



City of
Peterborough

TO: Members of the Planning Committee

FROM: Ken Hetherington, Manager, Planning Division

MEETING DATE: November 19, 2012

SUBJECT: Report PLPD12-069
391 Parkhill Road West

PURPOSE

A report to evaluate the planning merits of amending the Zoning By-Law for the property known as 391 Parkhill Road West from the R.1 – Residential District to a modified R.3 – Residential District to permit the use of the lands for a maximum of four dwelling units on full municipal services.

RECOMMENDATION

That the application to rezone the lands known as 391 Parkhill Road West from 1158 Brealey Drive from the R.1 – Residential District to a modified R.3 – Residential District as outlined in Report PLPD12-069 dated November 19, 2012, of the Manager, Planning Division, ***be denied***, based on the following:

The proposed concept plan illustrates a scale of development that is not compatible with the scale and physical characteristics of the surrounding neighbourhood and therefore, is not consistent with the Infill Housing policies of Section 4.2.2.1.3 of the City of Peterborough Official Plan.

BUDGET AND FINANCIAL IMPLICATIONS

There are no direct budget or financial implications arising from the denial of this application.

RATIONALE

Denial of this Zoning By-Law Amendment is based upon the following:

The City's Official Plan requires that infill housing developed on vacant lands in an existing residential area comply with the provisions of the policies to ensure that the project respects the scale and physical characteristics of development in the surrounding area. The introduction of the large building and extensive parking area within the rear yard, is not consistent with the massing and use of landscaped space within the immediate neighbourhood.

The subject lands are located on the south side of Parkhill Road West, surrounded by single detached dwellings on smaller lots to the west, east and south, and opposite a mix of single detached dwellings and multiple unit dwellings (townhomes) to the north. The introduction of a four unit dwelling results in a medium density development.

Parkhill Road West is designated as a Medium Capacity Arterial Road between Monaghan Road to the west and the east of the Trent Canal to the east. The entire stretch of Parkhill Road within the City limits is identified as a Transportation Corridor on Schedule A-1 of the City's Official Plan – City Structure, and well serviced by public transit. The units can be serviced by full municipal servicing. The property is large enough to support up to 7 parking spaces on site, as required by the Zoning By-law for a property with 4 dwelling units; however, the proposed layout of the parking facilities will require the majority of the rear and side yards to be utilized by parking and driveway area, resulting in the need for an exception from the maximum 25% lot coverage for open parking, driveway and vehicle movement areas. This is inconsistent with the use of the rear yards in area properties. Combined with the massing of the building compared to the dwellings on the surrounding lands, Planning Staff feel this not consistent with the physical characteristics of development in the surrounding area.

BACKGROUND

The subject application was received on May 4, 2012, deemed to be complete as of May 8, 2012 and was processed in accordance with department procedures. The Planning Act allows applicants to appeal Zoning By-Law Amendment applications after the expiry of 120 days of the application being deemed complete. The applicant has been in a position to file an appeal to the Ontario Municipal Board since September 8, 2012. Subject to comments received at the Neighbourhood Meeting, the applicant has taken the time to have a stormwater management brief prepared, to address the concerns expressed by the neighbours regarding the impact of additional development within the neighbourhood, already experiencing flooding.

The subject property is approximately 0.12 ha. (0.3 ac.) in size, located on the south side of Parkhill Road West, between Donegal Street to the east and Park Street North to the west.

The owner purchased the property in March, 2011. The original dwelling on the property was constructed in 1890 and demolished in May, 2007 by the former owner. The property has been vacant since the demolition of the former dwelling in 2007. The current owner proposes to construct a two storey building with a total of 4 dwelling units, together with associated parking and landscaped space.

A Neighbourhood Open House was held by the applicants on August 8, 2012 at the Peterborough Lawn Bowling Club. Approximately 13 area residents attended to review the proposal. Significant concerns regarding existing and future stormwater management for the area were expressed by those present. The area is subject to flooding in any local or regional storm event and the residents are concerned with the impact of additional development in the area on the already significant flows. As a result of the concerns expressed, the applicants have submitted a Stormwater Management Brief, prepared by D.M.Wills Associates Limited to demonstrate how the stormwater is proposed to be managed on site without a negative impact on the neighbouring lands. The Stormwater Management Brief concludes that the development will require an underground detention storage area, connected to the Parkhill Road West storm sewer system to provide quantity controls for the development, including an oil/grit separator for quality control. With the Stormwater Management controls in place, the development will not worsen the existing flooding in the area.

The introduction of parking in the rear yard and the amount of land utilized for parking, including the surface treatment of these areas was also raised as a concern for the neighbours. Snow removal and fencing and buffering from the driveway and parking areas were noted as issues to be addressed as concerns to the neighbours. The compatibility of the development with the surrounding area from a density and massing perspective were also identified as concerns by the neighbouring residents.

The applicant proposes to proceed with the concept plan as originally submitted with the rezoning application, with the understanding that Site Plan Approval will be required by the City and will address issues related to stormwater management, landscaping, buffering, parking and snow removal.

ANALYSIS

a) Official Plan

The lands are currently designated “Residential” on Schedule ‘A’ – Land Use of the City of Peterborough Official Plan. The proposed density of the four unit residential development is equal to approximately 32 units per hectare, within the range of a medium density residential development. The application is assessed against the Infill policies of the Low Density Residential designation to determine its appropriateness for intensification.

The application seeks to introduce a new land use to the property, consisting of a higher density and a building form than the surrounding area. The concept plan illustrates a development concept that is a departure from the existing physical characteristics of the neighbourhood. The Infill Housing Policies of the Section 4.2.2.1.3 of the Official Plan supports infill/intensification of lands within existing residential areas, subject to compliance with the criteria to increase the density beyond the low density residential cap of 25 units per hectare. The policies recommend that the guidelines for the development prescribed by the zoning be considered to ensure that such proposals are sensitive to the scale and physical characteristics of development in the surrounding neighbourhood as follows:

“infill housing may be in the form of single detached, semi-detached, attached dwellings and low-rise apartments. While infill housing may be allowed up to maximum scale permitted under the Medium Density Residential designation, lower height and density guidelines will normally be prescribed in the Zoning By-law to ensure that infill housing projects are sensitive to the scale and physical characteristics of development in the surrounding neighbourhood.”

The proposed building mass and coverage depart from the character of the surrounding neighbourhood. The proposed elevations illustrate a raised two storey dwelling with a significant height above grade. A building footprint of 296m² (3186 ft²) will result in a total building floor area of 592m² (6372 ft²) with a raised basement. The proposed floor plans illustrate the potential of the building to support four – three bedroom units with full basements. The concept plan also proposes a 4.88m (16 ft.) wide driveway located 2.28m (7.4 ft.) from the easterly lot line that would access a parking area for 7 motor vehicle parking spaces in the rear yard. The surrounding lands support much smaller buildings in both height and massing, primarily single detached units, with significant rear amenity space.

Although the area is well served by municipal servicing, parks and schools, and is supported by a Transportation Corridor along Parkhill Road, this specific proposal introduces a concept for development that is inconsistent with the surrounding area and therefore, departs from the infill policies.

b) Zoning By-law

The subject property is currently zoned R.1 – Residential District, restricting the use of the lands for up to a maximum of one unit, subject to the ability of the lot to comply with the minimum regulations. The subject lands are currently vacant. The subject property can adequately support two units in accordance with the minimum lot area and lot width requirements, in accordance with the R.2 – Residential District regulations.

The proposal for four units requires amendment to the maximum lot coverage for parking, driveway and vehicle movement areas from 25% to 36% and further proposes an exemption from the provision to require a minimum separation of 6m from a driveway or parking area from a window to a habitable room. The applicant has further requested deletion of the ‘boarding house’ use as a permitted use on the lands.

The proposed parking coverage and massing of the building are inconsistent with the character of the neighbourhood, and therefore, the application does not comply with the Official Plan policies for infill housing.

RESPONSE TO NOTICE

a) Significant Agency Responses:

Agency circulation was issued on May 25, 2012.

The City’s Utility Services Department indicated no objection to the rezoning request subject to the confirmation of adequate downstream servicing capacity by the applicant and subject to Site Plan Approval addressing issues such as drainage, road widening and street access being resolved. Cash in Lieu of Parkland is recommended. In addition, Utility Services has provided comment regarding Site Plan Approval conditions, including notice of the requirement for road widening along the Parkhill Road frontage of 3.0m, as shown on the Concept Plan. A site grading design and stormwater management report is required for the proposed development, with significant post development flows not permitted to drain to the rear of the site, and comments requesting a wider driveway width along the east side of the property.

Otonabee Conservation has reviewed the Stormwater Management Brief prepared by D.M. Wills and Associates, dated October 2012, on behalf of the applicant. The approach outlined by D.M. Wills includes underground storage connected to the storm sewer along Parkhill Road to provide quantity control and an oil grit separator for quality control, is considered by ORCA to be reasonable for an infill site. Impacts of the surcharging stormsewer on proposed Stormwater Management controls should be discussed and assessed during detail design stage.

No further agency has expressed any significant concerns or requests with respect to the proposed rezoning of the subject property.

b) Summary of Public Responses:

Notice of Complete Application was issued on May 26, 2012 by newspaper advertisement (Peterborough Examiner) and Notice of Public Meeting was issued by direct mail and by newspaper advertisement (Peterborough Examiner) on October 22, 2012. The notice complies with the requirements of the Planning Act.

Written comments have been received from several neighbouring landowners, including a petition against the proposed application, signed by 19 area residents. Concerns have been expressed regarding the implications of the proposed development on the existing flooding experienced in the neighbourhood; diminished privacy; potential for student housing; implications on property values; number of units (density); fencing; buffering; traffic on Parkhill Road West; the location and surface treatment of the proposed parking and snow removal.

Submitted by,

Ken Hetherington,
Manager, Planning Division

Prepared by,

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Land Use Planner

Concurred with,

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Attachments:

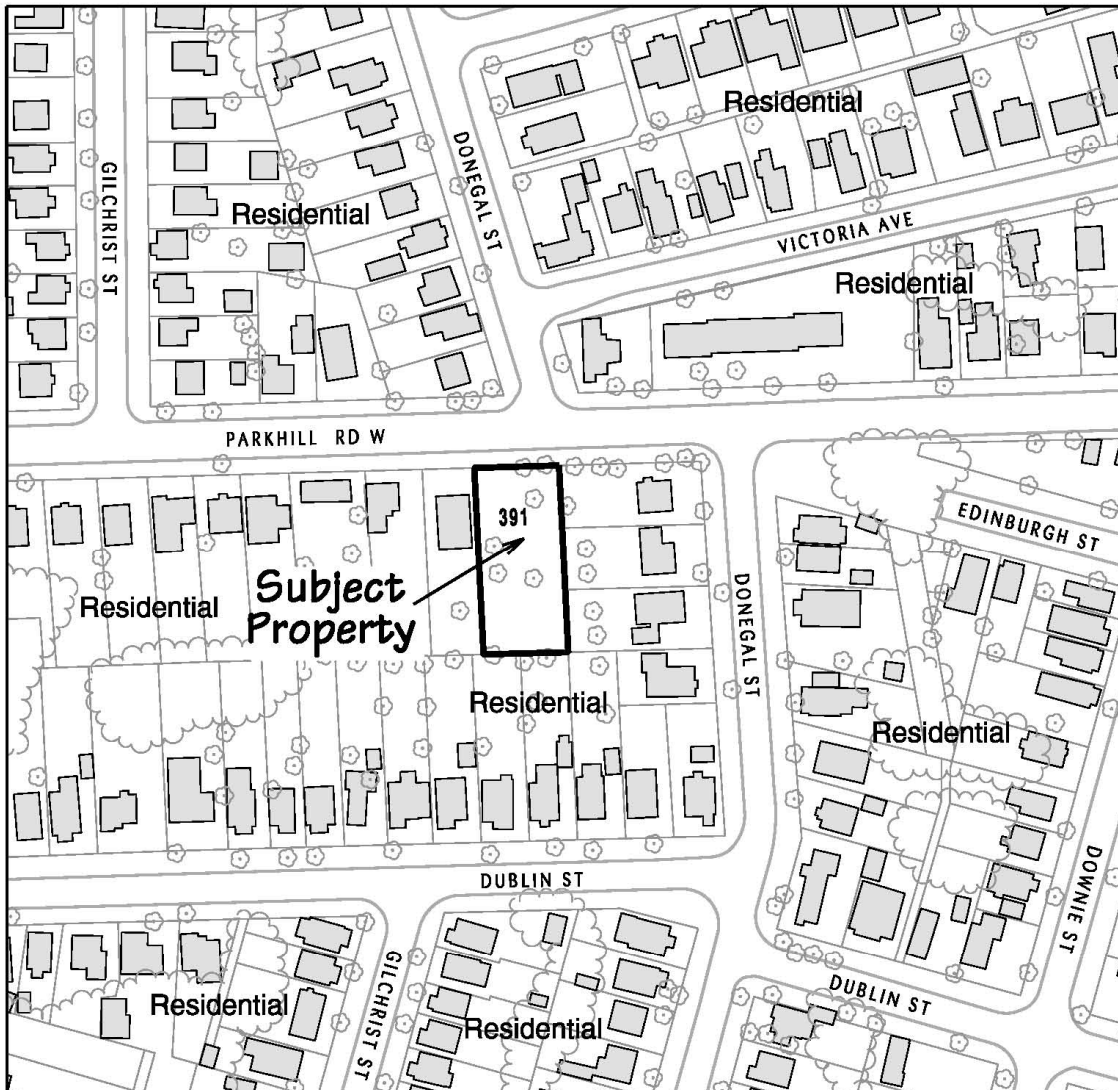
Exhibit A - Land Use Map
Exhibit B – Concept Site Plan
Exhibit C – Proposed Elevations
Exhibit D – Proposed Elevation and Floor Plans

Land Use Map

Exhibit 'A'
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File # z1213

Property Location: 391 Parkhill Rd W



The City of Peterborough Planning Division

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Date - May 2012

Dwg. by - CBerry

METRES

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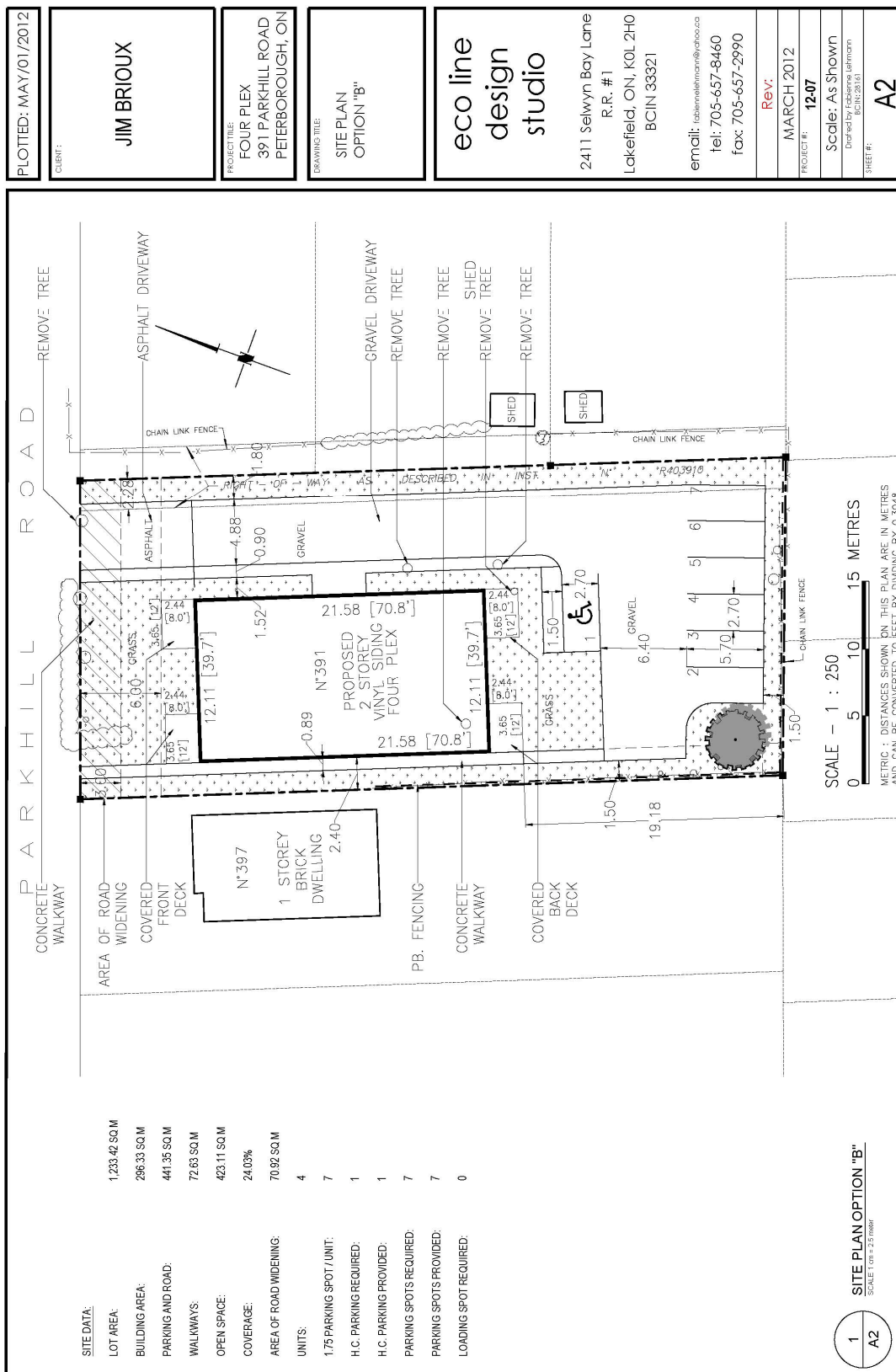
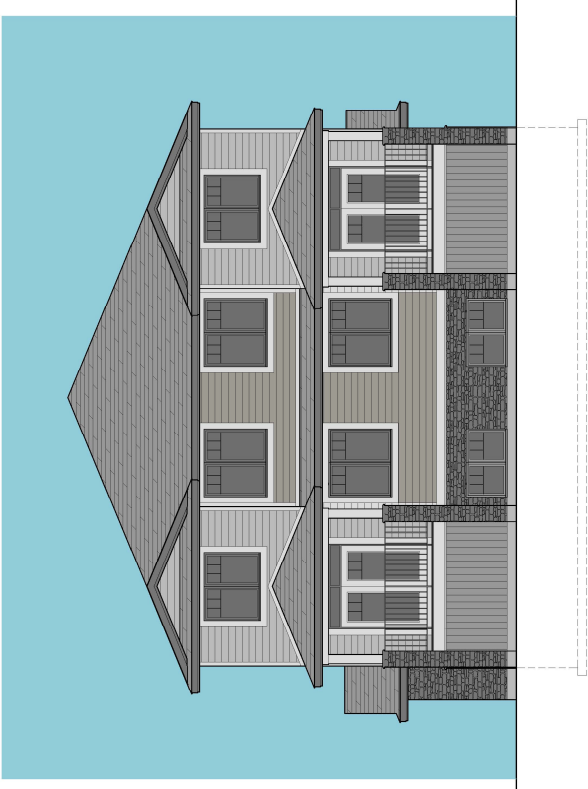
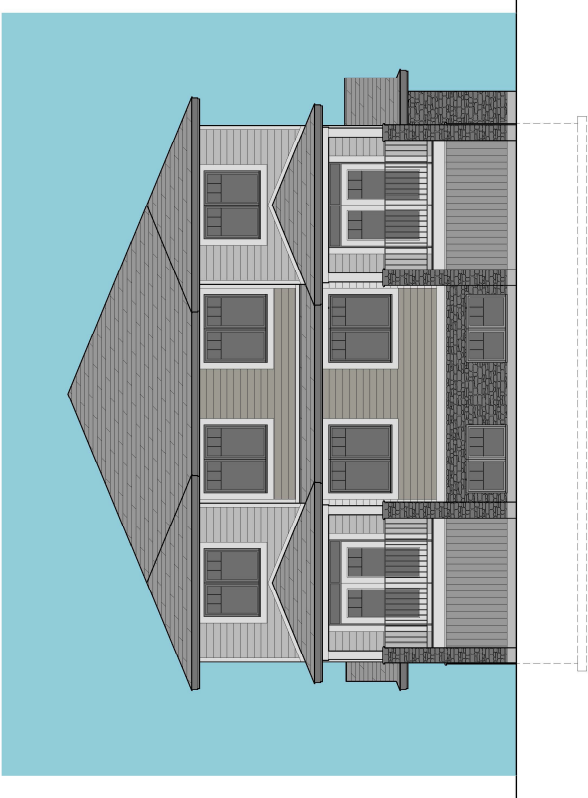


Exhibit 'C'
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NORTH ELEVATION - FOUR PLEX
391 PARKHILL ROAD WEST, PETERBOROUGH



SOUTH ELEVATION - FOUR PLEX
391 PARKHILL ROAD WEST, PETERBOROUGH

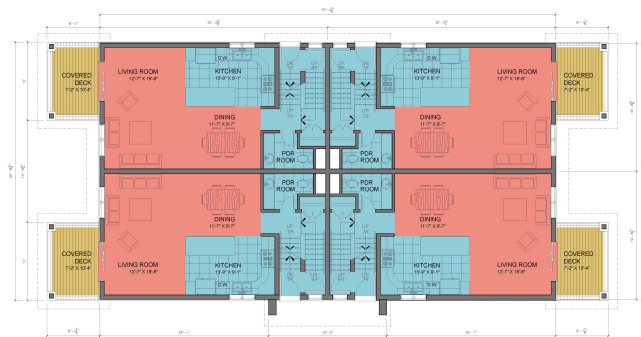
eco line design studio
2411 Selwyn Bay Lane, R.R. #1, Lakefield, ON, K0L 2H0, Tel 705-657-8460, email: fabiennlehmann@yahoo.ca

Exhibit 'D'
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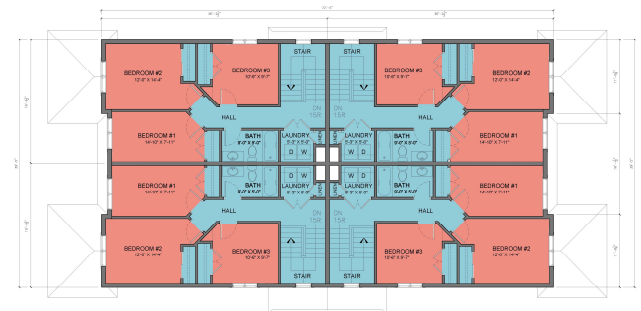
EAST ELEVATION - FOUR PLEX
391 PARKHILL ROAD WEST, PETERBOROUGH

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FIRST FLOOR PLAN - FOUR PLEX
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SECOND FLOOR PLAN - FOUR PLEX
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