



**The Corporation of the City of Cornwall
Planning Advisory and Hearing Committee**

File Number: Z-02-20

Applicant: Naeem Malik

Department: Planning, Development and Recreation
Division: Planning
Report Number: 2020-369-Planning, Development and Recreation
Prepared By: Karl Doyle, Senior Planner
Meeting Date: September 21, 2020
Subject: Naeem Malik (Agent EVB Engineering) - Review of an application to rezone lands located at 822 Marlborough Street (former St. Matthew Secondary School) from Residential 20 (RES 20) to Residential 40 (RES 40) - (PAC File Z-02-20)

Recommendation

Based on the proceeding discussion, it is recommended:

- (a) That the subject lands, legally described as Part of Lots 1 and 2, South Side of Ninth Street; as shown on Part 1, Plan 52R-7131, and municipally located at 822 Marlborough Street be rezoned from Residential 20 (RES 20) to Residential 40 (RES 40) to allow for the establishment of a Multi-Residential development; and
- (b) That the property be subject to Site Plan Approval; and
- (c) That an Archeological Stage 2 assessment be prepared if the undisturbed west area of the subject lands is disturbed as part of the redevelopment of the site.

Background

The applicant proposes to convert the former St. Matthew Secondary School at 822 Marlborough Street located in a Residential 20 (RES 20) zone into a multi-residential development. The School was erected in 1954 and the 2-storey building is approximately 585 m. sq (6,297 sq. ft). The Institutional Use has been in place since construction and is a Permitted Use under the current zoning, specifically 02-2-2 i) School.

Mr. Malik purchased 822 Marlborough Street in July 2020 when the former Secondary School was being offered for sale by the Catholic District School Board of Eastern Ontario (CDSBEO). School Board trustees voted to close the school in June 2019, and then listed the property as surplus to the school board's needs. St. Matthew Secondary School has since moved to Augustus Street.

The new owner met City staff earlier in the year to discuss repurposing the former secondary school into a multi-residential development consisting of approximately 15 units. Part of the re-development exercise will include modifying external components of the site to ensure the development works in conjunction with abutting land uses and meets current Provincial and Municipal development standards.

Site Characteristics

Location

Part of Lots 1 and 2, South Side of Ninth Street; as shown on Part 1, Plan 52R-7131.

Size

- Frontage 143' +/- along Marlborough Street
- Depth 352' +/-
- Lot Area 57,935 sq ft (1.33 acres) +/- (Irregular)



Surrounding Land Use

North: Low Density Residential

South: Low Density Residential

East: Medium Density Residential (Multi-Residential Developments)

West: Low Density Residential

Official Plan

Urban Residential (U. RES) Designation - No Change.

Zoning

Existing: Residential 20 (RES 20)

Proposed: Residential 40 (RES 40)

Comments from Other Departments / Agencies

Municipal Works

No objections.

Building Division

No objections.

Transportation Division

We support the proposed use. We presume this development will be subject to SPC. If not sure, perhaps it could be added as a condition on this application. Approval of this application does not preclude the approval of the site sketches as presented, which will be under further review during SPC.

Engineering Division

In the absence of a specific proposal for servicing, Engineering would generally be in favor of the rezoning application. A detailed review of the servicing proposal for the site will be undertaken at site plan review.



Transit Division

No objections.

Social Housing Services

We do not foresee any issues. Should the owners wish to discuss possible rent supplement units, for the new apartment building, they should contact Carmen Cousineau at Cornwall and Area Housing (613-933-7717 ext. 20). There is no guarantee that this is an available option.

Municipal Assessor

No objections.

Economic Development

Economic Development supports the redevelopment of the property at 822 Marlborough Street.

There is a shortage of rental properties in Cornwall at the current time, with a further identified need to accommodate expanding employment opportunities presented by larger employers in the Cornwall Business Park.

The proposed redevelopment will provide additional rental units in a relatively short time frame, in a central easy-to-access location that is supported by nearby retail and transit.

Raisin Region Conservation Authority (RRCA)

The RRCA has reviewed the circulation and does not have any adverse comments or concerns with the proposed Zoning By-law Amendment. No natural hazards or natural heritage concerns have been flagged.

Ministry of the Environment and Climate Change (MOECC):

The MOECC has yet to provide an official response regarding this item.

In the past, the following would apply when converting an Institutional use to a sensitive land use.

As per O. Reg. 153/04 Records of Site Condition, this site is not required to file for a RSC when going from institutional to residential use. Not requiring to file for a RSC does not imply anything about the site as far as contamination.

Both Phase I and II Environmental Site Assessments were submitted and it appears no concerns from the information was presented.

Evaluation

1) The Planning Division has reviewed the subject application to allow for the change in zoning to Residential 40 (RES 40) is supportive of the request based on the following:

The 1.33 acre parcel fronts onto Marlborough Street (arterial) and the existing building occupies 11% of the overall site. The subject site is bound by low/medium residential land uses to the north, south and west which consists mainly of single family/semi-detached and duplex dwellings. Directly across Marlborough Street fronting the subject site sits two multi-residential development sites.

- Cornwall Area and Housing (3 x 3 storey buildings - 19 units -.98 acre)
- Skyline Development (1 x 2 ½ storey building - 40 units / Bachelor - 2 bedroom -1.03 acre)

The site is being redeveloped to include adequate parking, currently the site contains approximately 2,240 m sq (24,100 sq ft) of paved and granular surface designated for parking and vehicular movements. The property is delineated with a perimeter chain link fence, the remainder of the property is landscaped (grassed) to the west and contains vegetative elements along both the north and south boundary. There is a noticeable grade differential towards the west limit of the property. The property is fully serviced, and the building was solely used for an Institutional type use for the St. Matthew Secondary School.

Provincial Policy Statement 2020 (PPS)

2) The Provincial Policy Statement (PPS) directs municipalities to consider development which adhere to its policies, the following apply to the proposed development and are applied to this analysis:

Section 1.1.3 Settlement Area

1.1.3.2 a, b) calls for municipalities to efficiently use land and resources and develop land use patterns that are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;

- The repurposing of the existing approximately 6,297 sq. ft. building and reconfiguration of the lands to accommodate functional vehicular and pedestrian movements on and to the subject site will integrate well with the abutting residential land uses and existing vegetative and physical buffers.

1.1.3.3 The Provincial Planning Policy Statement also calls for a focus on Intensification and Redevelopment within built-up areas. The Statement directs that Planning authorities should "identify and promote intensification and redevelopment where this can be accommodated, taking into account existing building stock or areas and utilizing the existing infrastructure"

1.1.3.4 Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas

- With the redevelopment of the old school into new Multi-Residential development, the intended residential use is certainly in keeping with the major idea of the statement that being, using old building stock and infrastructure. Furthermore, the parcel is ideally located along a transit route and in close proximity to major arterials that promotes a transit-supportive development.

1.4.3 Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the regional market

- The immediate rental apartment conversion will provide for 15 residential units ranging from single to double occupancies. The owner

will discuss the opportunity to enter into a rent supplement unit(s) agreement with Cornwall Area and Housing.

1.6.6.7 calls for Storm Water Management to be planned in such a manner that it minimizes a change in water balance or erosion.

- In discussion with the City's Engineering Division they agree that the applicant will be required to slightly reconfigure the parcel by removing existing asphalt and introducing additional impervious areas for vehicle parking. The release of storm water from the parking lot into the City's storm sewer system will be on a controlled basis so as not to cause a change in the water balance. This application will efficiently use land without the need to expand or upgrade public services (sanitary, water, storm water management) in order to accommodate the proposed use. The site currently has access to a 200-250 mm sanitary, 150-600 mm water and 525 mm storm water main along Marlborough Street. This application did not contain a preliminary servicing report for the proposed site modifications which will be reviewed during the Site Plan Approval exercise if this request is approved.

Relevant Official Plan Policies:

3) The Land Use designation for the site is Urban Residential (U. RES) and the physical attributes of the site are in keeping with Official Plan.

4.3.1 The policies of the Official Plan for an Urban Residential (U. RES) designation provide for all densities of residential development such as singles, semi-detached on through to high rise apartment buildings.

4.3.3.7 Determine locations for medium and high-density housing and evaluate applications on the basis of conformity to the following criteria:

a) locations near or within the Business Districts (B.D.), General Commercial (G.C.) areas, community facilities and major focal points;

- the property is located in close walking distance to the Goldmanco Commercial Development (Freshco)

- b) on select and suitable redevelopment sites in older neighbourhoods;
 - the subject site is contained within an established residential neighborhood and would constitute an infill development site that will compliment the established area once redeveloped
- d) access to arterial or collector roads and locations near the periphery of the neighbourhood in order to provide suitable accessibility, to minimize traffic penetration through lower density housing areas, and to have proximity to public transit;
- e) adequate municipal services available to serve the site;
 - full municipal services are available
- f) sites of adequate size and shape;
 - the parcel is 1.33 acres in size, the existing building occupies 11% of the development site
- g) if the proposed site is an intensification site adjacent to or situated between existing apartment and townhouse projects.
 - The development site is located across the street from two (2) higher density multi residential developments.

4) The Housing Goals of the City of Cornwall Official Plan direct:

To encourage attractive, well designed and innovative residential subdivisions and housing projects.

5.2.5 Ensure that all residential development is suitable located and that future medium and high-density housing projects are developed at a high standard of site development and design and reflect the projected increase in demand for medium and high density, and accessible housing;

- As part of the Site Plan process the owner will have to provide elevation renderings to ensure the development is aesthetically pleasing and is modified to a present a more residential feel opposed to the current institutional cladding and window treatments. The existing building footprint fronts the street and contains an ample landscaping buffer, the remainder of the site can accommodate parking requirements for the intended use. The development will be subject to the Site Plan Approval process and

part of the process external components will be reconfigured to ensure the site is functional.

5) The change to Residential 20 (RES 20) from Residential 40 (RES 40) zoning on the property will permit the construction of the Multi-Residential development. The Residential 40 (RES 40) zoning makes provisions for apartment buildings whereas Residential 20 (RES 20) only permits townhouse developments.

6) It is the opinion of the Planning Division that no further zoning amendments will be required to facilitate this redevelopment. The existing building currently adheres to applicable zoning provisions regulating parcel size, setbacks, and lot occupancy requirements. As a result, this will help to provide for an efficient development consistent with the policies of the PPS and the Urban Residential Policies in the Official Plan. The 1.33 acre parcel provides sufficient area for potential additional development in the future. Initial discussions with the owner included the ability to proceed with a future addition to the existing building or to proceed with introducing with a secondary building at the west of the property. Municipal staff commented that if the either scenario were to be proposed development approvals would be required and the nature of the expansion or new build would have to be in scale with abutting low-density residential land uses. The property slopes down towards the west limit, as a result of the grade differential engineering requirements would have to be analyzed from a sediment and stormwater management perspective.

7) The Planning Division continues to maintain that this change to the Zoning on the site is appropriate from an Urban Residential Land Use Planning perspective. There are existing multi-residential land uses in close proximity to this development so the introduction of this development will be in keeping with the density mix of the dwellings along the north pocket of Marlborough Street.

8) PAC File Z-02-20 was mailed out to a 400' radius and advertised in the Standard Freeholder on Saturday on August 22nd, 2020. The Planning Division received 3 calls from abutting landowners regarding the proposal, some of the questions pertained to:

- the number of residential units being proposed
- if the intent is to build a high-rise building
- would the development cause a traffic issue
- concerns about amenity space privacy
- what's the form of tenure

Planning staff provided an overview of the proposal, staff confirmed the following;

- the initial re-purposing of the existing building will include 15 residential units consisting of 1 to 2 bedroom units.
- there is no immediate proposal to build an addition to the existing building nor is there a proposal to erect a secondary building at this time. If the owner is successful in obtaining an approval the development site will be subject to Site Plan approval, if an addition or second building is proposed in the future it will be subject to an amending Site Plan approval and potential Committee of Adjustment application if the proposal does not meet applicable zoning standards. We have emphasized that any potential expansion will have to be in scale with the abutting low density residential land uses.
- the site has access onto Marlborough Street and Ninth Street, they are both major arterials as defined in the City's Official Plan Transportation network Schedule. The traffic generation for the proposed development would be less than the traffic generated by the previous institutional use.
- part of the Site Plan exercise the owner will be required to modify the site to accommodate for parking, the property is currently bound by a chain link fence and vegetative elements along the north and south boundary. Where required, screened fencing will be introduced to mitigate negative impacts to abutting properties.
- the proposed development is a rental apartment.

9) Related site issues such as fencing, lighting, snow clearance will be addressed during the Site Plan Approval process. The development's attributes will be cognizant of the residential character of the area.

The submitted Stage 1 Archeological assessment for the site, recommendations have been made based on the background historic research, property inspection, and indicators of archaeological potential. These recommendations include the following:

The entire property contains archaeological potential, but some of the property has been disturbed by previous development. Therefore, a Stage 2 Test Pit survey at 5 m intervals is required for all undisturbed land within the study area. Planning would recommend that the Stage 2 assessment and findings be submitted at time of the Site Plan process.

Conclusion

The Planning Division supports this application to rezone the subject site to Residential 40 (RES 40) largely based on the long history of institutional land use. The repurposing of the building to accommodate a new Multi-Residential development promotes intensification, in accordance with the Provincial Policy Statement and Official Plan Policy. The proposal will be subject to Site Plan Approval to ensure proper design.