

Planning and Design Report

Quincy Developments

410 Sunset Drive

Municipality of Central Elgin



January 12, 2023

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1.0 INTRODUCTION AND SUMMARY

Quincy Developments has submitted applications to the Municipality of Central Elgin to amend its Official Plan and Zoning By-law to permit the redevelopment of the lands known municipally as 410 Sunset Drive (hereinafter referred to as the “subject lands”) for two residential apartment buildings consisting of approximately 177 total units, with 5 units proposed to be affordable.

The Official Plan Amendment proposes to redesignate the subject lands to the “*Residential*” land use designation. As the Municipality of Central Elgin has stated through the recent Official Plan Review process that there is currently an over-supply of residential lands, the redesignation of the subject lands may occur by means of a land use designation swap. This is discussed in more detail throughout this report.

The purpose of this Planning and Design Report is to provide design details and evaluate the proposed Official Plan Amendment and Zoning By-law Amendment applications within the context of existing land use policies and regulations, including the Provincial Policy Statement (2020), the County of Elgin Official Plan, the Municipality of Central Elgin Official Plan, and the Township of Yarmouth Zoning By-law.

This report concludes that the proposed Official Plan Amendment and Zoning By-Law Amendment applications to permit the proposed development are appropriate and desirable for the following reasons:

- The proposed Official Plan Amendment and Zoning By-Law Amendment are generally consistent with the policies of the 2020 Provincial Policy Statement;
- The proposed Official Plan Amendment and Zoning By-Law Amendment generally maintain the purpose and intent of both applicable Official Plans;
- The proposed Official Plan Amendment and Zoning By-Law Amendment will permit a highly desirable use along a high order road near an established residential neighbourhood;
- The proposed development will make efficient use of underutilized lands within an established built-up area of the Municipality; and,
- The proposed development provides a well-functioning site design and built form that is compatible with, and complementary to, the surrounding land uses.

2.0 SUBJECT LANDS

The subject lands are located at the northwest corner of Karen Street and Sunset Drive, approximately 1.0km south of Southdale Line (Figure 1). The rectangular-shaped lands have an area of approximately 1.8ha with a frontage of approximately 88m along Karen Street and a depth of approximately 170m along Sunset Drive.

The subject lands abut commercial uses to the north; Sunset Drive to the east; Karen Street to the south; and, the Port Stanley Terminal Railway (PSTR) line to the west. The Southwest Centre for Forensic Mental Health Care lands are located opposite the subject lands on the east side of Sunset Drive; institutional uses, including the Elgin County administrative building, are located opposite the subject lands on the south side of Karen Street; and, low-density residential uses consisting of single detached dwellings are located on the west side of the rail line. A privately-owned, but municipally operated, pumping station is located on the subject lands towards the southeast corner of the property.

The subject lands are currently occupied by a vacant, 2-storey, X-shaped building located towards the northern portion of the property. The remaining lands are vacant and generally flat in topography and are predominantly covered by grass with several mature trees close to the existing structure. No sidewalks abut the subject lands. Vehicular access to the subject lands is in the form of a single asphalt driveway from Karen Street, leading to an informal gravel parking area and a formal asphalt parking area located behind the existing structure.

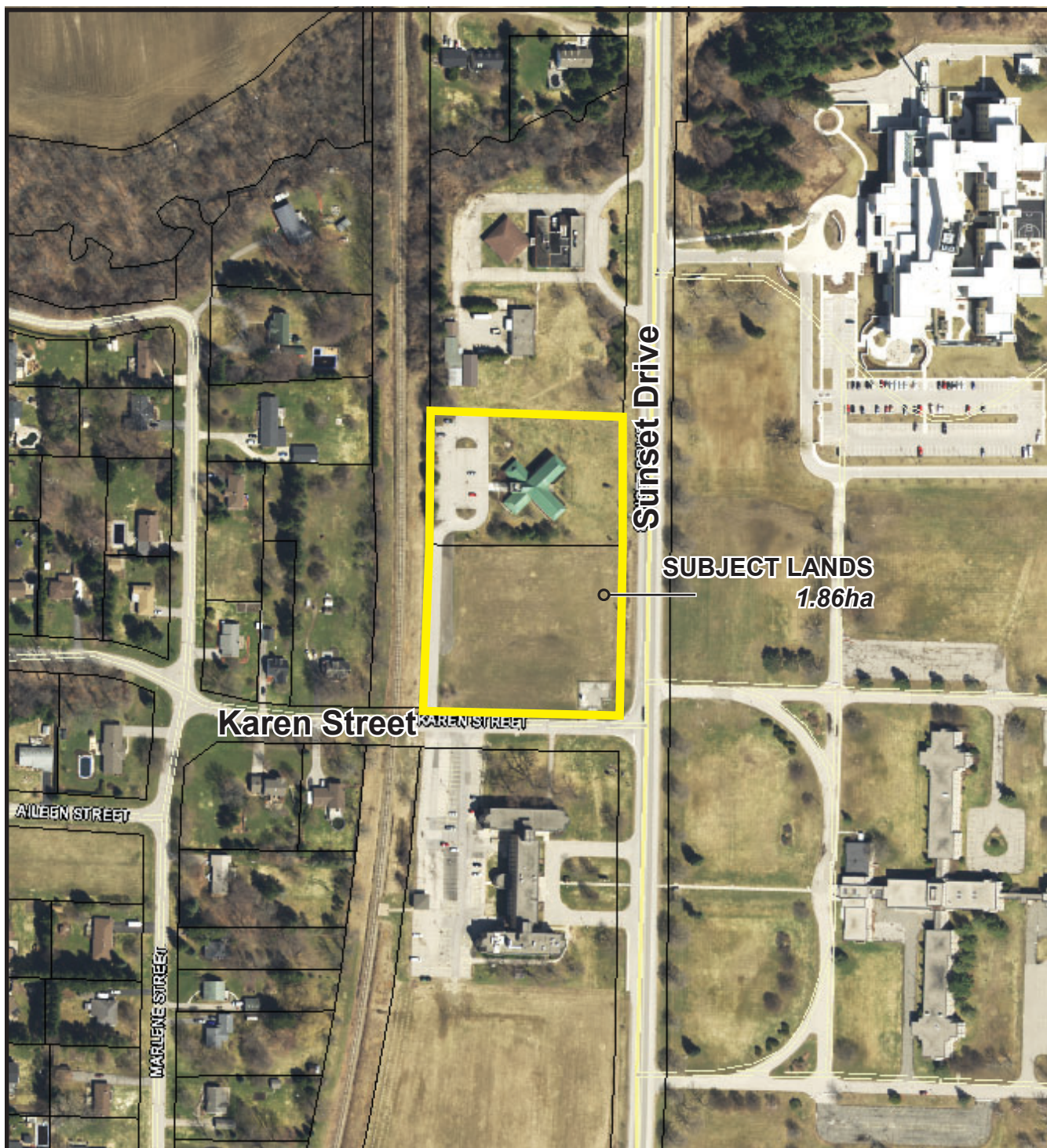
There are two servicing easements on the subject lands, as shown in the Conceptual Site Plan (Figure 3). The first runs diagonally near the northeastern corner of the subject lands; the second occupies a large area in the southeast section of the subject lands in the same area as the existing pumping station. Full municipal services are available to the subject lands.

Sunset Drive, classified as a County Road and Major Arterial Road under the jurisdiction of the County of Elgin, is a 30.48m right-of-way with a full urban cross section, including two paved shoulders acting as active transportation infrastructure (i.e., cycling lanes) between St. Thomas and Port Stanley. County Roads are intended to convey large volumes of traffic at medium to high speeds. Karen Street is classified as a Local Road intended to convey low levels of traffic at low speeds.

The subject lands are designated “*Tier 1 Settlement Area*” in the County of Elgin Official Plan; are designated “*Office Professional*” along a “*County Road*” road classification in the Municipality of Central Elgin Official Plan; and, are zoned “*Open Space 1 (OS1)*” in the Township of Yarmouth Zoning By-law 1998. It is noted that the County of Elgin is undertaking an Official Plan review; however, a draft Official Plan had not been publicly released at the time this report was written.

The Municipality of Central Elgin has identified a parcel of land, legally described as PLAN 11M123 PT BLK 5 RP, 11R9877 PART 1 RP 11R10207, PART 5 in the Community of Port Stanley (hereinafter referred to as the “swap lands”), for residential uses (Figure 2). The swap lands have an area of approximately 4.8ha and are designated “*Residential*” in the Municipality of Central Elgin Official Plan (Figure 3). Based on publicly available studies and our review of the

swap lands, it is our opinion that these lands are inappropriate for residential uses and would be more appropriately be designated as natural heritage area. The residential land use designation on these lands could be 'swapped' with the subject lands, effectively resulting in no net increase of residential lands in the Municipality.



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Zelinka Priamo Ltd.

LAND USE PLANNERS

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FIGURE 1 - LOCATION

image retrieved from Elgin Mapping

410 SUNSET DR OPA/ZBA

QUINCY DEVELOPMENTS

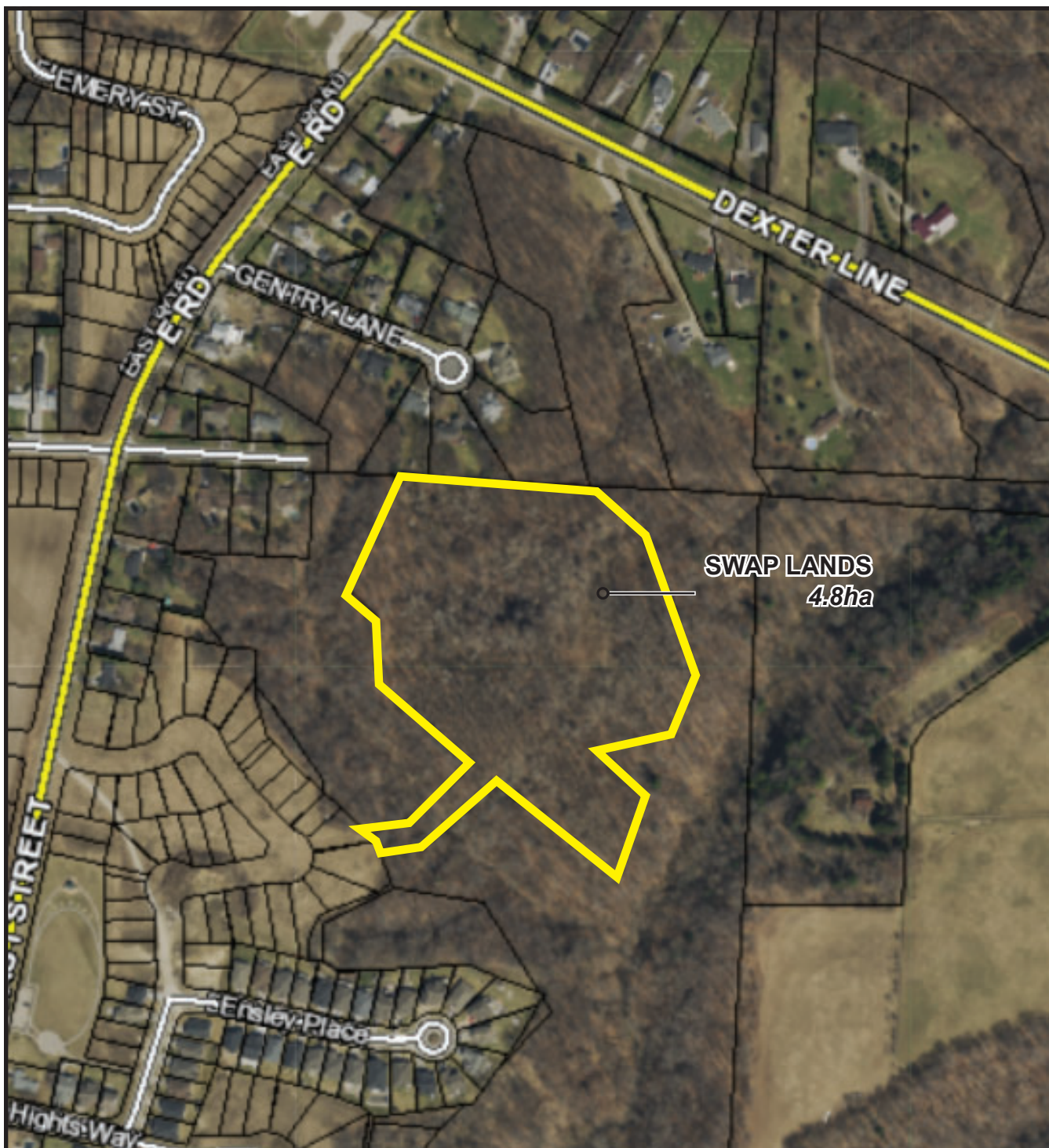
410 SUNSET DRIVE

PT. LOT 3, CONCESSION 6

GEO. TOWNSHIP OF NORMAN/LYNDALE

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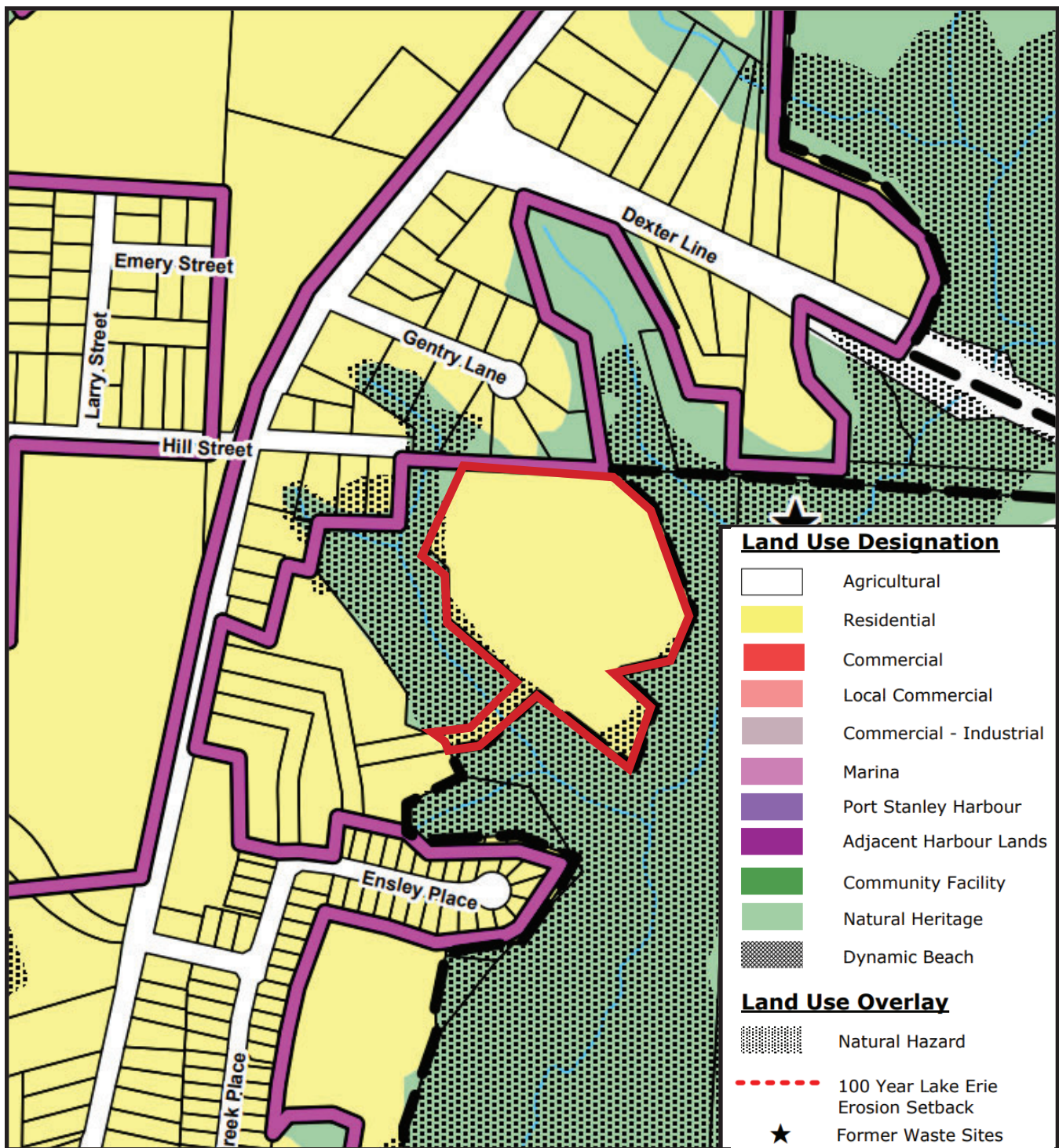


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FIGURE 2 - SWAP LANDS LOCATION

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FIGURE 2 - PORT STANLEY OFFICIAL PLAN SCHEDULE "G" - LAND USE PLAN

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Image 1 – Subject lands (looking west from Sunset Drive)



Image 2 – Subject lands (looking north from Karen Street)



Image 3 – Subject lands (existing parking area and PSTR – looking northwest)



3.0 SPATIAL ANALYSIS AND NEIGHBOURHOOD CONTEXT

The land uses within a 400m and 800m radii, representing an approximate 5-minute and 10-minute walking distance, respectively, are shown in Figure 4.

Notably, the character of Sunset Drive significantly differs from the character of the residential streets in the adjacent neighbourhood. Due to the proposed development being an intensification project, both distinct area characteristics will be described; the character of the area along Sunset Drive, and the character of the low-density residential neighbourhood west of the subject lands branching out from Karen Street. The subject lands front both Sunset Drive and Karen Street thus, consideration of the character of the surrounding neighbourhood is warranted.

The existing streetscape along this segment of Sunset Drive consists of a variety of uses, including residential, commercial, and institutional. Small-scale commercial uses are located north of the subject lands along Sunset Drive, including a recently permitted restaurant conversion of a former office building; large lot, low-density residential uses are located further north; the Southwest Centre for Forensic Mental Health Care is located opposite the subject lands on the east side of Sunset Drive; the Elgin County administration building, heritage museum, and provincial offenses building are located south of the subject lands. The former St. Thomas Psychiatric Hospital lands are located southeast of the subject lands. Building heights proximate to the subject lands range from 1- to 4-storeys in height. The subject lands, and greater surrounding area, are not serviced by public transit.

The existing character of the local streets within the immediate western vicinity of the subject lands consists of a range of single detached dwellings 1- to 2-storeys in height along Karen Street, Marlene Street, Linda Street, and Valerie Street as part of the original Norman Lyndale area, exhibiting large lots and predominantly older homes. These residential streets are narrow and without sidewalks. The lots are large with front yard setbacks ranging from approximately 10m to 30m, with lot depths of approximately 45m to 100m. Large, mature trees are located on many of the properties. Vehicular access is via driveways located in the front yard, and vehicular parking is a mix of surface parking, detached garages, and attached garages. The exterior finishes of these dwellings are typically brick/masonry with vinyl siding and a mix of window styles and treatments.

Lands within an 800m, 10-minute walk area, are similar to those within 400m of the subject lands. They include low-density residential uses to the north; open space and agricultural uses to the east; low-density residential, commercial, and agricultural uses to the south; and, open space and agricultural uses to the west.



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FIGURE 4 - SURROUNDING CONTEXT

image retrieved from Google Earth

410 SUNSET DR OPA/ZBA

QUINCY DEVELOPMENTS

410 SUNSET DRIVE

PT. LOT 3, CONCESSION 6

GEO. TOWNSHIP OF NORMAN/LYNDALE

MUNICIPALITY OF CENTRAL ELGIN

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Image 4 – Looking east from subject lands (towards Southwest Centre for Forensic Health Care building)



Image 5 – Looking south from subject lands (towards former St. Thomas Psychiatric Hospital, Elgin County Administration building)



Image 6 – Looking southwest from subject lands (towards low-density residential neighbourhood)



4.0 DESIGN GOALS AND OBJECTIVES

The subject lands, as with many other parcels along Sunset Drive in this area, are underutilized and are not contributing to their planned function as denoted in the Municipality of Central Elgin Official Plan. Therefore, the goal of the proposed development is to intensify a historically underutilized parcel of land with a new land use in a manner that is compatible with surrounding built form; contribute to, and help fulfill the needs of, the land marketplace; and, provide visually attractive buildings. Given the strong housing demand and lack of housing choice in the area, multi-family residential uses are appropriate to consider. As such, the proposed development is intended to:

- Provide a development that utilizes high-quality materials in a built-form compatible with proximate land uses;
- Appropriately integrate the built-form into the existing context, specifically in terms of massing, height, and articulation;
- Improve and enhance an area of underutilized lands; and,
- Recognize and address the lack of housing choice in the area.

5.0 PROPOSED DEVELOPMENT

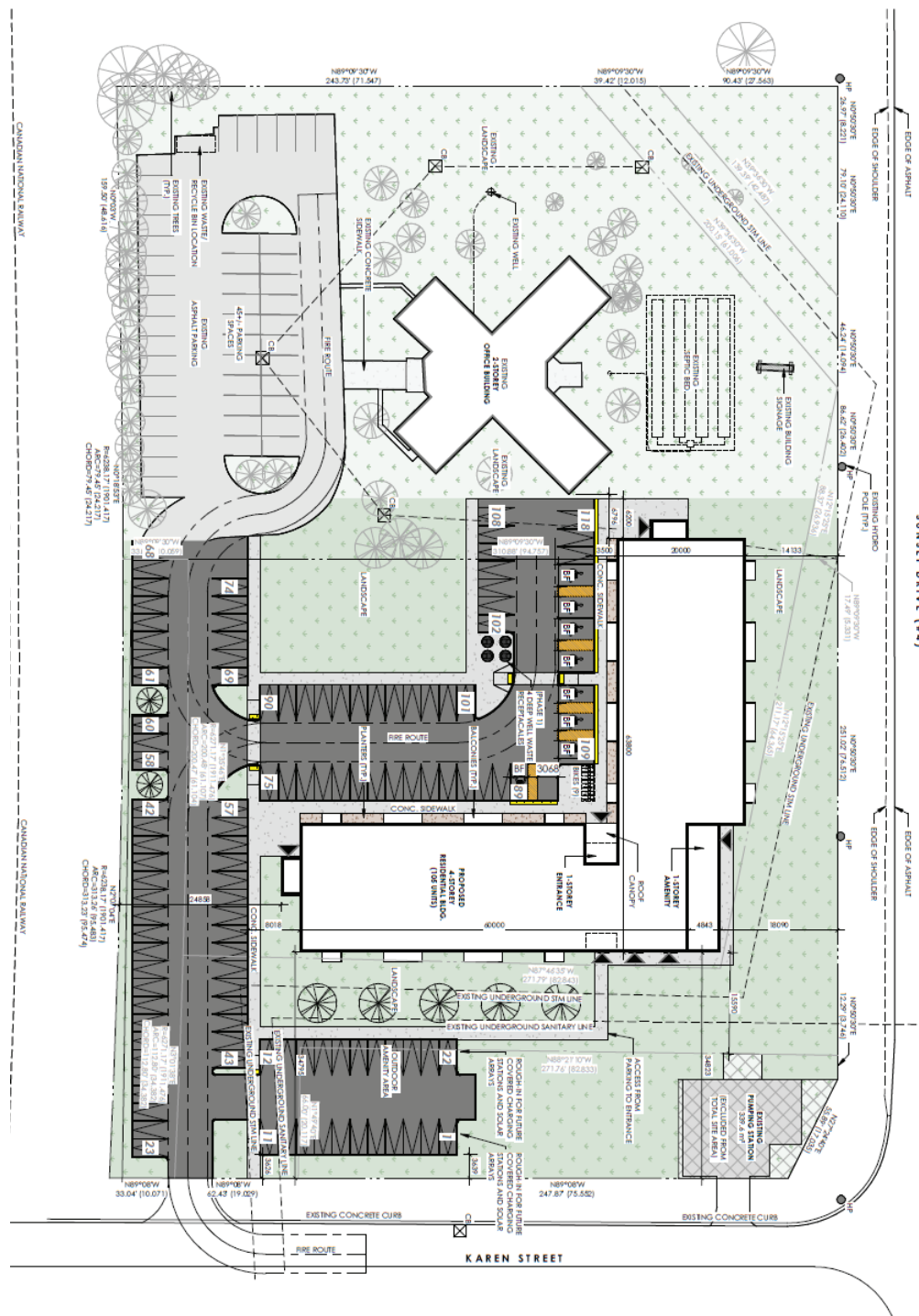
The subject lands are proposed to be redeveloped for a 4-storey residential apartment building (Building 1) and a 6-storey residential apartment building (Building 2). Development is proposed in two phases, as described below.

Phase 1 (Figure 5) proposes a 4-storey, L-shaped residential apartment building (Building 1). Building 1 proposes a total of 105 residential dwelling units achieving a density of 57 units per hectare (UPH). Vehicular access to Building 1 is proposed to be provided by the existing asphalt driveway from Karen Street, which is to be extended and will lead to the various surface parking areas. On-site pedestrian connections are proposed in the form of concrete sidewalks leading to/from the parking area and Building 1 and to/from Karen Street. As the existing X-shaped building is to be retained in Phase 1, there are opportunities to use the building for medical/dental uses. Another site in the market area may be developed for medical/dental uses, and the existing building on the subject lands may be able to accommodate the future tenants of that building on a temporary basis until that site is built-out.

Phase 2 (Figure 6) proposes Building 2, which will consist of a 6-storey residential apartment building with approximately 72 total units, achieving a total of approximately 177 units and an overall residential density of 98 UPH. These units are proposed to be purpose-built rentals. Of the 177 units, 5 units (approximately 3% of the total units) are proposed to be affordable. The affordable units are proposed to be rented at 85% of the average area market rent for a period of 25 years.

Vehicular access, parking, and pedestrian connections are proposed to be expanded upon with a proposed driveway from Sunset Drive that will lead to additional parking areas and form a connection with the existing driveway. Additional concrete sidewalks are proposed to link on-site pedestrian connections. A centrally located common outdoor amenity space is proposed between the two buildings.

In consideration of the abutting single detached dwellings opposite the rail line, the proposed buildings have been positioned away from the abutting rear yards to the greatest extent feasible. The proposed buildings provide a setback of 24.4m to the westerly side yard. Vehicular parking is located in the rear yard to provide a buffer that will maximize privacy and minimize disruption to adjacent lands. Detailed landscape treatments will be refined further through a future Site Plan Approval process. Notably, the building's locations are somewhat limited due to servicing easements and infrastructure at the southeast corner of the lands. The privately-owned pumping station located on the subject lands are to be dedicated to the municipality.



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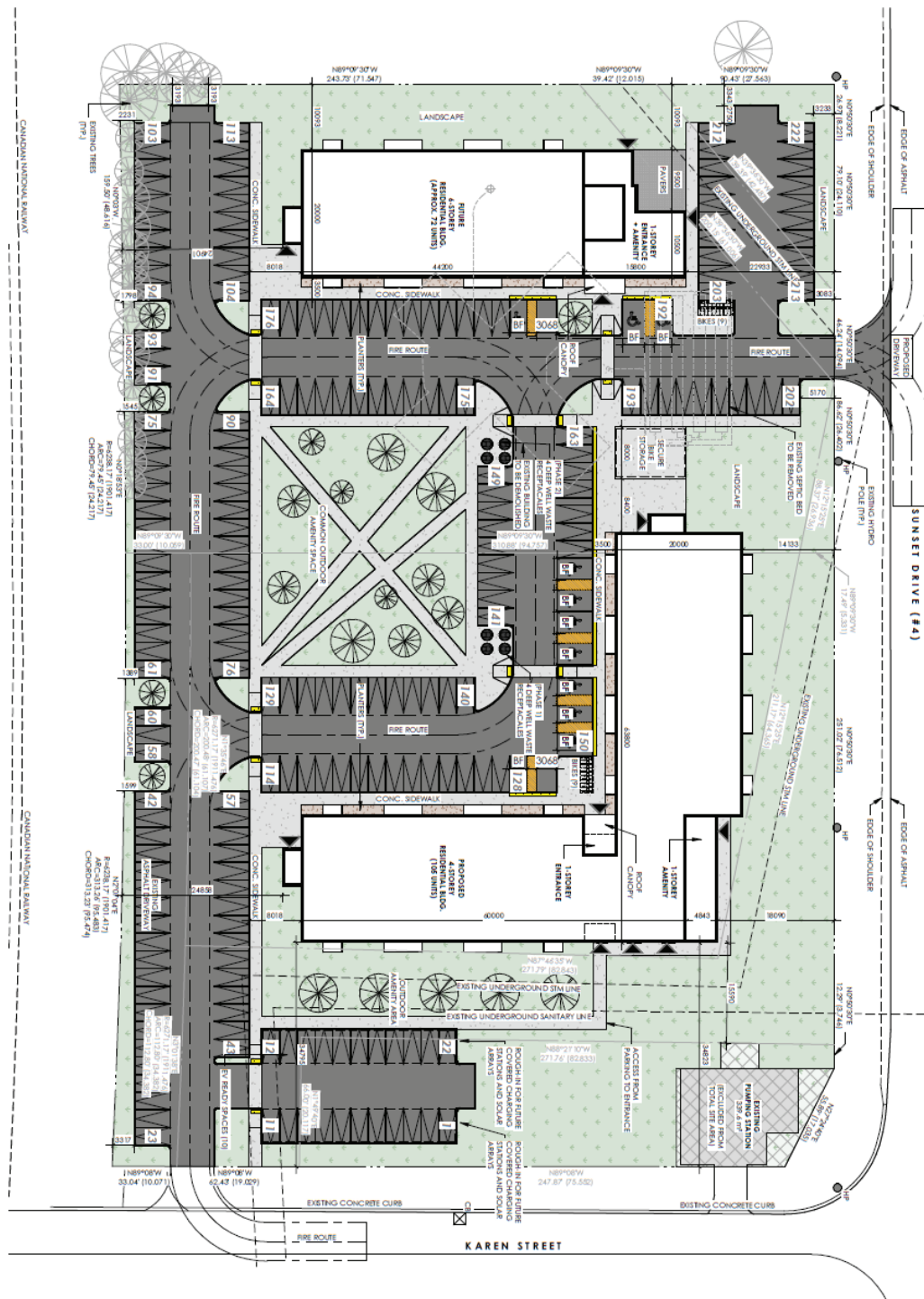
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FIGURE 5 - CONCEPT PLAN
PHASE 1 - provided by Edge Architects Ltd.

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FIGURE 6 - CONCEPT PLAN
PHASE 2 - provided by Edge Architects Ltd.

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6.0 PROPOSED AMENDMENTS

As the proposed development is not permitted under the current Official Plan policies and Zoning By-law regulations, an Official Plan Amendment and Zoning By-law Amendment are required to permit the development.

6.1 Official Plan Amendment

The subject lands are proposed to be redesignated to a site-specific, special policy “*Residential*” land use designation. In addition to the standard policies of the “*Residential*” land use designation, the proposed text of the requested amendment is as follows:

- In addition to the standard permitted uses, which include high-density apartment dwellings, medical/dental office uses shall be permitted in existing buildings on the lands at 410 Sunset Drive.

As mentioned earlier in this report, the Municipality of Central Elgin has recently undergone a comprehensive Official Plan Review. It was determined as part of this review that the Municipality has an over-supply of residential lands. As such, new lands are generally not being considered for residential uses.

In order to maintain a net-zero change in residential land supply, the proposed Official Plan Amendment may be facilitated by means of a land use designation swap with the ‘swap lands’ noted earlier in this report. Due to natural heritage, natural hazard, and access constraints, the swap lands are unsuitable for residential development (refer to Section 9.1 of this report).

While not part of the present Official Plan Amendment application, the swap lands present an opportunity to the Municipality of Central Elgin to more appropriately allocate residential land supply while maintaining a net-zero land supply change. Should the Municipality choose to redesignate the swap lands, a municipally-initiated Official Plan Amendment would be required.

6.2 Zoning By-law Amendment

The subject lands are proposed to be rezoned to a site-specific, special regulation “*Residential Zone 1 (R1-())*” with notable special provisions as follows:

- Permitted uses: apartment building, medical/dental office;
- Maximum height: 6-storeys;
- Residential vehicular parking rate: 1.25 spaces per unit; and,
- Office vehicular parking rate: 1 space per 36.0m².

As the Township of Yarmouth Zoning By-law does not currently have a zone which permits this form of housing, an alternative proposal is the establishment of a new Residential zone with appropriate provisions to allow for residential apartment buildings, as shown in the following table.

Table 1.1 – Zoning Statistics

	Existing Regulations	Proposed Regulations	Concept Plan
	R1	R1-(<u> </u>)	
Permitted Uses	Residential (single detached dwelling or one unit of a semi-detached dwelling)	Apartment building, medical/dental office *	Apartment building, medical/dental office
Lot Area (min.)	464.5m ²	1,000.0m ²	18,234.4m ² (excludes pumping station lands)
Lot Frontage (min.)	15.0m	30.0m	87.7m (Karen St)
Lot Depth (min.)	30.5m	150.0m	169.0m
Front Yard Setback (Karen St.) (min.)	7.5m	15.0m	34.8m
Interior Side Yard Setback (min.)	1.0m	10.0m	24.7m
Exterior Side Yard Setback (Sunset Dr.) (min.)	3.5m	6.0m	14.1m
Rear Yard Setback (min.)	6.0m	10.0m	10.1m
Building Height (max.)	2-storeys	6-storeys *	6-storeys
Lot Coverage (max.)	35%	35%	19%
Landscaped Open Space (min.)	N/A	40%	47%
Vehicular Parking (Residential)	266 (1.5 / unit)	222 (1.25 / unit) *	222
Vehicular Parking (Office)	N/A	1 / 36.0m² *	45 (1 / 28.5m ²)
Unit Count	N/A	N/A	177
Density (UPH – max.)	N/A	100	98

**Denotes required special provision.*

7.0 BUILT FORM AND SITE COMPATIBILITY

7.1 Built Form

The subject lands are significantly underutilized in their current form. Intensification on the subject lands provides an opportunity to improve and enhance the existing public realm condition, including the lack of a strong built form relationship to the street edges, and a better integration of the lands into the surrounding urban fabric.

From a built form perspective, the subject lands are contextually appropriate in terms of size and location for a mid-rise residential building, given their location along a high-order road and proximity to existing residential uses, but separated by a railway. The height and massing of the proposed 4- and 6-storey buildings are appropriate and complementary to the existing built form context, given the proximity to existing buildings of similar heights.

The proposed buildings are being positioned and designed as to address both Sunset Drive and Karen Street, which will create animated street frontages that interact well with the public realm and enhance the streetscapes.

7.2 Massing and Articulation

From a massing perspective, the development has been sensitively designed as to fit within its surroundings and to be compatible with the varying scales of built form in the surrounding area. In this regard, the proposal provides for appropriately scaled mid-rise buildings (Images 7-8). The buildings are 4-storey and 6-storeys in height to ensure a compatible relationship between the built form and the public realm by providing a human-scale massing and by being of similar height to buildings on adjacent lands. No significant off-site shadows from the proposed development are anticipated. Further, there are no adverse visual impacts anticipated from the proposed development on the surrounding low-density residential neighbourhood, as the rear yards of the proximate single-family lots face the subject lands, and the abutting railway, provide spatial separation between the subject lands and the surrounding residential uses.

The buildings are articulated by distinct building façades. The design recognizes the vertical division and articulation of the range of unit layouts in each of the buildings with the use of a mix of high-quality building materials. As well, the primary entrances are clearly defined and distinct from the at-grade residential units.

7.3 Architectural Treatment

The exterior design of the proposed buildings is anticipated to provide an attractive and well-executed design with modern architectural details, drawing inspiration from existing designs and materials from surrounding areas while remaining noticeably distinct (Image 9). As the proposed building elevations (Images 10-13) are conceptual at this time, they will be further refined through a future Site Plan Approval process. The overall design of the proposed building is intended to

convey a modern look while remaining respectful to the older character of the low-density residential component of the surrounding neighbourhood.

Image 7 – Phase 1 Conceptual Massing

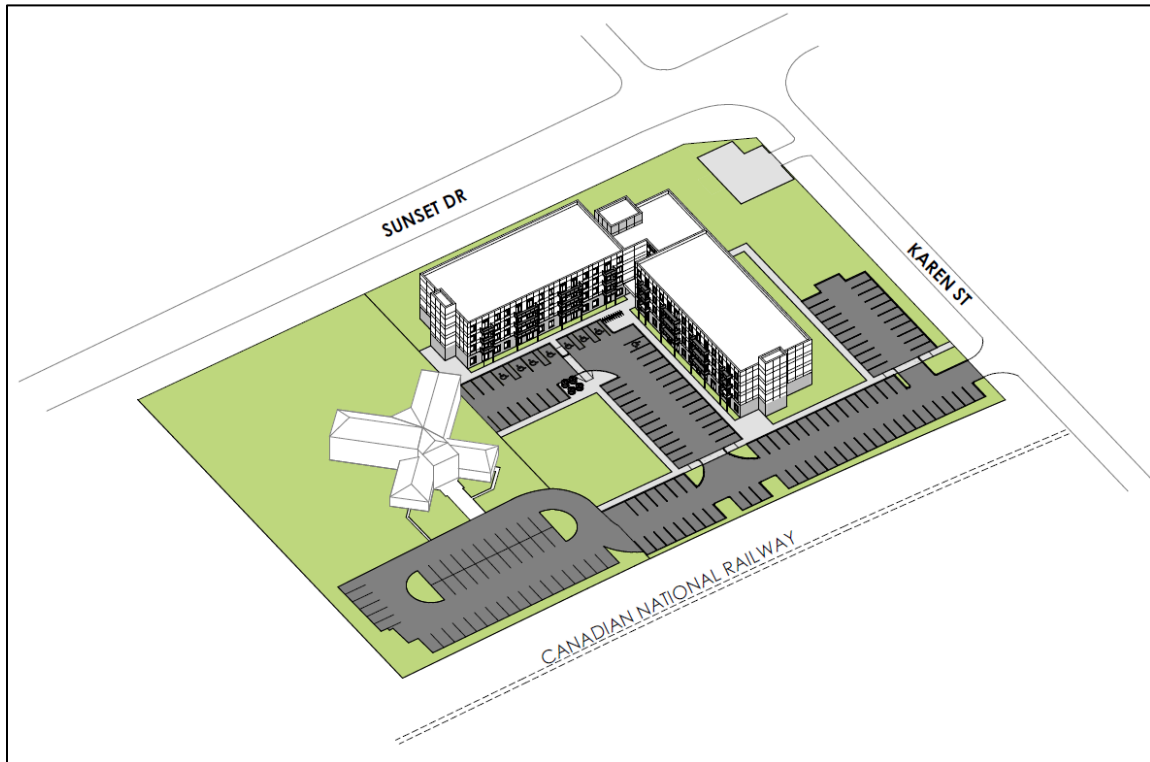


Image 8 – Phase 2 Conceptual Massing

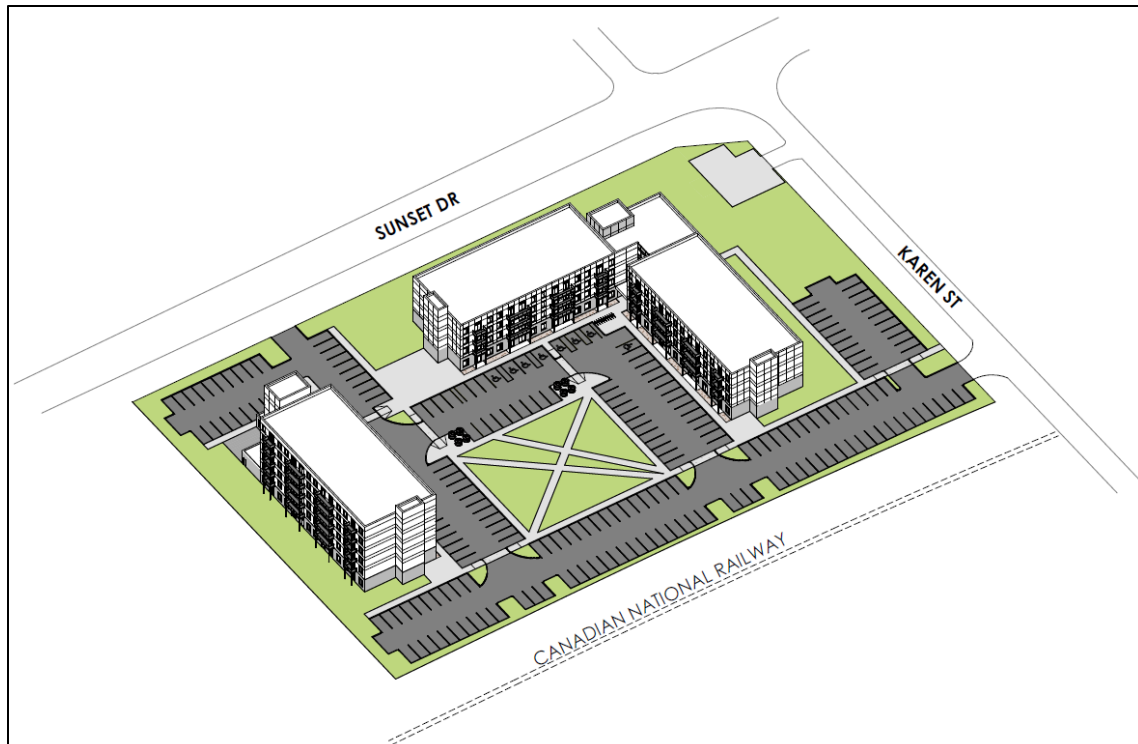


Image 9 – Architectural Reference Images

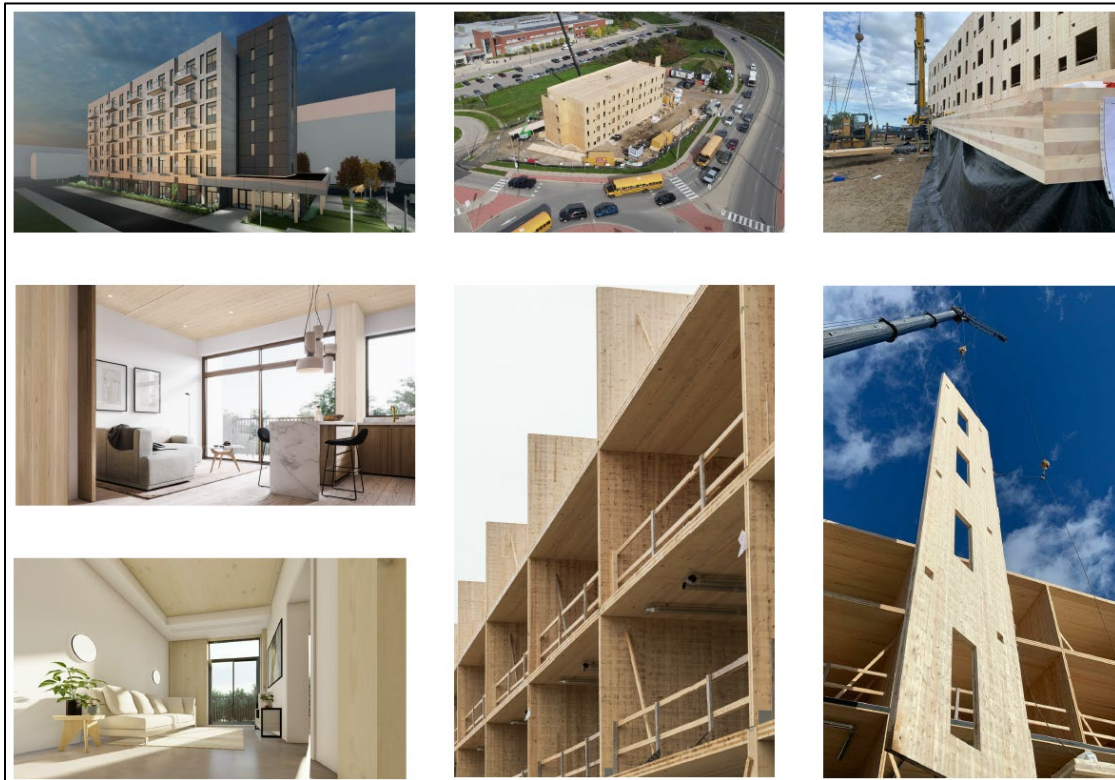


Image 10 – Phase 1 North and South Elevations

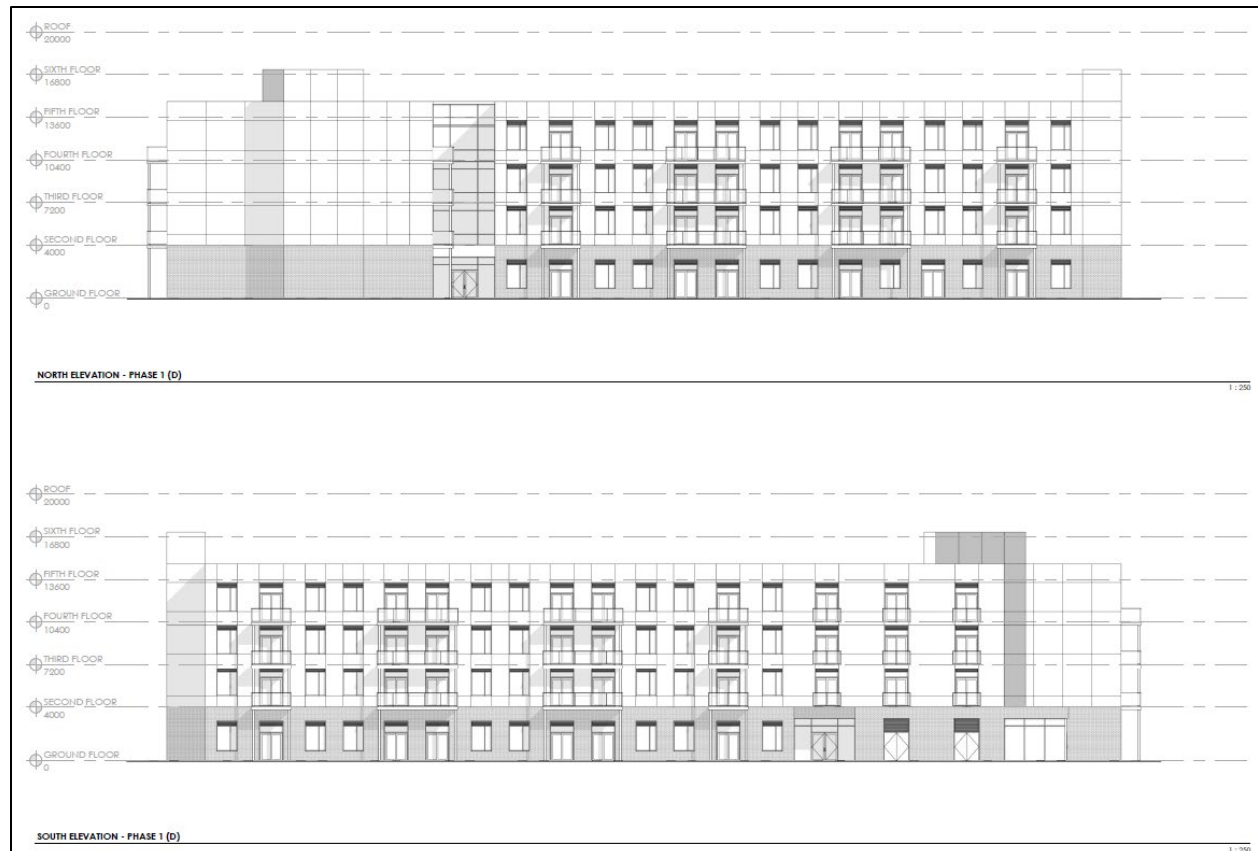


Image 11 – Phase 1 East and West Elevations

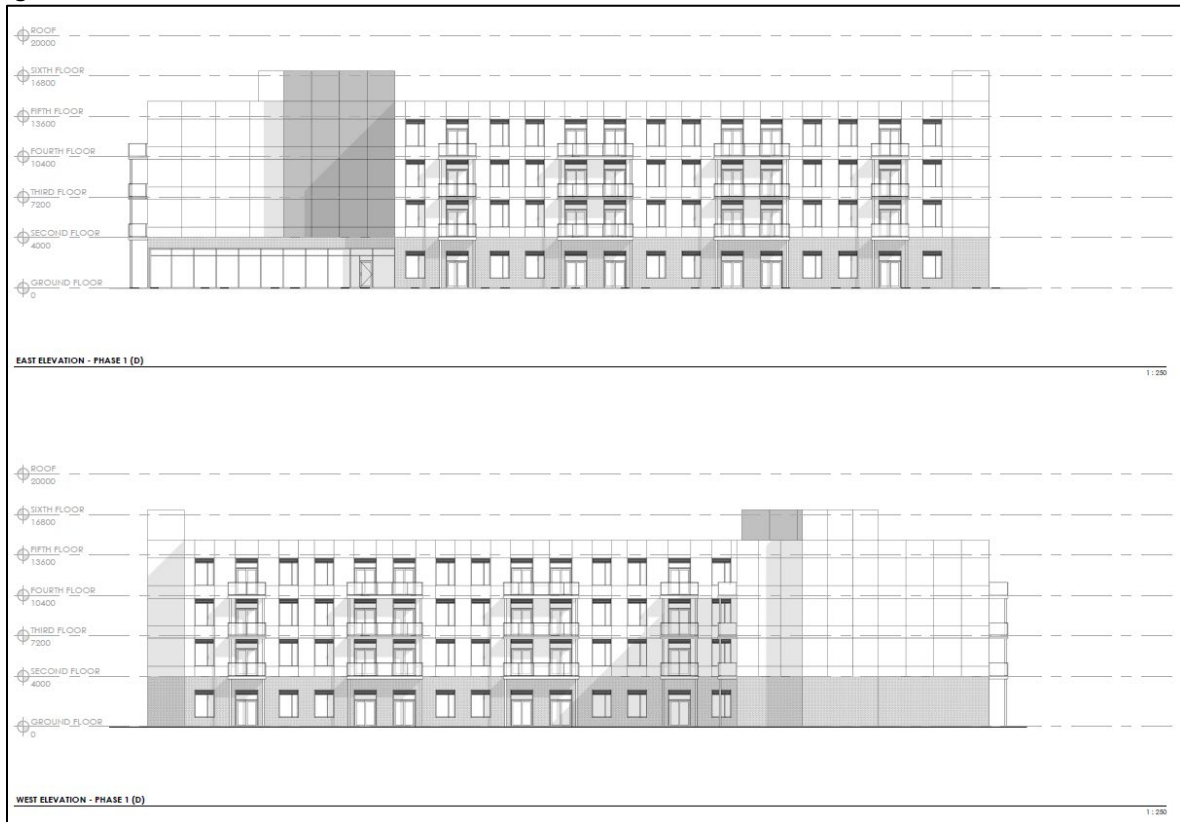
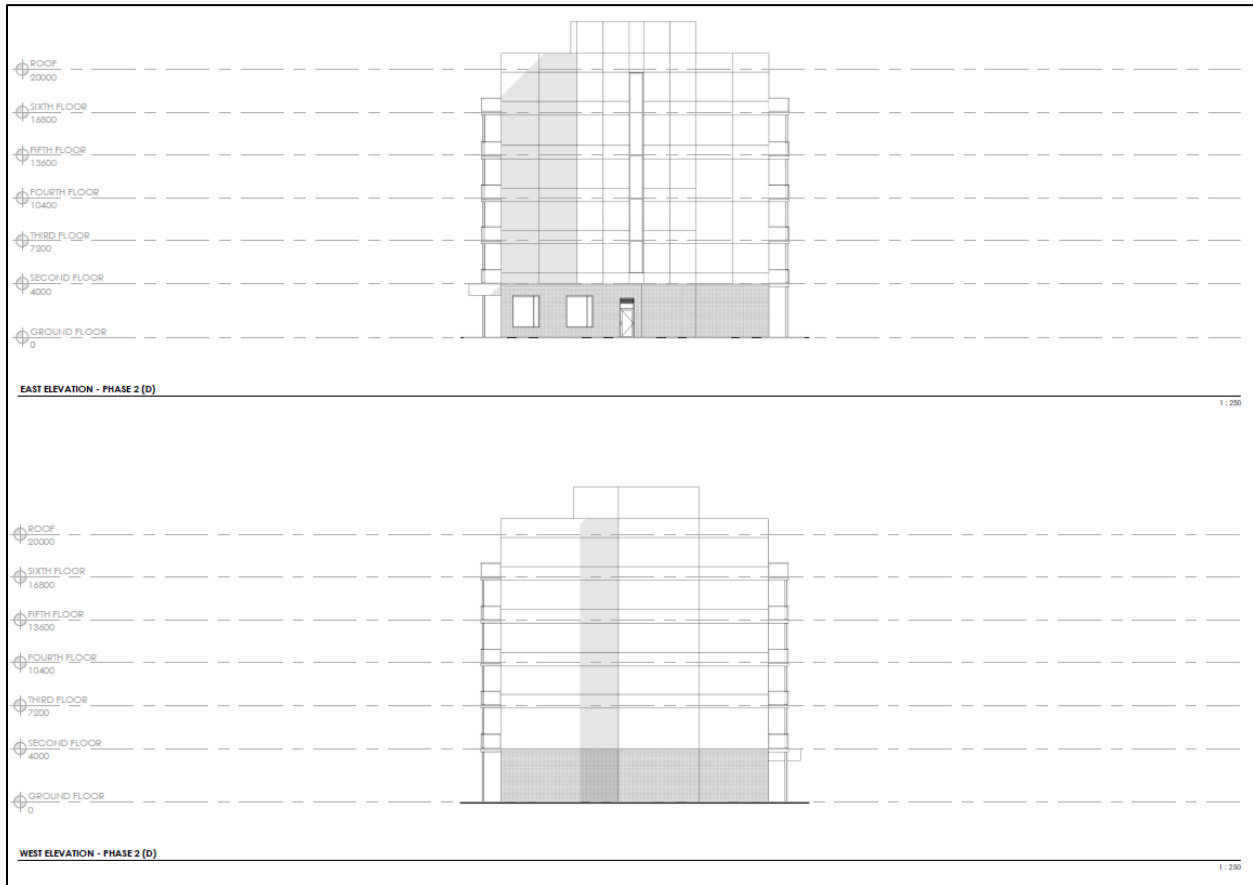


Image 12 – Phase 2 North and South Elevations



Image 13 – Phase 2 East and West Elevations



8.0 CURRENT POLICY AND REGULATORY FRAMEWORK

The following sections of this report provide analysis on the proposed development and planning applications with respect to applicable policy and regulatory documents.

8.1 Provincial Policy Statement (2020)

The Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act, “*provides policy direction on matters of provincial interest related to land use planning*” in order to ensure efficient, cost-effective development and the protection of resources. All planning applications, including Official Plan and Zoning By-law Amendment applications, are required to be consistent with these policies. The proposed development, and associated Planning Act applications, are consistent with the PPS for the following reasons:

- The proposed mid-rise residential apartment building provides a contemporary layout and an efficient and, as discussed in more detail later in this report, appropriate form of intensification for the subject lands that adds to the range and mix of housing types to satisfy the long-term housing needs in the Municipality of Central Elgin (1.1.1a, 1.1.1b, 1.1.1e);
- Affordable housing needs of current and future residents of the regional market area are supported by incorporating 5 affordable rental units within the development (1.1.1b, 1.4.3);
- The subject lands are located within the Norman Lyndale settlement area, being within the built-up area of the Municipality of Central Elgin. The proposed redevelopment of the subject lands for residential apartment buildings promotes vitality and regeneration by intensifying the residential use of the land with a compact and efficient form of development on an underutilized parcel that will make efficient use of municipal services and infrastructure (1.1.3.1);
- The proposed development broadens the range of residential forms and intensities in the immediate area. It makes efficient use of underutilized land, resources, infrastructure, and existing transportation networks by increasing the residential density on the subject lands (1.1.3.2a, 1.1.3.2b);
- Active transit is supported by locating residential development proximate to a cycling transportation corridor (Sunset Drive) (1.1.3.2a4);
- As further detailed later in this report, the proposed development will utilize appropriate zoning regulations for this type of residential use. There are no risks to public health and safety associated with the proposed development (1.1.3.4);
- The proposed development is located within an existing built-up area and the proposed density of 98 UPH is reflective of a compact and efficient form of housing which adds to the range of uses and densities in the area (1.1.3.6);
- The proposed development contributes to the range and mix of housing types to accommodate future growth in the Municipality of Central Elgin. Appropriate

intensification, as proposed, contributes to the efficient use of infrastructure and public services; promotes high-density for new housing; efficiently uses land; minimizes housing costs; and, facilitates compact housing form (1.4.3b2, 1.4.3c, 1.4.3f);

- The proposed development will make full use of municipal services as there is existing sufficient capacity to service the development, as confirmed by the functional servicing report discussed later in the report (1.6.6.2); and,
- There are no cultural heritage resources on the subject lands, as confirmed by the archaeological assessment discussed later in this report (2.6.2).

Given the above, the proposed development and associated Official Plan Amendment and Zoning By-Law Amendment applications are generally consistent with the policies of the 2020 Provincial Policy Statement.

8.2 County of Elgin Official Plan

The subject lands are designated “*Tier 1 Settlement Area*” according to “Schedule ‘A’ – Land Use” in the County of Elgin Official Plan, which contemplates the proposed development. The subject lands fall under the “*New Development in Existing Settlement Areas*” policies (**Section B2.6**) and the “*Settlement Areas*” policies (**Section C1**), including policies regarding “*Residential Areas*” (**Section C1.1.1**) and “*Housing Policies*” (**Section C1.3**).

Section B2.6 provides policies regarding new development in existing settlement areas, in that new development shall be a logical extension to the existing built-up area, be compact and minimize land consumption, and that adequate services are provided. The proposed development is consistent with these policies by proposing apartment buildings, which is a compact and efficient form of housing, on an underutilized parcel of land which will make use of existing municipal services, in a location within an existing built-up area.

Policies regarding the objectives of residential development within settlement areas are found in **Section C.1.1**, which generally provides that residential development should encourage a range of housing types in the area; and, maximize the use of infrastructure and minimize the amount of land uses for new development by supporting residential intensification and greater densities. The proposed development is consistent with these policies as the proposed residential apartment buildings add a new housing form to the area, which will enhance the character of the area and expand the range of housing types (*C1.1.1a*, *C1.1.1b*). The proposed development is contiguous with, but separated by a railway from, existing low-density residential development to the west (*C1.1.1c*). The proposed development intensifies underutilized lands which will make efficient and appropriate use of infrastructure by increasing density in the area (*C1.1.1d*).

Section C1.3 outlines the County’s goals to meet current and future housing needs. The subject lands are well-suited to accommodate the proposed development and can contribute to the range of residential housing types to meet current and future demand for residential uses in the area by adding the apartment housing type (*C1.3.1b*). As residential apartments are generally an inherently less expensive form of housing, the proposed development is anticipated to add to the range of housing costs in the area (i.e., provide a lower-cost housing option) that is currently

dominated by single detached dwellings. Further, increasing the supply of purpose-built rental housing is anticipated to generally decrease the average market area rental prices (C1.3.1c). The proposed development encourages both intensification and redevelopment by making efficient use of underutilized lands within the built-up area where existing infrastructure can support the development, assisting in achieving the County's policy objective of 15% of all development occurring by residential intensification and redevelopment (C1.3.1h, C1.3.2a). The redevelopment of the generally vacant subject lands will strengthen the vitality of this segment of Sunset Drive and the surrounding neighbourhood.

The proposed development represents an appropriate and efficient form of residential intensification and is consistent with the policies and the intent of the County of Elgin Official Plan, including new development policies, residential development guidelines, and housing goals. The proposed development is consistent with the planned function to direct new growth towards "Tier 1 Settlement Area" land use designation areas.

8.3 Municipality of Central Elgin Official Plan

The subject lands are identified as within the Norman-Lyndale Urban Settlement Area and are designated "Office Professional", as per "Schedule 'E' – Land Use Plan" in the Municipality of Central Elgin Official Plan (Figure 7), which permits: offices, public administration buildings, institutional uses, and accessory retail commercial uses. The proposed development is not contemplated within these policies. As such, an Official Plan Amendment, in addition to a Zoning By-law Amendment, is required to permit residential uses, as well as the interim medical/dental uses, on the subject lands.

Lands to the north and south are within the same land use designation, while the lands to the west are designated "Residential". According to **Section 4.2.1** of the Official Plan, the "Residential" land use designation permits a range of residential dwelling types including single and semi-detached dwellings, duplexes, triplexes, townhouses, and apartment dwellings, as well as ancillary uses such as schools and parks.

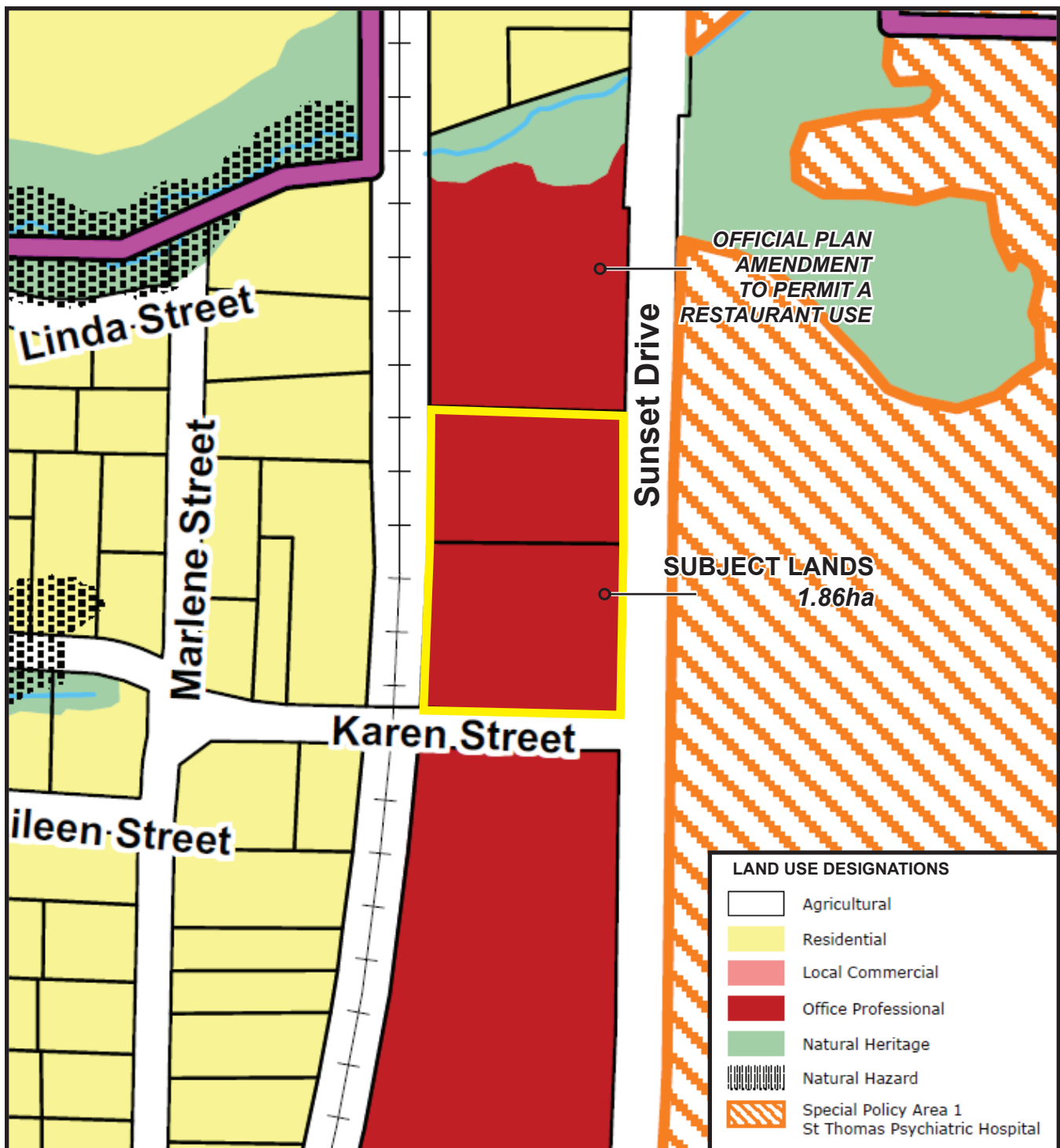
While the subject lands are currently designated for office professional uses, there is no demand for the planned function of the lands, as represented by the lands being currently vacant and historically underutilized. Additionally, there has been a fundamental shift in the land marketplace, made even more substantial by the recent and ongoing COVID-19 pandemic, which demonstrates that residential development is highly needed and desirable. A Rental Market Report prepared by the Canadian Mortgage and Housing Corporation (CMHC), dated February 2022, states the vacancy rate for purpose-built rental apartments, as proposed, in the London Census Metropolitan Area (CMA) fell compared to the previous year and, the vacancy rate dropped for all bedroom types. Notably, the vacancy rate for bachelor apartments decreased to the lowest rate on record. Further, St. Thomas saw its vacancy rate at just 1.2%.

It is also noted in the Rental Market Report that affordability continues to be a challenge as only 2% of the rental market universe is affordable to the lowest income quintile. **Section 2.3.3.1** of the Official Plan outlines the Municipalities policies for affordable housing. Within the Municipality, affordable rental housing means the least expensive of a unit for which the rent does not exceed

30% of gross annual household income for low- and moderate-income households; or, a unit for which the rent is at or below the average market rent of a unit in the London CMA regional housing market area. The proposed development includes 5 affordable rental housing units to be provided at 85% of average market rent in the regional housing area for a period of 25 years.

Given the historical lack of demand for office and institutional uses in the area, and an increased demand for residential housing supply, it is therefore appropriate to amend the permitted uses and the planned function of the subject lands. It is our opinion, as discussed throughout this report, that the proposed Official Plan Amendment to redesignate the subject lands to the “*Residential*” land use designation to permit high-density residential apartment buildings and medical/dental offices on the subject lands is appropriate.

The change in land use demand needs is evidenced by the recent Official Plan Amendment at 400 Sunset Drive to permit a commercial use (restaurant) intended to service the proximate existing neighbourhood and future developments. Notably, this business has thrived since its establishment. The proposed applications for the subject lands follow a similar trend and will make effective and appropriate use of the lands for medical/dental and residential uses.



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FIGURE 7 - NORMAN LYNDALE OFFICIAL PLAN SCHEDULE "E" - LAND USE PLAN

410 SUNSET DR OPA/ZBA
QUINCY DEVELOPMENTS

410 SUNSET DRIVE

PT. LOT 3, CONCESSION 6

GEO. TOWNSHIP OF NORMAN/LYNDALE
MUNICIPALITY OF CENTRAL ELGIN
COUNTY OF ELGIN

As the proposed development yields 98 UPH, it is considered a high-density residential use. The Official Plan further defines High Density Residential uses under **Section 4.2.2** as including apartments with a residential density in excess of 35 units per net hectare. New, high-density residential developments are also subject to additional density policies. The proposed development is in compliance with these policies by being located on the subject lands which are well-suited to physically accommodate the proposed development by providing appropriate setbacks, parking, and landscaped open space (4.2.2c2); having been designed to be compatible with existing adjacent land uses by providing height and massing at human-scale and being of similar height and massing of proximate existing buildings, as well as providing appropriate setbacks from sensitive uses (4.2.2c5, 4.2.2c6); and, by proposing a direct and indirect access from a County road with capacity of accommodate traffic generated from the site, as evidenced by the Transportation Impact Study prepared by Salvini Consulting (4.2.2c4). Due to the location of the subject lands, no additional vehicular traffic into the neighbourhood to the west is anticipated.

Along with the “*Residential*” land use designation policies found in **Section 4.2** of the Official Plan, the proposed Official Plan and Zoning By-Law Amendment applications are subject to additional policies in the Official Plan.

The proposed residential development is to be serviced by full municipal services, in accordance with **Section 2.8** of the Official Plan.

Section 2.10.3.1 provides policies to evaluate the design of development applications in Central Elgin. Generally, applications will be reviewed to ensure that new development is designed to:

- Remain in keeping with the traditional character of the Settlement Areas in a manner that both preserves their traditional community image and enhances their sense of place within Central Elgin;
- Promote cost effective and efficient land use patterns;
- Promote the improvement of the physical character, appearance and safety of streetscapes, civic spaces, and parks; and,
- Be respectful of traditional street patterns and neighbourhood structure.

The proposed residential development addresses the above noted policies by being separate from, but related, to the character of the proximate neighbourhoods. The proposed development consists of a contemporary apartment layout with large yard setbacks and landscaped spaces, and as such, will have a positive impact on the existing character of Norman-Lyndale, and, a high degree of dwelling and streetscape design is expected which will enhance the character of the community. The proposed apartment building housing type is an inherently cost effective and efficient form of housing in comparison to single detached dwellings. The established street patterns of the neighbourhood will remain unchanged.

Section 2.13 provides policies for healthy communities. Mid-rise residential development is generally considered to be compatible within a low-rise residential and commercial neighbourhood context as it respects and maintains the existing neighbourhood character with no associated undue adverse impacts. Active transportation is supported through the proximity of an active transportation corridor (bicycle lanes on Sunset Drive) which allows for bicycle commuting

to and from the City of St. Thomas. The addition of smaller residential units (comparatively to the surrounding neighbourhood context) supports the intent of providing housing choice for residents in the area that is otherwise primarily dominated by single detached dwellings.

Section 3.9.2 provides that a noise analysis may be required where residential development is proposed adjacent to an arterial road and/or railway. As the PSTR abuts the subject lands to the west and Sunset Drive abuts the subject lands to the east, a Noise Feasibility Study was prepared and is summarized later in this report. PSTR recommends a 15m building setback from the railway itself; the development proposes a minimum 24.9m setback from the railway and is therefore compliant with the standard setback.

It is noted that the subject lands, and other properties along this segment of Sunset Drive, are severely underutilized and do not contribute to the planned function of the “*Office Professional*” land use designation. Historically, market conditions and land use trends are shifting away from new, large-scale office and institutional uses in lieu of residential and small-scale office and small-scale private commercial uses. The recently implemented Official Plan Amendment to permit a restaurant at 400 Sunset Drive is evidence of this trend.

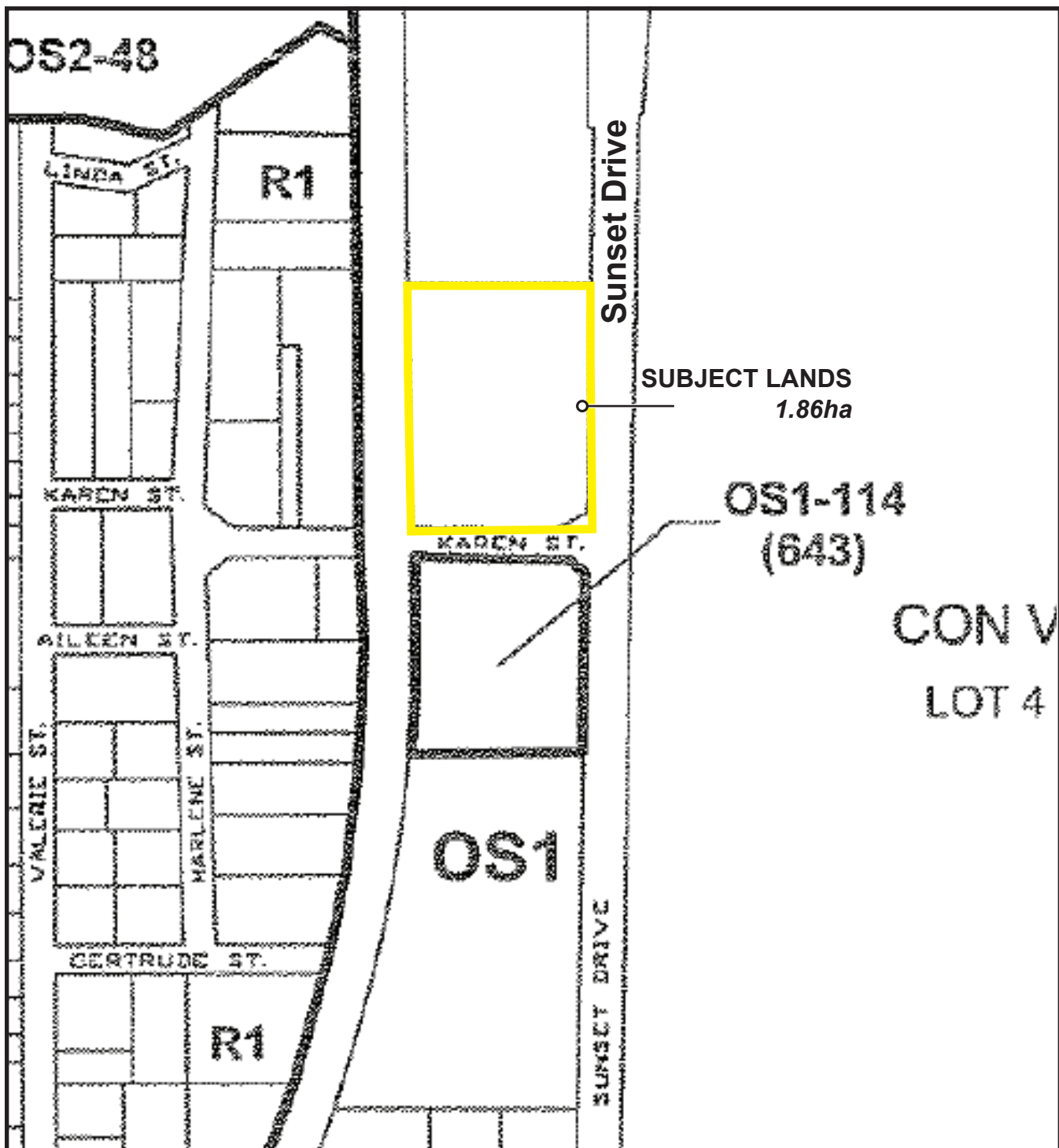
The proposed development has been designed to be considerate and respectful of the existing character of the neighbourhood and adjacent lands by providing appropriate setbacks to the established residential neighbourhood to mitigate potential noise and shadow impacts, as well as by providing a height and massing that is similar to that of proximate existing buildings and that will pose no undue adverse impact on the surrounding lands.

The proposed Official Plan Amendment and Zoning By-Law Amendment applications are intended to permit an appropriate form of residential intensification that is compatible with surrounding and abutting uses, and consistent with the planned function of “*Residential*” lands under the policies of the Municipality of Central Elgin Official Plan. Studies have been prepared for the proposed development which address the policies in the Official Plan concerning traffic, noise, and services and are discussed in Section 9 of this report.

Given the above analysis, the proposed Official Plan to redesignate the subject lands to the “*Residential*” land use designation to permit residential uses in the form of apartment dwellings, as reflected in the proposed Concept Plan, is appropriate and desirable for the subject lands and the broader community. Importantly, the proposed amendment will allow for a compatible land use to occupy the historically underutilized lands which have poor potential to deliver on the current “*Office Professional*” planned function.

8.4 Township of Yarmouth Zoning By-law

The subject lands are currently zoned “*Open Space 1 (OS1)*” in the Township of Yarmouth Zoning By-law 1998 (Figure 8) which permits farm uses; rural-residential uses; institutional uses; home occupations; and, accessory uses. It is unclear why the OS1 zone is applied to the subject lands as it is not reflective of the current land use policy. Regardless, the proposed development is not permitted within these regulations. While the Municipality of Central Elgin Official Plan specifically contemplates apartment building uses, it is noted that there is no standard zone within the Township of Yarmouth Zoning By-law which permits apartment buildings.



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FIGURE 8 - TOWNSHIP OF YARMOUTH ZONING BY-LAW MAP PART 6

410 SUNSET DR OPA/ZBA
QUINCY DEVELOPMENTS
410 SUNSET DRIVE
PT. LOT 3, CONCESSION 6
GEO. TOWNSHIP OF NORMAN/LYNDALE
MUNICIPALITY OF CENTRAL ELGIN
COUNTY OF ELGIN

Table 1.2 (repeated from Section 6.0 above) provides a breakdown of the regulations for the “R1” zone and the requested, site-specific “R1-()” zone (or a new *Residential* zone), as well as a comparison to the built form regulations exhibited in the Concept Plan. Site-specific development standards are to be confirmed and refined subject to a review of the application by Staff through the approvals process.

Table 1.2 – Zoning Statistics

	Existing Regulations	Proposed Regulations	Concept Plan
	R1	R1-()	
Permitted Uses	Residential (single detached dwelling or one unit of a semi-detached dwelling)	Apartment building, medical/dental office *	Apartment building, medical/dental office
Lot Area (min.)	464.5m ²	1,000.0m ²	18,234.4m ² (excludes pumping station lands)
Lot Frontage (min.)	15.0m	30.0m	87.7m (Karen St)
Lot Depth (min.)	30.5m	150.0m	169.0m
Front Yard Setback (Karen St.) (min.)	7.5m	15.0m	34.8m
Interior Side Yard Setback (min.)	1.0m	10.0m	24.7m
Exterior Side Yard Setback (Sunset Dr.) (min.)	3.5m	6.0m	14.1m
Rear Yard Setback (min.)	6.0m	10.0m	10.1m
Building Height (max.)	2-storeys	6-storeys *	6-storeys
Lot Coverage (max.)	35%	35%	19%
Landscaped Open Space (min.)	N/A	40%	47%
Vehicular Parking (Residential)	266 (1.5 / unit)	222 (1.25 / unit) *	222
Vehicular Parking (Office)	N/A	1 / 36.0m² *	45 (1 / 28.5m ²)
Unit Count	N/A	N/A	177
Density (UPH – max.)	N/A	100	98

The regulations proposed for the zone are standard, except for specific regulations relating to building height, landscaped open space, parking, and density, as discussed in the following sections:

Building Height

The proposed development provides a maximum building height of 6-storeys, whereas the existing regulations permit 2-storeys. Given that the general intent of the Municipality of Central Elgin Official Plan is to encourage intensification opportunities, an increased maximum building

height is appropriate and desirable as meaningful intensification can not be reasonably achieved with a 2-storey height restriction. Further, an increased maximum building height allows for diversity in housing type and a range of affordability that can not be achieved with a typical development consisting of 2-storey single detached dwellings. Given the context of the subject lands, the proposed built form and adequate setbacks, a building height of 6-storeys is appropriate. Notably, an exemption for a mechanical penthouse will be required, as is standard in all contemporary Zoning By-law's.

Landscaped Open Space

The proposed development allocates approximately 47% of the total area of the subject lands as landscaped open space, whereas the existing regulations do not provide a minimum standard. A zoning regulation requiring a minimum landscape allocation of 40% is proposed in order to afford flexibility in the final design.

Density

The proposed density of the subject lands is 98 UPH. The Municipality of Central Elgin Official Plan specifically contemplates high-density development, which is not reflected in the Township of Yarmouth Zoning By-law, likely due to the age of the by-law and historical development with a lack of apartment buildings in the former Township. Density regulations are an effective planning tool utilized to encourage reasonable residential intensification. A zoning regulation permitting up to 100 UPH is proposed to afford flexibility in the final design regarding unit sizes and types. For instance, future revisions could be made to the floor programs to reduce unit sizes and marginally increase the number of units, without modifying the massing or overall size of the building. Such a scenario would be in response to market trends towards smaller, more affordable units.

Parking

The proposed development provides residential parking at a rate of 1.25 spaces per unit, whereas 1.5 spaces per unit is the standard requirement. The proposed reduced residential parking rate is anticipated to be sufficient given the proposed development incorporates a number of elements to encourage travel by modes other than by single occupant vehicles, including: good pedestrian infrastructure within the site that connects the various elements of the site and incorporates a direct link toward the municipal offices across Karen Street; short term bicycle parking and longer term, secured bicycle parking; unbundled parking for the buildings; and, the potential to provide car sharing services on the site. The Transportation Impact Study, prepared by Salvini Consulting and discussed later in this report, supports the proposed parking rate.

The requested "*Residential 1 (R1-())*" zone with site-specific special provisions, or newly established *Residential* zone, is intended to permit the redevelopment of the subject lands in a manner that is appropriate for the lands and compatible with abutting uses. The proposed special provision to permit a greater height on the subject lands is consistent with the goals of residential intensification as laid out in both the Elgin County Official Plan and the Central Elgin Official Plan. The proposed site-specific zone is consistent with the intent and policies of the Official Plan(s) and is appropriate for the proposed development. Further, the Municipality of Central Elgin Official Plan specifically contemplates apartment building uses, which is not reflected within the Township of Yarmouth Zoning By-law.

9.0 ADDITIONAL CONSIDERATIONS

9.1 Land Use Designation Swap

The swap lands have an area of approximately 4.8ha, are located outside and adjacent to the built area boundary of the Community of Port Stanley, and are designated “*Residential*” in the Municipality of Central Elgin Official Plan. These lands are generally characterized as forested, with steep slopes associated with abutting watercourses to the east, west, and south. Despite their “*Residential*” land use designation, these lands are not suitable for residential development for several reasons.

As shown in Figures 2 and 3, the swap lands are land-locked and are generally surrounded by natural heritage lands. As such, there is no viable method to provide vehicular access or municipal services to the subject lands, making them unsuitable for any form of development. The lands have been considered for residential development in the past but it was determined that the lands are not appropriate for residential uses, and the lands were ultimately conveyed to the Municipality.

There are also natural heritage restrictions on the subject lands, as identified in the Little Creek Subwatershed Study, dated May 2000, which details that development on the swap lands could have significant impacts on woodlots and bird habitats due to the risk of forest fragmentation.

Given the above, it is highly unlikely that the swap lands could ever be developed for residential uses. It is therefore our suggestion that the “*Natural Heritage*” land use designation is more appropriate for the swap lands than the “*Residential*” designation.

Should the Municipality of Central Elgin choose to redesignate the swap lands, it would effectively ‘free-up’ 4.8ha of residential land supply; land supply that has otherwise been anticipated to meet the needs of residential uses over the 25-year planning horizon. Given that the proposed development on the subject lands requires an Official Plan Amendment, and that there have been concerns that redesignating the subject lands would contribute to an over-supply of residential lands in the municipality, a designation swap would be an appropriate mechanism to generally maintain the residential land supply throughout the Municipality and avoid an over-supply.

As the subject lands have a lesser area than the swap lands, there would be no net increase in residential lands if the “*Residential*” designation was removed from the swap lands and applied to the subject lands.

It is our opinion that such a land use designation swap is appropriate, considering that it is highly unlikely that the swap lands can support any residential land uses, and that purpose-built rental apartments in a serviced area are a valuable and highly desirable land use that will meaningfully contribute to housing choice and affordability in the market area.

The proposed development and associated amendments are supported by the following technical reports.

9.2 Functional Servicing Report

MTE Consultants was retained by Quincy Developments Inc. to prepare a Functional Servicing Report in support of the Official Plan Amendment and Zoning By-law Amendment applications. The report addresses the full buildout of the development (Phase 2). The main findings of the Functional Servicing Report are as follows:

- Water supply will be provided by two separate connections to the existing watermain on Sunset Drive;
- Sanitary flows will be conveyed to the existing sanitary sewer on Karen Street which conveys flows east to the existing municipal sanitary pumping station, located on the subject lands;
- The existing site is split into two watersheds in the pre-development condition and the same split will be preserved in post-development. Flows will be controlled with orifice plates. 5-year to 100-year flows will be stored in the parking lot ponding areas. Quality control is proposed to be provided by OGS units, Stormceptor EFO4, for both post-development areas; and,
- All services exhibit sufficient capacity to service the full build-out as proposed.

9.3 Noise and Vibration Feasibility Study

HGC Engineering was retained by Quincy Developments Inc. to conduct a noise and vibration feasibility study for the proposed development. The study was required by the Municipality and the Port Stanley Terminal Railway (PSTR) as part of the planning approvals process. The results of the study are as follows:

- Forced air ventilation systems with ductwork sized for the future installation of central air conditioning by the occupant will be required for the two buildings;
- The installation of central air conditioning systems will satisfy and exceed ventilation requirements;
- Noise warning clauses are also required for those units to inform future occupants of the traffic noise impacts and proximity to existing commercial units;
- For all units, building constructions meeting the minimum requirements of the Ontario Building Code will provide sufficient acoustical insulation for the indoor spaces; and,
- The proposed development is feasible with the noise controls measures as described in the report.

9.4 Transportation Impact Study

Salvini Consulting was retained to complete a Transportation Impact Study (TIS) in support of the Official Plan Amendment and Zoning By-law Amendment applications to permit the proposed

development. The report addresses both phases of the development. The findings of the TIS are as follows:

- The site is estimated to generate 64 and 78 vehicle trips in each of the weekday morning and afternoon peak hours, respectively; when the site is fully built-out;
- The two site driveways are anticipated to operate at acceptable levels under all future total scenarios in both the weekday morning and afternoon peak hours;
- The future traffic volumes at the Sunset/Karen intersection warrant the installation of a short (15m) northbound left turn lane;
- The Sunset/Karen intersection is forecast to operate at acceptable levels in the future with the addition of the northbound left turn lane;
- The proposal can be accommodated on the area transportation network with the addition of the northbound left turn lane at the Sunset/Karen intersection;
- A number of transportation demand management measures have been incorporated in the site design to encourage travel by modes other than by single occupant vehicles; and,
- The proposed parking rate of 1.25 spaces per unit for the residential uses and one space for every 36m² of office uses is sufficient.

9.5 Archaeological Assessment

Lincoln Environmental Consulting Corp. (LEC) was retained to complete a Stage 1-2 archaeological assessment of the subject lands in support of the proposed development. The conclusions of the Archaeological Assessment are as follows:

- The Stage 1 archaeological assessment of the subject lands determined that the study area exhibited high potential for the identification and recovery of archaeological resources and a Stage 2 archaeological assessment was recommended;
- A Stage 2 archaeological assessment was conducted and no archaeological resources were identified; and,
- No further archaeological assessment of the subject lands is recommended.

10.0 CONCLUSIONS

The proposed Official Plan and Zoning By-law Amendments seek to permit two residential apartment buildings on the subject lands, one being a 4-storey building and the other a 6-storey building, and the potential interim use of the existing building to be used for medical/dental offices. The subject lands are proximate to public services, an active transportation corridor, and are located along a major county road. The proposal to redevelop the subject lands to appropriately provide efficient and cost-effective residential development provides a built-form and residential intensity that is compatible with abutting uses, maintains privacy, and achieves the goal of residential intensification.

The Municipality of Central Elgin Official Plan specifically contemplates high-density residential development for the expressed purpose of residential intensification and housing affordability; therefore, it is important to recognize the contribution the proposed development can have in achieving residential intensification, increasing housing supply, and contributing to housing affordability in Central Elgin.

While the subject lands are currently designated for office professional uses, there is no demand for the planned function of the lands, as represented by the currently vacant and historically underutilized subject lands. There has been a fundamental shift in the land marketplace, made even more substantial by the COVID-19 pandemic, which demonstrates that residential development, especially affordable residential rental housing, is desirable and needed. Given the historical lack of demand for office and institutional uses in the area, it is appropriate to consider amending the permitted uses and planned function for the subject lands to allow for high-density residential uses, and as such, the proposed development will make effective and appropriate use of the subject lands.

Additionally, in order to avoid an over-supply of residentially designated lands in the Municipality, it would be appropriate for the Municipality to consider redesignating the 4.8ha swap lands to the “*Natural Heritage*” land use designation, and reallocating residential land supply to the subject lands.

Based on the above, and as detailed throughout this Planning and Design Report, the proposed Official Plan and Zoning By-law Amendments are consistent with the intent and policies as set forth in provincial and municipal planning legislation and, as such, the proposed amendments are appropriate and represent good land use planning.