Residential Intensification in the Essex Street Study Area

City of London
Planning & Development Department
March 1995
1.0 INTRODUCTION

1.1 Purpose of Study

This study was initiated as a result of numerous applications requesting Zoning By-law amendments to permit such uses as converted dwellings, fourplexes and low rise apartments within the Multi-Family, Medium Density Residential designation. It was also initiated because of citizen concern with development that was taking place in the area. Many of these building types have been recently built or are proposed. Given the proximity to the University of Western Ontario, there is a great demand for low rent, short term rental housing in this neighbourhood.

This study was carried out in accordance with the Official Plan policies addressing area studies. In residential areas which are experiencing pressure for conversion and redevelopment for a higher intensity use, an area study may be prepared to provide detailed guidance for the evaluation of development proposals.

The primary purpose of this study is to clarify the intended intensification of lands designated Multi-Family, Medium Density Residential. The purpose is to identify the areas where redevelopment is encouraged and where conservation of the existing housing stock is encouraged. The boundary of the study area is the lands designated Multi-Family Medium Density Residential between Western Road, Platts Lane and the Canadian Pacific Railway. The Low Density Residential designation to the north along Cedar Avenue was also reviewed.

This study will review issues related to multiple unit forms of residential development. The Planning Department has recently completed a study on the North London and Broughdale communities which was approved by Council on February 19, 1996. Some of the issues from that study such as building bulk and parking are similar to this neighbourhood.

2.0 PLANNING ANALYSIS AND RECOMMENDATIONS

2.1 Zoning of Multi-Family, Medium Density Residential Lands

Issue: Is the zoning of the lands designated Multi-Family, Medium Density Residential appropriate?

Objective: To appropriately zone areas to encourage the desired type of physical intensification in the medium density residential area. Within the study area there are many differences in terms of land uses, residential character and pressures for physical changes. The purpose of the Zoning By-law is to implement the Official Plan policies for the area and control and guide the change to achieve the desired type of physical intensification. This should be as explicit as possible. The local community affected by the Zoning By-law will benefit by knowing what is permitted and encouraged and what the zoning regulations are now and in the foreseeable future. Frequently changing zoning creates uncertainty and instability in the neighbourhood.

This zoning review will focus on specific streets and corridors to determine if the current zoning regulations are appropriate.

2.1.1 McDonald Avenue

McDonald Avenue contains mostly one storey single detached dwellings which were built throughout the first half of this century. There have been some newer developments in the form of semi-detached dwellings. The majority of lots have a frontage of 12 metres (40 ft.) and are relatively deep. Most of the homes contain one dwelling unit and are owner
ESSEX STUDY AREA
Department of Planning and Development
CITY OF LONDON

Prepared by Graphics & Information Services

Application NO.: Planner:
ESSEX STUDY O.K.
Map Prepared By: Date: 96.04.02
LEGEND:

- DOWNTOWN AREA
- REGIONAL SHOPPING AREA
- COMMUNITY SHOPPING AREA
- NEIGHBOURHOOD SHOPPING AREA
- ASSOCIATED SHOPPING AREA COMMERCIAL
- BUSINESS DISTRICT
- ARTERIAL MIXED USE DISTRICT
- RESTRICTED SERVICE COMMERCIAL
- HIGHWAY SERVICE COMMERCIAL
- MULTI-FAMILY, HIGH DENSITY RESIDENTIAL
- LOW DENSITY RESIDENTIAL
- OFFICE AREA
- OFFICE/RESIDENTIAL
- OFFICE BUSINESS PARK
- GENERAL INDUSTRIAL
- LIGHT INDUSTRIAL
- REGIONAL FACILITY
- COMMUNITY FACILITY
- OPEN SPACE
- URBAN RESERVE

THIS IS AN EXTRACT FROM SCHEDULE A, OF THE OFFICIAL PLAN WITH ADDED NOTATIONS.

CITY OF LONDON
DEPARTMENT OF PLANNING AND DEVELOPMENT

OFFICIAL PLAN
Schedule A - LAND USE

APPLICATION NO:
ESSEX ST. STUDY
O.K.

MAP PREPARED:
96/01/10 F.G.
occupied. The majority of the owner occupied homes can be described as being in good condition and well kept, showing pride in the neighbourhood. This street can be characterized as a stable residential area but one which has seen an increase in tenant occupied single detached dwellings.

McDonald Avenue is characterized as a local street. It has one access point to Wharncliffe Road. It is often difficult to make left hand turns when exiting McDonald Avenue. The CP Railway located directly to the south of McDonald Avenue. The railway is elevated and there is vegetation along the berm to the north of the tracks.

McDonald Avenue is zoned Residential R2 (R2-2). This zone permits single detached dwellings, semi detached dwellings, duplex dwellings and a maximum of two converted dwellings. This zone does not recognize the existing lot frontages and lot areas for single detached dwellings. The existing lots have a minimum lot frontage of 12 metres. The minimum lot frontage regulation for the Residential R2 (R2-2) zone is 9 metres. This zone could lead some public to believe that the City is encouraging demolition and consents to create smaller lots.

The appropriate zone for McDonald Avenue is Residential R2 (R2-3). This zone will more closely recognize the existing lot frontages. Other than a very minor difference in the lot area requirement between the R2-2 and R2-3 Zones, there are no other differences in the regulations for single detached dwellings. The regulations for duplexes and converted dwellings are the same for both zones. The main difference between the two zones for semi detached dwellings is a minor difference in the lot area requirement and the interior side yard requirements. The R2-3 zone will more closely reflect the existing development pattern on the street.

It would be premature to change the zoning of the properties along McDonald Ave to permit higher intensity residential uses. However if certain criteria are met, then at that time the zoning of the areas will be reviewed. These criteria include:

- a considerable change in the housing occupancy
- a decrease in housing conditions
- loss of residential amenity and character in the neighbourhood
- pressures for residential intensification
- consensus of property owners that change to the zoning by-law is required
- a substantial improvement to the McDonald/Wharncliffe intersection to increase the capacity and safety of the turning movements

If these criteria are met, then at that time, the zoning of the area will be reviewed. Presently the street is recognized as a stable residential area. There are better locations in the immediate area to which residential intensification could be directed.

**Recommendation:** That By-law Z-1 be amended to change the zoning of lands located on McDonald Avenue from a Residential R2 (R2-2) Zone to Residential R2 (R2-3) Zone.

### 2.1.2 Essex Street

Essex Street contains a range of dwelling types including single detached homes, semi detached homes, purpose designed duplexes and converted dwellings. The homes were built in three general periods: 1910's, 1950's and 1980's to present. Given the variety of residential dwelling types, there is a range of dwelling sizes. Most of the homes built in the 1910's are under 1,000 square feet in size and are one storey in height. Most of the homes built in the 1950's were built as duplexes or semi-detached dwellings. Many of the duplexes contain three dwelling units. There is no common frontage or lot depth given the range of dwelling types and lot configurations. There have been some newer homes built in the form of single detached and semi-detached dwellings. Approximately thirty percent of the homes
are owner occupied and over fifty percent of the homes contain more than one dwelling unit refer to Location of Converted Dwelling Units map). A large fourplex was recently built on Essex Street near Wharncliffe Road. This property is zoned to permit fourplexes and low rise apartments. This property shares the same zoning as the properties along the Wharncliffe Road corridor.

Essex Street is characterized as a local street. Essex Street contains two access points; one direct access to the west and one indirect access via Hollywood Crescent to the north. Essex Street also has a pedestrian access to Platts Lane to the west. Some of the homes on the south side are impacted by the railway line to the south. Some homes along Essex Street front onto the low rise apartments located at Essex Street and Western Road. Parking for the five apartment buildings is supplied in the form of a single isle configuration along Essex Street.

The majority of Essex Street is zoned Residential R2 (R2-2). This zone recognizes that most of the buildings were built as single detached dwellings and duplexes. This zone does not recognize that many of the homes contain more than two residential units. The Residential R2 (R2-2) places a cap of two converted dwellings per residential dwelling. Also, the interpretation of the converted dwelling definition suggests that converted dwelling units cannot be established in duplex dwellings. There are several duplex dwellings which contain converted dwellings along Essex Street. (A zoning monitoring report on dwelling definitions in By-law Z-1 is addressing this issue).

The Residential R2 (R2-2) Zone is not appropriate for Essex Street. The residential character of this street has evolved. In reviewing assessment records, the City directory (Vernons) and through site visits (counting mail boxes, hydro metres) it is clear that many of the duplexes have been converted into three residential units. There has been only one complaint made to the City regarding three dwelling units in purpose designed duplex dwellings. This indicates that there may be some public acceptance for dwelling conversions in this area.

The most appropriate zone for the properties which are presently zoned Residential R2 (R2-2) is a Residential R3 (R3-2) Zone. This zone permits single detached dwellings, semi-detached dwellings, duplex dwellings, triplex dwellings, converted dwellings, and fourplex dwellings. Generally there are no major differences in the regulations for the Residential R2 (R2-2) and Residential R3 (R3-2) Zone for single detached, semi-detached and duplex dwellings; the only difference is the height regulation for single detached dwellings (R2-2:9.0 M; R3-2:10.5 M).

The R3-2 Zone also permits triplexes and fourplexes. The minimum lot frontage is 15 metres. Approximately half of the residential lots would conform to the lot frontage. The majority of single detached dwellings could not redevelop for triplexes or fourplexes due to insufficient frontage. Some property assembly would be required. Many of the recent fourplexes built in the area have a frontage over 15 metres. If redevelopment occurs along Essex Street, it is most likely to occur in the area of the aging single detached dwellings. Many of these homes do not individually meet the frontage requirements for triplexes and fourplexes of the R3-2 Zone and therefore some land consolidation would be required.

The R3-2 Zone also permits more than two converted dwellings. It is appropriate to recognize the fact that many of the duplex dwellings contain more than two dwelling units. The number of converted dwellings will be controlled by the existing size of the residential building and the lot area.

The recommended zone recognizes the locational differences between Essex Street and Wharncliffe Road and also recognizes the development pressures this street is experiencing. This zone represents an appropriate balance between the desire to attract re-investment to upgrade the housing stock and the desire to ensure that intensification activities provide an
appropriate neighbourhood fit. Additional regulations such as the floor area ratio, and yard setbacks and parking regulations will promote this balance.

Recommendation: That By-law Z-l be amended to change the zoning of lands located on Essex Street from a Residential R2 (R2-2) Zone to Residential R3 (R3-2) Zone.

2.1.3. Hollywood Crescent/Essex Street

Hollywood Crescent and adjacent parts of Essex Street contain mostly one storey single detached dwellings on large irregularly shaped lots. This area is a low density residential enclave which is situated among a range of higher profile housing types. This area is almost exclusively owner occupied with many long term residents. The homes are well kept and there has not been the same level of dwelling conversions as there has been on Essex Street.

This area is zoned Residential R1 (R1-10). This zone permits single detached dwellings on larger lots. It would be premature at this time to amend the zoning for properties in this area which do not have any potential access to Western Road to permit a wider range of permitted uses. If the previously listed criteria addressing change are met then at that time the zoning will be reviewed. Given the potential for renovation activity which may result in higher residential tenant occupancy and out-of-character residential buildings, a Floor Area Ratio should be considered (refer to section 2.3 of this report).

Recommendation: That no changes be made to range of permitted uses for the properties presently zoned Residential R1 (R1-10) along Hollywood Crescent and parts of Essex Street.

2.1.4. Oak Park Apartments

Located at the corner of Essex Street and Western Road, these apartments were built in the 1960's. There are five building containing twenty-two units each for a total of 110 units. The apartments are built at a density of approximately 65 units per hectare. The buildings are three stories in height. Surface parking is provided to the east of the buildings and along the north side of Essex Street. Access to the buildings is via Western Road and Essex Street.

The low profile character of the buildings and the existing density blends with the character of the neighbourhood. The buildings are situated at an adequate distance from the homes along Hollywood Avenue to minimize any negative impacts. The site is zoned Residential R8 (R8-3), permitting low rise apartments at a maximum density of 65 units per hectare. The site is built to the maximum permitted density. It would be reasonable to amend the zoning for this parcel to permit the maximum density in a Medium Density Residential designation. This would be a increase in the density of 10 units per hectare which could result in an additional 17 apartment units. A Floor Area Ratio regulation will ensure that if this apartment site is redeveloped, overly large apartment blocks will not be developed.

Recommendation: That By-law Z-1 be amended as it is applied to the Oak Park Apartment property located at the corner of Essex Street And Western Road from a Residential R8 (R8-3) Zone to a Residential R8 (R8-4) Zone.

2.1.5. Western Road Corridor

The area along the north side of Western Road to the east and west of Cedar Avenue is designated Multi-Family, Medium Density Residential and is zoned Residential R1 (R1-6). The area contains nine single detached dwellings all fronting Western Road. Eight of the dwellings are rented. There has been some land assembly in this area. There have been numerous applications in the area. A recent application to amend the Zoning By-law for lands at 936 Western Road to permit multiple family development was not supported by
Council (notwithstanding the recommendation of the Director of Planning and Development). A compromise was reached between the property owner and Cedar Avenue residents at an Ontario Municipal Board hearing (1993) regarding 954 and 948 Western Road and the lands to the rear. The agreement reached was that the rear lands could be developed for townhouses (recently built) and the two properties fronting Western Road would be zoned to permit only single detached dwellings. The Cedar Avenue resident's position along this section of Western Road is to retain the single detached dwellings to give the perception from the street that the area is a low profile residential neighbourhood.

The Residential R1 (R1-6) Zone permits only single detached dwellings. This zone would not normally be applied in a Multi-Family, Medium Density designation along an arterial roadway which sustains high traffic volumes (23,000 AADT -1994) and may be widened in the future. This corridor has clearly been in transition towards more intensive residential uses over the past several years. The Official Plan recognizes this direction and encourages this change. The appropriate zone for these lands is the same zone which is applied to other properties fronting the Western Road/Wharncliffe Road corridor. The Residential R3/R8 (R3-1/R8-4) Zone would permit triplex fourplex and low rise apartment dwellings. This zone should also be applied to the property located at 373 Hollywood Crescent which flanks Western Road. This property is across the street from 975 Western Road which is zoned Residential R3/R8 (R3-1/R8-4). Also, this zone should be applied to 335-347 Wharncliffe Road. These three properties designated Multi-Family, Medium Density Residential are located south of the eight (8) storey apartment buildings at 345 Wharncliffe Road North. The properties are located along the arterial road corridor and should be zoned in a similar fashion as other properties fronting Western Road/Wharncliffe Road.

The main issue along this corridor is the perceived impact of development on the surrounding neighbourhood. Issues such as buffering from the adjacent low density neighbourhood can be adequately addressed at the site plan stage of development. Parking concerns could be alleviated through revised parking standards for large dwelling units within multiple unit developments. Also, additional regulations on the permitted bulk of development and additional setback requirements where medium density development abuts low density development will provide an adequate transition between medium and low density development. The recommended zone will provide opportunities for medium density development in the area in conformity to the intent of the Official Plan. The recommended zone will also provide some certainty and stability to the Cedar Avenue neighbourhood that redevelopment will be encouraged along the Western Road corridor and not in the internal low density neighbourhood.

Recommendation: That By-law Z-1 be amended to change the zoning of lands located at 914-954 Western Road from a Residential R1 (R1-6) Zone to Residential R3/R8 (R3-1/R8-4) Zone; 373 Hollywood Crescent from a Residential R1-10 Zone to a Residential R3/R8 (R3-1/R8-4) Zone; and 335-347 Wharncliffe Road from a Residential R2 (R2-2) Zone to a Residential R3/R8 (R3-1/R8-4) Zone.

2.2 Zoning of Lands Designated Low Density Residential

Issue: Is the zoning for the lands designated Low Density Residential located on Cedar Avenue and Wharncliffe Road North appropriate?

Objective: To recognize the balance between the pressures for neighbourhood stability and the pressures for intensification.

Analysis: The subject lands designated Low Density Residential contain a mix of single detached dwellings and semi-detached dwellings. The single detached dwellings are situated on larger lots; many of the lots have a frontage of over 23 metres (75 ft.). The single detached homes are located along Cedar Avenue and the west side of Wharncliffe Road North. The semi-detached dwellings are located on the east side Wharncliffe Road North.
Approximately eighty percent of the single detached dwellings are owner-occupied. This is a stable low profile residential area located in the interior of a neighbourhood which is experiencing pressures for redevelopment along its boundary.

The existing single detached dwellings are zoned Residential R1 (R1-6) and the semi detached dwellings are zone Residential R2 (R2-2). Both zones recognize the existing pattern of development. There is no rationale to rezone this area for higher intensity residential uses. If the character and ownership pattern of the neighbourhood changes the zoning of the area will be examined at that time. A Floor Area Ratio regulation will provide for further neighbourhood protection from overly large dwelling additions. This area is considered as an area of residential conservation.

Recommendation: That no changes be made to range of permitted uses for the properties presently zoned Residential R1 (R1-6) and Residential R2 (R2-2) along Cedar Avenue and Wharncliffe Road North.

2.3 Residential Bulk

Issue: Are the regulations addressing building bulk adequate in controlling residential redevelopment in the study area?

Objective: To introduce appropriate residential bulk controls where necessary to control the bulk of residential buildings.

Analysis: The bulk of a building is a key factor in addressing scale of development in existing neighbourhoods. Municipal by-laws define a building envelope within which a building can be constructed. The envelope consists of limits on building placement on a lot and building height. The envelope is intended to provide for flexibility in building placement on a lot. The regulations are not intended to control building bulk as they did not anticipate that the entire building envelope will be filled by a dwelling; this would result in very large dwellings.

The Floor Area Ratio (FAR) regulation is an accepted planning approach to control residential building bulk. The FAR is designed to control the bulk of residential buildings and to indirectly control the amount of activity which can take place within a dwelling unit by limiting the floor area. The FAR is defined as the amount of floor space in a building divided by the area of the lot on which it is located. For example a building of 5,000 square feet located on a 5,000 square foot lot has a FAR of 100%; a building of 2,500 square feet on a similar sized lot has a FAR of 50%. This form of regulation was recently introduced in the North London/Broughdale neighbourhood to control the bulk of residential buildings.

The are two issues in determining appropriate bulk regulations: FAR regulations in redevelopment areas and FAR regulations in areas of neighbourhood stability. In areas which are considered as areas for redevelopment, the FAR must recognize the range of permitted uses and provide for reasonable development opportunities. The size of existing lower profile buildings is not considered in the FAR regulation since these areas are planned for redevelopment and not for residential conservation. On the other hand, in stable residential areas, the FAR regulation should recognize the FAR of existing dwelling units and provide an opportunity for minor additions.

Both the areas planned for redevelopment and the stable residential areas considered for neighbourhood conservation are recommended to include a FAR regulation. The FAR regulation for McDonald Avenue, Hollywood Crescent and Cedar Avenue/Wharncliffe Road North will recognize the average sized dwelling and allow for a minor addition to the average sized dwelling. The intent of this regulation for these three streets is to encourage neighbourhood stability and not redevelopment for higher intensity land uses. Based on the above criteria, the recommended FAR regulation for the areas planned for neighbourhood
conservation is 35% for Hollywood Crescent and 40% for McDonald Avenue, Cedar Avenue and Wharncliffe Road North.

For areas which are planned for redevelopment, the FAR regulation must provide an opportunity for development of the permitted uses. Examples of recently built developments indicate that in many cases the proposed use is appropriate, however, the building bulk was achieved at the expense of parking and landscaped open space on the site. The result is buildings which are too large for the lot and out of character with the neighbourhood. In the past, the majority of multiple unit dwellings contained

<table>
<thead>
<tr>
<th>ADDRESS</th>
<th>LOT SIZE</th>
<th>ZONE</th>
<th>USE</th>
<th>BUILDING SIZE</th>
<th>FAR</th>
</tr>
</thead>
<tbody>
<tr>
<td>36 Essex St.</td>
<td>520 m²</td>
<td>R2-2</td>
<td>Duplex</td>
<td>310 m²</td>
<td>60%</td>
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<tr>
<td></td>
<td>5600 s.f.</td>
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<td>3340 s.f.</td>
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<tr>
<td>16 Essex St.</td>
<td>765 m²</td>
<td>R3-1/R8-4</td>
<td>Fourplex</td>
<td>955 m²</td>
<td>124%</td>
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<tr>
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<td>8250 s.f.</td>
<td></td>
<td></td>
<td>10260 s.f.</td>
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<tr>
<td>323 Wharncliffe Rd.</td>
<td>650 m²</td>
<td>R3-1/R8-4</td>
<td>Fourplex</td>
<td>590 m²</td>
<td>91%</td>
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<tr>
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<td>6975 s.f.</td>
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<td>6350 s.f.</td>
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</table>

a maximum of three or four bedrooms. However, due to the demand for short term rental housing, it is not uncommon to have six bedrooms in a multiple unit dwelling. These examples of multiple units dwellings have Floor Area Ratios approximating 100%. It would be reasonable to control the bulk of these multiple unit dwellings since the present zoning regulations did not anticipate that these forms of dwellings with multiple bedrooms.

Assuming that a typical multiple unit dwelling size is 100 square metres (1,076 s.f.) including common areas and based on the minimum lot standards for triplexes and fourplexes and low rise apartments, the recommended FAR is 80%. If this regulation was in place, the maximum size of the fourplex located at 16 Essex Street would be 612 M² (6,588 s.f.) in place of 955 M² (10,260 s.f.). This would still allow for approximately a 1,400 square feet of living space per each of the dwelling units in this fourplex building. By comparison, one block of the Oak Park apartments is approximately 20,000 square feet in size and contains 22 dwelling units or approximately 85 M² (900 s.f.) per unit. The FAR of these apartment units is approximately 55%.

Recommendation: That By-law Z-1 be amended to introduce the following Floor Area Ratios:

FAR of 35%  
• for lands zoned Residential R1 (R1-10) along Hollywood Crescent and parts of Essex Street;

FAR of 40%:  
• for lands recommended to be zoned Residential R2 (2-2) along McDonald Avenue;  
• for lands zoned Residential R1 (R1-6) along Cedar Avenue and Wharncliffe Road North;
FAR of 80%:
- for lands recommended to be zoned Residential R3 (R3-2) along Essex Street;
- for lands zoned Residential R3/R8 along Wharncliffe Road/Western Road corridor;
- for lands recommended to be zoned Residential R8(R8-4) at the corner of Essex Street and Western Road (Oak Park Apartments)

2.4 Minimum Yard Regulations

**Issue:** Are the minimum yard regulations in By-law Z-1 adequate in addressing adverse impacts such as privacy and overview on adjacent low profile residential areas?

**Objective:** To facilitate built form compatibility on sites which permit triplex and fourplex dwelling and abut lower profile residential areas.

**Analysis:** In order to address the issue of overview and privacy considerations in situations where residential intensification is proposed adjacent to existing low profile residential development, a combination height/setback regulation is proposed. In order that new development is not overpowering in relation to the existing built form of the surrounding area, a height/setback relationship consistent with a maximum angular plane of 45% is recommended. The present minimum rear yard depth regulation ranges from 6.0 to 7.5 metres. This represents a minimum angular plane of 22 degrees. Although the difference in the height regulation between single detached and fourplex dwellings is minimal (1.5 M), fourplex dwellings contain more massive building elements than single detached dwellings (eg. height and length of building wall, number of windows, building size).

This angular plane restriction implies a height/setback ratio of 1:1 for rear and side yard setbacks where multiple unit dwellings are proposed adjacent to lands zoned Residential R1 or Residential R2. A review of several of the recently built fourplexes and a proposed stacked townhouse project in the neighbourhood indicates that the buildings are set back from the adjacent low profile areas at a much higher distance than both the present zoning by-law requirement and the recommended height/setback ratio.

**Recommendation:** That a height/setback ratio of 1:1 be introduced where the Residential R3/R8 Zone abuts properties zoned Residential R1 or Residential R2.

2.5 Residential Parking Standards

**Issue:** Are the parking standards in By-law Z-1 adequate for multiple unit developments containing large dwelling units.

**Objective:** The purpose of regulating the minimum number of parking spaces is to provide sufficient off-street parking spaces. One of the greatest neighbourhood impacts multiple unit buildings containing large dwelling units with multiple bedrooms is the demand for off-street parking.

**Analysis:** The parking standard for multiple unit dwellings such as triplexes and fourplexes is one parking space per unit. The parking for apartment units ranges from 1 to 1.25 parking spaces per unit. There is no relationship between the parking rate and the size of individual dwelling units.

Recently, the Student Housing Advisory Committee carried out a housing survey regarding the student housing situation in London. The survey contained questions regarding living accommodations, and methods of transportation. The survey results indicated some trends regarding student transportation. The results indicate that a greater percentage of students
are driving to campus and students increasingly require/desire parking at their place of
residence. The results indicate that approximately one third of the students drive. These
trends indicate that there is a need to revisit the parking regulations for multiple unit
dwellings with large dwelling units and multiple bedrooms.

Several options were reviewed to determine the most appropriate parking regulation and
the most practical solution is a parking regulation related to the gross residential floor space
of a dwelling unit. By-law Z-1 defines the minimum dwelling unit area as 37 square metres
(398 s.f.) for a bachelor dwelling unit plus an additional 10.0 square metres (108 sq.ft)
for each bedroom. The minimum size for a three bedroom unit is 67 square metres (721
s.f.). Based on the demand of one parking space per three bedrooms, a reasonable
regulation would be one additional parking space for any dwelling unit greater than 70
square metres (753 s.f.) which would represent a maximum of three bedrooms. The best
test for this parking regulation is for the recently completed fourplex at 16 Essex
Street. The building contains six bedrooms per dwelling unit for a total of twenty four
bedrooms. The building is approximately 10,200 square feet in size. Under the current
regulations, a total of four on-site parking spaces are required. Under the proposed
regulations, eight on-site parking spaces would be required. Presently, there are six parking
spaces on-site and an additional four off-site parking spaces leased from the adjacent
commercial property. The present regulations are not sufficient for multiple residential
buildings with large individual dwelling units in this area.

Recommendation: That By-law Z-1 be amended to introduce a parking rate for properties
zoned Residential R3/R8 for one additional parking space for any dwelling
unit greater than 70 square metres (753 s.f.).

2.6 Front Yard Setback Exemption

Issue: Does the current front yard setback exemption for built up residential areas promote
redevelopment with possible inadequate setbacks.

Objective: To provide adequate front yard setbacks in redevelopment areas.

Analysis: Where there are vacant residential lots in built up areas of the City, By-law Z-1
contains a general provisions which allows new development to establish front yard setbacks
which will complement the existing setbacks in the neighbourhood. The minimum setback
is determined by taking the average of the established building lines of the adjacent lots.

This regulation was intended to provide flexibility for the odd infill in low density residential
areas. This regulation is not appropriate for redevelopment areas. The concern with this
regulation is that it is silent on the specific type of new development. For example if a row
of single detached dwellings are zoned to permit triplexes, and a triplex is proposed to be
situated between two single detached dwellings, the front yard setback fro the triplex will
be the average of the adjacent single detached dwellings. This could create a future
problem for future road widening. Also, this regulation may permit the triplex to locate
much closer to the street than is appropriate for a multiple unit use. This regulation should
only be applied if the proposed use for a vacant site is the same as the adjacent existing
uses. This can be achieved by amending the wording in the regulation to state that this
regulation is only applicable if the proposed residential use is the same as the residential
buildings on the adjacent lots.

Recommendation: That the front yard setback exemption in By-law Z-1 be amended by
indicating that the front yard setback exemption will only be applied in areas
zoned Residential R1/R2.
3.0 CONCLUSION

Within the Essex Street study area there are many differences in terms of land uses, residential character and pressures for redevelopment and neighbourhood stability. The recommended amendments represent an appropriate balance between the desire to attract re-investment to upgrade the housing stock and the desire to ensure that intensification activities provide an appropriate neighbourhood fit. Additional regulations such as the floor area ratio, yard setbacks and parking regulations will promote this balance and will encourage a transition between low profile and medium density developments. The zoning amendments determine the areas where intensification and redevelopment is encouraged and where conservation of the existing housing stock is encouraged.

AREAS WHERE INTENSIFICATION AND REDEVELOPMENT IS ENCOURAGED

<table>
<thead>
<tr>
<th>LOCATION</th>
<th>PRESENT ZONE</th>
<th>RECOMMENDED ZONE</th>
<th>ADDITIONAL REGULATIONS</th>
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<tr>
<td>Essex Street</td>
<td>R2-2</td>
<td>R3-2()</td>
<td>additional setback</td>
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<td>parking regulation</td>
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<tr>
<td></td>
<td>single semi-detached; converted dwellings (2 units)</td>
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<tr>
<td>981-975 Western Rd.</td>
<td>R3-1/R8-4</td>
<td>R3-10/R8-4()</td>
<td>additional setback</td>
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<td>FAR of 80%</td>
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<td>parking regulation</td>
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<td>converted dwellings, triplex, fourplex; low rise apartments</td>
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<tr>
<td>914-954 Western Rd., 373 Hollywood Cres. 335-347 Wharncliffe Rd.</td>
<td>R1-6, R1-10, R2-2</td>
<td>R3-10/R8-4()</td>
<td>additional setback</td>
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<td>parking regulation</td>
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<td>semi-detached</td>
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<td>converted dwellings (2 units)</td>
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<tr>
<td>Oak Park Apartments</td>
<td>R8-3</td>
<td>R8-4()</td>
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<td>low rise apartments</td>
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<td>Wharncliffe Rd.</td>
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<td>converted dwellings, triplex, fourplex; low rise apartments</td>
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AREAS WHERE CONSERVATION IS ENCOURAGED

<table>
<thead>
<tr>
<th>LOCATION</th>
<th>PRESENT ZONE</th>
<th>RECOMMENDED ZONE</th>
<th>ADDITIONAL REGULATIONS</th>
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</thead>
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<tr>
<td>McDonsald Ave.</td>
<td>R2-2</td>
<td>R2-3Q</td>
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<tr>
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<td>single, semi detached; converted dwelling (2 units)</td>
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<td>Hollywood Cres./ Essex St.</td>
<td>R1-10</td>
<td>R1-10()</td>
<td>FAR of 35%</td>
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<td>single detached</td>
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</tr>
<tr>
<td>Cedar Ave., Wharncliffe Rd.N</td>
<td>R1-6, R2-2</td>
<td>R1-6Q/R2-2Q</td>
<td>FAR of 40%</td>
</tr>
<tr>
<td></td>
<td>single, semi detached; converted dwelling (2 units)</td>
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I hereby certify that the Municipal Council, at its session held on July 2, 1996 resolved:

13. That, on the recommendation of the Commissioner of Planning and Development, the following actions BE TAKEN with respect to the Planning Study on Residential Intensification in the Essex Street Area:

a) Zoning By-law Z-1 BE AMENDED in accordance with the attached enacting clause (in conformity to the Official Plan) to change the zoning of the following lands:

i) McDonald Avenue, Beaufort Street, Saunby Street, Irwin Street, Gunn Street
   - from a Residential R2 (R2-2) Zone to a Residential Special Provision R2 (R2-3( )) Zone permitting single/semi detached dwellings and converted dwellings (2) to more closely reflect the existing development pattern on the street, with a Floor Area Ratio regulation of 40%;

ii) Essex Street - from a Residential R2 (R2-2) Zone to Residential Special Provision R3 (R3-2( )) Zone permitting additional uses such as triplexes, fourplexes and more than two converted dwellings per residential building; with a Floor Area Ratio regulation of 75%; increased parking standards; revised rear/interior side yard setbacks and deletion of front yard setback exemption;

iii) Oak Park Apartments (939 Western Road) - from a Residential R8 (R8-3) Zone to a Residential Special Provision R8 (R8-4( )) Zone to permit apartment buildings at a density of 75 units per hectare (the current density is 65 units per hectare); with a Floor Area Ratio of 65%;

iv) Hollywood Crescent/Essex Street - from a Residential R1 (R1-10) Zone to a Special Provision Residential R1 (R1-10( )) Zone with a Floor Area Ratio of 35%;

v) Cedar Avenue and Wharncliffe Road North - from a Residential R1 (R1-6) Zone and a Residential R2 (R2-2) Zone to a Special Provision Residential R1 (R1-6( )) Zone and a Special Provision Residential R2 (R2-2( )) Zone with a Floor Area Ratio of 40%;

vi) 914-936 Western Road - from a Residential R1 (R1-6) Zone; 373 Hollywood Crescent - from a Residential R1(R1-10) Zone; and 335-347 Wharncliffe Road - from a Residential R2 (R2-2) Zone to a Residential Special Provision R3/R8 (R3-1( )/R8-4( )) Zone permitting additional uses such as triplexes, fourplexes and apartments to permit medium density land uses along the Western Road/Wharncliffe Road corridor; with a Floor Area Ratio regulation of 80%; increased parking standards; revised rear/interior side yard setbacks and deletion of front yard setback exemption;
vii) 954-948 Western Road - from a Residential R1 (R1-6) Zone to a Residential R5 (R5-3) Zone permitting cluster townhouses and a Residential Special Provision R3/R8 (R3-1( )/R8-4( )) Zone permitting additional uses such as triplexes, fourplexes and apartments; with a Floor Area Ratio regulation of 80%; and increased parking standards;

viii) to introduce Floor Area Ratios to regulate the size of dwellings in relation to the size of the lot. Current regulations consist of limits on building placement on a lot and building height. The recommended regulations are designed to control the bulk of residential buildings by limiting the total floor area. Floor Area Ratios are recommended for all residential properties in the study area. The Ratios are differentiated by the Residential Zones;

ix) to introduce a height/setback of 1:1 where the Residential R3 and/or Residential R8 Zone abuts properties zoned Residential R1 or Residential R2 to increase the setback between multiple unit development such as fourplexes and properties zoned for single detached dwellings;

x) to introduce a parking rate for properties zoned Residential R3 and/or Residential R8 of one additional parking space for any dwelling unit greater than 70 square metres (753 s.f.) to increase the parking requirements for multiple unit developments where the individual units within the development are large;

xi) to change the front yard setback exemption by indicating that the exemption will only be applied in areas zoned Residential R1/R2 to remove the exemption for front yard setbacks in areas which are redeveloping for higher densities than existing uses.

b) the application of J. Buckley relating to the property located at 370 Hollywood Crescent (Z-5195), for an amendment to Zoning By-law No. Z.-1 to change the zoning of the subject lands from a Residential R1 (R1-10) Zone which permits single detached dwellings to a Residential R3/R8 (R3-1/R8-4) Zone which permits triplexes, fourplexes, stacked townhouses and low rise apartments BE REFERRED BACK to the Commissioner of Planning and Development for further consultation with the applicant; and

c) the application of R. Stanton Realty Corp. relating to the property located 2 McDonald Avenue (Z-5030), for an amendment to Zoning By-law No. Z.-1 to change the zoning of the subject lands from a Residential R2 (R2-2) Zone which permits single detached dwellings, semi detached dwellings and duplexes to a Residential R3/R8 (R3-1/R8-4) Zone which permits triplexes, fourplexes, stacked townhouses and low rise apartments BE REFUSED;

it being pointed out that at the public participation meeting associated with this matter, the following individuals made oral submissions in connection therewith:

E. A. Smuck, 928 Western Road, on behalf of himself and other property owners and tenants on Western Road and Wharncliffe Road North - suggesting residential intensification will destabilize the neighbourhood and submitting an alternative plan involving highrise and commercial development (see attached);

A. M. Tripp, 380 Wharncliffe Road North on behalf of the Cedar Avenue/Wharncliffe Road North Neighbourhood Association - expressing general support for the proposals but concern about the floor area ratio for the Oak Park Apartments at 939 Western Road;

Sheila Duncan, 372 Cedar Avenue - expressing concern about recent construction of large purpose built "dormitories" in the area;

Chris Dennett, 384 Cedar Avenue - indicating that proposal is a good start at bringing better planning to the neighbourhood;
Dr. Howard Colhoun, 394 Cedar Avenue - expressing general support for the proposal and emphasizing that continuing development will require the addressing of ancillary servicing and traffic control needs;
Orlando Zamprogna on behalf of the University of Western Ontario - expressing general support for the proposal and the ongoing need to foster harmony between the neighbourhood residents and students who live in the area;
Henry Stam, 362 Hollywood Crescent - expressing opposition to any intensification;
Imre Schmidt, 702-345 Wharncliffe Road North - expressing a need for retail commercial in the neighbourhood to serve needs of seniors and the disabled;
Joanne Buckley, 370 Hollywood Crescent - asking for her application to rezone to be referred back (see part (b) above);
Tom Jackson, 44 Beaufort Street - expressing opposition to the proposal;
A. Wright, solicitor for the owners of 371 Wharncliffe Road North - asking that a transitional R3 designation be applied to this property;
Herman Vangenderen, 308-312 Wharncliffe Road North - expressing opposition to his properties being "de-intensified";
Victor Kramins, 54 Essex Street - expressing general support for the proposal but concern with the proposed parking regulations and the proposed floor area ratios;
Heather Middleton, 345 Wharncliffe Road North - expressing a need for retail commercial in the neighbourhood to serve needs of seniors and the disabled; and
Alan Patton, solicitor for R. Stanton Realty Corporation - asking that the rezoning application for the property at 2 McDonald Avenue be withdrawn and indicating that the proposal may have the undesirable effect of creating more legal non-conforming uses.

(13/13/PC)
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BACKGROUND

This study was initiated as a result of numerous applications requesting Zoning By-law amendments to permit such uses as converted dwellings, fourplexes and low rise apartments within the Multi-Family, Medium Density Residential designation. It was also initiated because of citizen concern with development that was taking place in the area. Many of these building types have been recently built or are proposed. Given the proximity to the University of Western Ontario, there is a great demand for low rent, short term rental housing in this neighbourhood.
The primary purpose of this study is to clarify the intended intensification of lands designated Multi-Family, Medium Density Residential. The purpose is to identify the areas where redevelopment is encouraged and where conservation of the existing housing stock is encouraged. The boundary of the study area is the lands designated Multi-Family Medium Density Residential between Western Road, Platts Lane and the Canadian Pacific Railway. The Low Density Residential designation to the north along Cedar Avenue was also reviewed.

On April 15, 1996, Municipal Council resolved that the Essex Street Area Study be circulated for public review and that the study area be expanded to include the Beaufort/Gunn Street areas. This area is designated Low Density Residential.

On May 22, 1996 a Neighbourhood Information Meeting was held at Grosvenor Lodge. Approximately seventy-five persons having an interest in the study attended. At that meeting Planning Staff informed the public of the proposed changes to the Zoning By-law. The following report summarizes the comments received, an analysis of the issue and any changes to the recommendations.

There are two outstanding Zoning By-law amendment applications within the study area: 2 McDonald Avenue (Z-5030, Stanton) and 370 Hollywood Crescent (Z-5195, Buckley). Notices of intent to hold a public meeting for these applications were mailed to property owners surrounding each specific application location. Recommendations for these two files are consolidated in this report.

### PUBLIC CONCERNS

1. **Property Management Track Record**

   **Issue:** Should the City take into account the property management track-record of the person or organization applying for a zone change?

   **Analysis:** The Zoning By-law is based on regulating property not persons. Zoning is established on Official plan policies, land use planning principles and public comments. The property management track record of a property owner is not a land use planning criteria considered in the recommendation. Property maintenance issues can be resolved if they are in contravention with the City's Property Standards By-law.

   Further, the City does not have the authority through its Zoning By-law to mandate that residential buildings maintain a resident property manager. This is a private decision best made by the property owners.

   **Recommendation:** No further review on property management issues.

2. **Commercial Land Uses**

   **Issue:** Should the properties located at 914-930 Western Road (north side between Cedar Avenue and Wharncliffe Road North) be zoned to permit a commercial plaza?

   **Analysis:** Commercial uses for this location have been previously proposed and Planning Staff commented on this issue in a March 27, 1995 report to the Planning Committee. At that time, Staff commented that the area was extensively reviewed during the preparation of the Official Plan and that circumstances have not changed since the Official Plan has
been approved. This is not the only location for which there have been inquiries for commercial uses; Planning Staff have had inquiries regarding the extension of commercial uses along the west side of Wharncliffe Road between Essex Street and McDonald Avenue. Staff do not see the need for more commercial lands along this residential corridor. Commercial uses in this area are directed to the intersection of Oxford Street/Wharncliffe Road and Western Road/Sarnia Road.

Recommendation: No further review regarding commercial land uses along the Western Road corridor.

3. High Density Development - Oak Park Apartments

Issue: Should the Oak Park Apartment property be zoned to allow high rise apartments?

Analysis: The zoning of the lands at 939 Western Road was reviewed and the current zoning is recommended to be changed to permit the maximum density of the Multi-Family, Medium Density Residential designation. The current maximum height is 13m (42 ft.) and this regulation is still appropriate. To permit a 12 storey apartment building on this site would require a Multi-Family, High Density Residential designation. This would not be appropriate at this location. This property is surrounded by medium density residential development and low profile residential structures. A high density apartment building at this location would be out of scale with the surrounding area.

Recommendation: No further review on high density development at 939 Western Road.

4. Spot Zoning/Comprehensive Reviews

Issue: Should the Essex Street Area be reviewed comprehensively or on a case by case basis as zone change applications are made?

Analysis: The Official Plan directs that area studies be undertaken in neighbourhoods which are experiencing pressures for intensification. The preparation of an area study includes provisions to encourage public participation by area residents, property owners, and other interested parties. Council is required to hold at least one public meeting to provide for public input. In an area such as the Essex Street area which is experiencing residential redevelopment, responding to zoning amendment applications on a case by case basis is not an effective nor efficient method of managing change. Area studies provide for a comprehensive and proactive review and allow for full public participation. Spot zoning creates instability in the neighbourhood because there is never any long term consistency in the Zoning By-law and there is great uncertainty with regard to what type of development might be permitted.

Recommendation: That the City continue to review areas which are experiencing residential intensification pressures on a comprehensive and proactive manner.

5. Parking Standards

Issue: Can the City regulate parking standards based on the number of bedrooms per dwelling?

Analysis: Many of the recent multiple unit residential developments in the area contain six bedrooms per dwelling unit. As a result, the public is concerned with the parking demand created by six bedroom dwelling units in multiple dwelling buildings. A number of different parking regulations were reviewed in this study.
Parking space per person ratio - A parking standard could be set based on the number of persons per household. This regulation would be difficult and costly to administer. Also, since Zoning By-laws cannot distinguish between nuclear families and a group of people residing together as a family, large nuclear families would be equally affected.

Parking space per bedroom - This approach ties the number of required parking spaces to the number of bedrooms in a dwelling. Although in theory, this approach seems to be practical, in practice there are several enforcement and definitional problems. This form of regulation would require a clear definition of bedroom in order to differentiate other rooms in the house. The Building Code does not have a definition of bedroom and the City through its Zoning By-law cannot effectively regulate the number of bedrooms in a dwelling.

Vehicle parking ceiling - Placing a cap on the number of vehicles that may be parked on a residential lot is presently indirectly addressed by the maximum parking area coverage regulation. The present regulation permits an adequate number of cars to park on a residential lot. Placing a ceiling on the number of cars would be applied equally to nuclear families and to a group of individuals residing as a family. Nuclear families with a large number of cars could be adversely affected by this form of regulation.

Parking space per floor area - Establishing a minimum parking standard per floor area is similar to the practice used for regulating parking in commercial enterprises. This may be a useful tool in requiring a greater number of parking spaces where the residential dwellings are large and inherently contain a large number of bedrooms. This regulation could indirectly limit the number of bedrooms in a dwelling. If the minimum parking requirement approaches the maximum parking area coverage regulation, additional floor area would then not be permitted.

In reviewing the above options, the most practical method of administering a parking regulation to address the situation of multiple bedroom dwellings homes is the parking space per floor area regulation. A parking rate of one additional space for every dwelling unit greater than 70m² (753 sq.ft.) is proposed. The change would require more parking spaces for larger dwelling units. Some members of the public suggested even a higher parking rate of 1.5 spaces per every 70 m². Increasing the parking rate to this level has some merit if the only change being made to the zoning regulations was a parking rate increase. However, since there are other zoning regulations being recommended which will assist in controlling the bulk of the buildings, further increasing the parking requirements is not necessary.

Recommendation: No further research be undertaken on parking rates related to the number of bedrooms.

6. Number of Bedrooms in a Dwelling unit

Issue: Can the City control the number of bedrooms in a residential dwelling?

Analysis: Controlling the number of bedrooms permitted in a dwelling would assist in regulating the number of occupants in a dwelling unit. However, this approach would not be feasible to implement and administer for several reasons.

First, it is difficult to determine at the building permit stage for new development or redevelopment if the intended use of certain rooms will remain in the future. For example, there have been several applications for building permits where certain rooms are labelled as dens, sewing rooms and hobby rooms. These rooms conform to the bedroom requirements of the Ontario Building Code and may be used as bedrooms today or some time in the future without any municipal approvals.
Second, this form of regulation could not be effectively enforced. It would be difficult to specify when a room is a bedroom and when it is another room in a dwelling. The City cannot regulate where people choose to sleep in a dwelling unit. This approach would not work in London due to the demand for low rent, short term housing in certain neighbourhoods.

However, the number of bedrooms in a dwelling unit could indirectly be controlled by regulating the maximum size of individual dwelling units in multiple unit buildings. There are several pros and cons to this form of regulation. A benefit of this regulation is that it would be easy for the public to understand in relation to FAR regulations. Our experience in discussing FAR regulations with the public is that it is difficult to relate this regulation to proposed residential buildings. On the other hand, by regulating the maximum size of dwelling units, the public generally can perceive the total size of the residential dwelling.

However, there are several drawbacks to this form of regulation. By regulating the maximum size of individual dwelling units, a large number of bedrooms could still be developed by making the size of individual bedrooms smaller. This could lead to dormitory style developments with many small bedrooms. In theory, a six bedroom dwelling unit is only suitable for group accommodation and not for a nuclear family. If the demand for group accommodation declines, these forms of larger dwelling units may be difficult to rent. Currently, the developments being proposed for some multiple dwelling developments in the Essex Street Area will only include four bedrooms per dwelling unit. This bedroom count is included in the development agreement as a special provision. From a neighbourhood impact point of view and assuming the same type of occupants, there would be little difference between an apartment building with four six bedroom units or one with six four bedroom units.

Recommendation: No further action on implementing a maximum dwelling unit size for multiple unit developments.

7. **Floor Area Ratio Regulations**

**Issue:** Can the Floor Area Ratio regulation for Essex Street be further reduced?

**Analysis:** Many comments were received at the neighbourhood information meeting regarding reducing the Floor Area Ratio specifically for Essex Street. The Official Plan Multi-Family, Medium Density Residential policies apply to areas adjoining Western Road/Wharncliffe Road and the internal neighbourhood west of this corridor. The intent of the proposed regulations is to permit higher intensities along the arterial corridor. Different areas within the study area have different characteristics which warrant different intensification levels being permitted.

The current proposed regulation is 80% for both the internal neighbourhood and the corridor. This regulation is based on a typical multiple dwelling unit size and the current lot standards for triplexes and fourplexes. For the corridor, the proposed regulation should not be changed. The 80% FAR would provide for development of a reasonable size which would be fit with the neighbourhood. For internal areas the FAR could be further reduced to 75%. On a minimum 15m (50ft.) by 40m (135ft.) lot, a 450 m2 (4850 sq.ft.) fourplex could be developed. This decrease in FAR is recommended for the properties along Essex Street which are presently zoned Residential R2. The difference in the FAR between the internal neighbourhood and the corridor is based on the different lot area requirements and permitted densities of the recommended Residential R3 Zones. Although there is not much of a difference between the lot area requirement for the R3-1 and R3-2 Zones, the difference in the required lot frontage is sufficient to direct higher intensity development to...
the corridor (R3-1 frontage: 12.0 m; R3-2 frontage: 15.0 m). The difference in the FAR will also provide direction in this manner.

Recommendation: That the FAR regulation for properties recommended to be zoned Residential R3 (R3-2) Essex Street be reduced to 75%.

8. 954-948 Western Road

Issue: Should cluster townhouses be permitted on this property?

Analysis: Currently, there are two single detached properties located on this property. In 1995, new cluster townhouses were developed to the rear as an extension of the current townhouses at 960 Western Road. The proposed zoning would be similar to all the other properties fronting the Western Road/Warncliffe Road corridor. The proposed zoning permits stacked townhouses but not cluster townhouses. Since these homes are owned the same property owners of the townhouse complex, it is reasonable to provide for an expansion of the cluster townhouses.

One advantage of providing an opportunity for cluster townhouses at this location is the possibility of a joint access with the existing townhouses. The Cedar Avenue neighbourhood agreed to the townhouse zone to the rear if the two properties at the front were to remain zoned to permit only single detached dwellings. This was the result of a settlement of with the Ontario Municipal Board. Although Staff agree that some form of redevelopment is appropriate at this location (Residential R3/R8), permitting cluster townhouses at a density of 35 units per hectare is also logical for this location.

Recommendation: That proposed zoning of the properties located a 954-948 Western Road be further changed include a Residential R5(R5-3) Zone which permits cluster town houses at a maximum density of 35 units per hectare.

9. Demand for Student Housing Off-Campus

Issue: Should the City apply even tighter restrictions on development near the University at the same time the University is building more on-campus housing?

Analysis: The City has always supported on-campus housing for the University of Western Ontario. The University is currently developing the site at the north-east corner of Sarnia Road and Western Road for a 500 bedroom residence. With the completion of this residence, the University will be able to accommodate all first year students on-campus. This means that there are 15,000 students who will require off-campus housing. The recommended zoning changes are based on Official Plan planning principles of neighbourhood fit and housing opportunities. The zoning changes in the study area will not allow for large dormitory style apartments which may compete with proposed or existing on-campus housing.

A related issue was also raised by the public regarding existing single detached dwelling which are being rented to students. Several members of the public commented that new developments are creating larger rental vacancies in the area which has resulted in vacant single detached dwellings. The marketplace will determine where tenants decide to reside. Their choice will be made based on price of accommodation, location, condition of dwelling unit and other related factors.

Recommendation: No further research on this issue.
10. 370 Hollywood Crescent (Z-5195)

Issue: Should this property be rezoned to permit stacked townhouses, apartment buildings, triplexes and fourplexes?

Analysis: There were ten public responses received in response to the application to amend the Zoning By-law for the property at 370 Hollywood Crescent. Eight members of the public were opposed to the zone change. The majority of the responses were from Hollywood Crescent. The main reason for the opposition was that this form of intensification will just spread down the street and that this property should not be looked at differently just because there is development occurring to the immediate north (stacked townhouses). Many residents felt that if this property is rezoned then the same zone should be applied to the other properties along Hollywood Crescent. One resident of Hollywood Crescent supports the zone change due to the impact that the new townhouses to the north will have on the subject property. The University of Western Ontario does not object to the zoning change.

Hollywood Crescent was reviewed as part of this study and as a result of public comments, Planning Staff's position has not changed. Hollywood Crescent and adjacent parts of Essex Street contain mostly one storey single detached dwellings on large irregularly shaped lots. This area is a low density residential enclave which is situated among a range of higher profile housing types. This area is almost exclusively owner occupied with many long term residents. The homes are well kept and there has not been the same level of dwelling conversions as there has been on Essex Street. The current Residential R1 (R1-10) Zone permits single detached dwellings on larger lots. It would be premature at this time to amend the zoning for properties in this area which do not have any potential access to Western Road to permit a wider range of permitted uses.

Recommendation: That no changes be made to range of permitted uses for 370 Hollywood Crescent.

11. 2 McDonald Avenue (Z-5030)

Issue: Should this property be rezoned to permit triplexes and fourplexes?

Analysis: There were six public responses received in response to the application to amend the Zoning By-law for the property at 2 McDonald Avenue. All the responses were from residents of McDonald Avenue and all were in opposition to the application. The main reasons focused on overbuilding in the area and overuse of properties.

McDonald Avenue was reviewed as part of this study and as a result of public comments Planning Staff's position has not changed. McDonald Avenue contains mostly one storey single detached dwellings and several newer semi-detached dwellings. The majority of lots have a frontage of 12m (40 ft.) and are relatively deep. Most of the homes contain one dwelling unit and are owner occupied. The majority of the owner occupied homes can be described as being in good condition and well kept, showing pride in the neighbourhood. This street can be characterized as a stable residential area but one which has seen an increase in tenant occupied single detached dwellings.

McDonald Avenue is zoned Residential R2 (R2-2). This zone permits single detached dwellings, semi detached dwellings, duplex dwellings and a maximum of two converted dwellings. This zone does not recognize the existing lot frontages and lot areas for single detached dwellings. The existing lots have a minimum lot frontage of 12 metres. The minimum lot frontage regulation for the Residential R2 (R2-2) zone is 9 metres. This zone could lead some public to believe that the City is encouraging demolition and consents to
create smaller lots. The appropriate zone for McDonald Avenue is Residential R2 (R2-3). This zone will more closely recognize the existing lot frontages.

It would be premature to change the zoning of the properties along McDonald Ave to permit higher intensity residential uses. However if certain criteria are met, then at that time the zoning of the areas will be reviewed. These criteria include: a considerable change in the housing occupancy; a decrease in housing conditions; loss of residential amenity and character in the neighbourhood; pressures for residential intensification; consensus of property owners that change to the zoning by-law is required; a substantial improvement to the McDonald/Wharncliffe intersection to increase the capacity and safety of the turning movements. If these criteria are met, then at that time, the zoning of the area will be reviewed. Presently the street is recognized as a stable residential area. There are better locations in the immediate area to which residential intensification could be directed.

Recommendation: That no changes be made to range of permitted uses for 2 McDonald Avenue.

12. 371 Wharncliffe Road North

Issue: Should the current Residential R2 (R2-2) Zone be changed to permit more intense residential development.

Analysis: The subject property is located to the immediate north of the low rise apartment buildings on the east side of Wharncliffe Road North. Development is proposed in the rear of the apartment lands (355-362 Wharncliffe Rd.) for townhouses. The subject property is designated Multi-Family, Medium Density Residential. During the development of the new Official Plan, Council resolved that the dividing line between the Low Density Residential designation and the Multi-Family, Medium Density Residential designation is the northerly property line of 371 Wharncliffe Road North. Since this property has a different designation than the properties to the north, the issue becomes should this property be zoned to permit higher intensity residential development.

The property currently contains a single detached dwelling which is tenant occupied. The property has a frontage of 18 m (58 ft.) and a lot depth of 75 m (247 ft.). Consideration was not given to amending the zoning of this property because the current zoning allows the potential for redevelopment for a duplex, or two converted dwellings. The public was not advised of any proposed zone change for this property. However, if Council wishes to amend the zoning of this site, public notice will be required. One option for Council would be to amend the Residential R2 (R2-2) zone to a Residential R3 Zone with associated Floor Area Ratio regulations and increased parking standards to address the possible development of large dwelling units in a multiple unit building.

Recommendation: No further review on the zoning of 371 Wharncliffe Road North at the present time.

CONCLUSION

Based on the comments received from the public, Planning Staff have reviewed several issues and have revised several recommendations. The Floor Area Ratio regulation for Essex Street was reduced from 80% to 75%. The intent of the proposed regulations is to permit higher intensities along the arterial corridor and lower intensity uses in the interior of the neighbourhood. Different areas within the Multi-Family Medium Density Residential designation have different characteristics which warrant different levels of intensification. The increased parking standards for larger residential buildings and the
Floor Area Ratio regulations will assist in managing residential intensification in the area. The two amendment applications are not being recommended based on land use compatibility issues, spot zoning and precedent. Further, this report provides direction as to where future commercial land uses should be located within the larger planning area.

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<thead>
<tr>
<th>PREPARED BY:</th>
<th>RECOMMENDED BY:</th>
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<tbody>
<tr>
<td>J. Tikalsky</td>
<td>V. A. Côté</td>
</tr>
<tr>
<td>PLANNING ADMINISTRATOR IMPLEMENTATION</td>
<td>COMMISSIONER OF PLANNING AND DEVELOPMENT</td>
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OK\ok\km
June 6, 1996
IMPLEMENTATION\PUBLIC.OK
COMMENTS RECEIVED PRIOR TO COMPLETION OF PLANNING REPORT

Essex Street Area Study

J. Laurdson - 1 Beaufort St.
P. Nau
A. Patton
S. Palumbo - 948-954 Western Rd.
D. Hamden - 18 Essex St.
J. Wira - Gunn St.
K. Partridge - Gunn St.
W. Moffatt - 53 Saunby St.
S. Lorimer - 67 Gunn St.
M. Rigg - Gunn St.
M. McLelland - 7 McDonald Ave.
E. Smuck - 928 Western Rd.
V. Megaro - 367 Burlington Cres.
A. Smith - 5 McDonald Ave.
A. Wright - 371 Wharncliffe Rd.N.

Neighbourhood Information Meeting
May 22, 1996 - approx. 75 persons

370 Hollywood Cres (Z-5195, Buckley)

L. Bowden - 72 Essex St.
M. Reed - Wharncliffe Rd. N.
I. Tripp - Wharncliffe Rd. N.
M. Buckley - 75 Essex St.
O. Zamprogna - University of Western Ontario
J. Davis

2 McDonald Avenue (Z-5030, Stanton)

W. Ven Huizen - 3 McDonald Ave.
F. Boffa - 22 Essex St.
M. Miller - 2A McDonald Ave.
M. McLelland - 7 McDonald Ave.
H. Moosdorff - 3 McDonald Ave.
D. McSkimmings - 14 McDonald Ave.
CITY OF LONDON ZONING BY-LAW

BY-LAW NO. Z.-1 AMENDMENT

1) Section 5.4 of the Residential R1 Zone of By-law No. Z.-1 is amended by adding the following Special Provision:

5.4 Residential R1 (R1-10( ))

1) Regulations
   a) Floor Area Ratio: maximum 35%

2) Section 5.4 of the Residential R1 Zone of By-law No. Z.-1 is amended by adding the following Special Provision:

5.4 Residential R1 (R1-6( ))

1) Regulations
   a) Floor Area Ratio: maximum 40%

3) Section 6.4 of the Residential R2 Zone of By-law No. Z.-1 is amended by adding the following Special Provision:

6.4 Residential R2 (R2-3( ))

1) Regulations
   a) Floor Area Ratio: maximum 40%

4) Section 6.4 of the Residential R2 Zone of By-law No. Z.-1 is amended by adding the following Special Provision:

6.4 Residential R2 (R2-2( ))

1) Regulations
   a) Floor Area Ratio: maximum 40%

5) Section 12.4 of the Residential R8 Zone to By-law No. Z.-1 is amended by adding the following Special Provision:

5.4 Residential R8 (R8-4( ))

1) Regulations
   a) Floor Area Ratio: maximum 80%

6) Section 7.4 of the Residential R3 Zone of By-law No. Z.-1 is amended by adding the following Special Provision:

7.4 Residential R3 (R3-2( ))

1) Regulations
   a) Floor Area Ratio: maximum 75%
   b) Rear Yard and Interior Side Yard Depth (Minimum): 1.0m (3.3 ft.) for each 1.0m (3.3 ft.) in height or as per Section 7.3 or Table 7.3
whichever is greater, where the yard abuts lands zoned Residential R1 or Residential R2.

c) Parking Standard: one additional parking space for any dwelling unit greater than 70 m² (753 sq.ft.)

d) Setback/Front Yard Exemption: Section 4.23 does not apply

7) Section 7.4 of the Residential R3 Zone to By-law No. Z.-1 is amended by adding the following Special Provision:

7.4 Residential R3 (R3-1( ))

1) Regulations
   a) Floor Area Ratio: maximum 80%
   b) Rear Yard and Interior Side Yard Depth (Minimum): 1.0 m (3.3 ft.) for each 1.0 m (3.3 ft.) in height or as per Section 7.3 or Table 7.3 whichever is greater, where the yard abuts lands zoned Residential R1 or Residential R2.
   c) Parking Standard: one additional parking space for any dwelling unit greater than 70 m² (753 sq.ft.)
   d) Setback/Front Yard Exemption: Section 4.23 does not apply

8) Section 12.4 of the Residential R8 Zone to By-law No. Z.-1 is amended by adding the following Special Provision:

12.4 Residential R8 (R8-4( ))

1) Regulations
   a) Floor Area Ratio: maximum 80%
   b) Rear Yard and Interior Side Yard Depth (Minimum): 1.0 m (3.3 ft.) for each 1.0 m (3.3 ft.) in height or as per Section 7.3 or Table 7.3 whichever is greater, where the yard abuts lands zoned Residential R1 or Residential R2.
   c) Parking Standard: one additional parking space for any dwelling unit greater than 70 m² (753 sq.ft.)
   d) Setback/Front Yard Exemption: Section 4.23 does not apply
Schedule "A" to By-law No. Z.-1 is amended by changing the zoning as shown on the map below comprising parts of Key Map Nos. 39, 60 and 61 as follows:

- McDonald Avenue, Beaufort Street, Saunby Street, Irwin Street, Gunn Street - from a Residential R2 (R2-2) Zone to a Residential Special Provision R2 (R2-3( )) Zone;
- Essex Street - from a Residential R2 (R2-2) Zone to Residential Special Provision R3 (R3-2( )) Zone;
- Oak Park Apartments (939 Western Road) - from a Residential R8 (R8-3) Zone to a Residential Special Provision R8 (R8-4( )) Zone;
- 914-936 Western Road - from a Residential R1 (R1-6) Zone; 373 Hollywood Crescent - from a Residential R1(R1-10) Zone; and 335-347 Wharncliffe Road - from a Residential R2 (R2-2) Zone to a Residential Special Provision R3/R8 (R3-1( )/R8-4( )) Zone;
- 954-948 Western Road - from a Residential R1 (R1-6) Zone to a Residential R5 (R5-3)/Residential Special Provision R3/R8 (R3-1( )/R8-4( )) Zone;
- Hollywood Crescent/Essex Street - from a Residential R1 (R1-10) Zone to a Residential Special Provision R1 (1-10( )) Zone; and
- Cedar Avenue and Wharncliffe Road North - from a Residential R1 (R1-6) Zone and a Residential R2 (R2-2) Zone to a Residential Special Provision R1 (R1-6( )) Zone and a Residential Special Provision R2 (R2-2( )) Zone
ADDENDUM #1

RESIDENTIAL INTENSIFICATION

IN THE ESSEX STREET STUDY AREA

City of London
Department of Planning and Development
Planning Division

SEPTEMBER 1996