access to rear, increased traffic and collisions (x2)

Loss of mature trees

Concerns for: loss of mature trees and open space (x6)

Impacts of apartment building

Concerns for: impact of apartment building in rear yard on neighbouring dwellings backyards (x3), too close to amenity space of neighbours, overlooking (x4), lights (x4), exhaust fumes, garbage storage (x6), crime and safety (x4), noise (x3), loss of property value (x3), incompatible with character (x3), loss of privacy (x5), characterless building, too large, increases transient population in area

Design Considerations

Request to: Utilize high fencing, landscaping and relocate garbage storage away from property boundaries

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

Telephone	Written
William Rinehart	William Rinehart
615 Ross Street London ON N5Y 3V8	615 Ross Street London ON N5Y 3V8
Veronica Wilson 650 Grosvenor Street London ON N5Y 3T4	Veronica & Mr. Wilson 650 Grosvenor Street London ON N5Y 3T4
Shannon Braun 615 Ross Street London ON N5Y 3V8	Marcus Schaum 613 Ross Street London ON N5Y 3V8

Z-8872 Sonia Wise

Telephone	Written
	Rosemary Vamos & Thomas Drowns
	608 Grosvenor Street London ON N5Y 3T4
	Julie Shier
	604 Grosvenor Street London ON N5Y 3T4
	Gladys Adams
	603 Ross Street London ON N5Y 3V8
	Yvonne & Bob Hulbert
	610 Grosvenor Street London ON N5Y
	3T4
	Leigh Soldan
	605 Ross Street London ON N5Y 3V8
	Aaron Clark
	Diane Meikle & David Ashford
	609 Ross Street London ON N5Y 3V8
	Chris Butler
	863 Waterloo Street London ON N6A 3W7

Agency/Departmental Comments

Transportation

No comments for the re-zoning application.

The following items are to be considered during the site plan approval stage:

- A road widening dedication of 19.5m from centre line is required along Adelaide Street N.
- Detailed comments regarding access design and location will be made during the site plan process.

SWED

Comments for the re-zoning application.

- The MTE preliminary servicing report appended to the Z-8872 application recognizes a grade differential of 2.4 m between the northeast corner of the site and Adelaide Street. This grade differential means that runoff flows (2-year to 250-year storm events) from the site cannot be conveyed to a valid municipal outlet.
- The report discussed the use of onsite storage/infiltration through some form of LID. In that regard, geotechnical investigation shall be carried out before approval of this zoning By-Law amendment to identify the type of soil and ground water level within the site. The Geotechnical investigation shall also provide recommendations on the preferred LID option. Infiltration system may not be adequate in areas with high ground water level and/or native soils with low infiltration rates (The site appears to be located in an area where the soil is predominantly clay with high ground water level).
- When on-site storage is proposed, it includes the release of stored flows at a restricted flow rate. The question here is where the flows will be discharged to if there is no municipal storm sewer.

WADE

No comments for the re-zoning application.

- WADE is not requiring capacity analysis and does not require any holding provisions.
- The sanitary servicing to accommodate intensification at the back portion of the subject lands which is at a lower grade and elevation than Adelaide St. is somewhat challenging and as proposed will result in private pumping of their sanitary flows to their proposed future private manhole onsite and a new PDC to the municipal system. The subject lands are proposing multiple sanitary outlets to accommodate this new intensification with the new building as proposed to have a new non-standard connection to the top end of a municipal sanitary sewer on Adelaide that flows to the south.
- These comments are to be read in conjunction with the pre-application comments.

<u>Water</u>

No comments for the re-zoning application.

The following items are to be considered during the site plan approval stage:

- Water is available from the existing 450mm CI watermain on Adelaide street.
- A new water service will be required for the proposed development.
- A new fire hydrant may be required for the development.

Additional comments may be provided upon future review of the site

Urban Regeneration

Archaeological Assessment received, no further work required

UTRCA

No objection

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 this requested land use change. The most relevant policies, bylaws, and legislation are identified as follows:

Provincial Policy Statement (PPS) 2014

- 1.1 Managing and directing land use
- 1.4 Housing
- 1.6 Infrastructure and Public Service Facilities

Official Plan

- 3.2 Low Density Residential Designation
- 11 Urban Design
- 19 Planning Tools

London Plan

- 80-88 Built-Area Boundary & Primary Transit Area
- 826 869 Rapid Transit and Urban Corridors
- 1577 Evaluation of Planning Applications

Z.-1 Zoning By-law

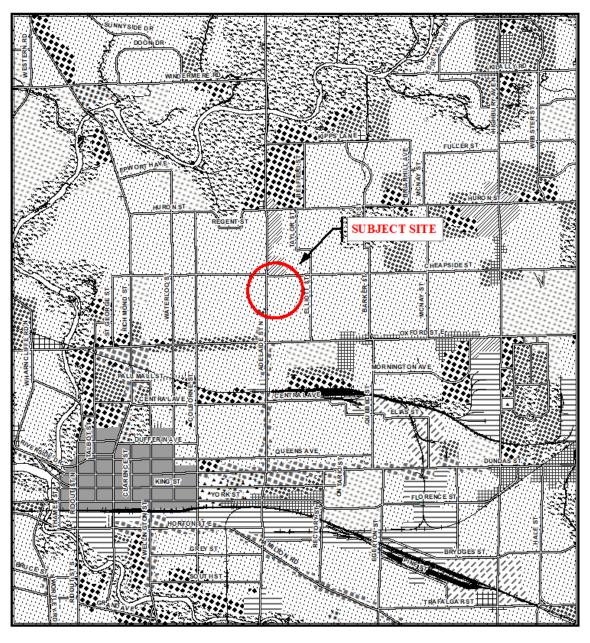
Section 3 - Zones and Symbols

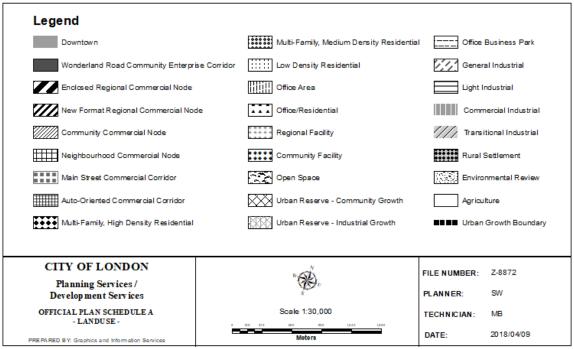
Section 4 - General provisions

Section 10 – Residential R6 (R6-5) zone

Appendix D – Relevant Background

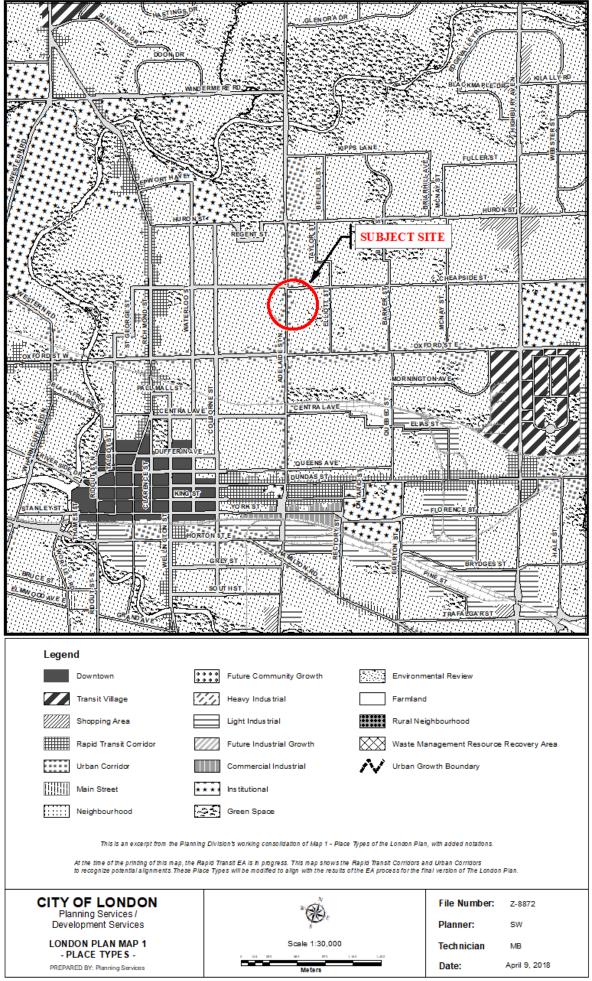
Additional Maps

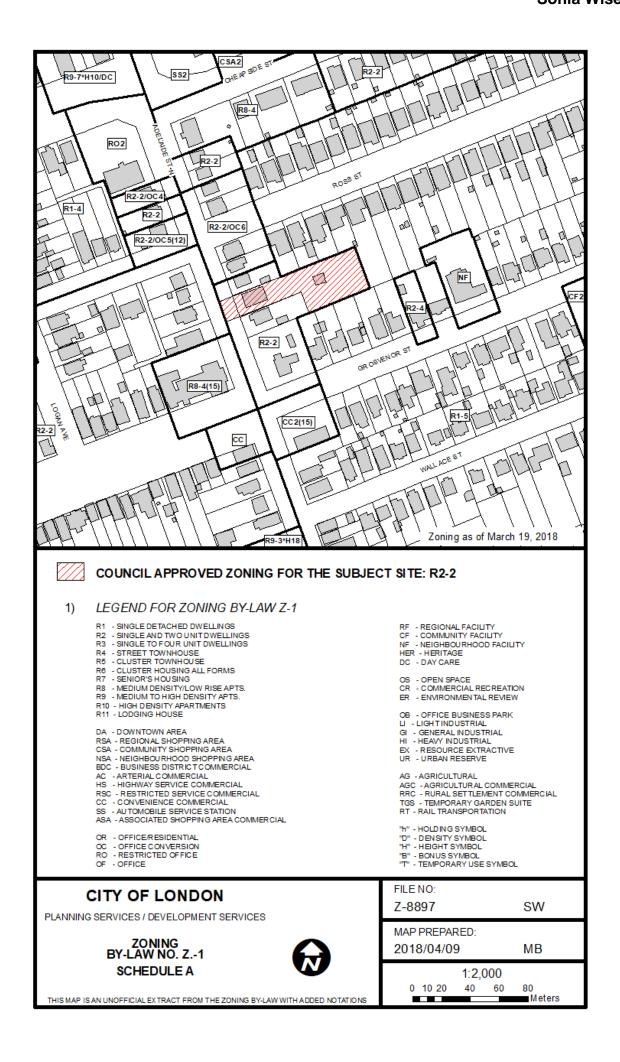




PROJECT LOCATION: e:|planning|projects|p_officialplan|workconsol00|excerpts|mxd_templates|scheduleA_b&w_8x14_with_SWAP.mxd

Z-8872 Sonia Wise







LOCATION MAP

Subject Site: 894 Adelaide Street North Applicant: Adelaide Properties

File Number : Z-8872

Planner: SW

Created By: MB Date: 2018/04/09

Scale: 1:1500



Legend

