



Pelham Arena Community Co-design Recommendations Report

November 10, 2017

The Planning Partnership



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Part 1: Process

Introduction

The Town of Pelham retained The Planning Partnership to undertake a community-based planning and design process for the redevelopment of the Pelham Arena located at 1120 Haist Street. The existing arena is in poor condition, and a facility assessment report identifies significant improvements and repair would be required for the arena to meet current building code. These repairs are considered cost prohibitive. The arena will be decommissioned when the new community centre is completed, anticipated for the summer of 2018.

The purpose of the community design process was to establish a vision for the future redevelopment of the arena site, including:

- to engage the community to collaboratively develop a vision for the future land use of the Pelham Arena site that will be compatible with the surrounding neighbourhood;
- to establish land use and design guidelines for the future uses of the Pelham Arena site that is supported by existing infrastructure;
- to determine how much of the Pelham Arena should be retained for public open space/recreational use;
- to determine how much of the Pelham Arena lands may be suitable for redevelopment of other use(s); and
- to determine design guidelines, official plan designation and zoning standards for the lands.

The outcome of this process is described in this Recommendations Report, and has been endorsed by Council. It is the Town's intention to sell the development portion of the site, with the expectation that the redevelopment will be in accordance with the vision described herein.

Organization

This Recommendations Report has three main parts.

Part 1: Process — describes the community planning and design process, how input was considered, and the outcomes.

Part 2: Policy Framework Recommendations — sets out recommended Official Plan and Zoning By-law changes to implement the vision for the site.

Part 3: Urban Design Guidelines — describes the Preferred Plan, identifies its key elements and sets out guidelines that will be applied to the site's redevelopment. It can be a stand-alone document.

The Site

The Pelham Arena site is located in the southwest quadrant of Fonthill. It is 3.36ha in area. It is surrounded by an established residential neighbourhood, with houses ranging in age over several decades. Housing forms include single detached dwellings and town-houses.

Located on the site is:

- the existing Pelham Arena building;
- a small works yard with Quonset huts;
- two portable buildings;
- a large asphalt surface parking area for 193 parking spots, and driveway connection to Haist Street;
- 2 soccer pitches;
- an outdoor tennis court;
- an outdoor basketball court;
- a platform tennis building and 2 courts;

- playground equipment that straddles the property with the adjacent stormwater management facility;
- an asphalt pathway;
- a wooded area focused on a shallow drainage swale; and
- decorative and manicured tree plantings, of varying ages.

Town owned lands adjacent to the site include a stormwater management facility with frontage on Meadowvale Drive, and a vacant parcel with frontage on Welland Road. During the community design process, these parcels were considered in how they could contribute to the redevelopment of the Pelham Arena site.

Context

Study site	3.36ha
Stormwater management facility	0.5ha
Welland Road property	0.1ha

The site has approximately 83m (272 feet) of frontage on Haist St.

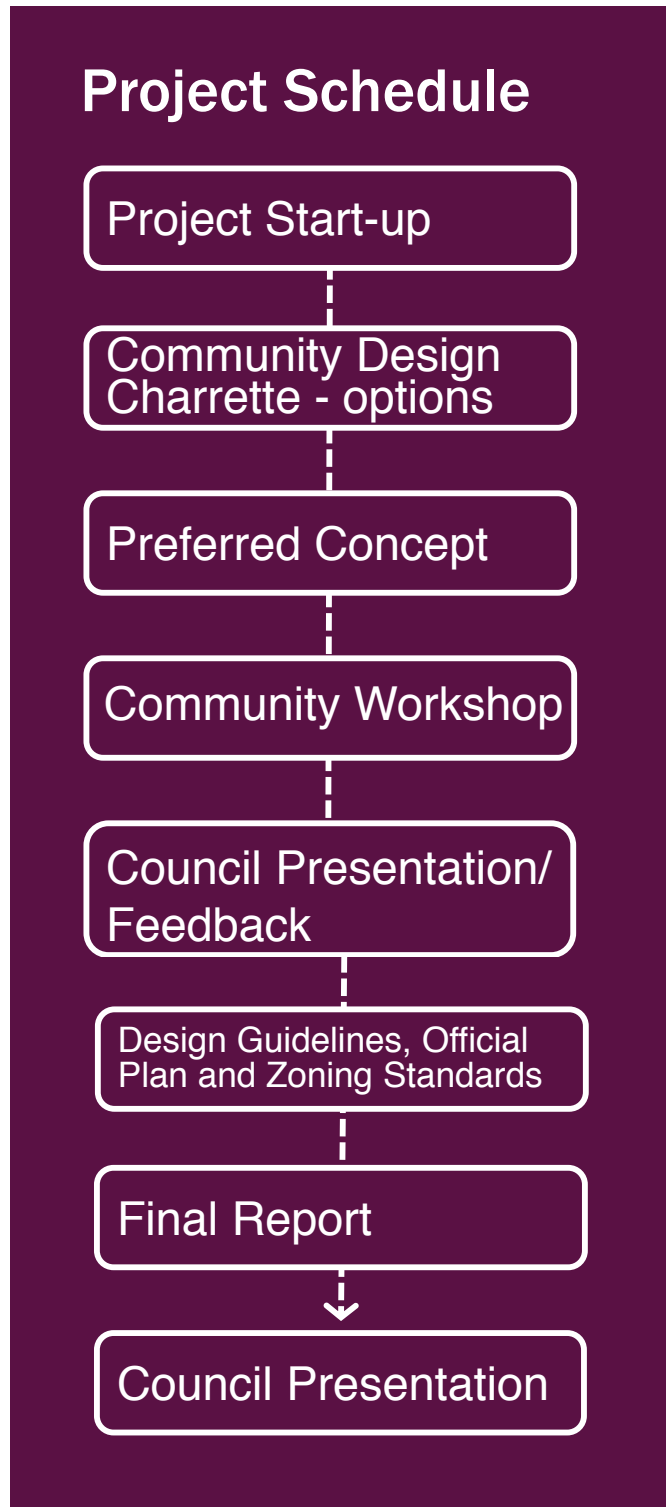


Process

The community planning and design process was seven months duration, beginning in June 2017 and finishing in December 2017. During this time, there were a number of opportunities to participate, in person and on-line. The process was centred around two public, community events:

- the Community Design Charrette, which included one-on-one interviews, a visioning exercise, and the collaborative development of ideas and options for the site; and
- the Community Workshop, which sought the community's ideas and feedback on an Emerging Preferred Plan.

The *What We Heard* Report, appended to this report, describes the community consultation process in detail, including the various methods of participation and the feedback received.



Community Design Charrette: Workshop #1

During Workshop #1, held on June 26, 2017, a set of key themes was distilled from community input, which acted as principles for the development of the options and subsequent design development. A number of variables were explored in the design of the options:

- the type of housing, ranging from single detached, to townhouse, to low-rise apartment;
- the location and quantity of open space and community elements such as the platform tennis, wooded area, and recreational areas; and
- the number/location of road access points.

The variables were chosen deliberately to explore a wide range of ideas and potential solutions, to ensure there was considered thought to more than one direction. Not all members of the community were comfortable with the variables.

There were two design sessions during Workshop #1, one in the afternoon, and one in the evening. Participants worked in small groups with a set of variables, and were free to move to other groups to explore other variables. After each session, the options were presented to and discussed with the group as a whole. There were twelve different options generated, in total.

Key Themes

What we heard at Workshop 1



Keep as much greenspace as possible



Provide trail connections



Development must be consistent with the surrounding community



Minimize impacts on existing residential uses



Build on and improve existing parkland facilities

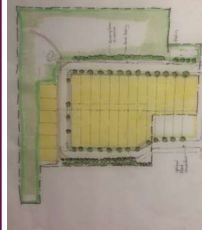


Twelve options for the Pelham Arena site were generated during the community charrette.



Single detached houses

01a



01b



01c

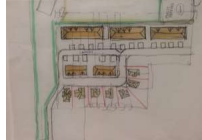


Mixed Housing (Townhouses & Single Detached)

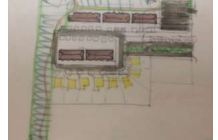
04a



04b



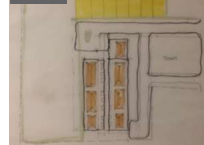
04c



04d



04e



Townhouses

02a



02b



Apartments

03a



03b



Five Explorations

From the twelve options generated at the community charrette, five different Explorations were created. Many of the twelve options contained slight variations on one particular idea. The Explorations were intended to consolidate and represent the ideas from Workshop #1, in order to have a manageable number of distinct scenarios for testing.

Evaluation of the five Explorations was undertaken by the community in the form of an on-line survey, by Town Staff, and by the Consultant Team. Evaluation criteria included:

- the Town's policy documents;
- land use compatibility;
- community benefits;
- compatibility of buildings;
- connectivity (trails, roads);
- natural features;
- servicing and emergency services; and
- revenue potential.

A key goal of the evaluation was to identify the best ideas or components from among all five Explorations, from which to build the Emerging Preferred Plan. That is, no individual Exploration was intended to become the Preferred Plan, but rather it was to emerge from the best of each.



Exploration 02

Central park



Exploration 03

Rear-laneway townhouses & single detached houses



Exploration 04

Front driveway townhouses



Exploration 05

Apartments



Community Input: Public Survey on the Five Explorations

The five Explorations were posted on the Town's website with a survey that asked people to express their opinion on the location and design of the elements that make up each of the Explorations. The survey also included a free-form response where people could express their opinions in a written format as well. The survey ran from August 1 to 24, 2017, and garnered approximately 120 responses.

Findings of the survey are qualitative. The survey is opinion-based, and provided the community with an additional opportunity to provide input to the process. The survey is not statistically significant due to its sample size. It does, however, provide a snapshot of community reaction, and some useful themes emerged.

In general, the community was very supportive of maintaining the existing "green" elements, including the soccer fields, playground, platform tennis and wooded area as part of the redevelopment plan. The community did not think that apartments were appropriate, and in general felt that single detached, or a mix of single detached and townhouses, were more appropriate.

A summary of survey responses is provided below, including the questions that were posed for each Exploration, the ranking system (I like it, It's okay, I don't like it), and a few quotes from written responses. Questions receiving more responses are highlighted in orange.

Survey Results

Exploration 01

Single detached houses

"...glad to see that a lot of green space is retained and that there will be a walking trail added..."

"...concerned about removal of trees abutting our property..."

"...fits within the existing community..."



Exploration 1	I love it	It's okay	I don't like it
① Configuration of the single detached houses	37	43	32
② Configuration of the public road with two connections to Haist Street	37	45	30
③ Green space/soccer fields remain in existing location	84	22	07
④ Location of trails and walkways	58	35	16
⑤ Location and amount of on-street and single row parking (32 spaces) for park	40	42	27
⑥ Partially retained wooded area	54	35	21
⑦ Fonthill Platform Tennis Club remains in its existing location	67	28	14
⑧ Proposed multi-surface court	47	47	17
⑨ Proposed decorative paving	28	50	28
⑩ The playground remains in its existing location	82	23	05

Survey Results

Exploration 02

Central Park

“This plan splits the two park areas...”

Trail crosses the streets twice

“...single-loaded road undervalues the revenue that might be generated...”



Exploration 2	I love it	It's okay	I don't like it
① Configuration of single detached houses along the perimeter of the site	09	24	68
② Townhouses fronting the park with rear laneway	08	21	70
③ Configuration of the public road with two connections to Haist Street	20	42	37
④ Green space/soccer fields relocated to the centre of the site	09	17	73
⑤ Location of trails and walkways	16	35	48
⑥ On-street parking for the park (42 spaces)	10	25	61
⑦ Wooded area is removed	01	03	93
⑧ Fonthill Platform Tennis Club relocates to the centre of the site	04	22	68
⑨ Proposed splash pad	35	29	32
⑩ The playground remains in its existing location	61	24	11

Survey Results

Exploration 03

Rear-laneway townhouses & single detached houses

“Would like to see parking closer to the park...”

“Where is the multi-sport surface?”

“This is the most pleasing design...”



Exploration 3	I love it	It's okay	I don't like it
① Configuration of single detached houses along loop road	21	43	35
② Configuration of townhouses facing park with rear laneway	16	31	52
③ Configuration of the public road with boulevard style connection to Haist Street	26	40	31
④ Green space/soccer fields remain in existing location	67	19	11
⑤ Location of trails and walkways	44	36	16
⑥ Location and amount of parking (26 spaces) for park	15	36	46
⑦ Wooded area is retained	75	13	08
⑧ Fonthill Platform Tennis Club remains in its existing location	53	27	15
⑨ Proposed splash pad	48	26	20
⑩ Proposed decorative paving	21	43	28
⑪ The playground remains in its existing location	64	22	07

Survey Results

Exploration 04

Front driveway townhouses

“Single detached keeps integrity of existing houses and neighbourhood...”

“Prefer to see single family homes mixed in, not just towns”

“Not enough parking for townhouses or activities...”



Exploration 4		I love it	It's okay	I don't like it
①	Configuration of townhouses with front access driveways	10	27	63
②	Configuration of the public road with boulevard style connection to Haist Street	21	45	35
③	Green space/soccer fields remain in existing location	69	24	08
④	Location of trails and walkways	47	30	22
⑤	Location and amount of off-street parking (26 spaces) for park parking lot and on-street parking (39 spaces)	19	42	38
⑥	Wooded area is retained	78	13	09
⑦	Fonthill Platform Tennis Club remains in its existing location	60	24	17
⑧	Proposed multi-surface court	38	43	20
⑨	The playground remains in its existing location	71	21	08

Survey Results

Exploration 05

Apartments

“This is not compatible use with existing conditions...”

“Much better idea as there are few apartments in town”

“One parking spot per unit is not sufficient for the area”



Exploration 5		I love it	It's okay	I don't like it
①	Configuration of 4 storey apartments	06	09	83
②	Configuration of the driveway with one connection to Haist Street	09	31	60
③	Green space/soccer fields remain in existing location	63	23	14
④	Location of trails and walkways	43	32	25
⑤	Location and amount of parking for the park (36 spaces)	15	40	44
⑥	Location and amount of parking for the apartments (106 spaces - 1 per unit)	05	18	74
⑦	Wooded area is retained	75	12	12
⑧	Fonthill Platform Tennis Club remains in its existing location	57	25	18
⑨	Proposed park pavilion building	16	35	47
⑩	Existing multi-surface court remains	31	40	28
⑪	The playground remains in its existing location	71	19	09

Consultant Team Analysis of the Five Explorations

The Planning Partnership undertook an analysis of the five Explorations, assessing each from the perspective of its public realm, circulation and built form.

The consultant team felt that maintaining the existing “green” elements was appropriate, as they create a community amenity and destination that is a generous size and fit for the surrounding neighbourhood, and has a mix of passive and active recreational opportunities. They also provide a buffer or transition to the surrounding homes.

The Explorations with mixed housing forms and apartments were also viewed as appropriate, as they are consistent with the Town’s policy objectives of creating a full range of housing types and the ability to age in place. The modest height and small footprints of the apartments would be compatible with the scale of this site and the neighbourhood.

The Planning Partnership’s Analysis

Exploration 1

Housing	Open Space	Circulation
<ul style="list-style-type: none"> All single detached most similar to adjacent houses Variety of lot widths creates interest along streetscape, mimics neighbourhood Very shallow lot depths in centre block difficult to build Positive frontage to all streets 	<ul style="list-style-type: none"> Existing active parks maintained Partial encroachment to wooded area still meets Conservation Authority’s suggested standards Positive frontage to park, reverse frontage to wooded area 	<ul style="list-style-type: none"> 2 exits to Haist Street are closely spaced Parking for park requires alternate right of way design Ability to create connected pedestrian network



The Planning Partnership's Analysis



Exploration 2

Housing	Open Space	Circulation
<ul style="list-style-type: none"> Substantially single detached similar to adjacent houses 1 block of townhouses fronting onto park (lane access) Conventional lot depths, likely marketable to builders 	<ul style="list-style-type: none"> Park/trail network is more fragmented Limited space for a multi surface court, but space for small splash area Central park does not result in a larger children's soccer field Significant removal of wooded area Positive frontage to park on all sides 	<ul style="list-style-type: none"> 2 exits to Haist Street are closely spaced All parking for park is on-street Pedestrian network requires road crossing

The Planning Partnership's Analysis



Exploration 3

Housing	Open Space	Circulation
<ul style="list-style-type: none"> Mix of single detached and townhouses provides variety Townhouses are rear laneway, create positive frontages Massing is compatible with neighbourhood Main entrance road from Haist has rear garages facing it Positive frontage to park 	<ul style="list-style-type: none"> Existing active parks maintained Substantial retention of wooded area Wooded area accessible to internal road network Positive frontage to park 	<ul style="list-style-type: none"> 1 exit to Haist Street: long boulevard condition Best trail location within wooded area Ability to create connected pedestrian network Small parking lot for park and limited on-street parking

The Planning Partnership's Analysis

Exploration 4

Housing	Open Space	Circulation
<ul style="list-style-type: none"> All front-drive townhouses in straight/aligned blocks: little variety, least favoured streetscape Conventional lot depths, homogeneity may be less marketable Townhouse relationship to existing homes on Welland Road at rear 	<ul style="list-style-type: none"> Existing active parks maintained Wooded area retained Positive frontage to park and wooded area 	<ul style="list-style-type: none"> 1 exit to Haist Street: shorter boulevard condition Could be condominium roads to save space



The Planning Partnership's Analysis

Exploration 5

Housing	Open Space	Circulation
<ul style="list-style-type: none"> 2 low-rise apartments provide housing variety at neighbourhood scale Massing of buildings adjacent to wooded area and within former arena footprint could be compatible with existing conditions 	<ul style="list-style-type: none"> Existing active parks maintained Substantial retention of wooded area, somewhat hidden behind apartment Park area has greatest visibility from Haist Street 	<ul style="list-style-type: none"> 1 exit to Haist street – single driveway, no second exit Parking for park could be shared with apartment residents May need more parking depending on market demands



Town Staff Comments on the Five Explorations

Town of Pelham staff reviewed the five Explorations and made the following comments:

- There is a desire to have a mix of housing types, not just single detached houses, to increase affordability and to provide housing that accommodates ageing in place.
- Provide a total of 30 parking spaces (in a dedicated parking lot) for soccer, park and tennis in the preferred plan.
- The existing soccer fields are to remain as practice facilities for young children in the near term. In the long term, the soccer fields will be removed and the area will transition to a passive play area.
- There is municipal interest in exploring the potential for a splash pad on the site, and the preferred plan should identify opportunities for this.
- Single detached lots should have a minimum of 12m lot frontages.
- The public road right of way should be a minimum of 18m in width.

Key Directions for the Emerging Preferred Plan

Public input from the survey, the consultant team analysis and Town comments were used to formulate key directions for the Emerging Preferred Plan. They include:



No change in location of green space (soccer area)



No change in location of playground equipment



No change in location of platform tennis



Maintain the wooded area at the west edge of the site



Infill residential development confined to the balance of lands, where the Arena building, parking, and storage yard are

Emerging Preferred Plan



The Emerging Preferred Plan as presented to the community.

Community Feedback to the Emerging Preferred Plan

The Emerging Preferred Plan was presented to and reviewed by the community on September 13, 2017, in two sessions: one in the afternoon and one in the evening. Comments from both sessions were organized into common themes, below.

Open Space

- Like that the wooded area and park area are maintained
- Need to add planting to control lights from shining on properties
- Need to fix poor drainage
- Should be able to see park from Haist (remove homes)
- Like the multi-sport court

Housing

- Need larger lots, fewer townhomes – too much housing
- Like the combination of townhomes and singles
- No apartments
- Like the images of the townhouses
- Enforce building guidelines to ensure quality

Circulation

- Need more parking
- Need visitor parking for townhouses
- Will increase traffic on Haist Street

General Comments

- Like the plan (6)
- Don't see public inputs considered (1)

Recognizing that some people felt that there should be no housing at all on the Pelham Arena site, or that development should be reduced in scale, it was felt that community input was generally positive. The nature of the comments indicated people were focussed on improving the plan and ensuring it can be implemented as presented rather than feeling the need to make significant changes.

Therefore the Emerging Preferred Plan, with some adjustments, is recommended as the Preferred Plan to be implemented through planning policies and the sale of the site by the Town of Pelham to a developer.

Benefits of the Preferred Plan

The Preferred Plan is the result of a community planning and design process that has considered the inputs of many people representing a range of interests. The Preferred Plan seeks to find a balance among community interests, Town policies, and the principles of good planning, to manage change in a way that is both cost-effective and creates a lasting legacy that enhances the community's character. Benefits of the Preferred Plan include:

- it creates revenue potential for Town;
- it responds to community desires by maintaining green areas, the playground, the platform tennis and the wooded area;
- it creates a connected trail system;
- it provides two points of entrance for emergency service vehicles;
- it creates positive frontage to the park and increases safety through overlook;
- the lane-based townhouses have potential to be attractive and marketable; and
- the plan balances a diversity of interests: development potential, green space, community compatibility, and parking.

Part 2: Planning Framework Recommendations

Implementation: Official Plan Amendment Recommendations

The property at 1120 Haist Street is currently designated Open Space in the Town of Pelham Official Plan (2012). The Open Space designation is intended to accommodate a well-planned parkland system in the Town and permits a range of recreational, special event/festival and conservation uses. The preferred plan for the subject property envisions that the arena and parking areas be redeveloped for residential uses, and therefore an Official Plan Amendment is required to redesignate that portion of the subject property.

The Urban Living Area designation permits a range of residential uses, home occupations, institutional uses and convenience commercial uses. With the exception of single detached dwellings and private home daycares, all permitted uses are subject to additional policies to ensure their compatibility with the surrounding neighbourhood.

Section B1.1.4 permits accessory apartments in single detached dwellings in all areas of the Urban Living Area designation, subject to a Zoning By-law Amendment, provided that:

- The apartment will comply with the Ontario Building and Fire Codes as well as applicable provisions of the Town's Zoning By-law;
- Adequate parking is available on the lot for both dwelling units; and,
- The second dwelling unit is designed and located in the interest of maintaining the character of a detached dwelling as viewed from the streetscape.

An exception to the Official Plan designation would be required to implement the preferred plan, which envisions permitting an accessory apartment in the detached garages of the townhouses.

Section B1.1.5 lays out specific criteria for permitting a semi-detached dwelling, townhouse, multiple or apartment development.

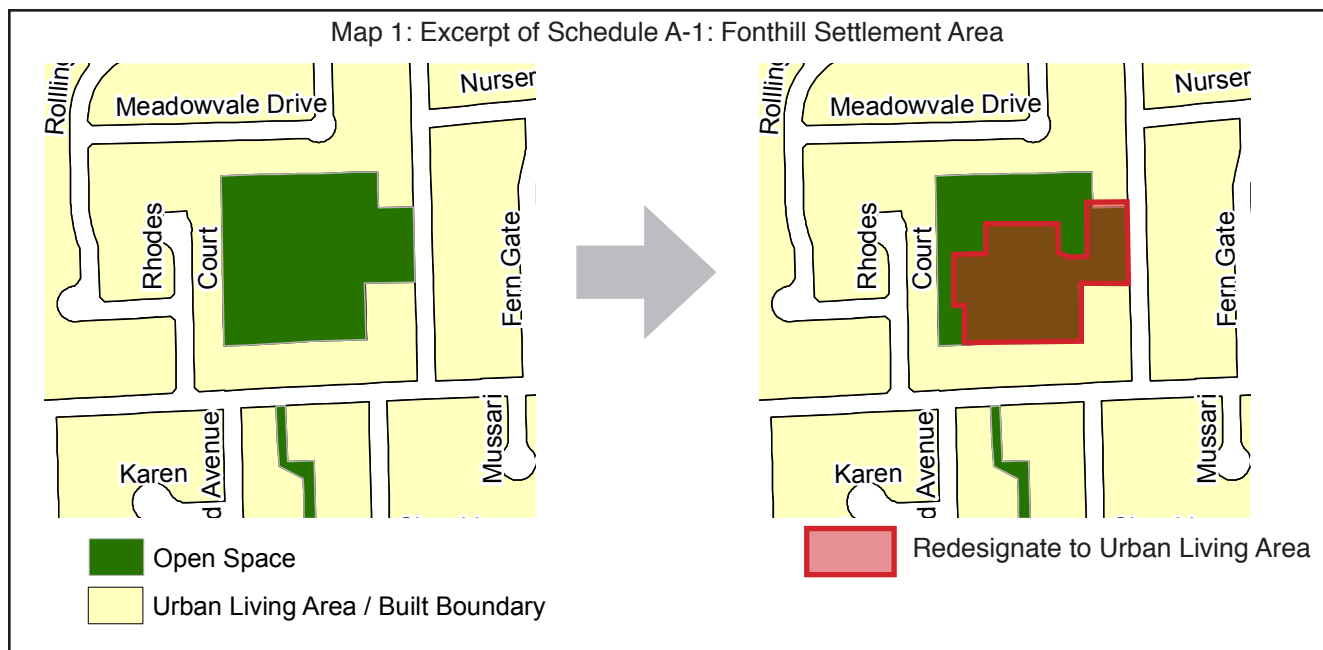
- Respects the character of adjacent residential neighbourhoods, in terms of height, bulk and massing;
- Can be easily integrated with surrounding land uses;
- Will not cause or create traffic hazards or an unacceptable level of congestion on surrounding roads; and,
- Is located on a site that has adequate land area to incorporate required parking, recreational facilities, landscaping and buffering on-site.

Of the above criteria, three have been fulfilled through the Community Co-Design process. Comprehensive engineering studies will be undertaken to address traffic impacts, if any, through the redevelopment process.

Recommendation:

That the portion of the subject property intended for redevelopment (Map 1, see below) be redesignated from Open Space to Urban Living Area, with an exception to permit an accessory apartment in a detached accessory building (i.e. garage) associated with a townhouse.

Further, that direction be provided for the property to be redeveloped with single detached dwellings and townhouses in a manner consistent with the preferred plan, in accordance with the Pelham Arena Site Urban Design Guidelines.



Implementation: Zoning By-law Amendment Recommendations

The property at 1120 Haist Street is currently zoned Open Space in the Town of Pelham Zoning By-law No. 1136 (1987). Permitted uses in the Open Space zone include public/private parks, conservation/forestry uses, cemeteries and accessory buildings or uses to permitted uses, with the exception of residential uses.

The intention of the preferred plan is to create a pedestrian-focused and high quality public realm, with an approach to built form which is a departure from the existing zones. For this reason, it is recommended that two new zones be created for the portion of the subject property which is intended for residential redevelopment. The establishment of new zones will provide flexibility and clarity with respect to the identification of new performance standards not contemplated in the existing zoning. Further, they will ensure that the subject property is redeveloped using the most contemporary development principles, such as a stronger focus on high quality architecture, enhancing the public realm and creating a pleasant and walkable community. The following recommendations are based on the assumption that the site will be redeveloped with freehold residential dwellings with a municipal road network. However, should the site, or a portion of the site be redeveloped as a condominium, the performance standards outlined below should still apply.

Recommendation:

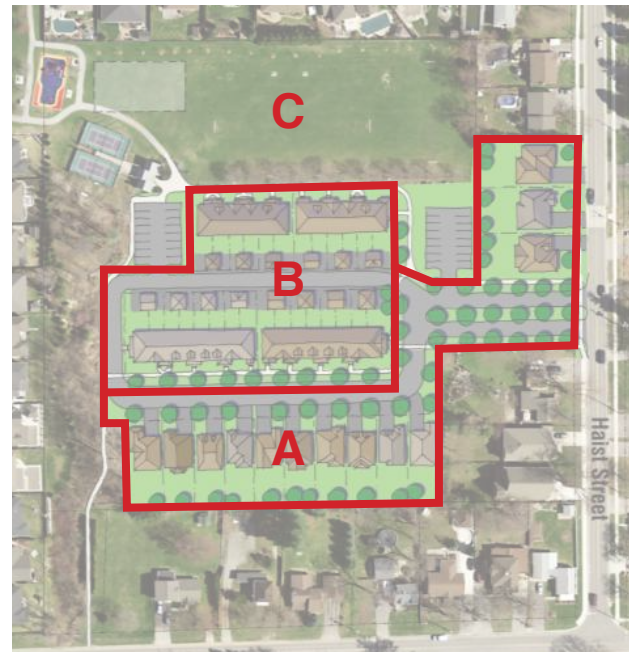
1. That the portion of the subject property indicated on Map 2 as A be rezoned from Open Space (OS) to a new Residential Zone - Residential 4 (R4), where the only permitted use will be single detached dwellings and home occupations. And further that the Residential 4 (R4) zone include the following performance standards:

Minimum Lot Frontage	12 m, 15m for corner lots
Minimum lot depth	32 m
Maximum Building Height	10.5m or 3 storeys, whichever is less
Front Yard Set-back	Between 4.5 m and 6.0 m
Minimum Interior Side Yard Set-back	1.2 m
Minimum Exterior Side Yard Set-back	3.0 m
Minimum Rear Yard Setback	7.5 m, except where the property backs onto an existing residential property where it will be 10.0 m
Garages	The garage door shall be set back a minimum of 6.0 m from the front lot line. The garage door width shall not exceed a maximum of 50% of the width of the lot.
Porches and Steps	Porches must have a minimum depth of 2.0 m. Porches may encroach into a required front or exterior side yard a maximum of 2.0 m. Steps associated with a porch may encroach into a required front or exterior side yard, up to the lot line.

2. That the portion of the subject property indicated on Map 2 as B be rezoned from Open Space (OS) to a new Residential Multiple Zone - Residential Multiple 3 (RM3), where the only permitted uses will be street or block town-house dwellings with a rear lane. And further that the exception zone include the following performance standards:

Minimum Lot Frontage	6.0 m, with a minimum frontage of 7.2m for interior end units and 9.0m for exterior end units
Minimum lot depth	32 m
Maximum Building Height	10.5m or 3 storeys, whichever is less
Front Yard Set-back	Between 4.5 m and 6.0 m
Minimum Interior Side Yard Setback	1.2 m
Minimum Exterior Side Yard Setback	3.0 m
Minimum Rear Yard Setback	10.5 m
Garages	Garages shall be paired and set back 2.75 m from the opposite side lot line and 0.5m from the rear lot line. The height of a detached garage shall not exceed 7m or 2 storeys, whichever is less.
Porches and Steps	Porches must have a minimum depth of 2.0 m. Porches may encroach into a required front or exterior side yard a maximum of 2.0 m. Steps associated with a porch may encroach into a required front or exterior side yard, up to the lot line.

3. That the remaining portion of the subject property indicated on Map 2 as C, which is being retained as parkland, be rezone from Open Space (OS) to an Open Space exception zone to recognize the existing platform tennis club structure as a permitted use.



Map 2: Recommended zoning boundaries

As an alternative to the above approach, the Town may choose to adopt a more flexible approach to providing the planning framework for residential development. This could entail redesignating the subject lands for residential uses as above, but delaying the rezoning process to allow a potential developer to propose their own standards for the redevelopment. The Official Plan Amendment would state that redevelopment would have to occur in a manner that was consistent with the intent of the Pelham Arena Site Urban Design Guidelines.

However, due to the inherent risks to the intended built form of the site with this more flexible approach, the Town would have to maintain a strong role in enforcing the intent of the Urban Design Guidelines to ensure that the results of this public process are upheld.

Part 3: Urban Design Guidelines

