



# TO: CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE FROM: JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER SUBJECT: APPLICATION BY: BLUESTONE PROPERTIES INC. 232-240 OAKLAND AVENUE PUBLIC PARTICIPATION MEETING ON APRIL 11, 2016

## RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, with respect to the application of Bluestone Properties Inc., relating to the property located at 232-240 Oakland Avenue the proposed by-law <u>attached</u> hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on April 19, 2016 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan, to change the zoning of the subject property **FROM** a Residential R1/Residential R8 (R1-4/R8-2) Zone, **TO** a Residential R8 Special Provision (R8-4(\_)) Zone;

## PREVIOUS REPORTS PERTINENT TO THIS MATTER

"None"

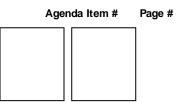
## PURPOSE AND EFFECT OF RECOMMENDED ACTION

The purpose and effect of the recommended action is to facilitate the intensification of the subject lands by permitting a 4-storey apartment building (47 units), two townhouse blocks (10 units) and three stacked townhouse blocks (56 units). The total intensification would result in an additional 113 units being added to the existing subject lands. The recommended action further includes relief in lot frontage and parking space requirements to accommodate the proposed development.

## RATIONALE

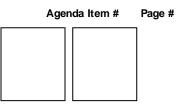
The recommended action is supported based on the following rationale:

- a) the requested amendment is consistent with the Provincial Policy Statement, 2014;
- b) the requested amendment conforms to the policies of the Official Plan;
- c) the requested amendment is in keeping with the intent of the Zoning By-law;
- d) the proposed development provides a range and mix of residential unit types that enhance the intended use of the land and support the surrounding area;
- e) the proposed development is intensifying an existing development that can maintain an appropriate level of amenities and facilities to support the increased intensity and usability of the subject lands;
- f) the proposed development is in keeping with the scale and massing of existing development and providing appropriate separation from adjacent lower scale development.

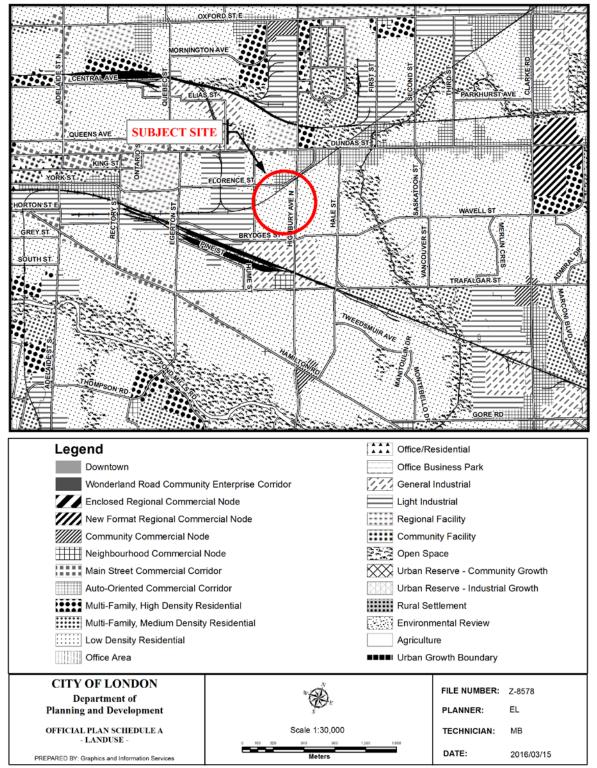


File: Z-8578 Planner: Eric Lalande

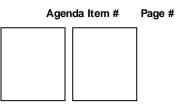




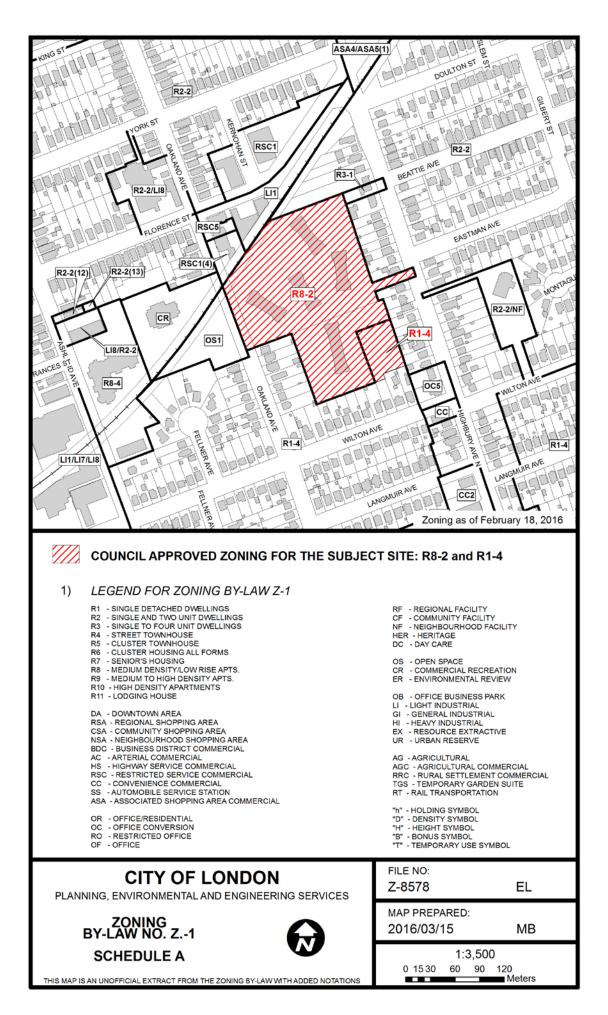
File: Z-8578 Planner: Eric Lalande

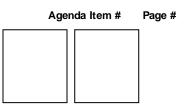


PROJECT LOCATION: e:\planning\projects\p\_officialplan\workconsol00\excerpts\mxd\_templates\scheduleA\_b&w\_8x11\_with\_SWAP.mxd



File: Z-8578 Planner: Eric Lalande





BACKGROUND

Date Application Accepted: January 5, 2015	Agent: Carol Wiebe, MHBC Planning Ltd.
<b>REQUESTED ACTION:</b> "In order to fully accommon the subject lands, it is proposed that the entire prop 'Residential R8 Special Provision R8-4()' Zone."	

S	ITE CHARACTERISTICS:	
•	Current Land Use -	Multiple Apartment Dwellings
•	Frontage -	11.3 metres (37.1 feet) - Highbury Avenue North
•	Depth -	Irregular
•	Area -	3.1 hectares (7.66 acres)
•	Shape -	Irregular

s	SURROUNDING LAND USES:		
•	North -	CN Railway	
•	South -	Residential	
•	East -	Residential	
•	West -	Residential	

<b>OFFICIAL PLAN DESIGNATION:</b>	(refer to Official Plan Map)

Low Density Residential

EXISTING ZONING: (refer to Zoning Map)

• Residential R1/Residential R8 (R1-4/R8-2)

## SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

**Transportation Engineering:** "Transportation is not supportive of an access to Highbury Ave North. Access to the site is to be maintained through the existing access to Oakland Avenue. There is a road widening required along the Highbury Ave frontage measured 18.0m from centre line. Detailed comments will be provided through the site plan process."

Urban Design: "No Comments"

Wastewater and Drainage:" No Objections"

London Hydro: "No Objections"

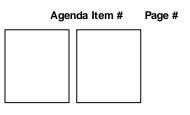
Upper Thames River Conservation Authority: "No Objections"

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**Canadian National Railway**: "We do note that the subject property is in close proximity to CN's operations. CN has certain reservations regarding the intensification of residential uses in proximity to railway operations as they will inevitably lead to certain issues concerning safety, trespassing, noise, and vibration.

As such, I will attach CN's typical criteria for sensitive developments in proximity to railways for your review. This document is based on a collaborative project by the Federation of Canadian Municipalities and the Railway Association of Canada, the Guide for New Development in Proximity to Railway Operations, which you can access here: <u>http://www.proximityissues.ca</u>. The satisfaction of these criteria will promote the safety and well-being of future occupants on the site. We urge the City to implement these criteria as conditions of an eventual project approval."

PUBLIC LIAISON:	On January 27, 2016, Notice of Application was sent to 203 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 January 28, 2016. A "Possible Land Use Change" sign was also posted on the site.	3 replies were received	
<b>Nature of Liaison:</b> The purpose and effect of the requested Zoning By-law amendment is to permit the intensification of the subject land through the construction of an additional four-storey apartment building and 5 townhouse blocks within the existing developed property.			
Response	9S:		
- Scale and design of building(s)			
- Location	- Location of the building(s) on the site		
- Landsca	- Landscaping		
- Lighting	- Lighting		
- Increase of people, traffic and noise during construction			
<ul> <li>Long term increased density of people, traffic and noise in the area once the building(s) are rented</li> </ul>			
	<ul> <li>Possible negative impact on the value of homes in the immediate area due to over- crowded conditions</li> </ul>		



#### ANALYSIS

#### EXISTING SUBJECT LANDS

The subject lands were previously developed to accommodate five, 3-storey apartment buildings which continue to be maintained on the subject lands. The subject lands are provided access through Oakland Avenue for vehicles and provide pedestrian access via a walking path connecting to Highbury Avenue North.

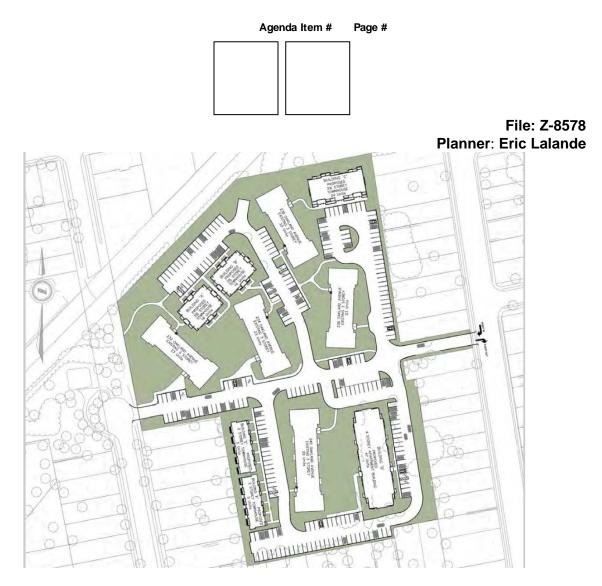


#### NATURE OF APPLICATION

The requested amendment is intended to facilitate the establishment of six multi-unit residential buildings within the existing multi-apartment complex. The following outlines each building as proposed to be accommodated by the requested zone change:

- A 3 ½ storey townhouse block located near the northeastern limit of the property;
- Two, 3 <sup>1</sup>/<sub>2</sub> storey townhouse blocks immediately south of the adjacent CN Railway corridor.
- Two, 2 storey townhouse blocks located immediately west of the apartment building known municipally as 240 Oakland Avenue.
- A 4 storey apartment building located east of 240 Oakland Avenue.

The requested amendment further includes a special provision for reduced frontage along Highbury Avenue North from 30.0 metres to 11 metres to recognize the existing condition, as well as a reduction in required parking from 309 spaces to 264 spaces.



The proposed development is seeking to expand the residential **use** on the subject lands by adding "Townhouses" and "Stacked Townhouses to the list of permitted uses. The subject lands are designated "Low Density Residential" in the Official Plan and the proposed development is seeking to maintain this designation and applying residential intensification policies. The proposed expanded **intensity** on the subject lands is intended to be achieved through the development of a consistent **form** of housing as the existing apartment dwellings and align with current policy guidance from the Provincial Policy Statement (PPS), 2014, Official Plan and relevant guidelines related to infill and intensification.

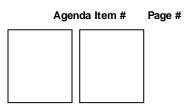
#### USE

The proposed residential use is consistent with the **Provincial Policy Statement, 2014** objectives of supporting a range and mix of residential uses to meet long term needs, and focusing intensification with areas that are appropriate and compatible. Specifically:

Section 1.1.1. a) of the PPS promotes "efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term." Development within the City's built up area helps achieve intensification targets, by providing an opportunity to add to the existing building stock and providing an enhanced range and choice of residential units where services, such as infrastructure and transit are already available.

Section 1.1.1. b) encourages municipalities to accommodate "an appropriate range and mix of residential ... uses to meet long-term needs". The proposed development is providing a form of development that adds to the range of apartments in the area, and introduces a mix of townhouse and stacked townhouse units to the area.

Section 1.2.6.1 requires that that "sensitive land uses should be planned to ensure they are appropriately designed, buffered and/or separated from each other to prevent or mitigate adverse effects from odour, noise and other contaminants, minimize risk to public health and safety, and to ensure the long-term viability of major facilities". The proposed development is maintaining an appropriate proximity distance from the CN Railway separating the proposed new development from the railway. This separation from the rail line is based on guidelines provided by the Railway and will be implemented through the Site Plan Approval Process.



The **Official Plan** provides further policy guidance for the lands designated "Low Density Residential":

Section 3.2.1. of the Official Plan provides that "the primary permitted uses in areas designated Low Density Residential shall be single detached; semi-detached; and duplex dwellings. Multiple-attached dwellings, such as row houses or cluster houses may also be permitted subject to the policies of this Plan and provided they do not exceed the maximum density of development". The subject lands are currently developed as a complex of multiple apartment buildings, and the proposed development is to accommodate a complementary range of multiple-attached dwellings through various building types including a low-rise apartment, townhouses and stacked townhouses. The proposed development further meets policies of Sections 3.2.2. and 3.2.3 as described further in this report.

#### INTENSITY

The **Provincial Policy Statement**, **2014** supports providing effective and efficient use of land through its policy framework:

Section 1.1.1. e) promotes "cost-effective development patterns and standards to minimize land consumption and servicing costs". The proposed development is achieving a pattern that minimizes land consumption and servicing by building within the existing apartment complex and relying on existing infrastructure and access to serve new residential dwellings.

Section 1.1.3.2 a) provides for "densities and a mix of land uses which efficiently use land and resources, are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion, minimize negative impacts to air quality and climate change, and promote energy efficiency; support active transportation, and are transit-supportive, where transit is planned, exists or may be developed". The proposed development provides for development within the built up area, enhancing building stock and mix of housing choices. The proposed development minimizes the need for expansion of servicing or transit and will maintain existing connections to local systems.

Section 1.1.3.3. identifies that the municipality determine "appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs." The subject lands provide an excellent opportunity for infill and intensification within the existing building stock. The proposed development seeks to maintain existing and add new dwelling units within the limits directed by its current "Low Desnity Residential" designation. The proposed development accurately identifies the ability to provide for the efficient use of land

The **Official Plan** provides policy direction specifically related to levels of infill and intensification:

Section 3.2.3. supports Residential Intensification as "a means of providing opportunities for the efficient use of land and encouraging compact urban form. Residential Intensification may be permitted in the Low Density Residential designation through an amendment to the Zoning By-law, subject to the following policies and the Planning Impact Analysis policies under Section 3.7." The proposed development is an opportunity for the efficient use of land by utilizing existing excess landscaped area to be converted to additional residential dwellings that can achieve the goals of the residential intensification policies.

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Section 3.2.3.7. indicates that "intensification will only be permitted where adequate infrastructure exists to support the proposed development, including:

- *i)* Off-street parking supply and buffering;
- *ii)* Community facilities, with an emphasis on outdoor recreational space;
- iii) Traffic impacts and Transportation infrastructure, including transit service;
- iv) Municipal services"

The proposed development provides parking and buffering as part of the proposed development. A reduction of parking has been reviewed by transportation staff and no concerns have been identified with a reduction of parking based on the existing underuse of parking spaces and the intensity of similar units being proposed. Additionaly, along with the establishment of existing buildings, the subject lands will maintain sufficient landscaped open space to meet Zoning By-law requirements and are adjacent to a municipal park to provide additional amenity space in the area. Transportation infrastructure is being maintained via the access along Oakland Avenue. Pedestrian access to Highbury Avenue North will be maintained, and continue to provide a pedestrian linkage through the site and provide access to transit services. Existing services are expected to be sufficient to support the increase in residential intensity proposed.

#### FORM

The **Provincial Policy Statement**, 2014 provides guidance relating to the form of development.

Section 1.1.1. d) supports "avoiding development and land use patterns that would prevent the efficient expansion of settlement areas in those areas which are adjacent or close to settlement areas". Apartment, townhouse, and stacked townhouses provide a compact form of housing that can be introduced on subject lands without compromising the planned and expected levels of residential intensification in the area.

Section 1.7.1 d) "encourages a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes". The proposed development is promoting well-designed built form through the efficient infill of existing residential land. The proposed buildings are to be constructed at a similar scale and intensity to protect and minimize impacts to adjacent low density residential land uses.

The Official Plan provides greater detail related to form based matters:

Section 3.2.2. provides that "Development within areas designated Low Density Residential shall have a lowrise, low coverage form that minimizes problems of shadowing, view obstruction and loss of privacy. The proposed development is providing a range of 2-, 3.5- and a 4-storey buildings which are all similar to the existing 3-storey apartment buildings and 2-storey residential dwellings in the area. The dwellings are maintaining interior side yard setbacks to minimize shadowing, view obstruction and loss of privacy to neighbours along with landscaping to maintain a visual buffer where feasible.

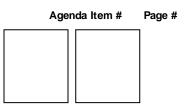
Section 3.2.3.2 encourages that "within the Low Density Residential designation, Residential Intensification..., will be considered in a range up to 75 units per hectare. Infill housing may be in the form of single detached dwellings, semidetached dwellings, attached dwellings, cluster housing and low rise apartments. Zoning By-law provisions will ensure that infill housing projects recognize the scale of adjacent land uses and reflect the character of the area. ....". The requested amendment contemplates a density of up to 75 units per hectare through infill cluster housing (townhouses) and a low rise apartment building. The proposed development is implementing both an intensity and form that is contemplated by policy.

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#### PLANNING IMPACT ANALYSIS

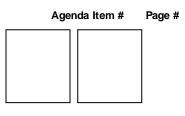
Section 3.7.2. of the Official Plan provides criteria to evaluate the planning impact of a proposed development:

- (a) "compatibility of proposed uses with surrounding land uses, and the likely impact of the proposed development on present and future land uses in the area." The proposed development is providing residential dwellings in multiple-unit forms similar to the existing apartment buildings.
- (b) 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 level of intensification proposed is specifically proposed to remain within the intensity limits contemplated by section 3.2.2. of the Official Plan
- (c) "the supply of vacant land in the area which is already designated and/or zoned for the proposed use." The proposed development is within the built up area of the City where opportunities for infilling development is limited, the intensification is specifically intended to develop on existing landscaped open space within the subject lands to maximize the usability and efficiency of the subject lands.
- (d) "the proximity of any proposal for medium or high density residential development to public open space and recreational facilities, community facilities, and transit services, and the adequacy of these facilities and services." The proposed development is intended to be developed on a portion of the subject lands serving as a landscaped open space for the existing apartment complex. The proposal will reduce the total open space; however, will continue to maintain adequate landscaped open space within the provisions of the Zoning By-law. Additionally, the subject lands are adjacent to a local park with an associated play structure. The existing and proposed residential uses on the subject lands will continue to be serviced by adequate open space opportunities on the subject lands and in the area.
- (e) "the need for affordable housing in the area, and in the City as a whole, as determined by the policies of Chapter 12 - Housing." The proposed development is increasing rental unit stock to the area providing an increased choice in housing options.
- (f) "the height, location and spacing of any buildings in the proposed development, and any potential impacts on surrounding land uses." The proposed development is intended to be developed within the existing development. The siting of buildings have been placed to maximize buffers from existing dwellings on adjacent lots, the rail line and the existing apartment complex.
- (g) "the extent to which the proposed development provides for the retention of any desirable vegetation or natural features that contribute to the visual character of the surrounding area." The siting of proposed buildings are oriented to minimize disturbances to existing vegetation. The proposed development maintains landscaping open space requirements above the minimum required by the Zoning By-law. Additionally, a landscaping plan will be reviews as part of the Site Plan Approval process. The subject lands are located to the rear of single detached dwellings fronting on Highbury Avenue North and Wilton Avenue. The proposed development is consistent with the existing 3-storey apartment buildings on the subject lands and are limited in visibility from nearby roads.
- (h) "the location of vehicular access points and their compliance with the City's road access policies and Site Plan Control By-law, and the likely impact of traffic generated by the proposal on City streets, on pedestrian and vehicular safety, and on surrounding properties." The existing access is considered to be suitable to accommodate the existing and proposed development. A secondary vehicular access to Highbury Avenue North proposed by the applicant creates concerns related to turning movements and



alignment with Eastman Avenue creating an unfavourable access on an arterial road. This proposed access to Highbury Avenue North will not be supported through the Site Plan Approval process.

- (i) "the exterior design in terms of the bulk, scale, and layout of buildings, and the integration of these uses with present and future land uses in the area." The proposed buildings range between 2- and 4- storeys and are consistent in form and height with the existing buildings are 3-storey apartment buildings. Adjacent single detached dwellings range between 1- and 2-storey residential units. The orientation and buffering of proposed buildings are intended to mitigate potential conflict related to privacy.
- (j) *"the potential impact of the development on surrounding natural features and heritage resources."* There are no natural features or heritage resources in the area.
- (k) "constraints posed by the environment, including but not limited to locations where adverse effects from landfill sites, sewage treatment plants, methane gas, contaminated soils, noise, ground borne vibration and rail safety may limit development." The proposed development is located in proximity to the Canadian National Railway. To mitigate noise and vibration potential, the proposed development will maintain a separation distance of 30 metres. This separation distance is in-line with the proximity guidelines for adjacent land uses.
- "compliance of the proposed development with the provisions of the City's Official Plan, Zoning By-law, Site Plan Control By-law, and Sign Control By-law." The proposed development is required to obtain Site Plan Approval prior to any development being undertaken.
- (m) "measures planned by the applicant to mitigate any adverse impacts on surrounding land uses and streets which have been identified as part of the Planning Impact Analysis." The proposed development is maintaining setbacks as required through the zoning by-law and orienting the buildings in such a way to minimize the massing from neighbouring adjacent dwellings. Landscaping is being proposed to minimize any additional impacts through appropriate buffering and access to Highbury Avenue North is not being supported through the Site Plan Approval process.
- (n) "impacts of the proposed change on the transportation system, including transit." The proposed development is intended to maintain existing accesses, vehicular to Oakland Avenue and pedestrian including connections to public transit along Highbury Avenue North.



#### CONCLUSION

The recommended action supports the requested amendment to facilitate infill and intensification. The proposed development represents an opportunity for appropriate development that is compatible with the existing residential uses in the area while maintaining an intensity contemplated by the residential polices of the Low Density Residential designation and provides building types of compatible scale and massing to the apartment buildings that have been established on the subject lands. The recommended action is consistent with the Provincial Policy Statement, Official Plan and the intent of the Zoning By-law.

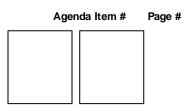
PREPARED BY:	SUBMITTED BY:	
ERIC LALANDE, PLANNER II	MICHAEL TOMAZINCIC, MCIP, RPP	
CURRENT PLANNING	MANAGER, CURRENT PLANNING	
RECOMMENDED BY:		
JOHN M. FLEMING, MCIP, RPP		
MANAGING DIRECTOR, PLANNING AND CITY PLANNER		

March 7, 2016

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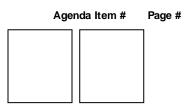
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## Responses to Public Liaison Letter and Publication in "The Londoner"

<u>Telephone</u>	<u>Written</u>
	Charlene Reeve 529 Highbury Ave. N. London, ON. N5W 4K6 519-453-6713
	Kelly Corneal
	Joanne Reed



#### Bibliography of Information and Materials Z-8578

#### **Request for Approval:**

City of London Zoning By-law Amendment Application Form, completed by Bluestone Properties Inc., December 14, 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.

MHBC Planning Ltd. Planning Justification Report, December 2015

MHBC Planning Ltd. Urban Design Brief, Character Statement & Compatibility Report, December 15, 2016

Development Engineering (London) Ltd., Noise & Vibration Assessment, November 17, 2015

Development Engineering (London) Ltd. Preliminary Servicing Report, November 2015

#### Correspondence: (all located in City of London File No. Z-8578. unless otherwise stated)

#### City of London -

R. Moore, Wastewater and Drainage Engineering, email to E. Lalande February 12, 2016

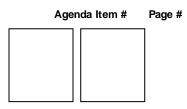
#### **Departments and Agencies -**

Fleisher, H. CNR, emails to E. Lalande various February, 2016.

Creighton, C., UTRCA email to E. Lalande, February 10, 2016

#### Other:

Site visit January 26, 2016 and photographs of the same date.



#### 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 232-240 Oakland Avenue.

WHEREAS Bluestone Properties Inc. has applied to rezone an area of land located at 232-240 Oakland Avenue, 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:

- Schedule "A" to By-law No. Z.-1 is amended by changing the zoning applicable to lands located at 232-240 Oakland Avenue, as shown on the attached map comprising part of Key Map No. A108, from a Residential R1/Residential R8 (R1-4/R8-2) Zone to a Residential R8 Special Provision (R8-4(\_\_)) Zone.
- 2) Section Number 12.4 of the Residential R8 Zone is amended by adding the following Special Provision:
  - ) R8-4(\_\_) 232-240 Oakland Avenue
    - a) Additional Permitted Uses
      - i) Townhouse
      - ii) Stacked Townhouse
    - b) Regulations

i)	Parking Spaces	264 Spaces
ii)	Lot Frontage	11 metres (Minimum)

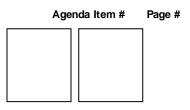
The inclusion in this By-law of imperial measure along with metric measure is for the purpose of convenience only and the metric measure governs in case of any discrepancy between the two measures.

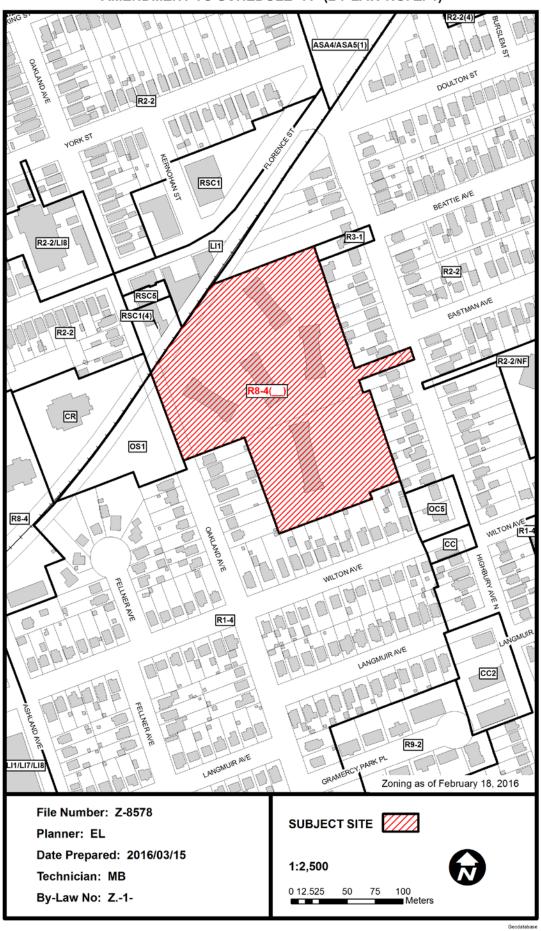
This By-law shall come into force and be deemed to come into force in accordance with Section 34 of the *Planning Act, R.S.O. 1990, c. P13,* either upon the date of the passage of this by-law or as otherwise provided by the said section.

PASSED in Open Council on April 19, 2016.

Matt Brown Mayor

Catharine Saunders City Clerk





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