

то:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	APPLICATION BY: HILLSIDE CHURCH OF LONDON 138 THOMPSON ROAD PUBLIC PARTICIPATION MEETING ON DECEMBER 12, 2016

#### **RECOMMENDATION**

That, on the recommendation of the Managing Director, Planning and City Planner, with respect to the application of Hillside Church of London relating to the property located at 138 Thompson Road, the proposed by-law <u>attached</u> hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on January 17, 2017 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan, to change the zoning of the subject property **FROM** a Commercial Recreation (CR) Zone, **TO** a Light Industrial Special Provision (LI3(\_)) Zone.

## PREVIOUS REPORTS PERTINENT TO THIS MATTER

OZ-8219 - City-wide amendment to regulate non-industrial uses in the industrial areas.

#### PURPOSE AND EFFECT OF RECOMMENDED ACTION

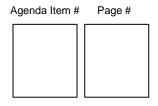
The purpose and effect is to permit a place of worship, restaurant (café), and day care centre through the adaptive reuse of the existing building.

#### **RATIONALE**

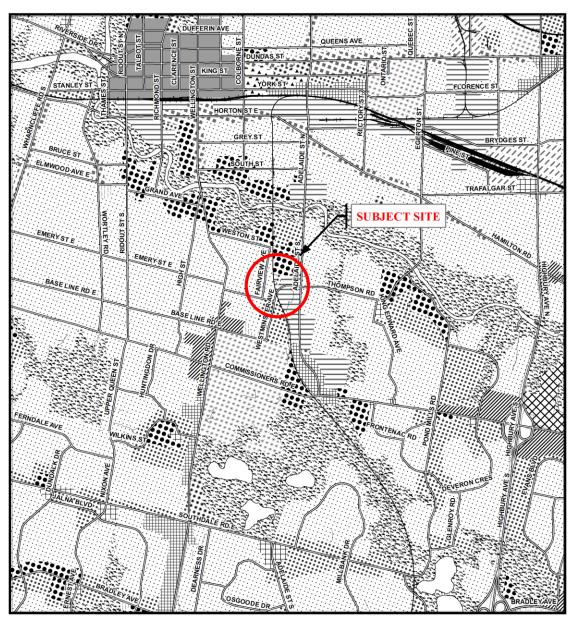
- 1. The recommended Zoning By-law amendment is consistent with the Provincial Policy Statement 2014;
- 2. The recommended amendment is consistent with the Light Industrial Policies including the non-industrial secondary land uses of the Official Plan;
- 3. The recommended zone allows for an appropriate development that is consistent with the character of the abutting neighbourhood;
- 4. The property is of sufficient size to support the use; and
- 5. The proposed place of worship and day care uses are generally consistent with the London Plan.

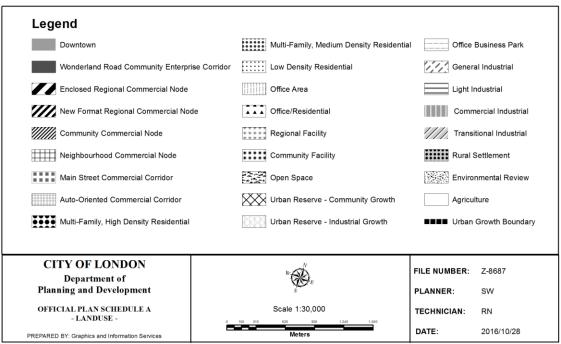
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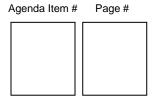


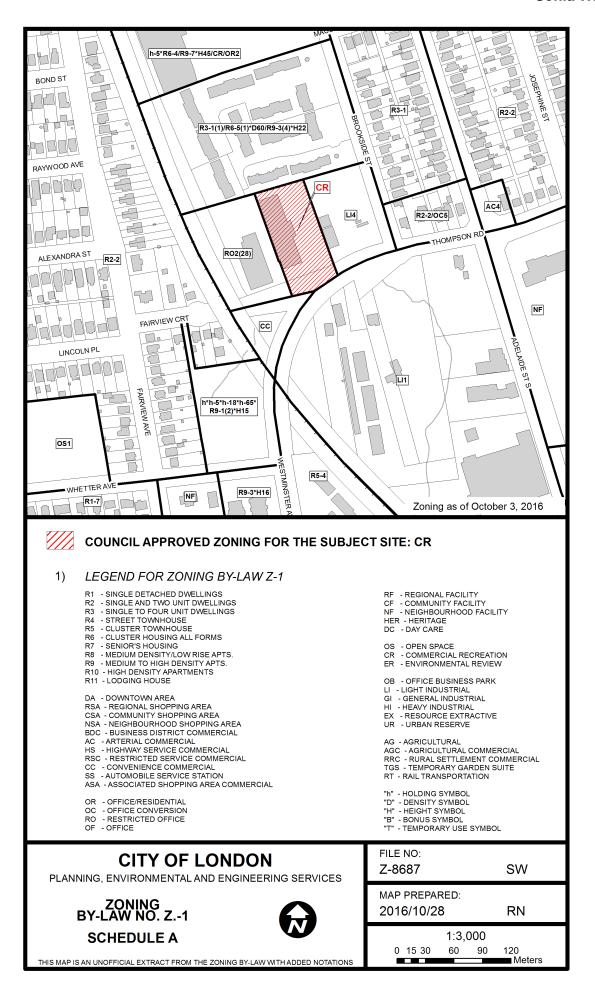
Z-8687 Sonia Wise

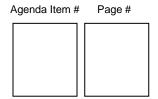




 $PROJECT\ LOCATION:\ e.\ b.\ w\_8x14\_with\_SWAP.mxd$ 







#### **BACKGROUND**

**Date Application Accepted**: September 9, 2016

Agent: a+LINK Architecture Inc.

**REQUESTED ACTION:** Request to change to Z.-1 Zoning by-law from a Commercial Recreation (CR) Zone to a Light Industrial Special Provision (LI3(\_)) Zone to permit a place of worship, café, and day care centre with special provisions to permit a reduction in required parking, a reduced rear yard setback, a reduced west interior side yard setback, and a reduced east parking setback.

#### **SITE CHARACTERISTICS:**

- Current Land Use Commercial Recreation
- **Frontage** 54.79m
- **Depth** 95m
- **Area** 5,177m<sup>2</sup>
- Shape Rectangular

## **SURROUNDING LAND USES:**

- North Residential
- South Light Industrial
- East Light Industrial/Commercial
- West Office

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

Light Industrial (LI)

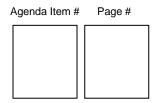
**EXISTING ZONING:** (refer to Zoning Map)

• Commercial Recreation (CR)

### PLANNING HISTORY

#### **OZ-8219**

A City-wide amendment to the Official Plan and Z.-1 Zoning By-law (OZ-8219) was undertaken to clarify and regulate how and where non-industrial uses within industrial areas can operate. The amendment limited the location of potentially sensitive land uses to arterial and primary collector roads and at locations at least 300m from General Industrial and Heavy Industrial Zones to prevent inherent conflict. The amendment also clarified the distinction between assembly halls and places of worship, the latter of which had previously been interpreted to be permitted in locations where an assembly hall was permitted.



#### SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

October 26, 2016: WADE - No Comment

October 25, 2016: UTRCA - No Objection

October 13, 2016: Canadian National Railway

Thank you for circulating CN on this notice. We note that sensitive land uses (e.g. place of worship, day care) are being proposed in proximity to a branch railway line.

CN recommends the applicant engage a consultant to undertake noise and vibration studies, and mitigate them appropriately, considering its proximity to the railway right-of-way\*.

Also, please note that in consideration of the sensitivity of this project, the applicant should advise future occupants of CN's standard clause. The standard clause should be included in all development agreements, offers to purchase, and agreements of Purchase and Sale or Lease of each dwelling unit within 300m of the railway right-of-way, to address various issues relating to the safety and well-being of future occupants, but also to protect the integrity of railway operations and lands:

"Warning: Canadian National Railway Company or its assigns or successors in interest has or have a rights-of-way within 300 meters from the land the subject hereof. There may be alterations to or expansions of the railway facilities on such rights-of-way in the future including the possibility that the railway or its assigns or successors as aforesaid may expand its operations, which expansion may affect the living environment of the residents in the vicinity, notwithstanding the inclusion of any noise and vibration attenuating measures in the design of the development and individual dwelling(s). CNR will not be responsible for any complaints or claims arising from use of such facilities and/or operations on, over or under the aforesaid rights-of-way."

Further, CN requires that its standard environmental easement be registered on title. The proponent can contact me directly to satisfy this condition.

\*NOTE: Pursuant to further discussions with CN rail on November 10, 2016, a Noise and Vibration Study is not a mandatory requirement for the proposed adaptive reuse.

#### October 12, 2016: Transportation Planning and Design

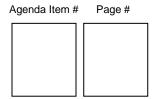
Road widening dedication of 13.0m from centre line

- Details concerning access design will be made during the site plan process
- If parking is proposed within the City ROW a commercial boulevard parking agreement is required (see below web link for details)

#### October 27, 2016: Development and Compliance Services - Engineering

SWED staff have no new or additional comments to those provided as part of the Site Plan Consultation SPC16-125.

WADE and Water Divisions had no comments or concerns.



## PUBLIC LIAISON:

On October 5, 2016, Notice of Application was sent to 134 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 6, 2016. A "Possible Land Use Change" sign was also posted on the site.

1 reply was received

**Nature of Liaison:** Possible change to Z.-1 Zoning by-law from a Commercial Recreation (CR) Zone which permits commercial recreation establishments, golf courses, private clubs, private outdoor recreation clubs, private parks, recreational buildings, and recreational golf courses, to a Light Industrial Special Provision (LI3(\_)) Zone which permits assembly halls, commercial recreation establishments, day care centres, private clubs, and private parks. Special provisions are requested to permit the additional uses of place of worship and café and allow a reduction in required parking. The proposal is for an adaptive reuse, and additional special provisions are requested to recognize the existing deficiencies associated with the existing building location including: a reduced rear yard setback, a reduced west interior side yard setback, and a reduced east parking setback.

**Response:** 1) support for proposal, building needs to be rejuvenated, 2) support for community garden and day care

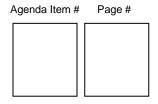
#### **ANALYSIS**

## Subject Site

The existing building was initially constructed circa 1961, and has consistently been used as a bowling alley, including the current business 'Bowlarama'. The north side of Thompson Road is comprised of a mix of light industrial, residential and commercial uses, with a restricted automotive use directly east, single detached dwellings further east towards Adelaide Street North and a medical/dental office to the west. There are residential townhouses further north of the site and single detached dwellings further west, across the Canadian National Railway line. To the south, there is a mix of light industrial (self-storage facility), and remnant residential uses.



Figure 1: Subject site – Google Streetview 2016



#### **Proposal**

The proposed amendment will facilitate an adaptive reuse of the existing building to accommodate a place of worship, day care centre and restaurant (café). A building addition of 42m² is proposed at the southeast corner of the building for an entrance, though the remainder of the exterior of the building will remain the same.

#### **Provincial Policy Statement**

The PPS encourages healthy, livable and safe communities which are sustained by accommodating an appropriate range and mix of residential, employment and institutional uses (including places of worship) to meet long-term needs (1.1.1 b) PPS). The proposed place of worship, day care and restaurant uses are appropriate for the site which positively integrate with the surrounding established community.

Economic development and competitiveness is further promoted by providing an appropriate mix, and range of employment and institutional uses to meet long-term needs, as well as incorporating compatible employment uses to support liveable and resilient communities ((1.3.1. a) & c) PPS). In addition to incorporating a new institutional use, there are neighbourhood-scale, local employment uses associated with the day care and restaurant.

The PPS encourages intensification and redevelopment where it can be accommodated, taking into account the existing building stock and the suitability of existing or planned infrastructure, as settlement areas are to be the focus for growth and development to ensure the long-term economic prosperity of communities (1.1.3 PPS). The site represents an appropriate redevelopment opportunity through adaptive re-use of the existing site within a built-up area in a transitional light industrial node.

Land use within settlement areas shall be based on densities which efficiently use land, resources, infrastructure and public service facilities which support active transportation (1.1.3.2.a) & 1.4.3.d) PPS). The site appropriately re-purposes an existing building with convenient pedestrian and transit access, and efficiently utilizes the existing infrastructure and public service facilities.

#### Official Plan

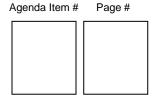
#### <u>Use</u>

The Light Industrial designation contemplates industries which have a limited impact on the surrounding environment, are frequently small in scale, and which can normally be located in close proximity to other land uses without significant conflicts if appropriate site planning techniques are utilized. One policy objective is to provide guidance for the development of older industrial areas which are located in proximity to residential neighbourhoods to meet appropriate operation, design and scale criteria.

#### Secondary Permitted Uses

Section 7.3.2 identifies certain non-industrial uses which may be permitted through a site specific zoning amendment in the Light Industrial designation, provided that they are complementary to, and supportive of, the surrounding industrial area. Uses such as private clubs, commercial recreation establishments, restaurants and day care centres are contemplated where they are located more than 300m from any lands zoned for General Industrial (GI) or Heavy Industrial (HI) uses, and front onto higher order roads.

The place of worship is not specifically identified in section 7.3.2; though the list is not exhaustive, and indicates the possible range and types of uses that may be considered. In accordance with section 19.1.1 iv) of the Official Plan, specific uses which are not listed in the Official Plan, but which are considered to be similar in nature to the listed uses and conform to the general intent



and objectives of the applicable land use designation may be recognized as permitted uses in the Zoning By-law. This is evident as per the list of secondary permitted uses in section 40.3 4) in the Light Industrial Zone which specifically lists place of worship as a secondary use, eligible for consideration.

The subject site has frontage on a primary collector road (Thompson Road) and there are no General Industrial or Heavy Industrial zoned areas within 300m. The existing use of the site is for a commercial recreation establishment which is an identified secondary permitted use within the Light Industrial Designation. Permitting the place of worship, day care and restaurant uses in this location will replace the existing secondary use with others, which is an appropriate use of the site and does not result in the loss of an existing light industry or source of industrial employment.

Additionally, along the north side of Thompson Road, the land uses are transitioning towards commercial and office uses, and away from more traditional light industrial uses. Directly east, there is an existing vehicle service and sales establishment which represents the only commercial/light industrial use on the north side of Thompson Road. Directly west, the lands recently received planning approval to allow the existing medical/dental, laboratory and pharmacy facility. The restaurant component of the proposal will enhance the existing commercial nature of street, and further contribute to an appropriate mix of uses in the area.

#### Sensitive Uses

The proposed place of worship and day care uses are considered to be sensitive land uses, and consideration is given to both the potential impacts on the sensitive uses from the surrounding land use context, as well as the impacts of establishing new sensitive uses in a light industrial area.

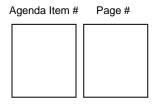
The light industrial designation on the south side of Thompson Road is not fully developed for such uses, with only one light industrial use existing (a self-storage facility), and the remainder of the lands as vacant or remnant residential uses. The existing commercial/light industrial uses in the area are minimal and of a nature that will not negatively impact or reduce the amenity of the proposed place of worship and day care. Furthermore, the development of any new or future industrial uses would be required to demonstrate compatibility with the nearby sensitive uses, such as the existing residential uses within the area. The adaptive reuse of the site introduces new uses for the property which are considered to be of a similar sensitive nature to the existing residential uses located nearby, which will not introduce any additional development constraints or land use conflicts than what already exists.

There is an existing Canadian National (CN) Railway located within 100m of the subject site which has the potential to affect sensitive land uses through noise and vibration. CN has identified that a noise and vibration study is the preferred method to address any impacts of the rail operation on the proposed use of the site; however has also acknowledged that the site is for an adaptive reuse of an existing building and mitigation opportunities would be more limited for this proposal than with a new build situation.

The applicant has instead provided an assessment of how the railway impacts can be managed and mitigated for the adaptive reuse of the site through such efforts as: the continued provision of an air conditioning system, locating sensitive rooms furthest away from the west part of the building, and constructing a noise wall for the outdoor play area. CN also requires a warning clause be registered on title through the development agreement, which the applicant is in agreement with. The combined measures identified are acceptable to CN and the City that the noise and vibration nuisance from the railway can be effectively managed for the use of the site.

#### Assessment of Site Condition

An Environmental Site Assessment was submitted to evaluate possible contamination of the lands. The assessment confirmed no known contamination of the site through previous land uses,



though the lands have been identified by the City's Solid Waste Division as being located near a former landfill (Brookside Street Landfill Site). The site is not on the City's Methane Gas Monitoring Program, though given its proximity, methane testing or monitoring may be required in the future.

#### **Intensity**

The adaptive reuse of the building includes a total existing gross floor area (GFA) of 1,698m<sup>2</sup>. There is an addition of 42m<sup>2</sup> proposed for a new entrance which increases the total GFA to 1,740m<sup>2</sup>. The day care is proposed to utilize 396m<sup>2</sup> at the rear of the building, and the restaurant (café) will utilize 160m<sup>2</sup> at the front of the building. The remaining area of 1,184m<sup>2</sup> will be available for the place of worship.

The restaurant portion of the site will operate as a bake shop, internet café, and job training area. The restaurant is proposed to function during and outside of the worship times, and will be available to the general public. Though the restaurant is operated by, and closely tied with, the place of worship, it is not considered to be an intrinsic component of the place of worship. As such, it is not considered accessory to the main use, and instead operates independently and will be recognized as a separate use, including requiring a separate parking provision.

#### Parking

The place of worship is based on a parking rate of 1 space per 4 seats, rather the than the gross floor area associated with the use. There are 300 seats proposed which equates to the need for 75 parking spaces. The day care use is identified as a component of the place of worship which shares the required parking for the place of worship and does not generate the need for additional spaces.

The parking for a café is based on the restaurant rate at 1/10m². There is 160m² of gross floor area (GFA) proposed for the restaurant, with an additional patio space of 20 seats or 50m². For the purpose of parking, the patio GFA and interior GFA are added together, which equates to 210m² or 21 parking spaces.

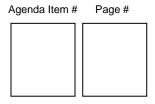
The total parking demand for the place of worship (75) and restaurant (21) equals 96 spaces, and a total of 70 spaces are existing. The proposal is also seeking to utilize the bicycle parking incentive through the provision of an additional 5 bicycle spaces than what is currently required, which results in the reduction of one required vehicle parking space, to equal a total of 95 required parking spaces, and an overall deficiency of 15 spaces.

The current use of the building as a Commercial Recreation Establishment requires 85 spaces for the GFA of 1,698m² at the rate of 1/20m². In accordance with section 4.10 8) of the Z.-1 Zoning By-law, where a building has insufficient parking spaces on the date of the passing, the by-law shall not require that the deficiency be made up prior to the change of use, though any *additional* parking spaces required for such a change are to be provided. Recognizing that the use has an existing deficiency of 15 parking spaces, the proposal would require an additional 10 spaces of the 25 required. The parking reduction is reasonable given the likely overlapping of services on site and central, walkable location of the property and transit availability.

There are 10 boulevard parking spaces proposed which are not located on-site and do not count towards meeting the required spaces. The boulevard parking spaces are not currently recognized through a boulevard parking agreement and one will be required in order to allow parking on the public lands, which will be considered further at the time of site plan approval.

#### Transportation

The site has existing vehicular access from Thompson Road which leads to an off-street parking area to the east of the building. The site is located on the LTC bus route #1 – Kipps Lane/Thompson Road with stops directly in front of the site in both eastbound and westbound



directions. There is an additional route, #16 – Adelaide Street, which is located within 200m of the site along Adelaide Street North. The site is well serviced by transit, and the proposed uses are expected to take advantage of and support the local network.

There are sidewalks along both the north and south side of Thompson Road for pedestrians, and an at-grade railway crossing for pedestrian access to Fairview Court which provides local pedestrian permeability. The site is well supported by various transportation modes and provides mobility options to patrons.

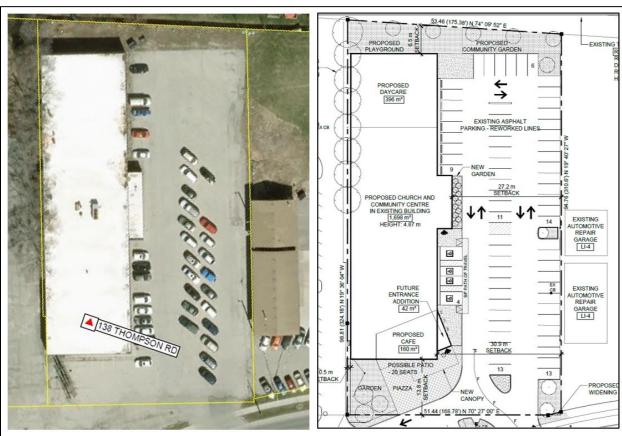


Figure 2: Existing and Proposed Site.

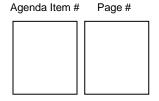
#### **Form**

The existing building is one storey tall with a height of 4.87m, and is generally rectangular in shape. With the exception of the new entrance addition of  $42m^2$ , the existing built form of the site is not proposed to change, and as such, the existing building location and general extent of the paved portion will be maintained. There are existing deficiencies associated with the location of the building in relation to the property boundaries for the west and rear setbacks which are intended to be recognized as special provisions.

The open space at the rear lot boundary is proposed to accommodate community garden plots, and playground for the day care which will provide enhancements to the existing grassed area. Existing trees along the west property boundary will not be disturbed and the minimum required landscaped open space of 10% is met and exceeded with the provision of 23.3% open space. Additional site improvements such as the provision of landscaping, patio/plaza space in the front yard, the inclusion of landscape islands and the formalizing of the vehicular access will be further addressed at the time of site plan approval.

## **Zoning By-law**

A place of worship may be considered in the Light Industrial (LI) Zone as per the range of secondary uses in section 40.3.4, subject to location criteria and review through a Zoning By-law



amendment. The site is appropriately located on a primary collector road, and not closer than 300m from General or Heavy Industrial uses. The Light Industrial Special Provision (LI3(\_)) Zone is proposed to permit the place of worship and restaurant uses, as well as to recognize the existing rear and west side yard deficiencies.

A parking reduction is also proposed for the site to reflect the provision of 70 spaces though a special provision to allow a parking rate of 1 space per  $35m^2$  for the place of worship use. Modifying the parking rate for the place of worship will serve to accommodate all proposed uses on site, and provide some flexibility based on the building floor space.

#### **London Plan**

The London Plan proposes a change in direction for the properties along the north side of Thompson Road, including the subject site, from industrial to residential. The London Plan place type proposed is 'Neighbourhood' with frontage on a Neighbourhood Connector. The permitted uses in such a location range from single detached, semi-detached, townhouse and duplex dwellings to triplexes and small-scale community facilities.

The proposed place of worship and accessory day care are consistent with the small-scale community facility uses contemplated, though the restaurant use would be directed to the intersection of a neighbourhood connector and civic boulevard or urban thoroughfare within the Neighbourhood Place Type which permits small retail, service and office uses.

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CONCLUSION	
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The recommended amendment allows for an appropriate redevelopment of an existing site within a settlement area through the adaptive reuse of the existing building. The place of worship, restaurant and accessory day care uses will contribute to the commercial character along Thompson Road and provide for a local scale mix of uses. The proposal revitalizes an existing transitional site consistent with the intended future direction for the area, and is an appropriate intervening land use to the nearby residential neighbourhood.

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

November 11, 2016

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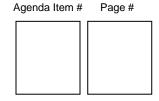
## Responses to Public Liaison Letter and Publication in "The Londoner"

Telephone	Written
	Irma Meteluch 69-101 Brookside Street, London ON N5Z 5C9

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## Insert written responses received

п	
	From: bada north side [mailto:
	Sent: Monday, October 17, 2016 8:53 PM
	To: Wise, Sonia <swise@london.ca></swise@london.ca>
	Subject: Hillside Church Application
	Hi Sonia,
	I received a copy of the application to amend the zoning by-law at 138 Thompson Rd.
	I think it would be a great idea! we often discuss that the building desperately needs to be 'rejuvenated' and having a community center with so many services available (I love the idea of the community garden and day care specially) to the neighborhood. I think that it would improve the overall look and value of our homes and neighborhood.  Also, for the people that are religious, I am sure it will make them happy to have a place to gather.
	In my opinion, this project should totally be approved!
	Thank you and have a great day,
	Irma Meteluch 69-101 Brookside St.



# Bibliography of Information and Materials Z-8687

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

City of London Zoning By-law Application Form, completed by Stephen Mawdsley, September 9, 2016

#### **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.

Kirkness Consulting Inc. Planning Justification Report, September 2016.

AMEC. Phase I & II Environmental Site Assessment Bowl-a-rama Facility 138 Thompson Road London, Ontario, February 2007.

## Correspondence: (all located in City of London File No. Z-8687 unless otherwise stated)

#### City of London -

Helm, E., City of London Solid Waste Management. Emails to S. Wise. November 8-11, 2016.

Santos, V., City of London Development Services. Emails to S. Wise. September 29, 2016 – October 25, 2016.

O'Hagen, B., City of London Urban Design. Emails to S. Wise. November 1, 2016 – November 9, 2016.

Giesen, A., City of London Transportation Planning and Design. Email to S. Wise. October 12, 2016.

Moore, B., City of London – Wastewater and Drainage Engineering. Email to S. Wise. October 26, 2016.

Lambert, B. City of London – Development and Compliance Services – Engineering. Memo to S. Wise. October 27, 2016.

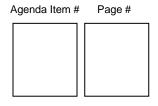
## **Departments and Agencies -**

Creighton C., UTRCA. Memo to S. Wise. October 25, 2016.

El Dabee, N., Canadian National Railway. Various e-mails to S. Wise October 13, 2016 – November 10, 2016.

#### Other:

Site visit October 3, 2016 and photographs of the same date.



#### Appendix "A"

Bill No. (number to be inserted by Clerk's Office) 2017

By-law No. Z.-1-17\_\_\_\_\_

A by-law to amend By-law No. Z.-1 to rezone an area of land located at 138 Thompson Road.

WHEREAS the Hillside Church of London has applied to rezone an area of land located at 138 Thompson 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 138 Thompson Road, as shown on the attached map comprising part of Key Map No. A107, from a Commercial Recreation (CR) Zone to a Light Industrial Special Provision (LI3(\_)) Zone.
- 2) Section Number 40 of the Light Industrial (LI3) Zone is amended by adding the following Special Provision:

LI3() 138 Thompson Road

- a) Additional Permitted Uses
  - i) Restaurant
  - ii) Place of Worship
- b) Regulations
  - i) Parking Rate for Place 1 per 35m² of Worship Use (minimum)
  - ii) Rear Yard Setback 6.5m (minimum)
  - iii) West Yard Setback 0.5m (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.

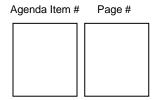
PASSED in Open Council on January 17, 2017.

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Matt Brown Mayor

Catharine Saunders City Clerk

First Reading - January 17, 2017 Second Reading - January 17, 2017 Third Reading - January 17, 2017



Z-8687 Sonia Wise

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

