

то:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	APPLICATION BY: 1647797 ONTARIO LTD 1890 HYDE PARK ROAD PUBLIC PARTICIPATION MEETING ON DECEMBER 14, 2015

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	RECOMMENDATION
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That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the application of 1647797 Ontario Ltd. relating to the property located at 1890 Hyde Park Road:

- (a) The proposed by-law <u>attached</u> hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on December 21, 2015 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan, to change the zoning of the subject property **FROM** a Restricted Service Commercial (RSC1/RSC4/RSC5) Zone **TO** an Associated Shopping Area Commercial (ASA1/ASA2/ASA3) Zone;
- (b) The request to amend Zoning By-law No. Z.-1 to change the zoning of the subject property **FROM** a Restricted Service Commercial (RSC1/RSC4/RSC5) Zone **TO** an Associated Shopping Area Commercial Special Provision (ASA1/ASA2/ASA3(\_)) Zone, **BE REFUSED** for the following reasons:
  - The requested special provision to recognize the existing residential use is not in keeping with the permitted uses in the New Format Regional Commercial Node designation;
  - ii) If the dwelling units are considered legal non-conforming the policies of the Official Plan encourage their transition to, or replacement by, conforming uses over time.
  - iii) If the dwelling units are legal non-conforming the residential use can continue to exist as legal non-conforming until such time they cease to exist.

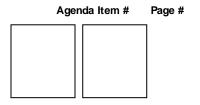
#### PREVIOUS REPORTS PERTINENT TO THIS MATTER

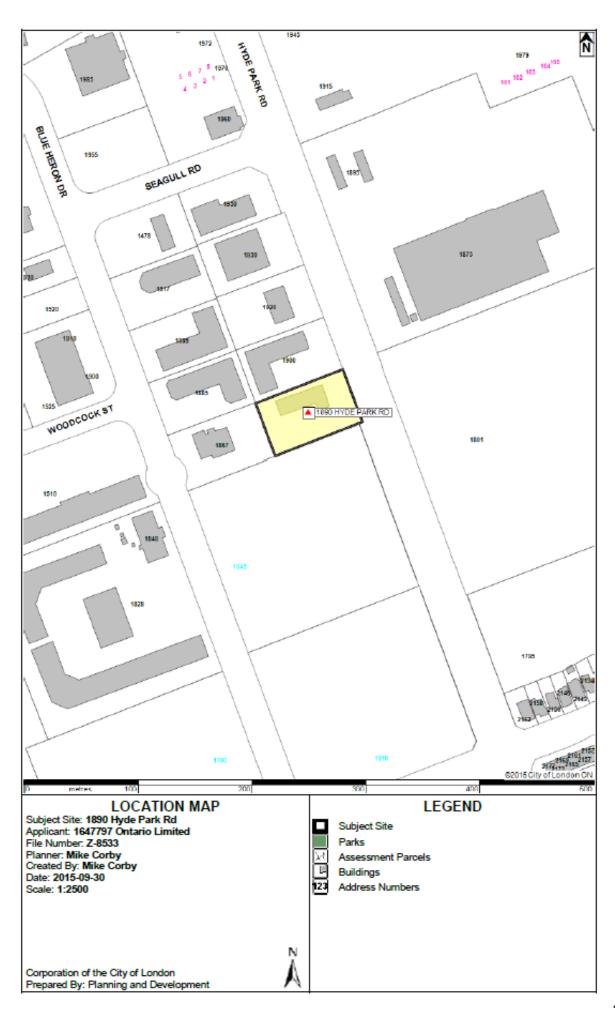
O-5873 – Official Plan amendment implementing the Hyde Park Community Plan

OZ-7556 - Official Plan amendment to re-designate the lands on the west side of Hyde Park Road, at the intersection of Fanshawe Park Road West, to Commercial Policy Area to strengthen the existing retail node by preventing its erosion further along the Fanshawe Park Road West corridor (OPA No. 459).

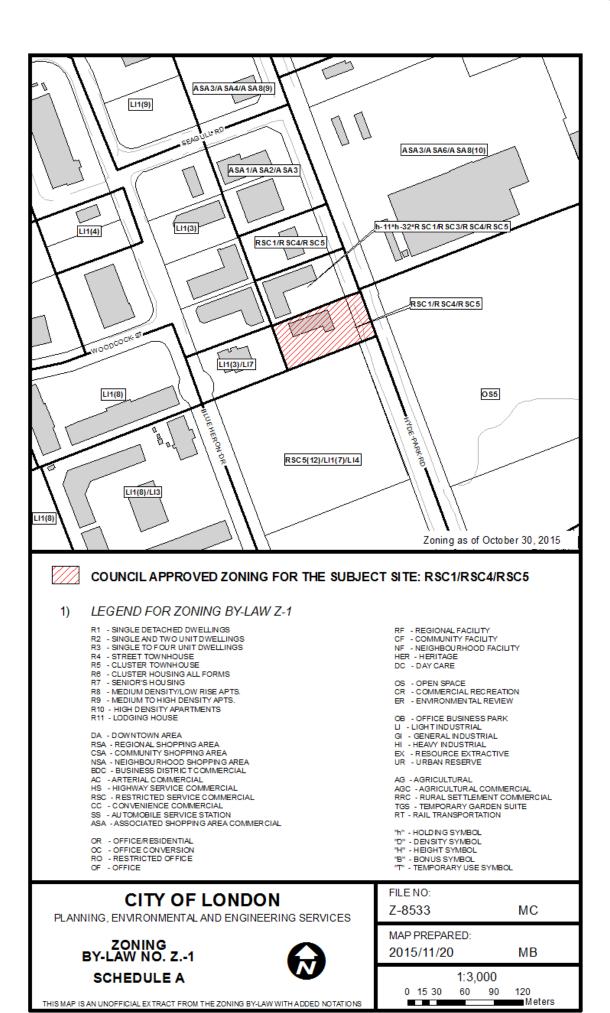
## PURPOSE AND EFFECT OF RECOMMENDED ACTION

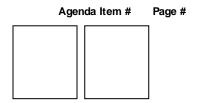
The purpose and effect of this zoning change is to permit a wider range of commercial/retail/office uses on the subject site. A special provision has been requested to recognize the existing residential units on the property but is not supported by this recommendation.

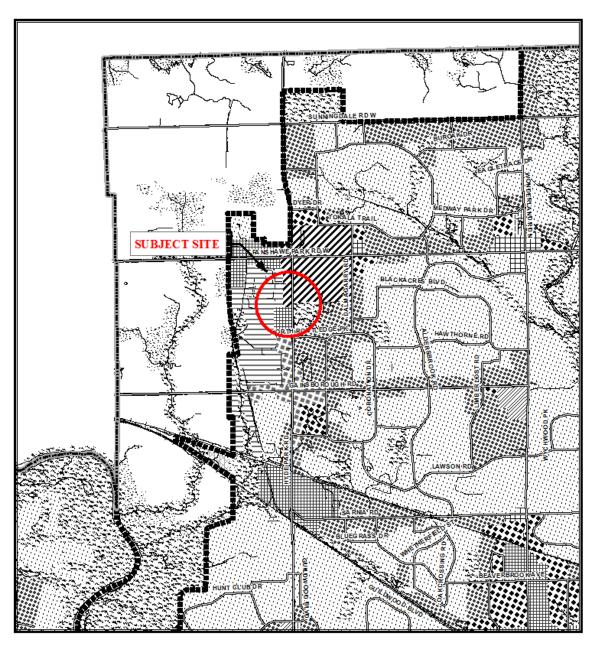


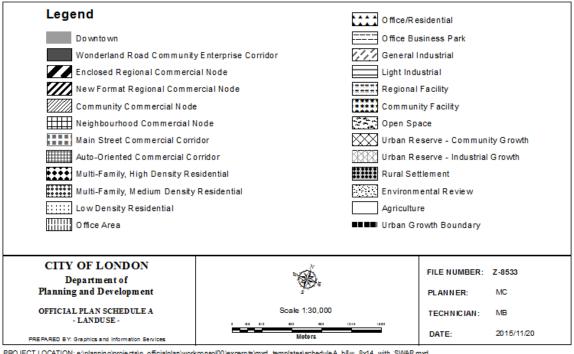


Agenda Item # Page #











# RATIONALE

#### Reasons for Approval

- 1. The recommended Zoning By-law amendment is consistent with the Provincial Policy Statement 2014, which promotes healthy, liveable and safe communities by accommodating an appropriate range and mix of uses.
- 2. The recommended amendment is consistent with the Official Plan (Special Policy, 4.3.6.6, (2) Fanshawe Park Road West/Hyde Park Boundaries) which specifically anticipates higher levels of retail uses.
- 3. The recommended zone facilitates increased usability of the subject site by providing a range of uses that are more appropriate and compatible with the uses permitted within the existing Official Plan designation and surrounding commercial node.

#### Reasons for Refusal of Request for Special Provision to Allow for Residential Uses

- 1. The requested special provision to recognize the existing residential use is not in keeping with the permitted uses in the New Format Regional Commercial Node designation:
- 2. If the dwelling units are considered legal non-conforming the policies of the Official Plan encourage their transition to, or replacement by, conforming uses over time.
- 3. If the dwelling units are legal non-conforming the residential use can continue to exist as legal non-conforming until such time they cease to exist.

# BACKGROUND

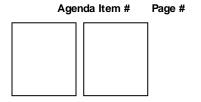
**Date Application Accepted**: September 28, 2015

Agent: Zelinka Priamo Ltd. (Matt Campbell)

**REQUESTED ACTION:** Change Zoning By-law Z.-1 FROM a Restricted Service Commercial (RSC1/RSC4/RSC5) Zone TO an Associated Shopping Area Special Provision (ASA1/ASA2/ASA3(\_)) Zone which provides for and regulates a wider range of retail, personal service, community facility, automotive and office uses. The Special Provision is required to recognize existing residential units.

#### SITE CHARACTERISTICS:

- Current Land Use Commercial/Residential
- **Frontage** 49m (160ft)
- **Depth** 82m (270ft)
- **Area** 0.4ha (1.0ac)
- Shape Rectangular



#### **SURROUNDING LAND USES:**

- North Commercial
- South Vacant
- East Light Industrial
- West Open Space/Commercial

#### **OFFICIAL PLAN DESIGNATION:** (refer to Official Plan Map)

NFRCN

**EXISTING ZONING:** (refer to Zoning Map)

• RSC1/RSC2/RSC3

#### **PLANNING HISTORY**

In 2000 the subject site was designated as Restricted Service Commercial designation through the Hyde Park Community Plan in an effort to recognize the existing uses in the area.

A subsequent amendment in 2010 changed the designation to a Commercial Policy Area which was subsequently renamed to a New Format Regional Commercial Node.

#### SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

#### Transportation

Road Widening dedication required on Hyde Park Road of 18m from centreline, access to be maintained as a joint access with 1900 Hyde Park Road.

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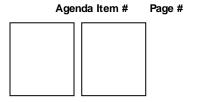
On October 7, 2015 Notice of Application was sent to 11 property owners in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on October 8, 2015. A "Possible Land Use Change" sign was also posted on the site.

No replies were received

**Nature of Liaison:** The purpose and effect of this zoning change is to permit a wider range of commercial uses on the subject site. A special provision is required to recognize the existing residential units on the property.

Change Zoning By-law Z.-1 FROM a Restricted Service Commercial (RSC1/RSC4/RSC5) Zone TO an Associated Shopping Area Special Provision (ASA1/ASA2/ASA3(\_)) Zone which provides for and regulates a wider range of retail, personal service, community facility, automotive and office uses.

Responses: None



#### **ANALYSIS**

#### Subject Site

The subject site is located on the west side of Hyde Park Road approximately 500m south of Fanshawe Park Road. The property is rectangular in shape with a frontage of 49m and area of 0.4ha. The property is the last developed parcel in a row of properties which shared the previous Restricted Service Commercial designation and now share the New Format Regional Commercial Node (NFRCN) designation. The property is adjacent to a light industrial subdivision to the west and was created through the same plan of subdivision as the broader industrial area. Across the road to the east is a large Open Space patch with a large commercial node (Smart Centre) immediately northeast of the site.

#### **Nature of Application**

The applicant is seeking to change the zoning on the subject site to an Associated Shopping Area Commercial zone, in keeping with the current New Format Regional Commercial Node designation, which permits a wide range of commercial and retail type uses. A special provision is also requested to recognize the existing residential units on the property.

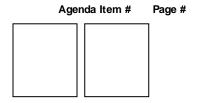
#### Use

The Provincial Policy Statement (PPS) 2014, provides policy direction on matters of provincial interest related to land use planning and development. Section 1.1 *Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns* of the PPS encourages healthy, livable and safe communities which are sustained by accommodating an appropriate range and mix of residential, employment and institutional uses to meet long-term needs. It also promotes cost-effective development patterns and standards to minimize land consumption and servicing costs.

The PPS also encourages settlement areas (1.1.3 Settlement Areas) to be the main focus of growth and development. This proposed application ensures that additional growth is accommodated within a settlement area and increases the vitality of the site by permitting a range of uses that are more in keeping with the goals and objectives of the surrounding commercial node. The recommended Associated Shopping Area Commercial zone will encourage maximum usage of the subject site helping achieve the most efficient use of the existing infrastructure and public service facilities in the area and no additional land consumption or servicing costs are required.

Section 1.3 *Employment* of the PPS requires planning authorities to promote economic development and competitiveness by providing for an appropriate mix and range of employment uses, and providing opportunities for a diversified economic base. The propose zone specifically provides this appropriate mix and range of uses to the subject site helping establish and promote economic development and competitiveness for the property. The amendment also achieves the goal of Section 1.7 *Long-Term Economic Prosperity* in the PPS which supports opportunities for economic development and community investment-readiness. The amendment increases the ability of the subject site to attract businesses thereby supporting the long term prosperity of the area.

The New Format Regional Commercial Node (NFRCN) Official Plan designation identifies a wide range of permitted uses which includes *small-scale retail outlets; including supermarkets* and food stores; department stores; retail warehouses, building supply, and home improvement and furnishings stores; convenience commercial uses; personal services; restaurants; commercial recreation establishments; financial institutions and services; a limited range of automotive services; service-oriented office uses; community facilities, such as libraries; and



professional and medical/dental offices within the designation. The subject site is located in a special policy area of the Official Plan which is specific to the large commercial node located at Hyde Park Road and Fanshawe Park Road. Section 4.3.6.6 (Special Policy) of the NFRCN designation identifies a more generalized list of uses which should be promoted in the area. The policies states that the permitted uses include "a broad range of retail, service, community facility and office uses will be permitted within the designation."

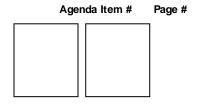
The current zone is a Restricted Service Commercial which implements uses geared towards a more limited "range of moderate intensity commercial uses, and trade service uses, which may require significant amounts of land for outdoor storage or interior building space and a location on major streets". The Restricted Service Commercial zoning was implemented and in keeping with the previous designation used in the Hyde Park Community Plan to recognize the existing uses. Several of the uses permitted in the RSC however are not in keeping with permitted uses of the current NFRCN designation making it appropriate to phase out these uses through an amendment to a more appropriate zone.

The recommended Zone provides for and regulates a wide range of retail, personal service, community facility, automotive and office uses. The ASA zone is normally intended to implement the Auto-Orientated Commercial Corridor designation in Section 4.4.2 and the New Format Regional Commercial Node designation in Section 4.3.6 along with other commercial designations. The applicant has requested the ASA1 (retail/convenience/personal service), ASA2 (retail/semi light industrial) and ASA3 (office) zones which implement uses that are appropriate at this location and permitted in the NFRCN designation. The uses permitted in the ASA1/ASA2/ASA3 are appropriate as they can be accommodated on and individual lot and do not require a "big-box' format to develop. Similar zoning already exists to the north of the subject site and there are AOCC designations directly south along Hyde Park Road and northwest along Fanshawe Park Road. The ASA8 zone with is generally used for NFRCN designations provides for large format retail which would not be appropriate at this location. The ASA8 is generally implemented on large sites like the one to the east for "big-box" development.

The applicant has also indicated that two residential units have existed in the building and are seeking to legally recognize them through a special provision. Residential uses are not permitted in the NFRCN designation however the units may be considered legal non-conforming in which case the use can continue to exist as a "grandfathered" use until such time as they cease. Staff is recommending refusal on the special provision to legalize residential units in the existing building as the use is not consistent with the Official Plan and the policies encourage their transition to, or replacement by, conforming uses over time.





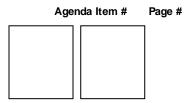




The recommended ASA zoning also reduces the number of permitted uses on the subject site by removing many of the noxious uses which are more service trade type uses than commercial (refer to chart). The new zoning will permit 7 new commercial/retail type uses, 5 office type uses and remove 31 other uses. However, the new zone introduces uses which attract a broader tenant base (i.e. "Retail Stores", "Pharmacies", "Offices") then the existing zone. The table below identifies in bold the 13 uses that are being maintained between the zones.

Agenda Item #		Page #

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Existing Zone	Proposed Zone
RCS1	ASA1
a) Animal clinics; (Z-1-051390) b) Automobile rental establishments; c) Automobile repair garages; d)Automobile sales and service establishments; e) Automobile supply stores; f) Automotive uses, restricted; g) Catalogue stores; h) Duplicating shops; i) (Hardware stores deleted by Z1-96435) j) Home and auto supply stores; k) Home improvement and furnishing stores; l) Kennels; m) Repair and rental establishments; n) Service and repair establishments; o) Studios; p) Taxi establishments;	a) Animal hospitals; b) Convenience service establishments; c) Convenience stores; d) Dry cleaning and laundry plants; e) Duplicating shops; f) Financial institutions; g) Grocery stores; h) Restaurants; i) Retail stores; j) Personal service establishments; k) Pharmacies; l) Printing establishments; m) Video rental establishments; n) Brewing on premises establishment.
q) Self-storage Establishments	ASA2
RSC4	ASA2
a) Automobile repair garage; b) Automotive uses, restricted; c) Bake shops; d) Convenience service establishments; e) Convenience stores; f) Day care centres; g) Duplicating shops; h) Financial institutions; i) Florist shops; j) Personal service establishments; k) Restaurants; l) Video rental establishments; m) Brewing on premises establishment. n) Self-storage Establishments RSC5	d) Repair and rental establishments; e) Restaurants; f) Retail stores; g) Service and repair establishments; h) Studios; i) Supermarkets; j) Video rental establishments; k) Brewing on Premises Establishment.
a) Auction establishments; b) Bakeries; c) Building or contracting establishments; d) Building supply outlets; e) Bulk sales establishments; f) Dry cleaning and laundry plants; g) Manufacturing and assembly industries with related sales; h) Garden stores; (amended by Z-1-051390) i) Printing establishments; j) Service trades; k) Support offices; l) Warehouse establishments; m) Wholesale establishments. n) Brewing on premises establishments o) Commercial school; p) Truck sales and service establishment; q) Industrial mall; r) Self-storage Establishments	a) Clinics; b) Day care centres; c) Laboratories; d) Medical/dental offices; e) Offices, professional; f) Offices, service.



#### **Intensity**

As previously identified, there are 13 uses permitted in the proposed zones that already exist in the current zoning. The new additional uses that would be permitted are similar in nature to those uses being carried over from the existing zone in terms of intensity based on parking ratios, land use impacts and noise and odour concerns. Some of the current permitted uses will maintain the highest parking requirements out of all the permitted uses which demonstrate that the requested amendment will not add to the existing level of intensity. The amendment will also remove many of the more noxious trade service uses permitted resulting in a reduction of potential impacts in terms of noise, odor, scale and garbage on the subject site and surrounding properties. The subject site is also large enough to accommodate any increase in parking requirements if a higher parking ratio is required. The location on an arterial road reduces any potential impacts on traffic.

#### Form

New Format Regional Commercial Nodes typically have a "big-box" or "new-format" form of development. However, the property was developed in 1992 prior to annexation, the Hyde Park community plan being in place, and prior to any of the current design guidelines and policies in the area relating to form and scale. The section of land fronting along the west side of Hyde Park was included as part of the node subsequently to the establishment of the "Big Box" node on the east side of Hyde Park Road. There are no changes to the existing form being proposed as part of this requested amendment. The building has functioned within the existing Restricted Service Commercial zoning on the site and was able to support commercial and retail type uses within the RSC zone and any future new development would be required to meet the design guidelines in the Official Plan.



#### **CONCLUSION**

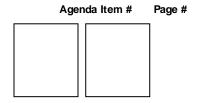
The recommended amendment is consistent with the Provincial Policy Statement 2014, which promotes healthy, liveable and safe communities by accommodating an appropriate range and mix of uses. It is also consistent with the Official Plan (Special Policy, 4.3.6.6, (2) Fanshawe Park Road West/Hyde Park Boundaries) which specifically anticipates higher levels of retail uses. The amendment would facilitate the increased usability of the subject site by providing a range of uses that are more appropriate, and compatible with, the uses permitted within the large commercial node.

Agenda Item #		Page #

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

November 10, 2015

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#### **Bibliography of Information and Materials** Z-8533

Request for Approval:
City of London Zoning By-law amendment Application Form, completed by Zelinka Priamo (Matt Campbell), September 18, 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. Planning Justification Report, September 17, 2015.

Correspondence: (all located in City of London File No. Z-8533. unless otherwise stated)

Agenda Item #		Page #
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#### Appendix "A"

Bill No. (number to be inserted by Clerk's Office) 2016

By-law No. Z.-1-16\_\_\_\_\_

A by-law to amend By-law No. Z.-1 to rezone an area of land located at 1890 Hyde Park Road.

WHEREAS 1647797 Ontario Ltd has applied to rezone an area of land located at 1890 Hyde Park Road, as shown on the map attached to this by-law, as set out below;

AND WHEREAS this rezoning conforms 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 1890 Hyde Park Road, as shown on the attached map comprising part of Key Map No.101, from a Restricted Service Commercial (RSC1/RSC4/RSC5) Zone to an Associated Shopping Area Commercial (ASA1/ASA2/ASA3) Zone.

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 December, 21 2015.

Matt Brown Mayor

Catharine Saunders City Clerk

First Reading - December, 21 2015 Second Reading - December, 21 2015 Third Reading - December, 21 2015

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

