

то:	CHAIR AND MEMBERS PLANNING AND ENVIRONMENT COMMITTEE
FROM:	GEORGE KOTSIFAS, P.ENG. MANAGING DIRECTOR, DEVELOPMENT & COMPLIANCE SERVICES AND CHIEF BUILDING OFFICIAL
SUBJECT:	APPLICATION BY: CITY OF LONDON PORTION OF 1654 HIGHBURY AVENUE NORTH (EDGEVALLEY SUBDIVISION) MEETING ON SEPTEMBER 6, 2016

### **RECOMMENDATION**

That, on the recommendation of the Senior Planner, Development Services, the following actions be taken with respect to the application of the City of London relating to the property located on a portion of 1654 Highbury Avenue North:

a) the proposed by-law <u>attached</u> hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on September 13, 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 Holding Residential R6/Residential R9 (h\*h-54\*h-100\*R6-5/R9-7) Zone **TO** a Holding Residential R6/Residential R9 (h\*h-54\*h-100\*R6-5/R9-7\*H36) Zone which permits single detached dwellings, semi-detached dwellings, duplex dwellings, triplex dwellings, townhouse dwellings, stacked townhouse dwellings, apartment buildings and fourplex dwellings with a maximum density of 35 units per hectare and a maximum height of 12.0 metres, apartment buildings, class 2 lodging houses, senior citizens apartment buildings, handicapped persons apartment buildings and continuum-of-care facilities, with a maximum density of 150 units, with the addition of a Height (H) Symbol to limit the height of apartment buildings to a maximum of 36 metres (approx. 12 storeys).

### PREVIOUS REPORTS PERTINENT TO THIS MATTER

Kilally Road Area Study - November 1990

Kilally South Area Plan Update – June 2003

O-6899 – Report to delete the aggregate resource designation from Schedule B of the Official Plan (July 2005)

39T-05505/Z-6897 - Initial approval of the draft plan of subdivision - February, 2006

39T-05505 - Three year extension to Planning Committee - March, 2009

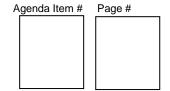
39T-05505 – Revisions to Draft Plan of Subdivision and Zoning By-law amendments –

December, 2011

39T-05505 - One year extension to Draft Plan of Subdivision - June 15, 2015

### PURPOSE AND EFFECT OF RECOMMENDED ACTION

The purpose and effect of this application is to correct an existing zone regulation by adding a Height Symbol to limit the height of any proposed apartment building to a maximum of 36 metres (approximately 12 storeys).



### **RATIONALE**

The rationale for approval of the staff recommended Zoning By-law amendment is as follows:

- 1. The proposed development is consistent with the Provincial Policy Statement.
- 2. The proposed development is consistent with the policies of the Official Plan, the London Plan and meets the criteria for Planning Impact Analysis.
- 3. The proposed change will correct an existing zone regulation and clarify the height maximum.

### **BACKGROUND**

### **SITE CHARACTERISTICS:**

- Current Land Use vacant
- Frontage 75.5 m (247.7 ft) along Highbury Avenue
- **Area** 1.5 ha (3.7 ac)
- Shape rectangular

### **SURROUNDING LAND USES:**

- North future residential (medium density)
- South cluster townhouses
- East future residential (medium density)
- West single detached residential

### **OFFICIAL PLAN DESIGNATION:**

- Schedule "A" Multi-Family, High Density Residential
- Schedule "B1" Groundwater Recharge
- Schedule "C" Future Secondary Collector (Edgevalley Road)

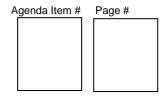
### **EXISTING ZONING:**

Holding Residential R6/Residential R9 (h\*h-54\*h-100\*R6-5/R9-7) Zone

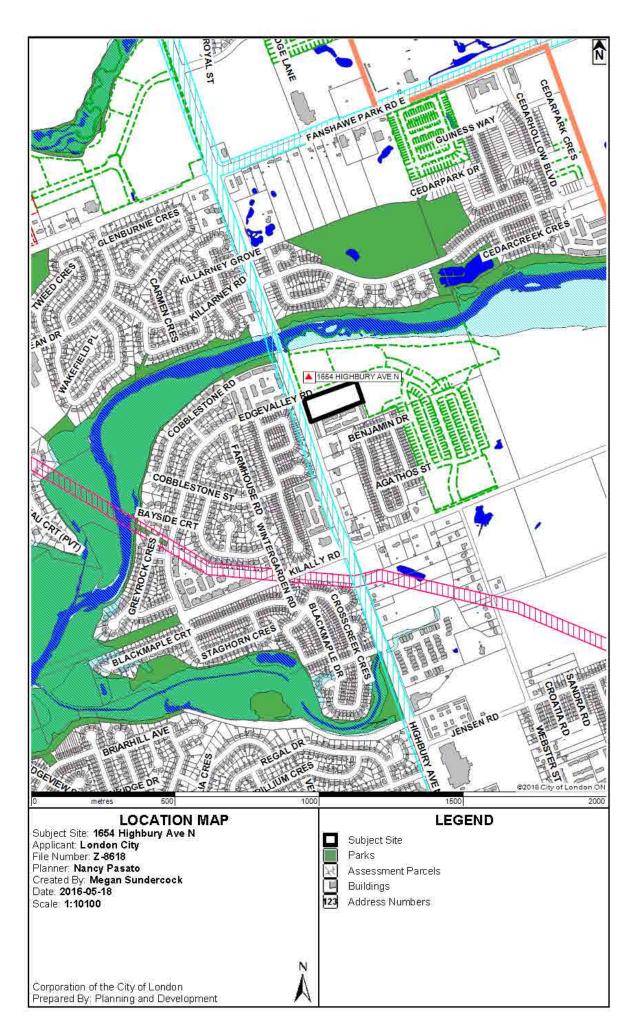
Date Application Accepted: May 17, 2016 Agent: n/a

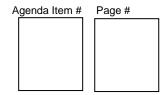
### **APPLICANT'S REQUESTED ACTION:**

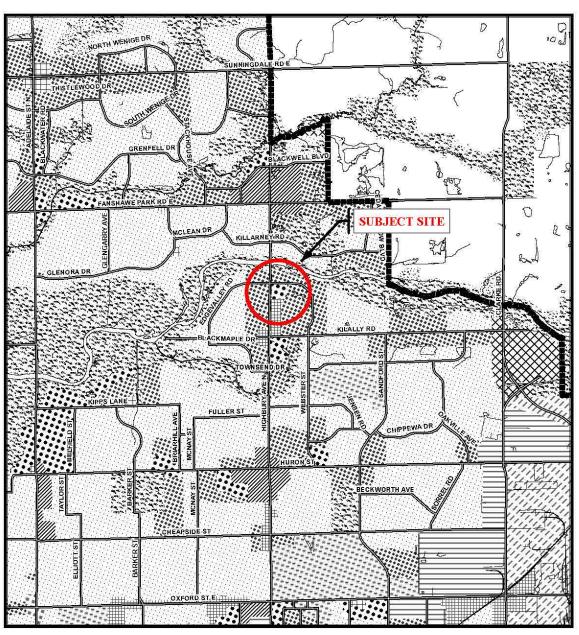
Amend Zoning By-law Z.-1 from a Holding Residential R6/Residential R9 (h\*h-54\*h-100\*R6-5/R9-7) Zone which permits: single detached dwellings, semi-detached dwellings, duplex dwellings, triplex dwellings, townhouse dwellings, stacked townhouse dwellings, apartment buildings and fourplex dwellings with a maximum density of 35 units per hectare and a maximum height of 12.0 metres, apartment buildings, class 2 lodging houses, senior citizens apartment buildings, handicapped persons apartment buildings and continuum-of-care facilities, with a maximum density of 150 units per hectare and no maximum height, to a Holding Residential R6/Residential R9 (h\*h-54\*h-100\*R6-5/R9-7\*H36) to permit the above noted uses with the addition of a Height (H) Symbol to limit the height of apartment buildings to a maximum of 36 metres (approx. 12 storeys).

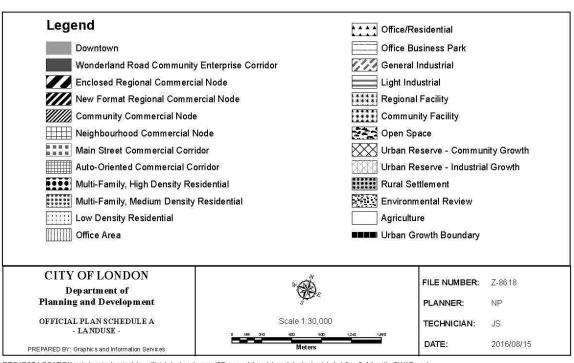


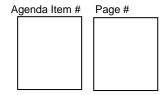
Z-8618 Nancy Pasato

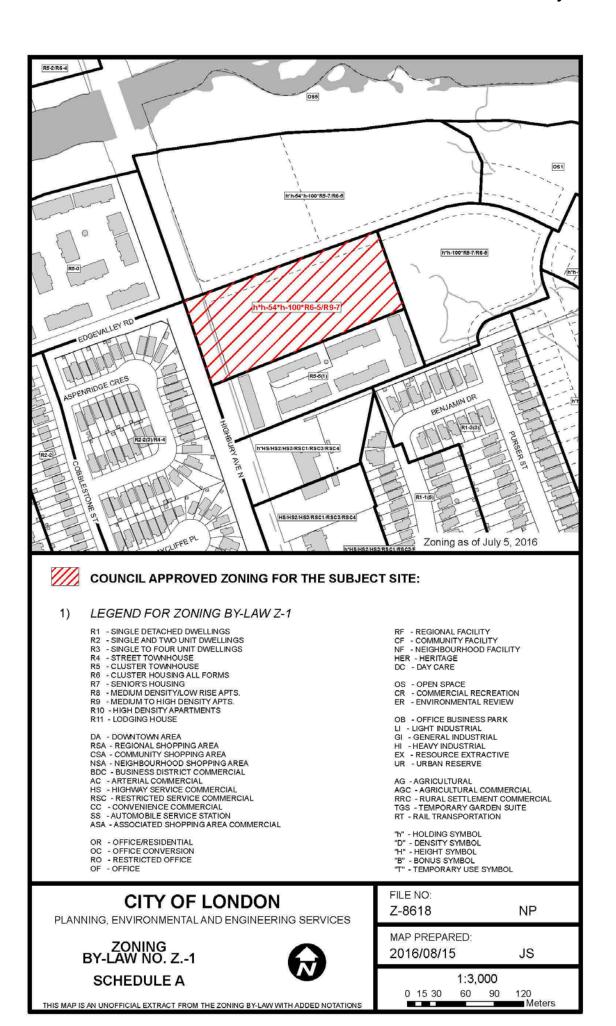


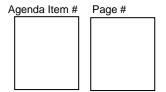












### **PLANNING HISTORY**

In November 1990, the Kilally Road Area Study was completed for lands east and west of Highbury Avenue North, south of the Thames River. The recommended land use designations, which resulted from the study, were applied to the lands east of Highbury Avenue North and west of Webster Street and its future northerly extension. In 2003, the Kilally South Area Plan Update was completed. This study addressed the deferred portion of lands east of Webster Street and recommended land use designations and provided direction for future growth in this area.

Drewlo Holdings Inc. submitted an application for draft plan of subdivision and zoning by-law amendment on March 31, 2005. The public meeting was held on February 27, 2006. Council resolved that the draft plan and concurrent zoning by-law amendment be approved on March 6, 2006. Draft approval was granted on March 22, 2006. A three year extension to the draft approval was granted by the Approval Authority on March 22, 2009.

On May 4, 2011, the applicant submitted a revised draft plan of subdivision consisting of 28 single detached lots, 5 medium density blocks, 1 high density block, 2 park blocks, all served by the extension of Edgevalley Road, Agathos Street and Purser Street and 2 new local streets. The public meeting was held on December 12, 2011. A three (3) year extension and approval of the revised draft plan/conditions was granted by the Approval Authority on February 10, 2012.

On February 3, 2015, staff received a request from Drewlo Holdings for an emergency draft plan extension due to the lapse date of February 10, 2015 from the previous extension. The request was made in order to satisfy conditions related to site alteration and to complete engineering design studies. The Approval Authority granted the emergency extension per Section 2.2(p) of the Subdivision and Condominium Delegation and Approval By-law. In August, 2015, the Approval Authority approved the granting of a one year extension to allow the Applicant the opportunity to advance the subdivision through Design Studies, and that an additional two (2) year extension may be provided administratively by the Approval Authority, subject to the proponent making substantive progress with the completion of design studies. Although the Applicant has submitted their first design studies submission, issues have arisen which necessitated off line meetings and further discussions, which slowed the design studies process. To provide some flexibility, Staff recommended an emergency extension for 6 months to allow the Applicant the ability to complete design studies and receive clearance. If the Applicant has reached this milestone, an additional 1.5 years extension may be provided administratively by the Approval Authority, in keeping with the previous Council direction. If the Applicant cannot receive design studies clearance at the end of the 6 month time period, the draft approval will lapse.

### SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

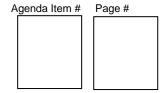
This section presents the key issues raised by significant department/agencies.

### **Servicing Related City Comments**

No comments.

### <u>Upper Thames River Conservation Authority (UTRCA)</u>

The UTRCA has no objections to this application.



### **PUBLIC COMMENTS**

PUBLIC LIAISON:	On May 19, 2016, Notice of Application was sent to 172 property owners in the surrounding area. Notice of Application was also published in the Londoner on June 2, 2016.	against the
--------------------	---	-------------

### **Nature of Liaison:**

The purpose and effect of this zoning change is to correct an existing zone by adding a Height Symbol to limit the height of any proposed apartment building to a maximum of 36 metres (approximately 12 storeys).

Amend Zoning By-law Z.-1 from a Holding Residential R6/Residential R9 (h\*h-54\*h-100\*R6-5/R9-7) Zone which permits: single detached dwellings, semi-detached dwellings, duplex dwellings, triplex dwellings, townhouse dwellings, stacked townhouse dwellings, apartment buildings and fourplex dwellings with a maximum density of 35 units per hectare and a maximum height of 12.0 metres, apartment buildings, class 2 lodging houses, senior citizens apartment buildings, handicapped persons apartment buildings and continuum-of-care facilities, with a maximum density of 150 units per hectare and no maximum height, to a Holding Residential R6/Residential R9 (h\*h-54\*h-100\*R6-5/R9-7\*H36) to permit the above noted uses with the addition of a Height (H) Symbol to limit the height of apartment buildings to a maximum of 36 metres (approx. 12 storeys).

**Summary of Responses :** (please see detailed comments in Appendix "B" of the report)

Several area residents were in opposition to the proposed change. The following is a summary of the main points raised:

- Traffic issues with residents turning left and right onto Highbury Avenue from Edgevalley Road; residents want to know when a traffic light at the Edgevalley and Highbury intersection will be installed; more traffic will cause more accidents
- Safety related to more people using the Thames Valley Parkway and increased foot traffic/implications on existing residents
- Aesthetics/Impact on area this is a single detached neighbourhood apartments don't fit in here; detriment to look out on an apartment building; questions on what the apartment will look like
- Area Infrastructure nearby roads and sidewalks are in poor shape and are not equipped to handle the extra volume from new residential development
- Location is it safe to have a high rise in close proximity to the Airport?

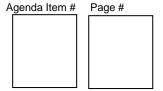
### **ANALYSIS**

This proposed zoning by-law amendment only deals with a technical amendment to add a maximum height regulation for the Residential R9 (R9-7) Zone, which was previously approved and is in force and effect. No changes are proposed to the permitted uses, maximum density or other regulations that apply to the R9-7 Zone.

### **Subject Site & Application**

The subject lands are located on the east side of Highbury Avenue North, and south of the Thames River. The lands are within a proposed plan of subdivision known as the Edgevalley Subdivision. The site is Block 135 in draft plan 39T-05505, and is 1.5 hectares in size. Block 135 is located just south of the future extension of Edgevalley Road.

The subdivision received draft approval in 2006. At the time of draft approval, zoning was adopted for the overall subdivision. The Official Plan designated this Block as "Multi-Family, High Density Residential", and a Holding Residential R6/Residential R9 (h\*h-54\*h-100\*R6-5/R9-



7) Zone was applied to Block 135.

Only recently it has come to the attention of staff that the implementing zoning does not include a height restriction. In the zoning by-law, Section 3.6 states..."where the symbol "H" follows a zone applying to certain lands on a zoning map, the number following the "H" specifies the maximum height in metres permitted on these lands." Most High Density Zones (such as the R8-R10 Zone variations) include an "H" which limits the height. Unlike the R8 Zones, the R9 Zone Variations do not have a maximum height restriction within the Zone Regulations, and are reliant on the H symbol to set the height limit for an individual development/zone.

As part of the recommendation clause for the zoning by-law amendment and Planning Committee report in 2006, a maximum height of 36 metres was detailed in the clause, however the appropriate H was not specifically added to the zone.

# <u>Does the Application conform to the Provincial Policy Statement, Area Plan, current Official Plan and Zoning By-law?</u>

The Provincial Policy Statement (PPS) is issued under the authority of section 3 of the Planning Act and came into effect on April 30, 2014. The Provincial Policy Statement provides policy direction on matters of provincial interest related to land use planning and development. All planning applications, including Zoning By-Law Amendment, Consent to Sever applications, and any future Site Plan applications are required to be consistent with these policies.

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 proposed use is within a settlement area and does not require any undue expansion of services, and is serviceable by existing infrastructure and promotes efficiency in services. The subject lands are within the Urban Growth Boundary (settlement area) as identified in the Official Plan and are designated to permit high density residential uses. The proposed use will provide a range of housing types within the area, and will be easily accessed by future transit.

Overall, the proposed development has been reviewed and it has been determined to be "consistent with" the 2014 Provincial Policy Statement.

The existing Multi Family, High Density Residential designation was applied through the Kilally South Area Plan process, which was adopted in June, 2003.

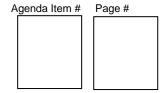
The Multi Family, High Density Residential land use designations of the Official Plan permits low-rise and high-rise apartment buildings. The Multi-Family, High Density Residential designation is intended to accommodate large-scale, multiple-unit forms of residential development. The preferred locations for this designation are lands adjacent to major employment centres, shopping areas, major public open space, transportation routes, and where high density development will not adversely affect surrounding land uses.

The Official Plan does not limit the height of apartment buildings outside of the Downtown and Central London, but rather contains criteria for placement and design in proximity to other land uses/transportation corridors.

The addition of an H to this zone is a technical amendment to clarify the intended maximum height of 36 metres (approximately 12 stories) for this site. Since no H exists, it could be argued that any height is reasonable for this zone as there is no underlying policy or zoning that would limit the maximum height. Staff feel this is not appropriate, given the previous recommendation through the 2006 application. A recommendation for the addition of an H36 is appropriate.

### Does the Development conform to the new London Plan?

The new London Plan recognizes that some previously designated High Density Residential areas, even where they are not within the targeted place, should be allowed to develop for high



density uses. Map 2 in the London Plan identifies these previously designated areas. The subject site is one of the areas identified on Map 2.

Lands located within the High Density Residential Overlay (from the 1989 Official Plan) can have a minimum height of 2 stories and a maximum height of 12 stories. The proposal to add a 36m height limit is consistent with the London Plan.

### **Issues raised through Public Circulation**

Through the circulation process, several residents were in opposition to the proposed change. The following is a summary of some of the main issues raised:

<u>Traffic</u> – Residents indicated that it is difficult to turn left from Edgevalley Road onto Highbury Avenue, and that the addition of apartment units will increase traffic. Residents wanted to know when a traffic light would get installed at Edgevalley and Highbury.

The Transportation Division has indicated that traffic volume is the typical trigger for signals, and is monitored on a regular basis by the Roadway Lighting & Traffic Control Division. At this time traffic volume does not warrant a traffic signal, although this will likely change once construction of Edgevalley Road east of Highbury Avenue occurs.

<u>Safety</u> – Residents indicated that an apartment building meant more people using the Thames Valley Parkway (TVP) and thus increasing foot traffic along the TVP, and the implications on existing residents and properties.

Aesthetics/Impact on area – The public indicated they did not feel an apartment "fit" within the context of the surrounding area. There were several questions raised about what the ultimate apartment building might look like. High Density residential uses at this location are a recognized use supported through the current Official Plan and the new London Plan. High rise uses located adjacent to a major transportation and transit corridor, and in close proximity to open space and pathway uses are supported through the policies of the Official Plan and help to create a diverse mixed use development. Issues such as placement and design will be addressed through the subsequent site plan.

Area Infrastructure – Residents felt that the existing roads and sidewalks were in poor shape and will not be equipped to handle the extra volume from new residential development. As part of this subdivision, major improvements are projected for the area infrastructure, including an upgraded Kilally Road with sidewalks. Sidewalks and road improvements will occur for Highbury Avenue directly adjacent to the subdivision. For the remainder of Highbury Avenue, the City's warranted sidewalk program may be used to complete the remaining sidewalk, the City will work with the developer to ensure sidewalks along Highbury are built and completed within the same timeframe as the subdivision.

<u>Location</u> – One resident questioned whether a highrise building can be located in close proximity to the London Airport. Firstly, the London Airport is over 5km away from the proposed high density uses. Height restrictions are in place for lands immediately surrounding the London Airport. If height was a restriction for lands within a 5 km radius of the airport then the federal government would typically enact special zoning to limit and restrict heights and development.

It should be noted that the many of the concerns raised by area residents deal with the appropriateness of the zone itself and not the issue of height.

# CONCLUSION

The recommended Zoning By-law amendment is consistent with the PPS, the Planning Act, the City's current Official Plan and the Kilally South Area Plan. The proposed change is also consistent with the new London Plan. The proposed zoning amendment is a technical amendment and is necessary to ensure the appropriate form and height of development. Future site plan approval will deal with issues related to site design and will limit any negative impacts to the adjacent low density residential neighbourhood.

Agenda Item #	Page #

PREPARED AND RECOMMENDED BY:	REVIEWED BY:
NANCY PASATO, MCIP, RPP SENIOR PLANNER, DEVELOPMENT PLANNING DEVELOPMENT SERVICES	ALLISTER MACLEAN MANAGER, DEVELOPMENT PLANNING DEVELOPMENT SERVICES
CONCURRED BY:	SUBMITTED BY:
TERRY GRAWEY, MCIP, RPP MANAGER, DEVELOPMENT SERVICES & PLANNING LIAISON	GEORGE KOTSIFAS, P.ENG. MANAGING DIRECTOR, DEVELOPMENT & COMPLIANCE SERVICES AND CHIEF BUILDING OFFICIAL

Agenda Item #	Page #
1	1 1

### **Bibliography**

# Reference Documents:

City of London. Official Plan, June 19, 1989, as amended. City of London. Zoning By-law No. Z.-1, May 21, 1991, as amended.

City of London. Kilally North Area Plan, March, 2003. Ministry of Municipal Affairs and Housing. Provincial Policy Statement, 2014.

Province of Ontario. The Planning Act. R.S.O 1990

<u>Correspondence:</u>
\*all located in City of London File No. Z-8618 unless otherwise stated.

<u>Reports submitted with Applications:</u>
\*all located in City of London File No. Z-8618 unless otherwise stated.

Agenda Item #	Page #

# Appendix "A" Zoning By-law Amendment

2016	Bill No.
By-law No. Z1-16	_
A by-law to amend By-la rezone an area of land loca	ited on a portion
of 1654 Highbury Avenue N	lorth

WHEREAS **The Corporation of the City of London** has applied to rezone an area of land located on a portion of 1654 Highbury Avenue North, as shown on the map <u>attached</u> to this by-law, as set out below;

AND WHEREAS this rezoning conforms to the Official Plan;

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

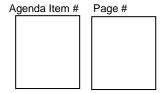
- 1. Schedule "A" to By-law No. Z.-1 is amended by changing the zoning applicable to lands located on a portion of 1654 Highbury Avenue North, as shown on the <u>attached</u> map comprising part of Key Map No. A103 **from** a Holding Residential R6/Residential R9 (h\*h-54\*h-100\*R6-5/R9-7) Zone, **to** a Holding Residential R6/Residential R9 (h\*h-54\*h-100\*R6-5/R9-7\*H36) Zone.
- 2. This By-law shall come into force and be deemed to come into force in accordance with subsection 34(21) of the *Planning Act, R.S.O. 1990, c. P.13*, either upon the date of the passage of this by-law or as otherwise provided by the said subsection.

PASSED in Open Council on September 13, 2016.

Matt Brown Mayor

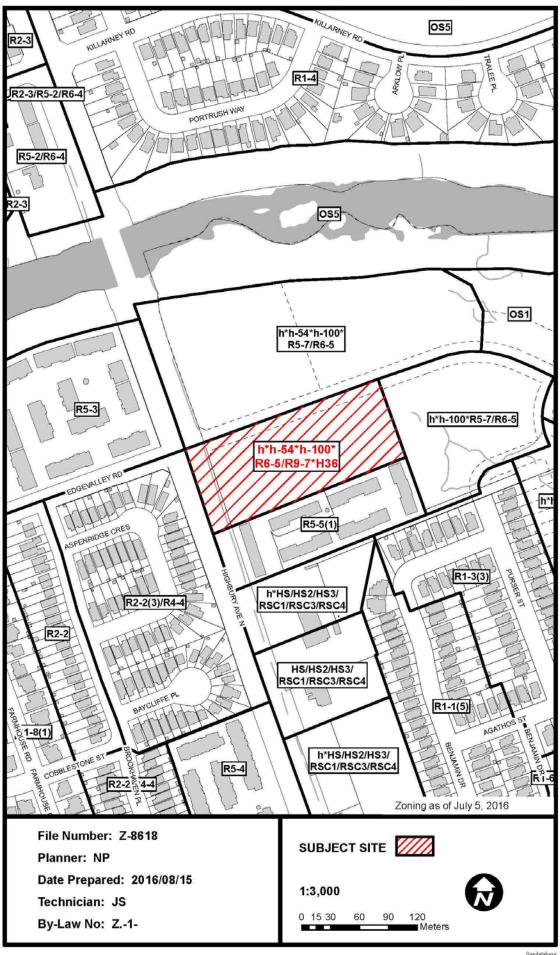
Catharine Saunders City Clerk

First Reading - September 13, 2016 Second Reading - September 13, 2016 Third Reading - September 13, 2016

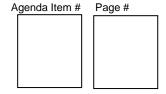


Z-8618 Nancy Pasato

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



eodatabase



# Appendix "B" Public Responses to Liaisons

### E-mail responses:

### Eleanor Bradley 62-99 Edgevalley Road

London, ON

In reference to the document I received regarding a proposed amendment to the zoning by-law affecting the property highlighted on the map enclosed with the amendment, I wish to state that I am strongly opposed to changing the status to a 12 storey building.

I moved to 99 Edgevalley Road in August of 1996 and since that time have watched the increasing traffic congestion accumulate on Highbury Avenue and also on Edgevalley Road. Approximately 15 years ago, the City promised to install traffic lights at the corner of Highbury Avenue and Edgevalley Road. We were even told we were on the short list. The wiring is in place but to date nothing has been done to alleviate the increasing flow of traffic at this intersection.

With the building of a 12 storey unit, the congestion of traffic trying to enter and leave the area will only cause more of a nightmare. Even at times when it is not rush hour traffic, the struggle to turn left on to Highbury Avenue from Edgevalley Road can be impossible. It is so bad that most people turn right and go down to the light at Kilally Road. With the advent of more cars and pedestrians, the nightmare will only increase.

Apart from this major issue, there are single family homes and condos in the immediate area and it would be a detriment to the look of the landscape should a large building be erected.

I earnestly wish you to reconsider not changing the zoning so the families who are well established in this community can continue to enjoy the uniqueness of our community. However, you do need to revisit the importance of installing a traffic light in the very near future to help our existing owners in navigating the nightmare traffic situation.

# Johanna and Richard Heard 6-99 Edgevalley Road

London, ON

I am responding to your letter regarding a possible amendment to the zoning by law To 1654 Highbury Ave. We live in a lovely condo Corp. directly across the street on Edgevalley road. I am a director on the condo board of the mostly retirement age condo owners. We are very upset about the suggested high rise apartment building. This is our retirement home.

Most of us have moved here for the quiet Thames valley path behind us.

We have concerns of safety on the path including the impact of so many more people walking and riding on it. Our biggest concerns are the noise issue and the traffic issue. We have no traffic light at the corner of Edgevalley and Highbury. There has been several serious accidents, two so loud we ran out of our property to help the victims.

Are we waiting for a fatality? It is almost impossible to turn left at rush hour and all other times. We all moved here with the understanding that there would be single homes across from us. There are 59 owners in our complex, you can be assured we will be at your meeting and will strongly state our protest!!

There is also another two condo groups across and close buy that also would be impacted. This is also a huge family home neighbourhood, no place for a busy apartment building.

Agenda Item #	Page #

### Chris Johnston 1871 Reilly Walk

I am writing to express my concerns about the application to build high density residential, which I understand could be high rise apartment(s), on the east side of Highbury Avenue North, and on the south side of the North Branch of the Thames River.

- The main roads and sidewalks in the area are not in good condition to handle a short term, large increase in population which will bring an increase in vehicle and pedestrian traffic.
- Killaly Road has no sidewalks and the road surface is in poor condition, and only has two lanes
- Clarke Road, between Oxford Street and Huron Street and Clarke Road, between Killaly Road and Fanshawe Park Road is in poor condition with only two lanes in the northern stretch
- o Fanshawe Park Road, between Clarke Road and Highbury Ave is in extremely poor condition with only two lanes
- There is no sidewalk on the east side of Highbury ave between the river and Killaly Road
- I am also concerned about the proximity of a high-rise being built in a location so close to the London International Airport. Over the past few years there has been several incidents in which at night with low cloud cover, a jetliner made an extremely low pass of the neighbourhood I live in (Cedar Hollow). As you know, the London International Airport was made aware of at least one of these events which happened last year and if I remember correctly, they said it was an incorrect approach for a landing by the pilot. I was woken up from sleep on another occurrence few years ago and was working in my garage late one night when this happened on another occurrence a few years ago. This past spring while driving on Fanshawe Road in a low cloud rain storm, I saw a large jetliner come down out of the clouds and then raise its noise and disappear back into the clouds. Perhaps the London International Airport has a log of these incidents and what the actual altitude was of these aircraft before pulling up and readjusting.

### Telephone:

### **Marjorie Nelson**

### 19-99 Edgevalley Road

London, ON

- Oppose the application
- Noise issues with additional residents
- Traffic is an issue already will be made worse by this development
- Apartment building doesn't fit in this neighbourhood

# Johanna Callow

### 11-99 Edgevalley Road

London, ON

- Oppose the application
- Should stay single detached residential
- When will development start?
- Too much traffic in the area
- Will there be a traffic light at Edgevalley Road and Highbury Avenue?

## Nora Logan

# 9-1625 Purser Street

London, ON

- Oppose application
- Traffic will worsen
- Noise impacts
- What will the development look like?