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File: OZ-8511
Planner: Eric Lalande

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	APPLICATION BY: HORIZON MEDICAL DEVELOPMENTS 2605-2651 TOKALA TRAIL PUBLIC PARTICIPATION MEETING ON OCTOBER 19, 2015

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the application of Horizon Medical Developments relating to the property located at 2605-2651 Tokala Trail:

- (a) the proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on October 27, 2015 to amend the Official Plan to change the designation on a portion of the subject lands **FROM** a Multi-Family, Medium Density Residential designation, **TO** an Office Area designation;
- (b) the proposed by-law attached hereto as Appendix "B" **BE INTRODUCED** at the Municipal Council meeting on October 27, 2015 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan as amended in part (a) above, to change the zoning of the subject property **FROM** a Holding Community Facility/Holding Residential R6 Special Provision/Residential R7/Residential R8 (h-95*CF1/h*h-54*h-71*h-95*h-100*R6-5(29)/R7*H15*D75/R8*H15*D75) Zone and a Holding Residential R6 Special Provision/Residential R7/Residential R8 (h*h-54*h-71*h-95*h-100*R6-5(29)/R7*H15*D75/R8*H15*D75) Zone **TO** a Holding Office Special Provision (h* h-17*h-54*h-71*h-95*OF5(_)) Zone and a Holding Residential R1 Special Provision/Residential R4 (h*h-17*h-54*h-71*h-95*R1-3(8))/R4-1) Zone;
- (c) the request to amend Zoning By-law No. Z.-1 to change the zoning of the subject property **FROM** a Holding Community Facility/Holding Residential R6 Special Provision/Residential R7/Residential R8 (h-95*CF1/h*h-54*h-71*h-95*h-100*R6-5(29)/R7*H15*D75/R8*H15*D75) Zone and a Holding Residential R6 Special Provision/Residential R7/Residential R8 (h*h-54*h-71*h-95*h-100*R6-5(29)/R7*H15*D75/R8*H15*D75) Zone **TO** a Holding Office Special Provision (h* h-17*h-54*h-71*h-95*OF5(_)) Zone and a Residential R1 Special Provision/Residential R4 (R1-3(8))/R4-1) Zone, **BE REFUSED** for the following reasons:
 - i) The requested amendment will facilitate the ability to charge a fee for access a required parking space, contrary to the intent of the Zoning By-law;
 - ii) The ability to charge a fee to access a required parking space has the potential to create negative impacts to the adjacent residential and commercial areas.
- (d) The Site Plan Approval Authority **BE REQUESTED** to consider the following design issues through the site plan process:
 - i) That the office use provide fencing and landscaped buffering to mitigate impacts and provide a visual buffer between the office uses and future residential uses;
 - ii) Locate and orient the building in a position and form which spans as much of Fanshawe Park Road West corridor as feasible to reduce the exposure of the parking area to the street and locate the building entrance on the south façade or corner location that is highly visible from the street to activate the street edge;

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- iii) Reduce and reconfigure the surface parking area in order to increase the amount of green space throughout the parking area;
- iv) Screen the remaining parking area that is exposed to the street through the use of landscaping and a low masonry wall to provide a strong street-wall and attractive view from the public realm;

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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February 8, 1999 - Report to Planning Committee (Z-6717) - 1139 Fanshawe Park Road West –
 This report recommended that the redline revisions to the plan of subdivision be supported and introduced a series of Zoning By-law amendments intended to permit these lands to be developed.

PURPOSE AND EFFECT OF RECOMMENDED ACTION

The purpose and effect of the recommended amendments is to allow for the development of a medical office building on the southern ¾ of the subject site with a gross floor area of 4,690 m² (53,389 ft²) located along the Fanshawe Park Road West corridor, with parking provided to the rear and sides of the building, and to permit single detached dwellings and/or street townhouse dwellings on the northern ¼ of the subject site fronting Tokala Trail.

Additionally, the purpose and effect of the recommended amendments is to refuse the requested amendment to restrict access to the parking area through the use of gates and/or prescribed fees.

RATIONALE

1. The recommended amendment is consistent with the *Provincial Policy Statement, 2014*;
2. The recommended amendment conforms to the policies of the Official Plan;
3. The recommended amendment conforms to the intent of the Zoning By-law;
4. The recommendation to permit only Medical/dental Office uses will not compete with the Downtown for general office space;
5. The recommended amendment will facilitate a form of development that is comparable to the form of development permitted by the current zoning;
6. The recommended amendment for the proposed Medical/dental Office maintains intent of the Fox Hollow Community Plan by facilitating a form of development that reduces the necessity for the installation of noise attenuation walls along arterial roads;
7. The recommended amendment requires that the proposed Medical/dental Office building be situated along the Fanshawe Park Road West corridor thereby buffering the use from the residential community to the north;
8. The recommended amendment will facilitate the development of low density residential forms of housing along Tokala Trail in a form which is consistent and compatible to the existing residential development, and
9. The recommended amendment will not inhibit the ability for patrons of the proposed Medical/dental Office use to access a required parking space free of charge.

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LOCATION MAP

Subject Site : 2605-2651 Tokala Trail
Applicant: Horizon Medical Developments
File Number : OZ-8511

Planner : EL
Created By : TT
Date : 2015/09/23
Scale : 1:2000

Legend

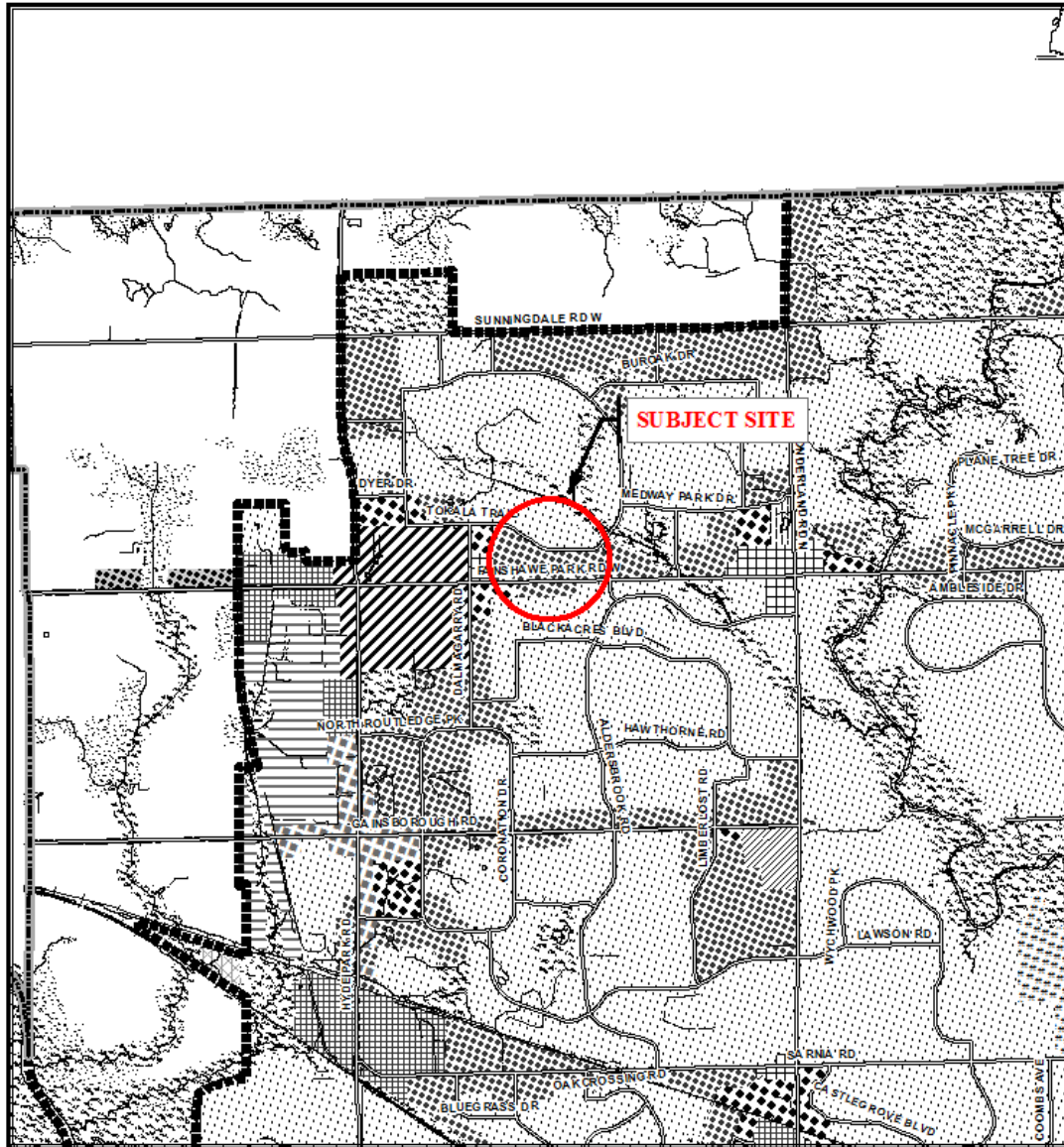
 Subject Site

Prepared by : Graphics & Information Services , Planning Division
Corporation of the City of London
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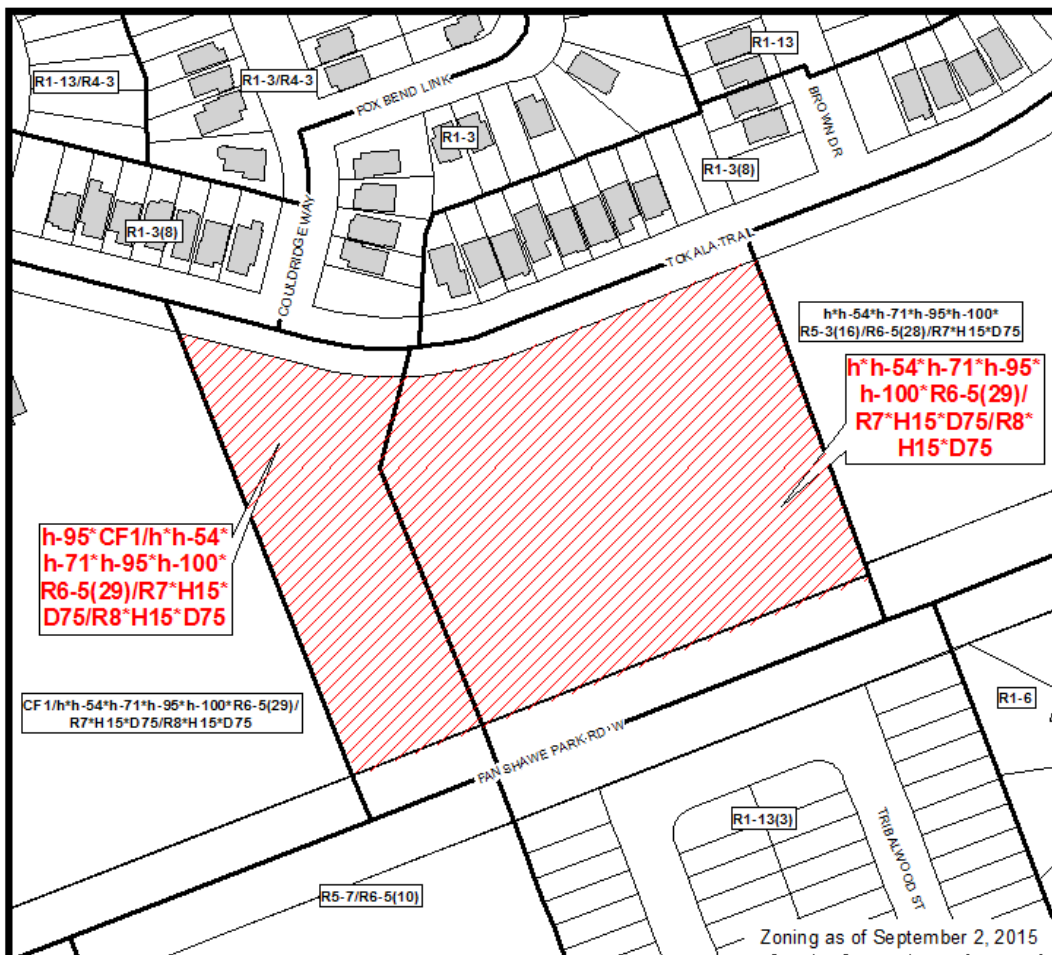


<p>Legend</p> <ul style="list-style-type: none"> Downtown Wonderland Road Community Enterprise Corridor Enclosed Regional Commercial Node New Format Regional Commercial Node Community Commercial Node Neighbourhood Commercial Node Main Street Commercial Corridor Auto-Oriented Commercial Corridor Multi-Family, High Density Residential Multi-Family, Medium Density Residential Low Density Residential Office Area Office/Residential Office Business Park General Industrial Light Industrial Regional Facility Community Facility Open Space Urban Reserve - Community Growth Urban Reserve - Industrial Growth Rural Settlement Environmental Review Agriculture Urban Growth Boundary 		
<p>CITY OF LONDON Department of Planning and Development</p> <p>OFFICIAL PLAN SCHEDULE A - LANDUSE -</p> <p><small>PREPARED BY: Graphics and Information Services</small></p>	<p>Scale 1:30,000</p> <p>Meters</p>	<p>FILE NUMBER: OZ-8511</p> <p>PLANNER: EL</p> <p>TECHNICIAN: TT</p> <p>DATE: 2015/09/23</p>

PROJECT LOCATION: e:\planning\projects\ip_officialplan\work\consolid\00\excerpts\mxd_templates\scheduleA_b&w_8x14_with_SWAP.mxd

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Zoning as of September 2, 2015



COUNCIL APPROVED ZONING FOR THE SUBJECT SITE: h-95*CF1/h*h-54*h-71*h-95*h-100-R6-5(29)/R7*H15*D75/R8*H15*D75 & h*h-54-h-71-h-95-h-100-h-100-R6-5(29)/R7*H15*D75/R8*H15*D75

1) **LEGEND FOR ZONING BY-LAW Z-1**

- | | |
|--|---|
| <ul style="list-style-type: none"> R1 - SINGLE DETACHED DWELLINGS R2 - SINGLE AND TWO UNIT DWELLINGS R3 - SINGLE TO FOUR UNIT DWELLINGS R4 - STREET TOWNHOUSE R5 - CLUSTER TOWNHOUSE R6 - CLUSTER HOUSING ALL FORMS R7 - SENIOR'S HOUSING R8 - MEDIUM DENSITY/LOW RISE APTS. R9 - MEDIUM TO HIGH DENSITY APTS. R10 - HIGH DENSITY APARTMENTS R11 - LODGING HOUSE
 DA - DOWNTOWN AREA RSA - REGIONAL SHOPPING AREA CSA - COMMUNITY SHOPPING AREA NSA - NEIGHBOURHOOD SHOPPING AREA BDC - BUSINESS DISTRICT COMMERCIAL AC - ARTERIAL COMMERCIAL HS - HIGHWAY SERVICE COMMERCIAL RSC - RESTRICTED SERVICE COMMERCIAL CC - CONVENIENCE COMMERCIAL SS - AUTOMOBILE SERVICE STATION ASA - ASSOCIATED SHOPPING AREA COMMERCIAL
 OR - OFFICE/RESIDENTIAL OC - OFFICE CONVERSION RO - RESTRICTED OFFICE OF - OFFICE | <ul style="list-style-type: none"> RF - REGIONAL FACILITY CF - COMMUNITY FACILITY NF - NEIGHBOURHOOD FACILITY HER - HERITAGE DC - DAY CARE
 OS - OPEN SPACE CR - COMMERCIAL RECREATION ER - ENVIRONMENTAL REVIEW
 OB - OFFICE BUSINESS PARK LI - LIGHT INDUSTRIAL GI - GENERAL INDUSTRIAL HI - HEAVY INDUSTRIAL EX - RESOURCE EXTRACTIVE UR - URBAN RESERVE
 AG - AGRICULTURAL AGC - AGRICULTURAL COMMERCIAL RRC - RURAL SETTLEMENT COMMERCIAL TGS - TEMPORARY GARDEN SUITE RT - RAIL TRANSPORTATION
 "h" - HOLDING SYMBOL "D" - DENSITY SYMBOL "H" - HEIGHT SYMBOL "B" - BONUS SYMBOL "T" - TEMPORARY USE SYMBOL |
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CITY OF LONDON
PLANNING, ENVIRONMENTAL AND ENGINEERING SERVICES

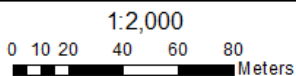
ZONING BY-LAW NO. Z-1
SCHEDULE A



THIS MAP IS AN UNOFFICIAL EXTRACT FROM THE ZONING BY-LAW WITH ADDED NOTATIONS

FILE NO:
OZ-8511 EL

MAP PREPARED:
2015/09/23 TT



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BACKGROUND

Date Application Accepted: July 6, 2015	Agent: Michelle Doornbosch, Zelinka Priamo Ltd.
<p>REQUESTED ACTION: The proposal requires an Official Plan Amendment application to re-designate the southerly portion of the subject lands from “Multi-Family, Medium Density Residential” designation to the “Office Area” designation, to allow the proposed 4,960m² (53,389ft²) multi-unit medical office building.</p> <p>A Zoning By-law Amendment application is required for the entire parcel. The southerly portion of the property would be rezoned to a site-specific “Office Area (OF5())” zone to allow the proposed medical office building. The northerly portion of the lands would be rezoned to a dual zone containing a site-specific “Residential R1 (R1-3(8))” zone as well as a “Residential R4 (R4-1)” zone to permit the future development of the residential lands.</p> <p>The site-specific regulations for the OF5() zone are as follows:</p> <ul style="list-style-type: none"> • Maximum Gross floor area for office uses: 5,000 m². • Allow parking to be controlled through the use of barriers and a prescribed fee. 	

<p>SITE CHARACTERISTICS:</p> <ul style="list-style-type: none"> • Current Land Use - Vacant residential lands • Frontage – 200 m (656 ft) • Depth – Irregular • Area – 2.65 ha (6.54 ac) • Shape – Irregular

<p>SURROUNDING LAND USES:</p> <ul style="list-style-type: none"> • North - Low Density Residential • South - Medium Density Residential • East - Vacant Residential Lands • West - Secondary School
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<p>OFFICIAL PLAN DESIGNATION: (refer to Official Plan Map)</p> <ul style="list-style-type: none"> • Multi-Family, Medium Density Residential
<p>EXISTING ZONING: (refer to Zoning Map)</p> <ul style="list-style-type: none"> • 2605 Tokala Trail - Holding Residential R6 Special Provision/Residential R7/Residential R8 (h•h-54•h-71•h-95•h-100•R6-5(29)/R7•H15•D75/R8•H15•D75) Zone. • 2651 Tokala Trail - Holding Community Facility/Holding Residential R6 Special Provision/Residential R7/Residential R8 (h-95•CF1/h•h-54•h-71•h-95•h-100•R6-5(29)/R7•H15•D75/R8•H15•D75) Zone.

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PLANNING HISTORY

The subject lands are part of the Fox Hollow Community Plan (O-5604). Established in 1999, the plan set a comprehensive framework for development for the area bounded by Fanshawe Park Road W, Hyde Park Road, Sunningdale Road W and Wonderland Road N. The subject lands are identified for Multi-Family, Medium Density Residential in the Community Plan.

Further to the Community Plan, the subject lands are part of Phase 3 of the Claybar Developments Subdivision (39T-04503). The subject lands form a block that was planned as a location for medium density residential development.

A Zoning By-law amendment was introduced and passed by Council in January 2009, (File No.: Z-6717) which amended the subject lands as part of the Fox Hollow Community Plan. The amendments changed the subject lands from Urban Reserve (UR3) Zone to the Residential and Community Facility zones currently in place noted above.

As part of that zoning amendment, staff indicated that: *“The Multi-Family Medium Density Residential designation which applies to the southwest portions of this site permits multiple-unit residential developments having a low-rise profile, with a maximum density of 75 units per hectare (uph). Uses may include row houses, cluster houses, low-rise apartment buildings and certain specialized residential facilities such as small scale nursing homes.”* The Zoning By-law amendments that implemented the Community Plan included land use permissions to erect low-rise apartment buildings and a range of higher intensity institutional uses on the subject lands.

The Fox Hollow Community Plan envisioned a form of development on this site that was intended to serve as a physical barrier to reduce noise from the Fanshawe Park Road corridor into the interior of the neighbourhood and eliminate continuous noise attenuation walls adjacent to an arterial road. Additionally, the Fox Hollow Community Plan intended to provide for a form of development on the northerly portions of these lands that was to be street-oriented toward the internal road pattern to avoid extensive stretches of privacy fencing along Tokala Trail.

SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

Transportation Engineering: *“Transportation has reviewed the application and provides the following comments. Transportation would support a full access with a left turn lane at the easterly access, The westerly access will need to be restricted to a right in right out through the construction of a centre median to the specifications found in the City's Access Management Guidelines.”*

Wastewater and Drainage Engineering: *“WADE has no objection of the development of a medical office building on the southern ¾ of the subject site with a gross floor area of 4,690m2. The sanitary outlet for the subject lands is the 200mm sanitary sewer on Tokala Trail.*

The Applicant's Engineer is required to demonstrate the sanitary outlet for the proposed Medical Centre Building. A holding provision should be placed on the subject lands until the outlet is clarified.”

London Hydro: *“No Objections”*

Upper Thames River Conservation Authority: *“The UTRCA has no objections to this application.”*

Urban Design:

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“The applicant is commended for including a row of single family homes along Tokala Trail.

- The applicant is commended for locating the building along the arterial road with an entrance facing the street.
- Locate the building closer to the street to be in line with most other recent developments along Fanshawe Park Road. (2-6m setback)
- Shift the parking located on either side of the building north of the south building façade and include low masonry landscape walls and/or planters along the parking area to define the street edge, as well as screen the parking area from the street.
- Reduce and reconfigure the surface parking area in order to increase the amount of green space throughout the parking area.
- Ensure that the internal building configuration ensures an active frontage along Fanshawe Park Road. Spandrel panels are to be avoided along the Fanshawe Park Road frontage.”

Urban Design Peer Review Panel: “See attached”

PUBLIC LIAISON:	On August 19, 2015, Notice of Application was sent to 82 property owners in the surrounding area. Notice of Application was also published in the <i>Public Notices and Bidding Opportunities</i> section of <i>The Londoner</i> on July 30, 2015. A “Possible Land Use Change” sign was also posted on the site.	7 replies were received
Nature of Liaison:		
Possible amendment to the Zoning By-law Z.-1 FROM a Holding Community Facility/Holding Residential R6 Special Provision/Residential R7/Residential R8 (h-95•CF1/h•h-54•h-71•h-95•h-100•R6-5(29)/R7•H15•D75/R8•H15•D75) Zone for the lands at 2651 Tokala Trail which permits a range of institutional uses as part of the Community Facility zone, various forms of cluster housing as part of the Residential R6 zone, low-rise apartment buildings for senior citizens and special populations in the Residential R7 Zone, and low-rise apartment buildings in the Residential R8 zone AND a Holding Residential R6 Special Provision/Residential R7/Residential R8 (h•h-54•h-71•h-95•h-100•R6-5(29)/R7•H15•D75/R8•H15•D75) Zone for the lands at 2605 Tokala Trail which permits the same range of uses as 2651 Tokala Trail with the exception of the Community Facility uses TO an Office Special Provision (OF5(_)) zone on the southern ¾ of the subject site which permits Professional Offices, Medical/dental Offices, Offices, Convenience Stores, Pharmacies, and Eat-in Restaurants with a special provision to permit controlled parking through the use of barriers and prescribed fees AND a Residential R1 Special Provision/Residential R4 (R1-3(8))/R4-1) zone on the northern ¼ of the subject site		
Responses:		
Staff received comments and concerns related to the proposed application. The concerns raised have been summarized as follows:		
Planned Use:		
<ul style="list-style-type: none"> • Concerns that the proposed commercial development is not what was expected development for this area and that this is a deviation from planned development. • Concerns that this use should be clustered with other similar uses which is available in the area. • That the commercial/residential mixture is not appropriate in this location. 		
Character of the Area		
<ul style="list-style-type: none"> • The character of the area will be negatively impacted by a commercial building within the residential subdivision 		

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<p>Need</p> <ul style="list-style-type: none"> • There are a number of buildings along Fanshawe Park Road West that already provide medical/dental office uses. • There is available vacant land nearby in Hyde Park <p>Paid Parking:</p> <ul style="list-style-type: none"> • Concerns that people will avoid paying for parking and parking on-street on the Tokala Trail, other streets. • That this will create additional traffic to the subdivision <p>Traffic:</p> <ul style="list-style-type: none"> • Entrance concerns of commercial to Tokala Trail • Concerns that this project will result in increased traffic. • That the use will generate unsafe conditions due to increased traffic <p>Property Values:</p> <ul style="list-style-type: none"> • Concerns that the proposed commercial building will lower property values based on impacts this use will create on the subdivisions in the area (both north and south of Fanshawe Park Road West. <p>Noise</p> <ul style="list-style-type: none"> • Concerns that the proposed use will cause significant disruption with activity to and from the site. <p>Eye Sore</p> <ul style="list-style-type: none"> • Concerns that the size and scale of the building will negatively affect the aesthetic of the area. <p>Lighting</p> <ul style="list-style-type: none"> • Concerns that lighting of the parking lot will negatively affect the neighbouring residences.
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ANALYSIS

NATURE OF THE APPLICATION

The proposed development is comprised of two distinct projects divided between the northerly portion of lands fronting onto Tokala Trail and the southerly portion fronting onto Fanshawe Park Road West.

The northerly portions of the subject lands are proposed to become residential lots for single detached dwellings or street townhouses while the southerly portion of the subject lands are proposed to be developed as a 4,960m² Medical/dental Office building. The office building would be situated along the Fanshawe Park Road West frontage with a parking area located between the office building and the proposed residential lots to the north. Vehicle access to the office building would be exclusively from Fanshawe Park Road West, with no pedestrian connections through to Tokala Trail on the subject lands (see Figure 1 below).

The applicants have indicated that the project would proceed with the office building in the short term whereby the residential component would be constructed at a subsequent date.

File: OZ-8511
Planner: Eric Lalonde

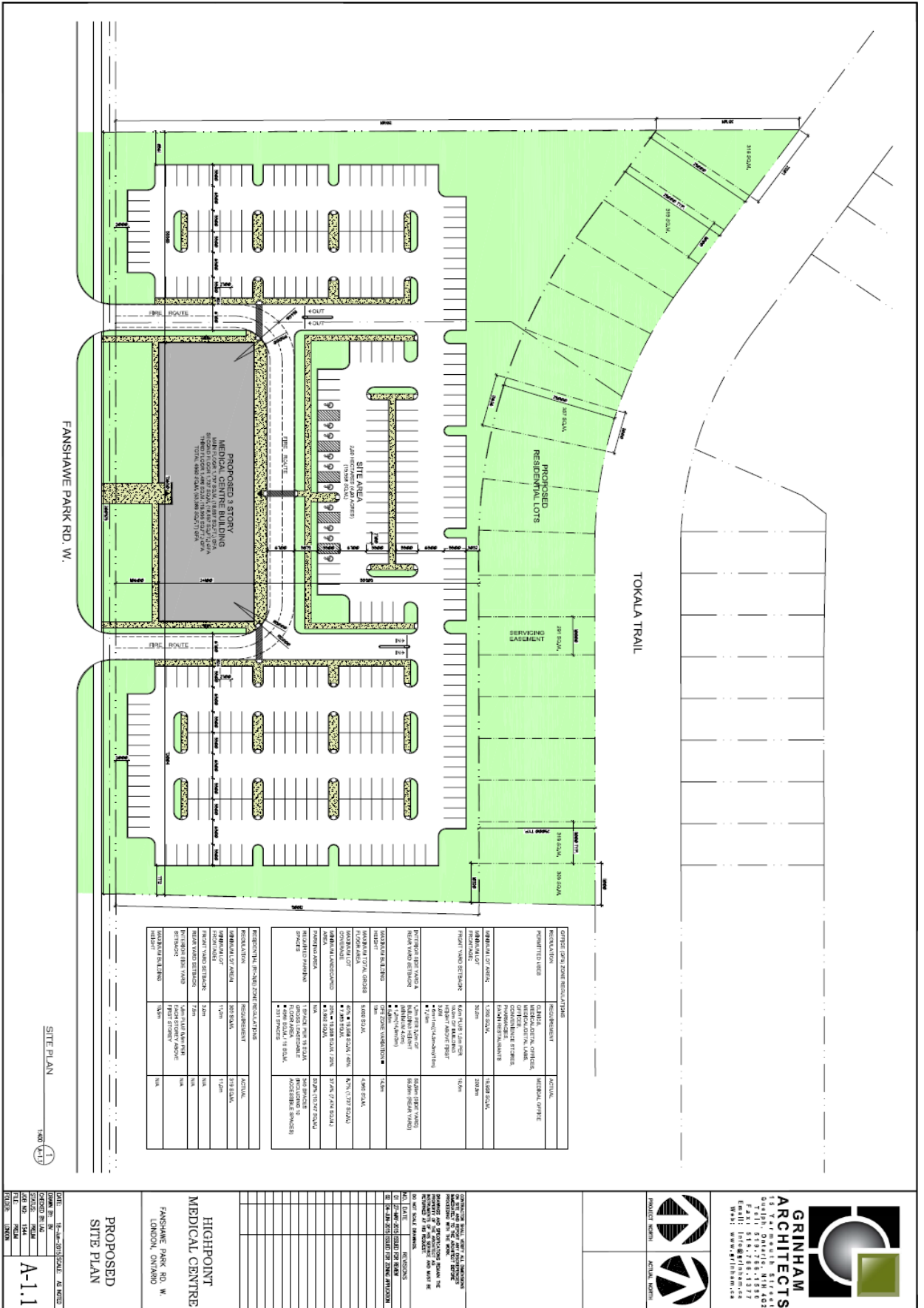


Figure 1 – Conceptual Site Plan submitted by the applicant

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USE

Provincial Policy Statement

The *Provincial Policy Statement, 2014* (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS is more than a set of individual policies. It is intended to be read in its entirety and the relevant policies are to be applied to each situation. The PPS provides some direction to this matter.

The policies of the PPS encourage flexibility to accommodate an appropriate range and mix of residential, employment, and other uses to meet long term needs (1.1.1.(a)). The requested amendment to redesignate a portion of land from Medium Density Residential to Office Area to facilitate the development of a medium-scale Medical/dental Office and a mix of street townhouses and single detached dwellings adds to range and mix of residential and employment uses in the immediate area in conformity with the policies of the PPS.

The Employment policies of the PPS require planning authorities to promote economic development and competitiveness by providing for an appropriate mix and range of employment and institutional uses to meet long term needs(1.3.1.(a)). The recommended amendment will facilitate the development of a specialized Medical/dental Office at a scale that does not currently exist in the immediate area in conformity to the policies of the PPS.

The Housing policies of the PPS require planning authorities to provide for an appropriate range and mix of housing types and densities required to meet the needs of current and future residents (1.4.1). There are lands within the immediate area that are zoned and designated to provide for Medium Density Residential uses and the redesignation of the subject lands from Medium Density Residential to Office Area will not reduce the potential for a mix of housing types and densities. Therefore, the recommended amendment is consistent with the PPS.

Official Plan

The subject lands are designated Multi-Family, Medium Density Residential. Under the current designation, small-scale office development may be permitted in stand-alone buildings through the use of a Restricted Office zone up to a maximum GFA of 2,000m² (Official Plan Section 3.3.1.iv & 5.2.4). Given the size of the subject lands, there is the potential to accommodate three office buildings, each with a GFA of 1,995m². The requested amendment to the Official Plan seeks to amend the designation to Office Area on the southerly portion of the lot to allow for a medium-scale office development up to 5,000 m².

The Official Plan provides policy direction when contemplating the addition of new Office Area designations. Section 5.2.6 of the Official Plan provides criteria to determine the appropriateness of the use as it relates to the surrounding area and broadly towards the city.

Policy 5.2.6.i) of the Official Plan considers the impact of new office designations on the demand for Downtown office space. The requested office use is intended to accommodate specialized medical uses which do not typically compete with Downtown for office space. The applicants have indicated that they do not intend to seek the general office uses permitted in the standard OF5 zone and restricted their requested uses to just the Medical/dental office.

Policy 5.2.6.ii) of the Official Plan considers the supply of land or vacant buildings in the City which are zoned for the use. The Hyde Park commercial node in proximity to the subject lands contemplates 7,000m² of available GFA for office uses, with no more than 4,700m² permitted in any one building. While the Official Plan policies make provisions for this proposed office, the lands would still be subject to a Zoning By-law amendment to permit the use. Other lands in the area are zoned to permit the *use* but not the *intensity* sought by this application. Other vacant office buildings in the City are not constructed to the specifications required to accommodate this specialized medical use.

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The policies of the Official Plan also identify locational criteria to be considered when evaluating a site for an Office Area designation. These criteria require the subject lands to have: i) frontage on an arterial road; ii) adjacency to activity nodes such as Regional Shopping Areas; and, iii) a location that could be efficiently serviced by transit. The subject lands meet these criteria by having frontage on Fanshawe Park Road West; a location along two London Transit routes; and a distance of 400m away from a Regional Shopping Area designation.

The request to maintain the northern portion of the site as a Medium Density Residential designation to accommodate street townhouses and/or single detached dwellings is consistent with the Medium Density Residential policies of the Official Plan. The Medium Density Residential Policies specifically list “*multiple-attached dwellings, such as row houses*” as a permitted use and also indicate that “*these areas may also be developed for single detached*” dwellings.

Fox Hollow Community Plan

The subject lands are located within the Fox Hollow Community Plan area and identified as Medium Density Residential. The Fox Hollow Community Plan generally directed that Low Density Residential land uses be located within the interior of the neighbourhood and away from the arterial roads to minimize land use compatibility problems and avoid the need for noise walls along the arterial roads. The recommended amendment to permit low/medium density forms of housing along the northern portion of the subject lands, interior to the neighbourhood and opposite to existing low density residential uses, is consistent with the intent of the Community Plan.

The Fox Hollow Community Plan recognizes that commercial development is intended to develop along Fanshawe Park Road, specifically clustered around the intersections with Wonderland Road North to the east and Hyde Park Road to the west. These areas have developed as nodes of commercial activity with limited small scale medical offices being introduced in the Community Plan area.

The Fox Hollow Community Plan is silent on additions or expansions to Office Areas as it expects future office development to occur outside of its boundaries (notably the Hyde Park Community Area).

Summary

In evaluating the requested *use* against the policies of the PPS, Official Plan and Community Plan, the requested amendment is consistent with the policy framework.

INTENSITY

Provincial Policy Statement

The policies of the PPS direct new development to occur adjacent to the existing built-up area and have a compact form, mix of uses and densities that allow for the efficient use of land (1.1.3.6). The subject site is an undeveloped site that is located adjacent to an existing secondary school and developing low density residential uses to the north and south and the recommended amendment will result in a mix of office and residential uses with densities that allow for an efficient use of land in conformity to the PPS.

The PPS also requires that land use patterns be based on efficient use of land and resources; appropriateness and efficiency of infrastructure which are planned or available; and, transit supportiveness, among other criteria (1.1.3.2(a)). The proposed uses will efficiently use the land and existing infrastructure that had been initially planned to accommodate Medium Density Residential uses and the location of the subject site on Fanshawe Park Road as well as the intensity of the proposed uses facilitates a transit-supportive development.

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The PPS also promotes densities for new housing which efficiently use land, resources, and infrastructure where it exists or is to be developed (1.4.3.(d)). It is noteworthy that had the amendment simply requested the redesignation of the entire parcel from Medium Density Residential to Office Area, this would have precluded the ability for the northern portion of the site to accommodate residential uses and likely would have been used for an accessory parking area or landscaped open space. However, the requested amendment seeks to maintain an area of land along the northern portion to accommodate new housing that efficiently uses that portion of land and infrastructure in conformity to the policies of the PPS.

Official Plan

The Official Plan provides that Office Area designations shall be of a scale that will minimize the impact on, and can be integrated with, surrounding uses. Office buildings shall be permitted up to a medium-scale in the Office Area designation. For the purposes of the Official Plan, office development of less than 5,000 square metres (53,921 sq.ft.) of gross floor area will normally be considered “medium scale” (5.2.4). The recommended amendment facilitates a medium-scale office use with a maximum GFA of 5,000m² in conformity to the Official Plan.

Another Official Plan policy used to evaluate the appropriateness the *intensity* of the proposed office use is the size and shape of the parcel of land on which a proposal is to be located, and the ability of the site to accommodate the intensity of the proposed use. The zoning requirements for minimum lot area, parking requirements, landscape open space, and building setbacks have the ability to be met as part of the proposed development. No reductions in standards are required (although Staff are recommending a maximum front yard depth to provide a maximum buffer between the proposed office use and residential uses). Additionally, the Site Plan Approval process would provide added measures to maintain proper siting to hand (5.4.2.(i)(b)).

In terms of residential development, the Medium Density Residential policies indicate that the maximum density of development will not exceed a net density of 75 units per hectare (30 units per acre) (3.3.3.(ii)). The portion of the site proposed to remain Medium Density Residential represents approximately 0.55ha. With 19 single detached lots depicted on the conceptual site plan, this represents density of less than 35 units per hectare in conformity to the Official Plan. The intensity may be doubled should the future builder avail of the recommended Street Townhouse zoning while still maintaining the intensity policies of the Official Plan.

Transportation

The proposed office building requires 331 Parking Spaces whereas 340 parking spaces are provided thereby providing more spaces than the minimum required by the By-law.

The subject lands are separated by a 1 foot reserve along Fanshawe Park Road West. Transportation Engineering Staff have reviewed the Transportation Impact Assessment and are supportive of the proposed office use accessing Fanshawe Park Road West in this location. Further access may be considered from this site to Fanshawe Park Road West provided that a median is installed to limit left turns for a portion of the subject lands. These matters are intended to direct the traffic toward the arterial road rather than the interior of the residential community and will be further refined through the Site Plan Approval process. The planned intent of the Medium Density Residential development currently permitted on the subject lands is that the traffic be directed toward the interior of the neighbourhood whereas the recommended amendment seeks to direct it toward the arterial road.

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Image: Proposed Office Building constructed in a contemporary form of development

FORM

PPS

The policies of the PPS support long-term economic prosperity by promoting well-designed built-form and encouraging a sense of place (1.7.1.(d)). The proposed form of development represents a unique and identifiable office building located at the edge of the neighbourhood in conformity to the policies.

Similarly, the policies of the PPS support long-term economic prosperity by maintaining and enhancing the vitality and viability of main streets (1.7.1.(c)). The siting and orientation of the proposed office building toward the Fanshawe Park Road W corridor provides a “face” to the street and promotes an active frontage along that corridor thereby enhancing its vitality beyond the current land use permissions which requires the site to function from the interior of the neighbourhood.

The policies of the PPS also require municipalities to provide for an appropriate range and mix of forms of housing (1.4.3). This area is largely comprised of lands zoned to permit single detached dwellings in low density designations and cluster houses in medium density designations. The recommended amendment introduces Street Townhouses as part of a broader mix of housing forms in conformity to the policies of the PPS.

Official Plan

The policies of the PPS permit office buildings within Office Area designations to take the form of a cluster of smaller offices buildings with a mix of GFA in each or larger, individual office buildings (5.2.5) may also be permitted. The form of development proposed for the subject lands is an individual building in conformity to the policies of the Official Plan. The intent of the policies is also to ensure that the design of development within Office Areas provides a high level of aesthetics and visual prominence, particularly where located on major entryways to the City (5.2.5). The subject lands are located along a major entryway and the form of development proposes an attractive form contemporary architecture.

The Official Plan permits office buildings in Office Area designations to be low- to medium-rise in height, and of a scale that will minimize the impact on, and can be integrated with, surrounding uses (5.2.5). The proposed development seeks to establish a 3-storey, 4,960m²

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**File: OZ-8511
Planner: Eric Lalande**

office building. This is considered a low- to medium-rise form of development in conformity with the policies of the Official Plan. Although the recommended height of the proposed building is higher than the residential uses adjacent to the subject lands, the recommended height is similar to the height permitted under the current zoning which permits Medium Density Residential development.

The building medical/dental office building is recommended to locate closer to the street and that the parking area be reconfigured to minimize exposure to the public realm and provide higher levels of landscaping. Further, to mitigate any potential impacts related to height, the proposed building is intended to be situated adjacent to the Fanshawe Park Road corridor and away from the rear yards of the future residential uses to the north.

Landscaping/Parking Layout

The proposed development provides a sufficient number of parking spaces to accommodate the office development. These parking facilities are generally located toward the centre of the subject lands to allow for landscaped buffers between the proposed office building and the future residential uses. Enhanced landscaping and fencing is recommended to reduce and mitigate impacts of the proposed office use in conjunction with ensuring that the office building use is oriented towards Fanshawe Park Road West.

OTHER MATTERS:

Paid Parking

The proposed development includes a significant portion of land to be dedicated to required parking spaces. Section 4.19.6.d) of the Zoning By-law precludes the use of fees to restrict access to those required parking spaces. This provision of the By-law is intended to protect full access to infrastructure required by By-law to be included as part of development. Further, prohibition of fees are intended to protect the surrounding area from undue adverse impacts related to on-street parking of individuals seeking to avoid payment for parking spaces to access a desired use.

As such, Staff does not recommend the removal of fee restrictions from the subject lands. The recommended amendment seeks to ensure that required parking space is provided on site and accessible to the use it is accessory to free of charge to the user.

Holding Provisions

The subject lands currently have established holding provisions related to the expectation of medium density development occurring on the site. The following outline the current holding provision, whereby, most provisions will continue to apply with regards to an medical dental office building:

“h Purpose: To ensure the orderly development of lands and the adequate provision of municipal services, the “h” symbol shall not be deleted until the required security has been provided for the development agreement or subdivision agreement, and Council is satisfied that the conditions of the approval of the plans and drawings for a site plan, or the conditions of the approval of a draft plan of subdivision, will ensure a development agreement or subdivision agreement is executed by the applicant and the City prior to development.”

Holding (h) has been applied to ensure that a development agreement is in place prior to construction. This requirement should remain as site plan approval and associated agreements are required to ensure the orderly development of both commercial and residential components on the subject lands.

“h-54 Purpose: To ensure there are no land use conflicts between arterial roads and the

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**File: OZ-8511
Planner: Eric Lalande**

proposed residential uses, the h-54 shall not be deleted until the owner agrees to implement all noise attenuation measures, recommended in noise assessment reports acceptable to the City of London.”

Holding (h-54) has been applied to protect against land use conflicts and the noise generated by arterial roads.

“h-71 Purpose: To encourage street orientation development, the Owner shall prepare a building orientation plan which demonstrates how the front façade of the dwelling units can be oriented to all abutting streets (except where a noise barrier has been approved), acceptable to the General Manager of Planning and Development. The recommended building orientation will be incorporated into the approved site plan and executed development agreement prior to the removal of the “h-71” symbol.”

“h-95 Purpose: To ensure that the urban design concepts established through the Official Plan and/or Zoning amendment review process are implemented, a development agreement will be entered into which, to the satisfaction of the General Manager of Planning and Development, incorporates these concepts and addresses identified Urban design issues.”

Holding (h-71) and (h-95) has been applied to ensure that urban design measures are implemented through the site plan approval process and accompanying development agreement. As this does not change based on the application, the holding provision should continue to be applied to the commercial and residential components of the proposed development

“h-100 Purpose: To ensure there is adequate water service and appropriate access, a looped watermain system must be constructed and a second public access must be available to the satisfaction of the City Engineer, prior to the removal of the h-100 symbol. Permitted Interim Uses: A maximum of 80 residential units”

Holding h-100 has been applied to the proposed development, this holding provision is more appropriate for medium density development, such as for clustered townhouse development. In terms of medium scale construction or individually street serviced buildings. The Holding (h-17) is considered more appropriate and is recommended to replace the Holding (h-100) for the proposed development. The Holding (h-17) is worded as follows:

“h-17 Purpose: To ensure the orderly development of lands and the adequate provision of municipal services, the "h-17" symbol shall not be deleted until full municipal sanitary sewer and water services are available to service the site. Permitted Interim Uses: Dry uses on individual sanitary facilities permitted by the applied Zone.”

CONCLUSION

Staff has reviewed the application based upon relevant policies. The locational criteria support adding a new Office Area at a gateway to the City in proximity to existing commercial uses along an arterial road, and developed in a way that will not impact the residential area. Further, the proposed office development will not compete with the Downtown for office space by limiting the range of uses to medical/dental office uses only.

The recommendation includes the refusal of permitting fees to be applied to parking spaces, due to concerns that this type of permission is contrary to the intent and purpose of the Zoning By-law.

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File: OZ-8511
Planner: Eric Lalande

PREPARED BY:	SUBMITTED BY:
ERIC LALANDE, PLANNER CURRENT PLANNING	MICHAEL TOMAZINCIC, MCIP, RPP MANAGER, CURRENT PLANNING
RECOMMENDED BY:	
JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER	

September 21, 2015
EL/el
"Attach"

Appendix A – Draft Official Plan Amendment
Appendix B – Draft Zoning By-law Amendment

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File: OZ-8511
Planner: Eric Lalande

Responses to Public Liaison Letter and Publication in “The Londoner”

<u>Telephone</u>	<u>Written</u>
Chris Megler 1785 Round Drive London, ON	Vanessa Di Cesare (via email)
	Roxanne Emery (via email)
	Shayne Duboulay (via email)
	Paul Thorne (via email)
	Brian and Erin Duquette (via email)
	Mathew Szwedo (via email)

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File: OZ-8511
Planner: Eric Lalande



Memo

To: Proponents

- Michelle Doornbosch, Planner, Zelinka Priamo Ltd.
- City of London Personnel
- Jerzy Smolarek, Urban Designer
- Eric Lalande, Site Plan Approval Officer

From: Urban Design Peer Review Panel (UDPRP)

- Andrew Wilson, Landscape Architect, Chair
- Julie Bogdanowicz, Architect
- John Nicholson, Architect
- Steve Ries, Architect
- Blair Scorgie, Urban Designer
- David Yuhasz, Architect

RE: **Official Plan & Zoning By-law Amendment – 2605 & 2651 Tokala Trail – Medical Office and Residential Development - Presentation & Review: Aug. 19, 2015**

- 1.0 The current zoning of the subject properties makes sense relative to existing development in the immediate vicinity.
- 1.1 Locating a medical office with more of a regional draw due to a specialized practice than a local or neighbourhood draw in an area of residential land use is questionable. The regional nature of the proposed medical office will result in an associated and unnecessary increase in traffic through the area; also because of the regional focus of the facility, local neighbourhood completeness is not enhanced by the land use change.
 - 1.1.1 Related to that, more parking than is required through a rezoning is proposed. As well, the parking is proposed to be controlled in contravention of an existing related bylaw. Further to this the layout of the parking and circulation does not meet the basic functional requirements of the proposed facility.
 - 1.1.2 An opportunity to enhance pedestrian and vehicular circulation within the neighbourhood would be realized by a north-south connection of Tokala Trail and Fanshawe Park Road. Such a connector could also be advantageous for site organization.
- 1.2 The panel is not supportive of the medical office site plan as proposed.
- 1.3 If the official plan and zoning bylaw amendment is granted, the panel recommends that a revised site plan and associated architectural plans be submitted for panel review.
 - 1.3.1 Further to 1.3, the panel will be looking for a reconsideration and/or resolution of the following:
 - vehicle circulation in general
 - client dropoff
 - pedestrian circulation through parking and around the building
 - location of the building relative to the street

206 Dundas Street | P.O. Box 5035 | London ON N6A 4L9 | (519) 661-4980 | www.london.ca

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**File: OZ-8511
Planner: Eric Lalande**

Proposed Medical Office and Residential Development . 2605/2651 Tokala Trail

Page 2 of 2

- location of parking behind the line of the building front minimally
- building siting in relation to the east and west property lines in association with a redesign of the parking lot
- provision and location of barrier-free parking to current standards
- resolution of the northwest corner
- architectural expression of the two main building entrances for legibility related to prominence and use
- division of the building mass into four blocks as defined by the entrances and stairwells
- building entrance as an atrium to facilitate natural ventilation
- the southern roof overhang for seasonal shading and façade protection
- possible inclusion of a north-south pedestrian connection of Fanshawe Park Road and Tokala Trail
- sufficient and appropriate landscape treatment including fencing and shade trees to screen and separate the different land uses, to screen the parking from Fanshawe Park Road, to contribute to wayfinding, complement the building architecture and contribute to site legibility generally
- significant, usable landscaped open/social space with seating at the entrances.

This UDPRP review is based on City planning and urban design policy, the submitted brief and noted presentation. It is intended to inform the ongoing planning and design process. The appropriateness of the proposed Official Plan & Zoning By-law Amendment in relation to the established residential land use is questioned. Should an amendment be granted as requested, it is recommended that a revised site plan be submitted for Panel review.

Sincerely on behalf of the UDPRP,



Andrew Wilson, MLA, OALA, CSLA, Chair, City of London Urban Design Peer Review Panel

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**File: OZ-8511
Planner: Eric Lalande**

**Bibliography of Information and Materials
OZ-8511**

Request for Approval:

City of London Official Plan and Zoning By-law Amendment Application Form, completed by Horizon Medical Developments, July 6, 2015

Reference Documents:

Ontario. Ministry of Municipal Affairs and Housing. *Planning Act, R.S.O. 1990, CHAPTER P.13*, as amended.

Ontario. Ministry of Municipal Affairs and Housing. *Provincial Policy Statement*, 2014.

City of London. *Official Plan*, June 19, 1989, as amended.

City of London. *Zoning By-law No. Z.-1*, May 21, 1991, as amended.

Zelinka Priamo Ltd. *Planning Justification Report*, June 30, 2015.

Zelinka Priamo Ltd. *Urban Design Brief*, June 30, 2015.

F.R. Berry & Associates, *Proposed Medical Centre Development- Transportation Impact Assessment*, July, 2015

Correspondence: (all located in City of London File No. OZ-8511. unless otherwise stated)

City of London -

Moore, R. Wastewater Drainage Engineering, email to E. Lalande, September 10, 2015

Departments and Agencies -

Creighton C., UTRCA. Letter to E. Lalande, Thursday September 3, 2015

Bezzina, J, London Hydro, email to E. Lalande , August 21, 2015

Del Pino, A. , Bell email to E. Lalande, August 24, 2015

Wilson, A. UDPRP letter to E. Lalande Re August 19, 2015 Panel Meeting.

Other:

Site visit September 2, 2015 and photographs of the same date.+

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**File: OZ-8511
Planner: Eric Lalande**

Appendix "A"

Bill No. (number to be inserted by Clerk's Office)
2015

By-law No. C.P.-1284-_____

A by-law to amend the Official Plan for the City of London, 1989 relating to 2605-2651 Tokala Trail.

The Municipal Council of The Corporation of the City of London enacts as follows:

1. Amendment No. (to be inserted by Clerk's Office) to the Official Plan for the City of London Planning Area – 1989, as contained in the text attached hereto and forming part of this by-law, is adopted.
2. This by-law shall come into effect in accordance with subsection 17(38) of the *Planning Act, R.S.O. 1990, c.P.13*.

PASSED in Open Council on October 27, 2015.

Matt Brown
Mayor

Catharine Saunders
City Clerk

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File: OZ-8511
Planner: Eric Lalande

AMENDMENT NO.

to the

OFFICIAL PLAN FOR THE CITY OF LONDON

A. PURPOSE OF THIS AMENDMENT

The purpose of this Amendment is to change the designation of certain lands described herein from Multi-Family, Medium Density Residential to Office area on Schedule “A”, Land Use, to the Official Plan for the City of London.

B. LOCATION OF THIS AMENDMENT

This Amendment applies to a portion of lands located at 2605-2651 Tokala Trail in the City of London as shown on the attached map.

C. BASIS OF THE AMENDMENT

The recommended amendment is consistent with the *Provincial Policy Statement, 2014*, the policies of the Official Plan, and the intent of the Fox Hollow Community Plan by facilitating a form of development that reduces the necessity for the installation of noise attenuation walls along arterial roads.

The recommended amendment will facilitate a form of development that is comparable to the form of development permitted by the current zoning and will facilitate the development of low density residential development along Tokala Trail in a form which is consistent and compatible to the existing residential development

The recommendation to permit only medical/dental office uses will not compete with the Downtown for general office space

D. THE AMENDMENT

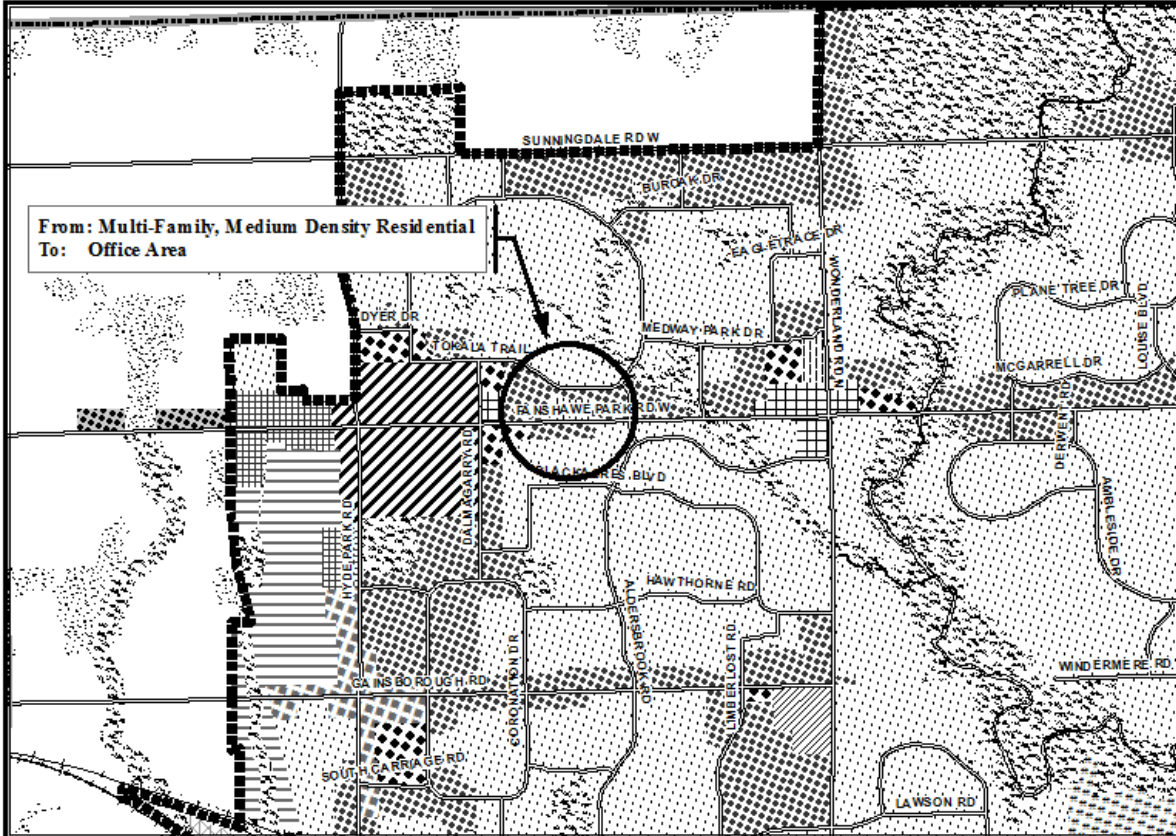
The Official Plan for the City of London is hereby amended as follows:

1. Schedule “A”, Land Use, to the Official Plan for the City of London Planning Area is amended by changing the designation of a portion of those lands located at 2605-2651 Tokala Trail in the City of London, as indicated on “Schedule 1” attached hereto from Multi-Family, Medium Density Residential to Office Area

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File: OZ-8511
 Planner: Eric Lalonde

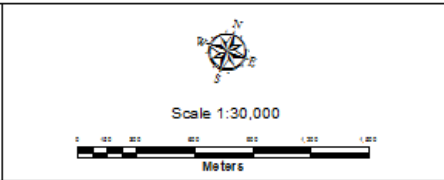
AMENDMENT NO: _____



Legend	
	Downtown
	Wonderland Road Community Enterprise Corridor
	Enclosed Regional Commercial Node
	New Format Regional Commercial Node
	Community Commercial Node
	Neighbourhood Commercial Node
	Main Street Commercial Corridor
	Auto-Oriented Commercial Corridor
	Multi-Family, High Density Residential
	Multi-Family, Medium Density Residential
	Low Density Residential
	Office Area
	Office/Residential
	Office Business Park
	General Industrial
	Light Industrial
	Regional Facility
	Community Facility
	Open Space
	Urban Reserve - Community Growth
	Urban Reserve - Industrial Growth
	Rural Settlement
	Environmental Review
	Agriculture
	Urban Growth Boundary

This is an excerpt from the Planning Division's working consolidation of Schedule A to the City of London Official Plan, with added notation.

**SCHEDULE 1
 TO
 OFFICIAL PLAN**
 AMENDMENT NO. _____
 PREPARED BY: Graphics and Information Services

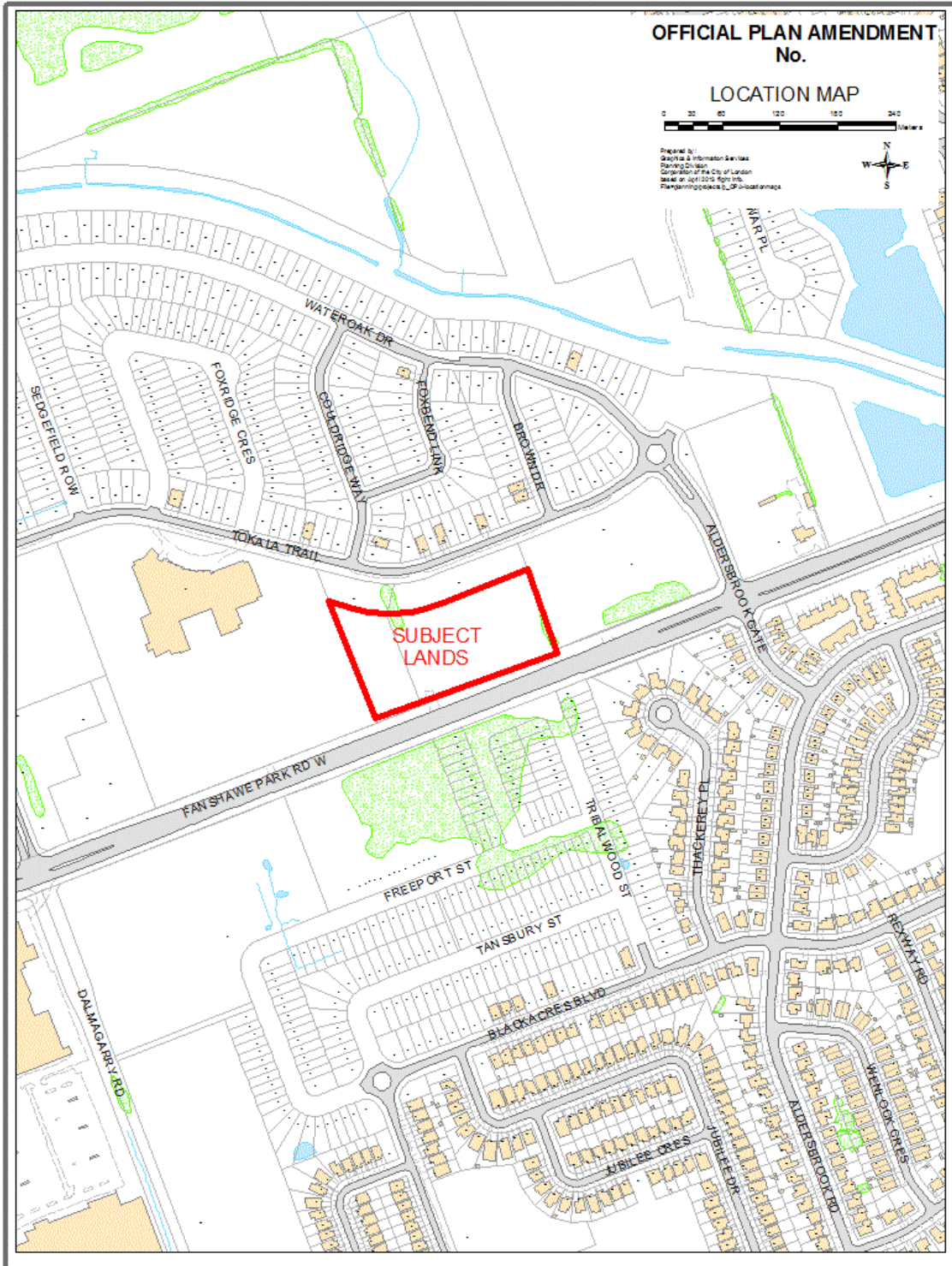


FILE NUMBER: OZ-8511
 PLANNER: EL
 TECHNICIAN: TT
 DATE: 2015/09/23

PROJECT LOCATION: e:\planning\projects\p_officialplan\work\consolid\amendments\oz-8310\mxd\scheduleA_b&w_8x11_with_SWAP.mxd

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File: OZ-8511
Planner: Eric Lalonde



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File: OZ-8511
Planner: Eric Lalande

Appendix "B"

Bill No. (number to be inserted by Clerk's Office)
2015

By-law No. Z.-1-15_____

A by-law to amend By-law No. Z.-1 to rezone an area of land located at 2605-2651 Tokala Trail.

WHEREAS Horizon Medical Developments applied to rezone an area of land located at 2605-2651 Tokala Trail, as shown on the map attached to this by-law, as set out below;

AND WHEREAS upon approval of Official Plan Amendment Number (number to be inserted by Clerk's Office) this rezoning will conform to the Official Plan;

THEREFORE the Municipal Council of The Corporation of the City of London enacts as follows:

- 1) Schedule "A" to By-law No. Z.-1 is amended by changing the zoning applicable to lands located at 2605-2651 Tokala Trail, as shown on the attached map comprising part of Key Map No. A101, from a Holding Community Facility/Holding Residential R6 Special Provision/Residential R7/Residential R8 (h-95*CF1/h*h-54*h-71*h-95*h-100*R6-5(29)/R7*H15*D75/R8*H15*D75) Zone and a Holding Residential R6 Special Provision/Residential R7/Residential R8 (h*h-54*h-71*h-95*h-100*R6-5(29)/R7*H15*D75/R8*H15*D75) Zone to a Holding Office Special Provision (h*h-17*h-54*h-71*h-95*OF5(_)) Zone with a special provision to permit controlled parking through the use of barriers and prescribed fees and a Holding Residential R1 Special Provision/Residential R4 (h*h-17*h-54*h-71*h-95*R1-3(8))/R4-1) Zone.
- 2) Section Number 19.4 of the Office (OF5) Zone is amended by adding the following Special Provision:

-) OF5() 2605-2651 Tokala Trail
 - a) Permitted Uses
 - i) Medical/dental Offices
 - b) Regulations
 - i) The following regulations apply for all lands zoned OF5(_)
 - ii) Height 15m (49.2 feet)
(Maximum)
 - iii) Front Yard Depth 11m (36.1 feet)
(Maximum)
 - iv) Total Gross Floor Area 5,000m² (53,820sq.ft.)
for all Office Uses
 - v) The lot line which abuts an Arterial road shall be interpreted as the front lot line

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File: OZ-8511
Planner: Eric Lalande

The inclusion in this By-law of imperial measure along with metric measure is for the purpose of convenience only and the metric measure governs in case of any discrepancy between the two measures.

This By-law shall come into force and be deemed to come into force in accordance with Section 34 of the *Planning Act, R.S.O. 1990, c. P13*, either upon the date of the passage of this by-law or as otherwise provided by the said section.

PASSED in Open Council on October 27, 2015.

Matt Brown
Mayor

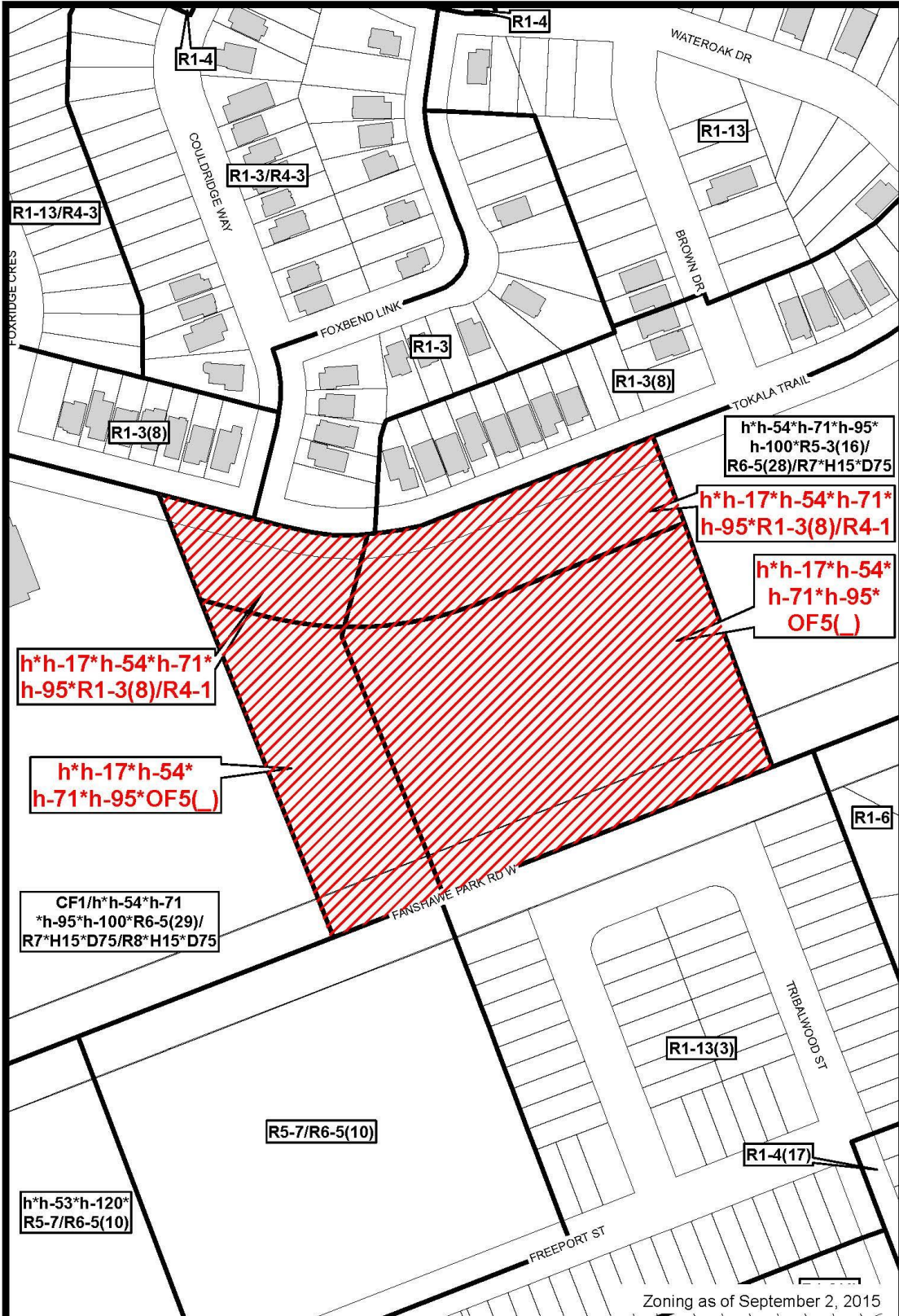
Catharine Saunders
City Clerk

First Reading - October 27, 2015
Second Reading - October 27, 2015
Third Reading - October 27, 2015

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File: OZ-8511
Planner: Eric Lalonde

AMENDMENT TO SCHEDULE "A" (BY-LAW NO. Z.-1)



Zoning as of September 2, 2015

<p>File Number: OZ-8511 Planner: EL Date Prepared: 2015/09/25 Technician: TT By-Law No: Z.-1-</p>	<p>SUBJECT SITE </p> <p>1:2,000</p> <p>0 10 20 40 60 80 Meters</p> <p style="text-align: center;"></p>
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Geodatabase