



The Corporation of the Town of LaSalle

To: Mayor and Members of Council

Prepared by: Allen Burgess, Supervisor of Planning & Development Services

Department: Development & Strategic Initiatives

Date of Report: October 10, 2019

Report Number: DS-37-19

Subject: Zoning By-law Amendment & Site Plan Control Application Z-07-18
& SPC-03-18

Recommendation

That the report of the Supervisor of Planning & Development Services of LaSalle dated October 10, 2019 (DS-37-2019) regarding Zoning By-law Amendment & Site Plan Control Application Z-07-18 & SPC-03-18 **BE APPROVED IN PRINCIPAL** subject to the following conditions:

- i) Council grant approval in principle to the Applicant's rezoning from the Residential One Zone to a Site Specific Residential Three Zone, based on the Applicant's final approved site plan;
- ii) Council authorize Staff to prepare the required a site plan control agreement for execution purposes;
- iii) Council adopt the zoning by-law for the subject lands once the required site plan control agreement has been fully executed to Council's satisfaction.

Report

Introduction:

This report is intended to provide members of Council with land use planning comments and recommendations regarding a development application that has been submitted to the Town requesting Council approval for the rezoning of approximately 0.2 hectares of land located on the east side of Front Road, south of Victory Street (as depicted on Figure 1). The rezoning from Residential One (R1) zone to a site-specific Residential

zone at this location is to allow 1318805 Ontario Ltd. (Rio Aiello) to permit one new two storey 5 unit apartment style building to be constructed at this location.

The Town of LaSalle is a growing urban municipality that has seen an increased demand for more diverse and affordable housing units to be built and made available to both seniors and to young adults wishing to live and work in the municipality.

Council and other levels of government have strategically invested millions of dollars into hard and soft infrastructure community-wide, with roads, watermains, sewers, parks and schools built to accommodate a Town that is projected to reach a population of 60,000 persons over the next three to four decades.

The Province of Ontario has adopted a number of provincial policies and regulations that are intended to promote and encourage greater housing choice, density and affordability --- with the most recent legislation being passed that now requires all municipalities to permit “as of right” apartments in houses and secondary suites province-wide. Going forward, this means that communities will have to update their planning documents to reflect this new provincial legislation, to permit all single detached, semi-detached and/or townhouse dwellings (with full municipal services) to add a secondary dwelling unit (provided they meet applicable building and fire code requirements).

The County of Essex approved Official Plan also encourages housing diversity and neighbourhood inclusion, while maintaining a healthy community with parks, natural areas, open spaces and other amenities.

LaSalle’s neighborhoods are becoming and will continue to become more inclusive by increasing housing choices in style, ownership, density and affordability.

There is a strong demand for rental housing units in the Town, with many existing rental buildings having long waiting lists, and rental costs increasing due to limited supply.

Three recent rental buildings built in LaSalle were completely rented before occupancy was even granted --- a strong indicator of the shortage of affordable housing units in the community.

Provincial Policy Statement:

The Provincial Policy Statement (PPS), provides direction on matters of provincial interests as they relate to planning and development. It is my opinion that this rezoning represents an appropriate residential infill/small-scale intensification that is in keeping with the provincial policies outlined below.

The following are relevant sections of the Provincial Policy Statement that were considered as they relate to the proposed development;

- i) In section 1.0 of the PPS it states that “Ontario's long-term prosperity, environmental health and social well-being depend on wisely managing change and promoting efficient land use and development patterns. Efficient land use and development patterns support sustainability by promoting strong, liveable, healthy and resilient communities, protecting the environment and public health and safety, and facilitating economic growth.”
- ii) In section 1.1.2 of the PPS it states “within settlement areas, sufficient land shall be made available through intensification and redevelopment...”
- iii) In section 1.4.3 of the PPS it states that “Planning authorities shall provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents of the *regional market area* by:
 - b) *permitting and facilitating:*
 - 1. *forms of housing required to meet the social, health and well-being requirements of current and future residents, including special needs requirements; and*
 - 2. *all forms of residential intensification, including second units, and redevelopment in accordance with policy 1.1.3.3;*
 - d) *promoting densities for new housing which efficiently use land, resources, infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed; and*
 - e) *establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.*

COUNTY OF ESSEX OFFICIAL PLAN:

In the County of Essex Official Plan, the subject lands are located within a “Primary Settlement Area”. The following are relevant sections of the County OP that were considered as they relate to the proposed development;

- i) In sections 1.5 of the County OP, goals for health County” are set out and include the following:

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- c) To direct the majority of growth (including intensification and affordable housing), and investment (infrastructure and community services and facilities) to the County's Primary Settlement Areas.*
 - f) To provide a broad range of housing choices, employment and leisure opportunities for a growing and aging population.*
 - ii) In sections 3.2.2 of the County OP, goals for land designated as "Settlement Areas" are set out and include the following:
 - a) Support and promote public and private re-investment in the Primary Settlement Areas.*
 - c) To promote development within Primary Settlement Areas that is compact, mixed-use, pedestrian oriented, with a broad range of housing types, services and amenities available for residents from all cultural, social and economic backgrounds.*
 - e) To require the efficient use of land, resources, water and sanitary sewage treatment facilities, other infrastructure and public service facilities including schools as provided for in the growth management policies contained within this Plan.*
 - g) To support long-term economic prosperity by providing infrastructure and public service facilities to accommodate projected growth.*
 - j) Promote affordable housing within Primary Settlement Areas, and to a lesser extent, within full serviced Secondary Settlement Areas.*
 - iii) In sections 3.2.4 of the County OP, goals for lands in the "Primary Settlement Areas" are as follows:
 - a) Primary Settlement Areas shall be the focus of growth and public/private investment in each municipality.*
 - b) Primary Settlement Areas shall have full municipal sewage services and municipal water services and stormwater management services, a range of land uses and densities, a healthy mixture of housing types including affordable housing options and alternative housing forms for special needs groups, and be designed to be walkable communities with public transit options (or long-term plans for same).*

It is my opinion that this rezoning represents an appropriate residential infill/small-scale intensification that is in conformity with the applicable upper-tier official plan policies as outlined above.

TOWN OF LASALLE OFFICIAL PLAN:

The Official Plan for the Town of LaSalle designates the lands subject to this application “Residential District Designation”. It is my opinion that the proposed rezoning is in conformity with the policies and the intent of the approved Official Plan of the Town of LaSalle.

The following are relevant sections of the Town of LaSalle OP that were considered as they relate to the proposed development;

1. Section 3.1 of the Official Plan contains goals for a “A Complete Community” as follows:
 - b) *A complete community meets people's needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, local services, a full range of housing, including affordable housing, public services and community infrastructure, including educational and recreational facilities, and a robust open space system. Convenient access to public transportation and a linked network of active transportation facilities are crucial elements of a complete community. Objectives are:*
 - i) *To support the creation of a complete community with easy access for all residents to a wide range of uses including shopping and restaurants, parks and open spaces, employment opportunities, educational and cultural opportunities, live-work options, mobility options, a mix and diversity of housing types, and a range of community facilities, services and amenities; and,*
 - ii) *To encourage the development of a complete community that includes higher density built forms and higher intensity land uses as a way of reducing land consumption, and maximizing the efficiency and cost effectiveness of municipal service infrastructure. Higher density forms of housing may also enhance life-cycle and affordable housing options.*
2. Section 3.2.2 of the Official Plan contains Policies regarding “Urban Design -” as follows:

Compatible Development

- a) The principle of compatible development will be applied to all applications for development to ensure the appropriate integration of new development with existing built forms and landscapes in a way that enhances the image and character of the Town.
 - b) To ensure development is compatible, when considering any application for development within the Town of LaSalle, particular attention shall be paid to the following:
 - iii) The height and massing of nearby buildings is appropriately considered, and buffers and/or transitions in height and density to adjacent properties are implemented, where necessary;
 - iv) On-site amenity space is provided and it is reflective of the existing patterns of private and public amenity space in the vicinity;
 - vi) Utility, infrastructure and transportation system capacity exists and/or will be made available to serve the proposed development and there are no undue adverse impacts on the Town's sewer, water, storm water management and transportation systems.
 - c) It is important to note that there are areas of the Town where the prevailing quality of existing development detracts from the unique character and attractiveness of the Town. In these circumstances, new development may deviate (is not compatible development) from the prevailing quality/character of design, where doing so will make a positive contribution to the unique quality of place and character of the Town.
 - e) This Plan will accommodate a range and mix of housing types to allow for a range of choice and opportunity for residents to remain in the community for their entire lifecycle.
 - f) Higher density house forms will provide opportunities for housing that is more affordable, will contribute to the affordable housing requirements of the Town and will be incorporated into the housing stock. In addition, senior's housing, long term care facilities, affordable supportive and affordable accessible housing, and assisted living units will be incorporated into the Town's housing stock.
3. Section 3.2.4 of the Official Plan contains policies for "Housing" as follows:

Housing Mix

- a) Housing is vital to the creation of healthy, sustainable, and complete communities. Residents of all ages, income levels and abilities rely on a range and mix of housing types to offer a meaningful place to grow and a safe and secure place to live. An appropriate range of housing choices contributes to the overall health and well-being of communities.

Social and Affordable Housing

- d) This Plan establishes a Town -wide target for the provision of affordable housing at 20 percent of all new housing units. Further, this Plan anticipates that the target for affordable housing will be met primarily within the Urban Area.
 - e) The Town supports the provision of affordable housing for low and moderate income households through the following policies:
 - i) The Town will achieve a minimum affordable housing target of 20 percent of all new residential development on a Town-wide basis;
 - ii) Affordable housing should be focused within the Urban Area, which offers residents easy access to existing services, facilities and infrastructure; and,
4. Section 4.7 of the Official Plan contains policies for “Residential District Designation” as following:

Intent

- a) An array of housing and building types, as well as uses that support neighbourhood living, are encouraged throughout the Residential District Designation. Development in the Residential District Designation will contribute to the creation of compact, connected and walkable/bikeable neighbourhoods, where a wide range of community assets, such as schools, parks, mixed use corridors, the town centre and the waterfront, are within a five minute walk.

Permitted Uses

- b) Lands within the Residential District Designation may include a full range of residential dwelling types, as well as supporting land uses intended to serve local residents. The following uses may be permitted on lands

within the Residential District Designation, as shown on Schedule B: Land Use Plan, subject to the policies of this Section:

- i) Dwelling units in low-rise, mid-rise and high-rise built forms;
- ii) Second units;
- iii) Communal housing, including special needs housing and housing for seniors;
- iv) Live-work units;
- v) Home occupations;
- vi) Bed and breakfast establishments;

5. Section 5.2 of the Official Plan contains “Urban Area Use Specific Policies” as following:

- a) In addition to all of the other applicable policies of this Plan, the following land use specific policies shall also apply throughout the Urban Area Land Use Designations, where the use is permitted:
 - i) Policies for Second Units and Garden Suites - Second units are permitted in all detached and semi-detached dwellings and ancillary structures in the Town’s Urban Area, subject to the provision of adequate on-site parking, and compliance with applicable zoning, Building Code and Fire Code requirements.
 - ii) Policies for Low-Rise Residential Development – The following criteria apply to all low-rise residential development:
 - The maximum building height for low-rise residential uses shall be 3 storeys, or 11 metres, whichever is less;
 - Built-forms that are considered low-rise residential include:
 - Detached, duplex, and semi-detached dwellings;
 - Second units; and,
 - Street and block townhouse dwellings;

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- Notwithstanding the above noted uses, the Town may permit additional building forms that support the intent of the low-rise residential category; and,
 - Where permitted by the implementing Zoning By-law, low-rise residential uses that are located adjacent to highways will be required, wherever possible, to develop in a manner that will minimize direct access to such highways.
- iii) Policies for Mid-Rise Residential Development - The following criteria apply to all mid-rise residential development:
- Mid-rise residential uses shall generally be located on collector and arterial roads, unless located within the LaSalle Town Centre District and the Waterfront District where such buildings can also be located on a local street;
 - Mid-rise residential buildings shall generally be between 3 and 6 storeys, or up to a maximum of 21 metres, whichever is less;
 - Residential built-forms that are considered mid-rise include:
 - Stacked townhouses;
 - Apartment buildings; and,
 - Other multiple unit dwellings;
 - Notwithstanding the above noted uses/building types, the Town may permit additional building forms that support the intent of the mid-rise residential category;
 - New mid-rise residential uses shall be located on a site of suitable size for the proposed development, and shall provide adequate landscaping, amenity features, on-site parking, and buffering; and,
 - New mid-rise residential uses shall be subject to Site Plan Approval.
6. Section 6.5.3 of the Official Plan contains “Policies for Roads” as following:
- d) (i) Arterial Roads provide for high volumes of both passenger and commercial traffic for inter-urban travel at moderate speeds, while at the same time providing access to individual properties. The right-of-way width for all Arterial Roads shall be within 26.2 to 30.5 metres;

7. Section 6.5.4 of the Official Plan contains “Policies for Public Transit” as following:

- b) Development within the Urban Area of the Town must contribute to the creation of sufficient densities to make transit feasible and efficient in the long-term. As such, this Plan promotes higher densities and compact development along both Arterial and Collector Roads to support transit service, reducing the need for automobile use and greenhouse gas emissions.

ZONING:

The subject lands are zoned Residential One “R1” in the Town’s Comprehensive Zoning By-law, and was adopted in 1994. It does not reflect the land use policies and designations as set out in the Town’s new approved Official Plan, nor does it properly implement the new provincial housing policies and regulations as they relate to as of right permitted secondary dwelling units.

The Town is currently preparing a new Comprehensive Zoning By-law that will fully implement the new Official Plan and the provincial housing policies.

In the interim, we will continue to responsibly process and deal with individual Planning Act applications that conform to the intent of both approved Official Plans ---- and bring those applications forward for Council’s review and consideration.

The proposed rezoning of this property to a site-specific Residential Three zone will allow the construction of a new two storey 5 unit apartment style building at this location - with the following yard, lot and building requirements:

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| i) | Minimum Lot Area | 330 sq. meters per dwelling unit |
| ii) | Minimum Lot Frontage | 21.0 meters |
| iii) | Maximum Lot Coverage | 35 percent |
| iv) | Minimum Landscape Open Space | 30 percent |
| v) | Maximum Building Height | 10.5 metres |
| vi) | Minimum Yard Dimensions for Main Building | |
| a) | Minimum Front Yard Depth | 32.0 m from centreline of Front Rd. (County Rd. 20) |
| b) | Minimum Rear Yard Depth | 9.1 metres |

	c)	Minimum Interior Yard Depth	4.5 metres
vii)		Maximum Height of Main Building	9.1 metres
viii)		Other Provisions	

Notwithstanding any other provision of this by-law to the contrary:

A minimum of 2 off-street parking spaces per dwelling unit shall be required.

This development represents an appropriate infill/small-scale intensification application that has a building height, massing, lot coverage and street presence that is very similar to a two storey single detached dwelling that is found along Front Road and in many other LaSalle neighbourhoods.

This rezoning is part of a concurrent site plan control approval application. The Applicant's revised site plan is depicted on Figure 2.

COMMENTS:

On two separate occasions --- July 12, 2018 and September 25, 2019 --- the Planning Committee held an open public information session to obtain public input regarding the Applicant's proposed development plans for this site. The Applicant (and their agent/consultants) attended these meetings and made presentations to the members of the public that attended.

Contained below is a summary of the concerns expressed at both meetings.

- additional traffic and safe access to and from the site;
- what is the road classification of Front Road (County 20)?;
- site suitability and conformity with the surrounding neighbourhood;
- height of proposed building;
- whether correct dimensions were being used?;
- location of survey monuments;
- parking and number of spaces provided;
- concerned that the site was too small;
- Privacy for abutting lands;
- whether sidewalks would be installed?;
- where is garbage going to be stored and how would it be picked up?;

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- Concern that this development sets a bad precedent -- by allowing affordable multi-family housing in the community;
 - would outdoor lighting be installed and if so how would it be controlled?;

In assessing the merits of the Applicant's development plan, the following comments are offered for Council's consideration:

- i) Front Road (County Rd. #20) is a major north-south Arterial Road according to the Town of LaSalle Official Plan. It is intended to carry moderate to high volumes of traffic at moderate speeds for both LaSalle residents and for residents that live and work in adjacent communities. The Applicant's consulting engineer has reviewed the proposed site plan and has concluded that the location of the proposed entrance/exit driveway meets the minimum TAC sight distance requirements --- and with the low volume of vehicles entering and existing this driveway there will not be any adverse effect on the traffic along this stretch of Front Road;
- ii) The two-storey apartment building has a height, massing and construction style that is compatible with the existing built form in the surrounding neighbourhood (see figure 3 depicting the front elevation of the proposed new building);
- iii) The drawing dimensions and the measurements on the site plan are correct, and were verified with the land surveyor;
- iv) During the most recent site visit, the abutting landowner was informed that the proposed new driveway would be moved further south. This will increase the amount of landscaped open space located adjacent to the existing residential home situated immediately to the north of the subject lands. At that time, this property owner advised Town Staff that he did not want a fence or any additional landscaping along his property, that he preferred an open grassed area;
- v) To increase privacy at this location, the Applicant will be required to install as 6 foot high privacy fence along the southerly boundary of the subject property. The Applicant will also be required to install enhanced buffering and screening of the new on-site parking areas;
- vi) Town Engineering and Planning Staff will require the Applicant to install a new sidewalk along the east side of Front Road – from the subject lands to Jewel Street to ensure that residents living along this section of Front

Road will have a safe path to walk to/from the existing Victory Neighbourhood Park;

- vii) Staff are recommending that weekly municipal refuse pick up be used at this location to minimize noise and other disturbances that would be created should an on-site outdoor refuse bin be utilized at this location;
- viii) As part of the subject application package, the agent submitted a Revised Planning Justification Report (PJR) this report and amended site plan addressed many of the comment received during the first open information meeting;

It should be noted that prior to the adoption of the rezoning for the subject lands, it is recommended that a site plan control agreement be prepared and executed to the Town's satisfaction. As part of this agreement, on-site servicing, landscaping, fencing, lighting and other relevant site plan details will be finalized and incorporated into a legally binding contract with the Applicant.

Consultations

Engineering Staff

Financial Implications

Increased Assessment

Prepared By:



Supervisor, Planning and Development

Allen Burgess, MCIP, RPP

Link to Strategic Priorities

Yes	Expanding and diversifying our assessment base
Yes	Effectively communicating the activities and interests of the Town
	Managing our human and financial resources in a responsible manner
	Promoting and marketing LaSalle
Yes	Promote a healthy and environmentally conscious community

Communications

	Not applicable
Yes	Website
	Social Media
	News Release
Yes	Local Newspaper
	Bids & Tenders
Yes	Notification pursuant to the Planning Act

Notifications

Name	Address	Email

Report Approval Details

Document Title:	Z-07-18 and SPC-03-18.docx
Attachments:	- Aiello FIG 1.pdf - Aiello FIG 2.pdf - Aiello FIG 3.pdf
Final Approval Date:	Oct 16, 2019

This report and all of its attachments were approved and signed as outlined below:



Director, Development and
Strategic Initiatives

Larry Silani



Chief Administrative Officer

Joe Milicia