

MANAGEMENT REPORT

Date: June 26, 2023
To: Mayor and Council
From: Robyn McIntyre and Pierre Chauvin, MCIP, RPP, Consulting
Planners for the City of Stratford
Report#: COU23-079
Attachments: Aerial Map, Location and Zoning Map,
Conceptual Site Plan,
Subject Aerial Map,
Site visit photos

Title: Zone Change Application Z01-23 and Official Plan Amendment Application OPA01-23 for 198 Mornington Street in the City of Stratford

Objective: The purpose of this report is to describe the proposed development at 198 Mornington Street and the associated applications submitted by the Baker Planning Group c/o Caroline Baker on behalf of Mornington Developments Inc. The Zone Change and Official Plan Amendment will facilitate the reuse of an existing building as an apartment building with 17 dwelling units. No exterior additions or renovations are proposed.

The Official Plan Amendment application requests to increase the maximum residential density from 65 units per hectare to 75 units per hectare.

The Zone Change application requests to rezone the property from 'Residential Second Density Zone '(R2(2)-5 & R2(2)-38)' to site specific 'Residential Fifth Density Zone (R5(2))'. The site specific zoning provisions are as follows:

- To reduce the front yard depth from 10.0 m to 7.5 m to recognize the placement of the existing building;
- To reduce the exterior side yard width from 10.0 m to 8.0 m to recognize the placement of the existing building;
- To reduce the interior side yard width from 6.6 m to 6.0 m to recognize the placement of the existing building; and
- To permit a maximum density of 75 units per hectare instead of 65.

The applicant requested a site specific provision to recognize the existing parking spaces which are currently regulated under a Site Plan Agreement between the property owner and the City of Stratford. As the Site Plan Agreement was established for the previous Nursing Home use, staff note that the application will also require the following site specific parking provisions to address the existing parking deficiencies:

- Per Section 4.21, to reduce the width of the required planting strip along the interior side lot line (north) from 0.15 m to 0 m for spaces 18, 19, 20, and 21;
- Per Section 5.2. a) ii), to reduce the minimum parking space width to 2.8 m where the length of a parking stall abuts a fence or lot line for spaces 17, 19, 20, and 21;
- Per Section 5.2. a) iii), to permit a minimum parking stall length of 6.0 m for parking stalls with an angle of less than 59 degrees for spaces 12, 13, 14, and 15;
- Per Table 5.3.1, to permit a minimum one-way traffic drive aisle width of 3.3 m where abutting a 0 degree parking stall for the western drive aisle;
- Per Table 5.3.2, to permit parking within the required front yard for parking space 21;
- Per Table 5.3.2, to permit parking within the required exterior side yard setback, which is requested to be 8 m, for spaces 6, 7, 9, 10, 11, 16, and 17; and
- Per Table 5.3.2, to reduce the width of the required planting strip between a lot line and a parking space to be 0.15 m for parking spaces 11, 16, 17, 18, 9, 20, and 21.

Background:

Owner

Mornington Developments Inc.

Applicant

Baker Planning Group c/o Caroline Baker

Subject Site

The subject lands are municipally known as 198 Mornington Street, Stratford and are located at the northwest corner of the Mornington Street and Duke Street intersection. The subject lands are legally described as Pt. Corrie's Private Lane Plan 102 Stratford, Pt Lot 29 Plan 102 Stratford, Pt Lot 30 Plan 102; being parts 1, 3 and 4 on Plan 44R-4828 Stratford as shown in PIN 53138-0091 and Pt Lot 10 Plan 70 Stratford as in R223756 in the City of Stratford as shown in PIN 53138-0065. The subject lands currently contain a vacant institutional building and on-site parking.

Site Characteristics

Characteristic	Information
Existing Use	Vacant
Frontage	60.6 m along Mornington Street
Depth	Irregular
Area	2,487 m ²
Shape	Irregular

Surrounding Land Uses

Direction	Use
North	Residential
East	Residential
West	Residential
South	Residential

Public and Agency Comments

The Notice of Application and Public Meeting was sent to property owners within 120 metres of the subject lands on June 5th, 2023. Notice was also included in the Town Crier portion of the Beacon Herald on June 3rd, 2023.

No public comments have been received as of the date of the writing of this report. Any agency or public comments received after the completion of this report will be provided to the Planning and Heritage Committee.

The application was circulated to agencies on April 5, 2023. The following comments have been received to date:

- *City of Stratford Building Department:* Building permits are required to be obtained for the proposed change of use and required construction from the renovation. The applicant should be aware that Development Charges may be applicable at the current residential rates, and that there may be a potential for redevelopment allowance. This will be determined at time of Building Permit Application.
- *City of Stratford Clerks Department:* No on street parking is currently permitted on either of the abutting streets.
- *City of Stratford Engineering Department:* Engineering has no comments or concerns with these applications.
- *City of Stratford Fire Department:* No comments at this time.

- *City of Stratford Planning Department:* No outstanding concerns.
- *Upper Thames Regional Conservation Authority:* The UTRCA has no objections or requirements for this application.

Analysis:

Provincial Policy Statement, 2020 ("PPS")

Within Section 1 of the Provincial Policy Statement, the policy direction focuses on the importance of managing change, promoting efficient land uses, and promoting efficient development patterns.

Resilient Development and Land Use Patterns

The PPS provides policy direction on achieving efficient and resilient development and land use patterns. This direction includes accommodating an appropriate range and mix of residential types in order to meet the long-term needs of the community. The proposed development will add 17 apartment dwelling units to the City's housing stock and diversify the housing types available in the immediate neighbourhood. The proposed apartment units are to include nine, two-bedroom units and eight, one-bedroom units.

Developments are also to promote the cost-effective development patterns. The proposed development would take place in an existing building on an existing residential parcel in the City of Stratford.

To support efficient and resilient communities, the PPS provides for improving accessibility for persons with disabilities and older persons by addressing land use barriers which restrict their full participation in society. The existing building was previously used as a long-term care facility and as a result, is generally accessible and includes a mix of accessible implements such as ramps and at-grade entrances.

Additionally, the policy direction indicates that developments should ensure the necessary infrastructure and public service facilities are, or could be, made available to meet the current and projected needs of the proposed development. As the existing building was previously used as a long-term care facility, the building is currently serviced to accommodate multiple living quarters.

Settlement Areas

The PPS specifically notes that settlement areas are to be the focus of growth and development. The City of Stratford is identified as a settlement area under the PPS.

Land use patterns within settlement areas are to efficiently use land and resources in addition to infrastructure and public service facilities. The proposed development would occur within an existing building that is currently connected to municipal services. There are no exterior additions or renovations proposed as part of this application.

Settlement areas are to accommodate a range of uses with opportunity for intensification and redevelopment. The PPS states that intensification should be accommodated in existing building stock where possible. Under provincial direction, the City of Stratford has set their intensification target at 25%. The proposed development is an example of intensification in the City of Stratford as it would take place within an existing building that is currently vacant and was historically used as a long-term care home.

Land Use Compatibility

With respect to land use compatibility, developments are to avoid potential adverse effects from odour, noise, and other contaminants. Where avoidance is not possible, developments should mitigate these potential effects. The proposed development will establish 17 residential apartment dwelling units within a residential neighbourhood.

Housing

At the direction of the PPS, Planning authorities shall maintain the ability to accommodate residential growth; residential growth can take place through intensification. Through this residential growth, Planning authorities are required to provide for an appropriate range and mix of housing densities and options. The proposed development is an example of the intensification of a residential lot within a residential neighbourhood. The proposed development would also introduce a new housing type into the immediate neighbourhood to establish a mix of housing types.

Infrastructure and Public Service Facilities

Generally, the PPS promotes the use of existing infrastructure and public service facilities to ensure they are optimized and adaptively reused where appropriate. The proposed development has existing vehicle and pedestrian access to Duke Street and Mornington Street.

Long-Term Economic Prosperity

Development should support the long-term economic viability of communities by encouraging residential development to provide a range of housing options and optimize the long-term use of land. The proposed development would take place in an existing building that is currently vacant and represents an adaptive reuse of existing building stock.

City of Stratford Official Plan

The subject lands are designated 'Residential Areas' on Schedule 'A' of the City of Stratford's Official Plan. The Official Plan identifies the goals and objectives for 'Residential Areas' to ensure that where intensification is proposed in a residential area, it should be compatible with the surrounding neighbourhood in terms of scale, density, and design. Additionally, this designation is to achieve a mix of housing types and a minimum average density of housing.

Permitted uses in this designation includes low and medium density residential uses. A low-rise apartment is a permitted use and is considered a medium density use. While some properties are explicitly identified by the Official Plan as being for medium density uses, these areas are generally controlled through the provisions of the Zoning By-law.

Stable Residential Areas

Stable residential areas offer limited opportunity for redevelopment. Redevelopment should generally occur through modest and incremental intensification. This is to be evaluated based on multiple criteria.

The scale of the development should respect the height, massing, and density of adjacent buildings and is appropriate for the site. The existing building is two storeys tall and surrounding dwellings are predominantly two storeys tall.

Developments should respect the nature of the streetscape as determined by landscaped areas, and the relationship between the public street, front yards, and primary entrances to buildings. The proposed development will be situated in an existing building in a residential neighbourhood. No new development is proposed, and no exterior renovations or additions are proposed to the building. The development should respect the relationship between the rear wall of buildings and rear yard open spaces. The lot is an irregular triangle and is oriented with open frontages along Mornington Street and Duke Street. The interior side lot line is fenced.

The siting of buildings in relation to abutting properties should ensure no significant negative impacts regarding privacy, shadowing, and buffering. There is no new construction proposed. All renovations will occur in the interior.

Medium density developments should be a minimum of 25 units per net hectare and a maximum of 65 units per net hectare with a maximum height of three storeys in existing residential areas. The proposed development requests a maximum density of 75 units per net hectare. The existing building is two storeys.

The existing residential lotting pattern in the immediate area should be respected. The subject applications do not propose changes to the lot lines or lotting patterns.

Development should have direct access from a public or condominium road and the alignment of any proposed streets should promote acceptable traffic circulation and be adequate to accommodate municipal services. The proposed development will use the existing vehicular accesses to and from Duke Street and Mornington Street.

Density

Medium density developments in 'Residential Areas' designations should be a minimum of 25 units per net hectare and a maximum of 65 units per net hectare. The application for Official Plan Amendment requests to increase the maximum permitted density from 65 units per net hectare to 75 units per net hectare. The Official Plan states that medium density areas are generally controlled through the provisions of the Zoning By-law.

City of Stratford Zoning By-law

The subject lands are zoned 'Residential Second Density Zone '(R2(2)-5 & R2(2)-38)'. The Residential Second Density Zone does not permit an apartment building as a use. As such, there are no provisions in this zone that would apply to an apartment building use and no density regulations.

The requested Zone Change application would rezone the subject lands to 'Residential Fifth Density Zone (R5(2))'. The site specific zoning provisions are as follows:

- To reduce the front yard depth from 10.0 m to 7.5 m for the existing building;
- To reduce the exterior side yard width from 10.0 m to 8.0 m for the existing building;
- To reduce the interior side yard width from 6.6 m to 6.0 m for the existing building; and
- To permit a maximum density of 75 units per hectare instead of 65.

The Residential Fifth Density Zone provides for the regulations outlined below.

Zone Standard	Required R5(2)	Proposed
Minimum Lot Area	1,000 m ²	2,487 m ²
Minimum Lot Frontage (Corner Lot)	25.0 m	60.6 m
Minimum Lot Depth	30.0 m	40.2 m
Minimum Front Yard Depth	10.0 m	7.5 m
Minimum Exterior Side Yard Width	10.0 m	8.1 m
Minimum Interior Side Yard Width	6.6 m	6.1 m
Minimum Rear Yard Depth	6.0 m	13.5 m
Maximum Lot Coverage	30%	25%
Minimum Landscaped Open Space	35%	35%
Maximum Height	15.0 m	13.1 m to peak
Maximum Density	65 upnh	75 upnh
Minimum Density	35 upnh	-

As the proposed development is the conversion of an existing building, the requested site specific provisions have been measured to the exterior of the building. The existing building was established under a previous zoning By-law and does not comply with the provisions of the current zoning By-law. As such, the existing building is considered legal non-complying. The site specific provisions will allow the existing building to be brought into conformity with the existing zoning By-law.

Parking

The applicant originally requested a site specific provision to recognize the existing parking spaces which are currently regulated under a Site Plan Agreement between the property owner and the City of Stratford. This Site Plan Agreement was established for the previous Nursing Home use where the parking requirement was one parking space per three beds which would equate to 20 parking spaces as the Nursing Home had a 60 bed capacity.

For the proposed apartment use, the required parking rate is 1.25 parking spaces per dwelling unit, which includes a visitor parking rate of 0.25 spaces per unit and 4% barrier-free parking. As the existing site plan agreement was established under a past use, and given that the parking requirements vary between the past use and the proposed use, Staff would request that the application be revised to include the following site specific parking provisions to address the existing deficiencies:

- To reduce the width of the required planting strip along the interior side lot line from 0.15 m to 0 m for spaces 18, 19, 20, and 21;

- To reduce the minimum parking space width to 2.8 m where the length of a parking stall abuts a fence or lot line for spaces 17, 19, 20, and 21;
- To permit a minimum parking stall length of 6.0 m for parking stalls with an angle of less than 59 degrees for spaces 12, 13, 14, and 15;
- To permit a minimum one-way traffic drive aisle width of 3.3 m where abutting a 0 degree parking stall for the western drive aisle;
- To permit parking within the required front yard for parking space 21;
- To permit parking within the required exterior side yard setback, which is requested to be 8.0 metres, for spaces 6, 7, 9, 10, 11, 16, and 17; and
- To reduce the width of the required planting strip between a lot line and a parking space to be 0.15 metres for parking spaces 11, 16, 17, 18, 9, 20, and 21.

The existing parking lot is permitted through legal non-conforming status. However, Section 5.1.2.3 of the Zoning By-law requires that, where there is a change of use, the deficiencies in parking rates are to be provided. As such, additional relief is required for these parking provisions.

Financial Implications:

Financial impact to current year and future year operating budgets:

The 17 new dwelling units may be subject to development charges and may result in additional tax revenue received by the City.

Alignment with Strategic Priorities:

Strengthening our Plans, Strategies, and Partnerships

Partnering with the community to make plans for our collective priorities in arts, culture, heritage and more. Communicating clearly with the public around our plans and activities.

Widening our Economic Opportunities

Strengthening Stratford's economy by developing, attracting and retaining a diversity of businesses and talent.

Alignment with One Planet Principles:

Health and Happiness

Encouraging active, social, meaningful lives to promote good health and wellbeing.

Equity and Local Economy

Creating safe, equitable places to live and work which support local prosperity and international fair trade.

Culture and Community

Nurturing local identity and heritage, empowering communities and promoting a culture of sustainable living.

Staff Recommendation: THAT Council hear all interested persons with respect to Official Plan Amendment application OPA01-23 and Zoning By-law Amendment application Z01-23.

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