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**File: Z-8021/Z-8022  
Planner: Alanna Riley**

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| <b>TO:</b>      | <b>CHAIR AND MEMBERS<br/>PLANNING &amp; ENVIRONMENT COMMITTEE</b>  |
| <b>FROM:</b>    | <b>JOHN M. FLEMING<br/>DIRECTOR, LAND USE PLANNING AND CITY PLANNER</b>  |
| <b>SUBJECT:</b> | <b>APPLICATIONS BY: CITY OF LONDON/115287 ONTARIO LIMITED<br/>779 AND 781 RICHMOND STREET/783 RICHMOND STREET<br/>PUBLIC PARTICIPATION MEETING ON<br/>MAY 28, 2012</b> |

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| <b>RECOMMENDATION</b> |
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That, on the recommendation of the Director, Land Use Planning and City Planner, the following actions be taken with respect to the applications relating to the properties located at 779, 781 and 783 Richmond Street:

- (a) the requests to amend Schedule 'B' Parking Standard Zoning By-law No. Z.-1 to change 779, 781 and 783 Richmond Street **FROM** Parking Standard Area 2 **TO** Parking Standard Area One, **BE REFUSED** for the following reasons:
  - i) On-street parking has been identified as an issue in the neighbourhood for a long period of time, within the St. George/Grosvenor Area Study.
  - ii) The proposal to reduce parking standards for all three properties is inconsistent with the Official Plan which recognizes that parking should be adequate for the land uses they support.
  - iii) The proposal to reduce the parking standard for all three properties is inconsistent with the St. George/Grosvenor policies in the Official Plan.
  - iv) There is inadequate on-street parking to accommodate office and commercial uses, permitted under the existing zoning, without additional off-street parking for all three properties.
  
- (b) the proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on June 12, 2012 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan, to change the zoning of 783 Richmond Street **FROM** a Residential R3/Residential R9/Office Residential/Office Conversion/Restricted Office (R3-1/R9-7.H15/OR2/OC6/RO2) Zone **TO** a Residential R3/Residential R9/Office Residential Special Provision/Office Conversion Special Provision/Restricted Office Special Provision (R3-1( )/R9-7.H15( )/OR2( )/OC6( )/RO2( )) Zone to allow for commercial and office uses with a parking requirement "as existing."

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| <b>PREVIOUS REPORTS PERTINENT TO THIS MATTER</b> |
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None

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| <b>PURPOSE AND EFFECT OF RECOMMENDED ACTION</b> |
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The purpose and effect of the proposed recommendation is to add a site specific special provision zone to 783 Richmond Street to allow for commercial and office uses with a parking requirement of "as existing."

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**RATIONALE**

1. Sydenham Street has some available capacity to accommodate additional parking requirements that may come with a more intense commercial or office use at 783 Richmond Street currently permitted under the existing zoning for the site.
2. 783 Richmond Street is located in close proximity to the Richmond and Oxford Street intersection which is one of the busiest intersections with high transit service of approximately 49 buses running through the intersection each day. Oxford Street is also a recommended location for the future Bus Rapid Transit, within close proximity to downtown.
3. While a lower parking standard's appropriate for 783 Richmond Street, it is not appropriate to amend Schedule 'B' to 779, 781 and 783 Richmond Street to Parking Standard Area 1 as there is inadequate on-street parking to accommodate office and commercial uses permitted under the existing zoning without no additional on-site parking for all three properties.

**BACKGROUND**

In September 2007, Municipal Council adopted Official Plan policies outlining the requirements of a "Complete Application". The intent of this policy is to enable the Municipality to require that all of the reports and studies deemed necessary to process an application be submitted at the outset of the Planning review process, thereby preventing applications from being submitted in a piecemeal fashion and, enabling Council and its delegated approval authorities to make informed decisions within the prescribed period of time. In doing so, it also ensures that members of the public and other stakeholders have access to all the relevant information early in the planning process so that they may be as fully informed as possible on what land use changes can be expected if a planning application is successful.

19.16  
Complete  
Application

*The Planning Act permits a Council or a delegated approval authority to require that a person, public body or applicant who apply, submit or make requests or applications for consents, amendments to the Official Plan, amendments to the Zoning By-law, and approval of plans of subdivision, provide any "other information or material" that Council or the approval authority considers it may need to provide a basis for sound land use planning decisions in addition to the requirements of the policies of the Official Plan and the Provincial Policy Statement.*

19.16.1  
Complete Application  
Provisions

*In order to ensure that all the relevant and required information pertaining to a planning application is available at the time of submission of the application to enable Council and its delegated approval authorities to make informed decisions within the prescribed period of time and to ensure that the public and other stakeholders have access to the relevant information earlier in the planning process, any or all the following provisions may be requested from applicants who apply, submit or make requests or applications for consents, amendments to the Official Plan, amendments to the Zoning By-law, and approvals of plans of subdivision, including condominiums.*

*In all instances the number and the scope of studies to be required for the submission of a complete application should be appropriate and in keeping with the scope and complexity of the application. For applications that may be considered simple or minor in nature, little, if any, additional information may be required. (OPA 430/November 5, 2007)*

19.16.2  
Reports and Studies

*Council and its delegated approval authorities may require reports and studies as part of a comprehensive planning application package referred to as a complete application. The reports and studies are*

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*intended to provide additional information pertaining to a subject site and the areas adjacent to it to assist Council and its delegated approval authorities to evaluate an application.*

*Council and its delegated approval authorities may require that a person requesting an amendment to the Official Plan, applying for an amendment to the Zoning By-law, applying for approval of a plan subdivision, or makes an application for a consent to sever, provide any other information or material that Council or its delegated approval authorities consider they may need. Therefore, these broad categories of reports and studies are not intended to preclude Council and its delegated approval authorities from requiring additional reports and studies that may be identified during the planning process if circumstances necessitate the need for such information as part of the decision making process.*

**19.16.5  
Application Information  
Requirements**

*In addition to the prescribed information required by the Planning Act, and the other information outlined in Section 19.6. of this Plan, additional information and materials may be required by the City to assist in understanding, evaluating and making recommendations on the application, and to ensure that sufficient information in an appropriate format can be made available to the commenting agencies and the public, and to the Council and its delegated approval authorities. Detailed information requirements will be as set out in the relevant application forms.*

Pre-application Consultation

In May 2008, Municipal Council adopted “A by-law to require an applicant to consult with the municipality prior to making an application under the *Planning Act*”. This by-law was a companion to the “Complete Application” policies described above. This pre-application consultation process provides an opportunity for Staff and the applicant to discuss what specific reports and studies are to be submitted as part of the “Complete Application”.

Municipal Staff met with the properties agent, Alan Patton, as part of the required pre-application consultation process for 783 Richmond Street. Mr. Patton was advised staff required a parking study to be submitted as part of a complete application. Given the fact that there is very little off-street parking, the building covers the majority of the property, two parking spaces are provided on the Sydenham Street boulevard, and visitor parking would be required to park curbside on Sydenham Street, a narrow street. The information delivered through study is a reasonable requirement part of a complete application as per the City of London’s Consultation By-law.

On January 31, 2012, Municipal Council resolved that the Civic Administration be advised that it is the Planning and Environment Committee’s view that there is no need for a parking study to be undertaken in order for the application of 1152587 Ontario Limited, relating to the property located at 783 Richmond Street to be deemed complete; it being noted that the PEC reviewed and received a communication dated December 20, 2011, from A. Patton, Patton, Cormier & Associates, with respect to this matter.

As a result of this advice, planning staff accepted an application for 783 Richmond Street from 1152587 Ontario Limited. Planning and transportation retained the services of a qualified consultant to prepare a parking study for 779, 781 and 783 Richmond Street.

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| <b>Date Application Accepted:</b> February 8, 2012  | <b>Agent:</b> Alan Patton |
| <p><b>REQUESTED ACTION:</b> The purpose and effect of the proposed amendments are to zone the lands to be included in Parking Standard 1.</p> <p>Possible amendment to the Zoning By-law Z.-1 from Parking Standard 2 to Parking Standard 1. The City of London has been divided into Parking Standard Areas. The limit and location of Parking Standard Areas 1 and 2 are as shown on Schedule "B" to the Zoning By-Law. All remaining lands are within Parking Standard Area 3.</p> |                           |

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| <p><b>SITE CHARACTERISTICS:</b></p> <ul style="list-style-type: none"> <li>• <b>Current Land Use</b> – 779 Richmond Street - Residential, 781 Richmond Street – London Music Conservatory and offices, 783 Richmond Street – Vacant(former law office)</li> <li>• <b>Frontage</b> - 779 Richmond Street – 8.2 metres, 781 Richmond Street – 15.2 metres, 783 Richmond Street – 15.2 metres</li> <li>• <b>Depth</b> - 779 Richmond Street – 45.7 metres, 781 Richmond Street – N/A, 783 Richmond Street – 33.5 metres</li> <li>• <b>Area</b> - 779 Richmond Street – 376.2 m2, 781 Richmond Street – 890.2 m2, 783 Richmond Street – 510.9 m2</li> <li>• <b>Shape</b> – 779 and 783 - rectangular, 781 - irregular</li> </ul> |
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| <p><b>SURROUNDING LAND USES:</b></p> <ul style="list-style-type: none"> <li>• <b>North</b> - Residential</li> <li>• <b>South</b> - Commercial</li> <li>• <b>East</b> - Commercial</li> <li>• <b>West</b> - Residential</li> </ul> |
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| <p><b>OFFICIAL PLAN DESIGNATION:</b> (refer to Official Plan Map)</p> <ul style="list-style-type: none"> <li>• Multi Family High Density Residential</li> </ul>   |
| <p><b>EXISTING ZONING:</b> (refer to Zoning Map)</p> <ul style="list-style-type: none"> <li>• ResidentialR3/Residential R9/Office Residential/Office Conversion/Restricted Office (R3-1/R9- 7.H15/OR2/OC6/RO2)</li> </ul> |

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| <b>PLANNING HISTORY</b> |
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The 1991 Official Plan designated the subject lands Multi-Family, High Density Residential. The property located at 779 Richmond was zoned General Business under Zoning By-law CP 952-41 prior to July 1, 1993. The properties located at 781 and 783 were zoned Local Business under Zoning By-law CP 952-41 prior to July 1, 1993. Under Zoning By-law No. Z-1 which came into effect in July 1993, these sites were zoned ResidentialR3/Residential R9/Office Residential/Office Conversion/Restricted Office (R3-1/R9- 7.H15/OR2/OC6/RO2).

The Secretary of the Committee of Adjustment circulated notice of application on November 27, 2009 for permission to:

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- *include a retail store with existing residential and office with a lot area of 510 m<sup>2</sup> (5489 sq*
- *a lot frontage of 15.2 m (49.8') whereas 20.0 m (65.6') is required;*
- *a front yard setback of 1.9 m (6.2') whereas 8.0 m (26.2') is required;*
- *a rear yard setback of 3.7 m (12.17' whereas 7.0 (22.9') is required;*
- *a south interior side yard setback of 1.7 m (5.5') whereas 4.5 m (14.7') is required;*
- *an exterior side yard setback of 1.2 m (3.9') whereas 6.0 m (19.6') is required;*
- *and no parking spaces whereas 10 are required.*

City Planning Staff requested that the variance be amended to state: *Request permission to allow for a retail store whereas retail uses are not a permitted use in the zone variation with a lot area of 510 m<sup>2</sup> whereas 800 m<sup>2</sup> is required; a lot frontage of 15.2 m whereas 20.0 m is required; a front yard setback of 1.9 m whereas 8.0 m is required; a rear yard setback of 3.7 m whereas 7.0 m is required; a south interior side yard setback of 1.7 m whereas 4.5 m is required; an exterior side yard setback of 1.2 m whereas 6.0 m is required; and no parking spaces whereas 10 are required.*

On December 14, 2009, the City of London Committee of Adjustment amended the requested variance to:

*Request permission to include retail sales of perfume, health and beauty products and fashion accessories with residential and office with a lot area of 510 m<sup>2</sup> (5489 sq ft) whereas 800 m<sup>2</sup> (8611sq ft) is required; a lot frontage of 15.2 m whereas 20.0 m is required; a front yard setback of 1.9 m whereas 8.0 m is required; a rear yard setback of 3.7 m whereas 7.0 m is required; a south interior side yard setback of 1.7 m whereas 4.5 m is required; an exterior side yard setback of 1.2 m whereas 6.0 m is required; and no parking spaces whereas 10 are required.*

The Committee subsequently refused the minor variance application by 1152587 Ontario Limited and in its signed decision stated:

1. *The requested minor variance does not meet the general intent and purpose of the Zoning By-law;*
2. *The requested minor variance does not meet the general intent and purpose of the Official Plan;*
3. *The requested minor variance is not minor in nature;*
4. *The requested minor variance is not desirable for the appropriate developments or use of the land, building or structure.*

The Planning and Development Department submitted comments to the Committee of Adjustment on December 14, 2009. It was Planning Staff's position that the applicant was requesting to add a retail use which is not a permitted use in the existing Zoning through the minor variance process. The requested relief was ultimately refused by the Committee of Adjustment as the requested minor variances did not meet the intent of the Zoning By-law and the Official Plan, were not minor in nature and were not considered desirable for the appropriate development of the lands.

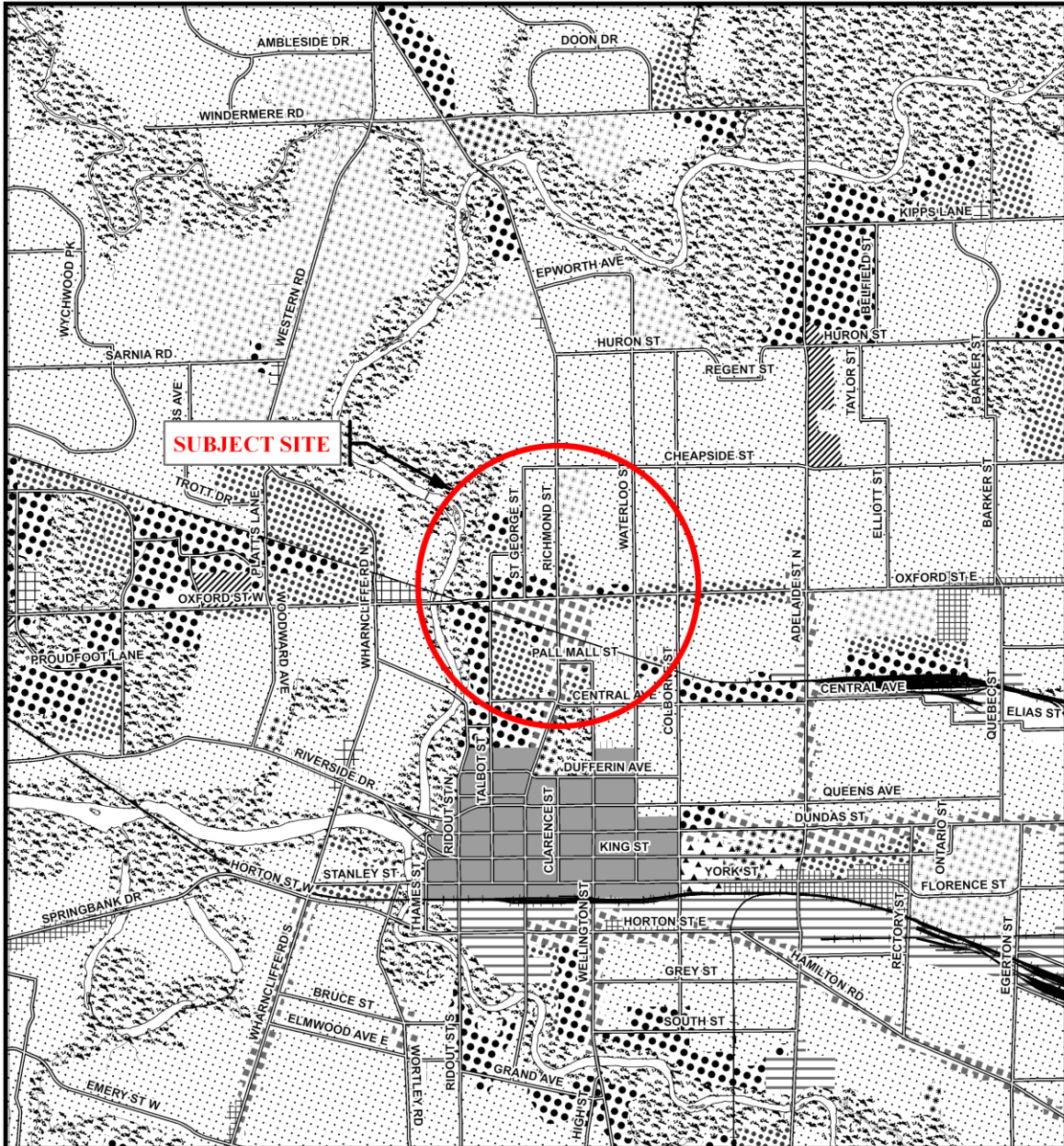
The applicant appealed the refusal of the minor variance.

The Ontario Municipal Board hearing was held on March 31, 2010. The Board dismissed the appeal of the minor variance stating that the retail store is not identified as a permitted use under the OR2 zone and the request to include a retail use ignores subsection 3.12 of Zoning By-law Z.-1 and therefore does not meet the intent of the Zoning By-law. The Board member further found that the proposed variance did not conform to the City of London Official Plan which contemplates the protection of residential uses within the St. George/Grosvenor Neighbourhood. It was also deemed not to be minor in nature or desirable. It should be noted that this application also included a request for reduced parking.



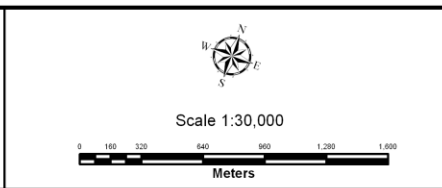
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| Legend |  |
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|        | Downtown Area                            |
|        | Enclosed Regional Commercial Node        |
|        | New Format Regional Commercial Node      |
|        | Community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

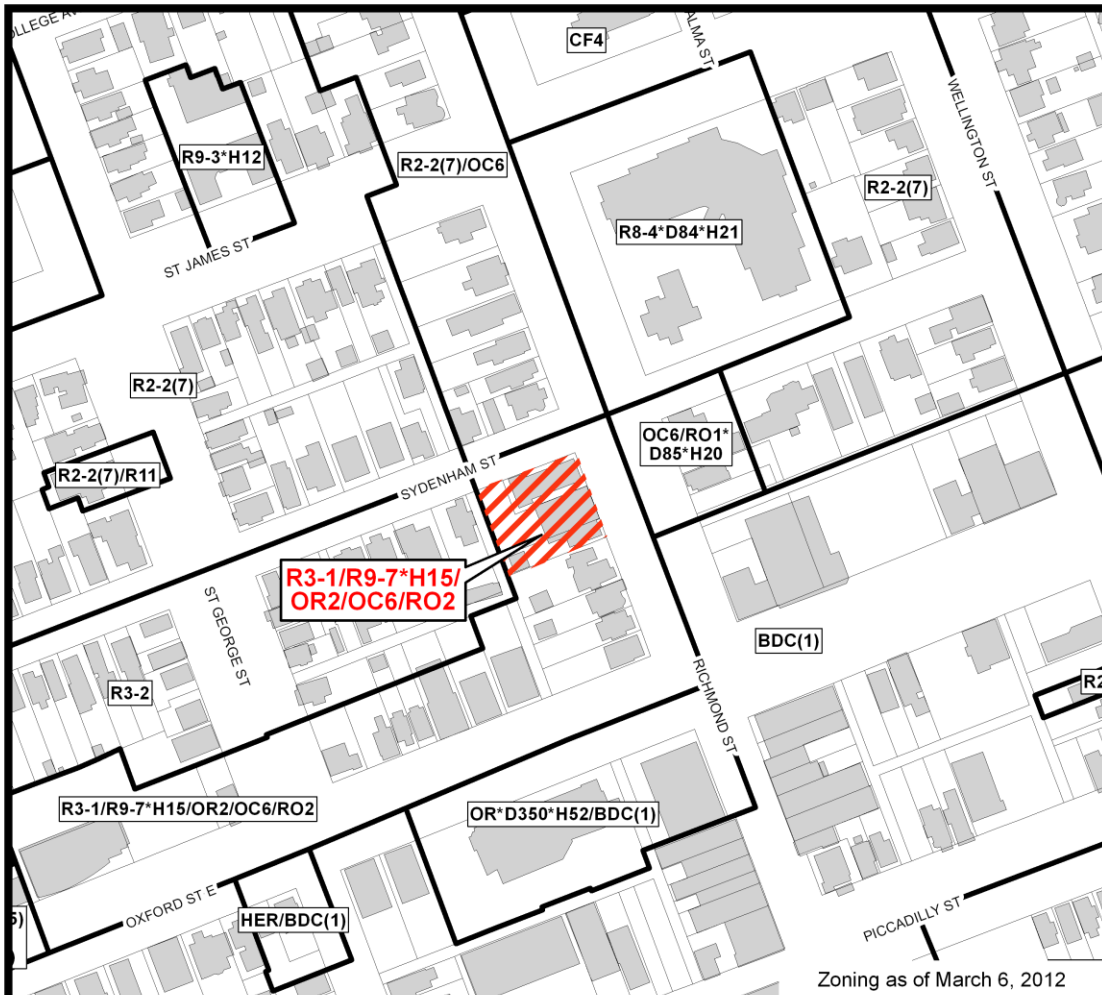
**CITY OF LONDON**  
 Department of  
**Planning and Development**  
 OFFICIAL PLAN SCHEDULE A  
 - LANDUSE -  
 PREPARED BY: Graphics and Information Services



FILE NUMBER: Z-8021/Z-8022  
 PLANNER: AR  
 TECHNICIAN: CK  
 DATE: 2012/05/15

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**COUNCIL APPROVED ZONING FOR THE SUBJECT SITE:**

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

- R1 - SINGLE DETACHED DWELLINGS
- R2 - SINGLE AND TWO UNIT DWELLINGS
- R3 - SINGLE TO FOUR UNIT DWELLINGS
- R4 - STREET TOWNHOUSE
- R5 - CLUSTER TOWNHOUSE
- R6 - CLUSTER HOUSING ALL FORMS
- R7 - SENIOR'S HOUSING
- R8 - MEDIUM DENSITY/LOW RISE APTS.
- R9 - MEDIUM TO HIGH DENSITY APTS.
- R10 - HIGH DENSITY APARTMENTS
- R11 - LODGING HOUSE
  
- DA - DOWNTOWN AREA
- RSA - REGIONAL SHOPPING AREA
- CSA - COMMUNITY SHOPPING AREA
- NSA - NEIGHBOURHOOD SHOPPING AREA
- BDC - BUSINESS DISTRICT COMMERCIAL
- AC - ARTERIAL COMMERCIAL
- HS - HIGHWAY SERVICE COMMERCIAL
- RSC - RESTRICTED SERVICE COMMERCIAL
- CC - CONVENIENCE COMMERCIAL
- SS - AUTOMOBILE SERVICE STATION
- ASA - ASSOCIATED SHOPPING AREA COMMERCIAL

- OR - OFFICE/RESIDENTIAL
- OC - OFFICE CONVERSION
- RO - RESTRICTED OFFICE
- OF - OFFICE
  
- RF - REGIONAL FACILITY
- CF - COMMUNITY FACILITY
- NF - NEIGHBOURHOOD FACILITY
- HER - HERITAGE
- DC - DAY CARE
  
- OS - OPEN SPACE
- CR - COMMERCIAL RECREATION
- ER - ENVIRONMENTAL REVIEW
  
- OB - OFFICE BUSINESS PARK
- LI - LIGHT INDUSTRIAL
- GI - GENERAL INDUSTRIAL
- HI - HEAVY INDUSTRIAL
- EX - RESOURCE EXTRACTIVE
- UR - URBAN RESERVE
  
- AG - AGRICULTURAL
- AGC - AGRICULTURAL COMMERCIAL
- RRC - RURAL SETTLEMENT COMMERCIAL
- TGS - TEMPORARY GARDEN SUITE
- RT - RAIL TRANSPORTATION

2) ANNEXED AREA APEALED AREAS

- "h" - HOLDING SYMBOL
- "D" - DENSITY SYMBOL
- "H" - HEIGHT SYMBOL
- "B" - BONUS SYMBOL
- "T" - TEMPORARY USE SYMBOL

**CITY OF LONDON**  
PLANNING, ENVIRONMENTAL AND ENGINEERING SERVICES

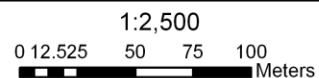
**ZONING  
BY-LAW NO. Z.-1  
SCHEDULE A**



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

FILE NO:  
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MAP PREPARED:  
2012/05/15 CK





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**SIGNIFICANT DEPARTMENT/AGENCY COMMENTS**

None

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| <b>PUBLIC LIAISON:</b>   | On February 22, 2012, Notice of Application was sent to 131 property owners in the surrounding area. Notice of Application was also published in the "Living in the City" section of the London Free Press. A "Possible Land Use Change" sign was also posted on the site. | 5 replies were received |
| <b>Nature of Liaison:</b> The purpose and effect of the proposed amendments are to zone the lands Parking Standard 1. Possible amendment to the Zoning By-law Z.-1 from Parking Standard 2 to Parking Standard 1. The City of London has been divided into Parking Standard Areas. The limit and location of Parking Standard Areas 1 and 2 are as shown on Schedule "B" to the Zoning By-Law. All remaining lands are within Parking Standard Area 3. |  |                         |
| <b>Responses:</b> Inquiries, Support   |  |                         |

**ANALYSIS**

**Subject Properties**

The subject properties are located on the southwest corner of Richmond Street and Sydenham Street. The property at 783 Richmond Street is the former Faith Tabernacle of London Church which was converted to law offices and is now currently vacant. The applicant indicates the building was constructed approximately around the 1930's as a church. It is listed as a priority 2 on the city of London's Heritage Inventory. The London Music Conservatory and offices are located at 781 Richmond Street, and two residential units at 779 Richmond Street.

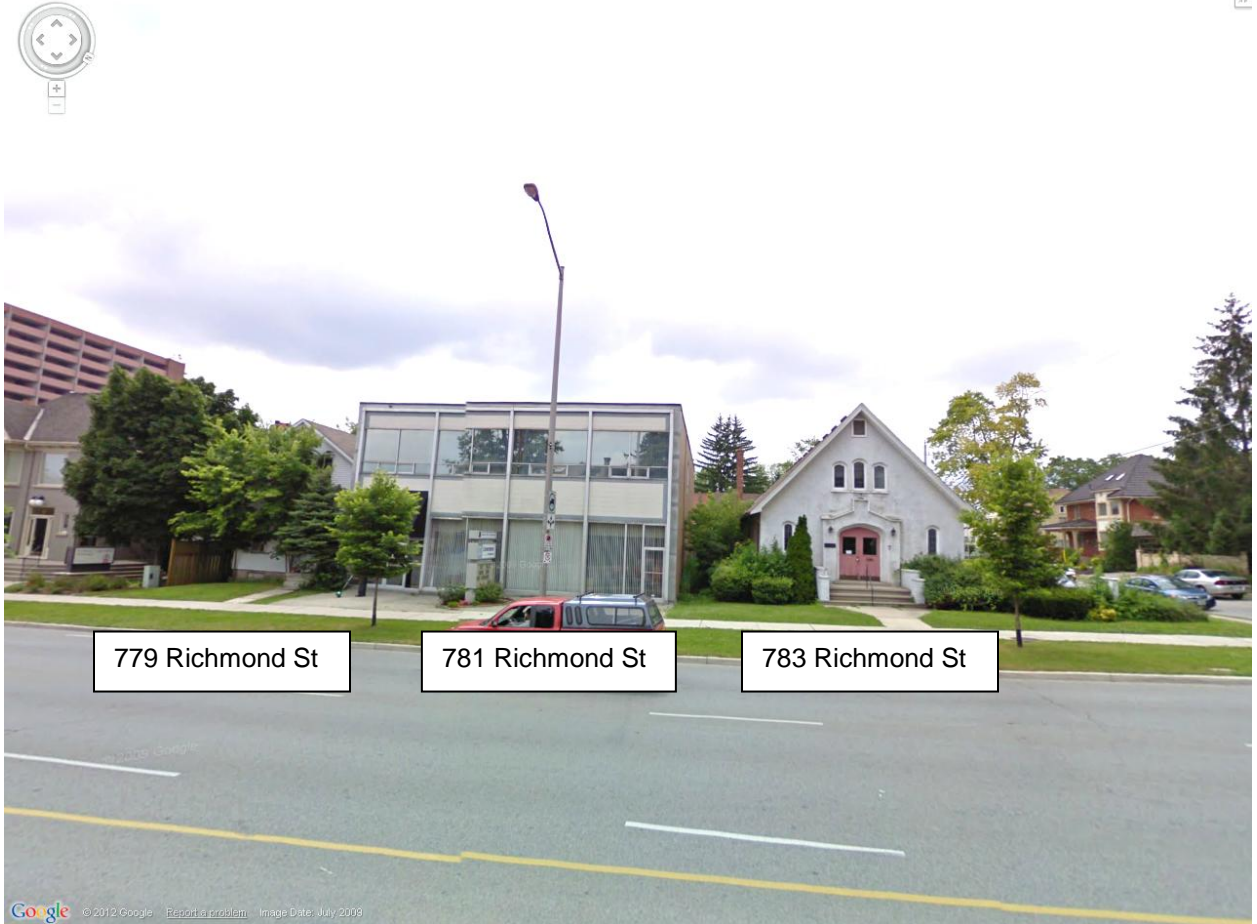
The sites are located in close proximity to the Richmond and Oxford Street intersection. One of the busiest intersections in the City of London, with high transit service of approximately 49 buses running through the intersection each day.

Adjacent land uses include residential to the north and west, offices, retail and residential to the south, and offices and residential to the east.



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**Nature of Applications**

The purpose and effect of the requested amendments is to zone the lands Parking Standard 1 for all three properties at 779, 781 and 783 Richmond Street. The City of London has been divided into Parking Standard Areas. The limit and location of Parking Standard Areas 1 and 2 are as shown on Schedule "B" to the Zoning By-Law. All remaining lands are within Parking Standard Area 3.

The recommended rezoning will permit all currently permitted office and commercial uses within the existing building, with existing parking.

**Official Plan**

The subject sites are located in the “Multi- Family, High Density Residential” land use designation. Permitted uses in the Multi-Family, High Density Residential designation include low-rise and high-rise apartment buildings; apartment hotels; multiple-attached dwellings; emergency care facilities; nursing home; rest homes; homes for the aged; and rooming and boarding houses. Uses that are considered integral to, and compatible with, high density residential development, including group homes, home occupations, community facilities, funeral homes, commercial recreation facilities, small-scale office developments, and office conversions, may be permitted.

**Existing Zoning Applied to 779, 781, and 783 Richmond Street**

| R3-1   | R9-7  | OC6  | RO2   | OR2   |
|--|---|--|---|---|
| a) Single detached dwellings;<br>b) Semi-detached dwellings;<br>c) Duplex dwellings;<br>d) Triplex dwellings;<br>e) Converted dwellings;<br>f) Fourplex dwellings. | a) Apartment buildings;<br>b) Lodging house class 2;<br>c) Senior citizens apartment buildings;<br>d) Handicapped persons apartment buildings<br>e) Continuum-of-care facilities. | a) Clinics in existing buildings;<br>b) Dwelling units;<br>c) Emergency care establishment s in existing buildings;<br>d) Medical/dental offices in existing buildings;<br>e) Offices in existing buildings;<br>f) Outpatient clinics in existing buildings. | a) Clinics;<br>b) Medical/dental offices;<br>c) Medical/dental laboratories;<br>d) Offices. | a) Any use permitted in the OR Zone Variation;<br>b) Convenience stores;<br>c) Pharmacies;<br>d) Financial institutions;<br>e) Personal service establishments. |

As shown in the table citing permitted uses, the subject sites permit residential uses, offices uses(including medical/dental offices and clinics) and a few commercial uses including personal service, financial institutions, pharmacies and convenience stores.

**Rationale for Requiring a Parking Study**

As noted on page three of this report, staff requested a parking study as part of a complete application for 783 Richmond Street rezoning application. The rationale for requiring a parking study are outlined below:

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1. Transportation Official Plan Policies

Through OPA 438, Policy 18.2.12 was amended to include a parking study requirement.

**18.2.12.  
Parking Policies**

*The provision of public and private parking and loading facilities that are safe, and accessible well integrated with the transportation system, adequate for the land uses they support, and developed to a standard which promotes compatibility with adjacent land uses, shall be supported. Council may consider a policy to limit the maximum amount of parking spaces to support a proposed development.*

**Parking and  
Loading  
Requirements**

*i) The Zoning By-law shall contain standards for the provision of private off-street parking and loading facilities to be required as a condition of the development and use of land. These standards may vary according to the parking demand normally associated with different types of land uses. With the exception of low density residential uses, any variance from the parking requirements of the Zoning By-law shall be supported by a Parking Study Report. Parking standards may also vary among areas of the City on the basis of public transit service levels, accessibility requirements and the availability of off-site parking. The development of parking in the Downtown shall be based on the provisions of policy 4.2.8. of this Plan.*

A parking study was required to determine the potential parking demand for any permitted use affected by a change in the Parking Standard Area 1. For example the existing zoning permits medical/dental offices. A change in the parking area to include this site in parking area one would reduce the amount of parking required for this high turnover business. Visitors to the site would be required to park on Sydenham Street, and other residential streets in the area. A Parking study would provide the needed information to show whether the site, Sydenham Street and the area would meet the demand for parking, if the subject site were to be included in parking area one.

2. St. George/Grosvenor Study

An area study was undertaken in 2004 by the City of London Planning Department to specifically guide the future development in the St. George/Grosvenor Area. As a result of the study, recommendations were put forward and adopted by Council to be implemented. Parking recommendations were as follows:

5.0 Parking

*The study area is well served by transit and to further encourage its use and reduce traffic and on-street parking on the local street system, the following parking management techniques should be applied:*

*(A) To encourage the hospitals to develop incentives for employees to find ride sharing public transit community alternatives*

*(B) To require redevelopment in the area to provide the necessary off-street parking facilities to meet their own demands, generally in accord with the City of London's parking requirements.*

3. St. George/Grosvenor Neighbourhood Official Plan Policy

Specifically, the Official Plan contemplates the protection of the residential uses within the St. George/Grosvenor Neighbourhood. Additional parking on Sydenham could result in negative



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impacts to the abutting residential areas. Therefore a parking study should be conducted to determine possible impacts. The policies are outlined below:

**3.5.3.  
St. George/  
Grosvenor  
Neighbourhood**

*Lands within the St. George/Grosvenor Neighbourhood, bounded by Waterloo Street on the east, Oxford Street on the south, the Thames River on the west, and Victoria Street on the north, will remain a predominantly low density, low-rise residential area despite continual redevelopment pressure for apartment buildings, expansions to existing hospitals, and office conversions.*

*While there are portions of this neighbourhood that are appropriate for redevelopment or conversion, there also exists a viable low density, low-rise residential neighbourhood. The Plan does not anticipate significant land use changes in these areas, and any proposals for development shall not adversely impact the amenities and character of the surrounding area. Area-specific zoning regulations such as floor area ratio, maximum dwelling size and on-site parking limitations will be applied in parts of the neighbourhood that may be affected by residential intensification and infill to ensure that future development is not out of scale and character with the existing residential community. Based on the St. George/Grosvenor Secondary Plan, suitable areas for office conversions and medium and high density residential land uses have been identified in this Plan. It is intended that additional areas will not be designated for these uses without a re-evaluation of the Secondary Plan and a subsequent decision by Council to amend the Official Plan.*

A document was submitted by the applicant as part of this application for a zoning by-law amendment to fulfill the requirement for an acceptable parking study as per the pre-consultation process. Subsequently, it was reviewed by the Transportation Division and was deemed not to be a parking study.

As advised by Municipal Council, the application was deemed complete without a parking study accepted by the City of London's Transportation Division. The Planning Division and Transportation Division agreed to hire AECOM, a global provider of professional technical and management support services, to conduct a parking study of the area. A City initiated file was also opened for 779 and 781 Richmond Street to include these two sites in the parking study to avoid a potential gap along Richmond Street if conclusions of the study deemed it appropriate to move the Parking Standard Area 1 boundary to include 783 Richmond Street on Schedule 'B' of the Zoning By-law.

**Parking Standards**

The precise timing of the origin of parking standards in Canada is not known but likely dates back to the 1920's when the automobile started to become more affordable and more widely used. It is reported that the initial intent of off-street parking was to protect personal vehicles from the weather; however, businesses soon saw the economic benefits of supplying off-street parking increasing customer access. Off-street parking was also seen as a solution to congestion in that cars would not be taking up valuable space on the street.

Information on the history of parking standards in the City of London is not well documented. However, we know the City of London is divided into three Parking Standard Areas to regulate parking. This is to ensure parking access to businesses, to provide parking for essential vehicle trips, and to avoid problems such as spill over from offices and businesses into residential areas. Vehicles are an integral part of our society and need to be accommodated to some extent with parking.

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Section 4.19 of the City of London’s Zoning By-law includes a section for parking standards as follows:

*Section 4.19*

**10) PARKING STANDARDS**

a) *Parking Standard Area 1 parking requirements are as follows:*

i) *Non-Residential Development*

*Within Parking Standard Area 1, parking shall be provided for all new non-residential development or redevelopment at one parking space per 45 square metres (484 square feet). Within Parking Standard Area 1, existing square metres of uses shall be subtracted from the total new or redeveloped square metres when calculating the required number of parking spaces. For the purpose of this Section, existing shall mean as of January 1, 1987.*

There are certain provisions for residential development within Parking Standard 1. For Parking Standard Areas 2 and 3, the zoning by-law regulates parking by each individual use.

Below is a chart showing required parking for only 783 Richmond Street within the existing building for permitted commercial and office uses. This excludes all residential uses.

| Permitted Uses                    | Requested Parking Standard for 783 Richmond Street (Parking Standard Area 1) | Current Parking Standard for 783 Richmond Street (Parking Standard Area 2) |
|-----------------------------------|--|--|
| Clinics                           | 0 spaces required. See Section Above   | 1 per 15 m2 = 17   |
| Emergency Care Establishments     |  | 1 per 20 m2 = 20   |
| Medical Dental Offices -Converted |  | 1 per 20 m2 = 20   |
| Offices – Converted               |  | 1 per 45 m2 = 6  |
| Outpatient Clinics                |  | 1 per 15 m2 = 17   |
| Medical/Dental Laboratories       |  | 1 per 45 m2 = 6  |
| Convenience Stores                |  | 1 per 25 m2 = 11   |
| Pharmacies                        |  | 1 per 25 m2 = 11   |
| Financial Institutions            |  | 1 per 30 m2 = 9  |
| Personal Service Establishments   |  | 1 per 15 m2 = 17   |

\* Based on GFA supplied by the applicant

As shown in the table citing permitted uses the subject site permits offices uses(including medical/dental offices and clinics) and a few commercial type uses including personal service, financial institutions, pharmacies and convenience stores.

This chart indicates that the highest amount of parking required would be twenty spaces for emergency care establishments and medical dental offices. However, Planning staff are recommending a site specific zone for 783 Richmond Street to permit existing commercial and offices uses within the existing building with existing parking. Reasons are outlined further in this report.

**Parking Study Results – AECOM**

The parking study reviewed the existing level of parking utilization in terms of parking occupancy, duration and parking turnover, estimated parking demand from land uses permitted for existing and future conditions and suggests viable solutions to address the future parking demand for the three properties at 779 Richmond Street, 781 Richmond Street and 783 Richmond Street. The three properties included in this study are located in the Parking Standard Area 2, just north of the Standard Area 1 boundary line.

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The findings are as follows:

Existing Parking Situation

- There are 21 off-street parking spaces on these three properties for 779, 781 and 783 Richmond Street for the visitors and 15 nearby on-street parking spaces for public use are available in the Study area. Parking surveys were conducted during a typical weekday (Wednesday 7:30 AM to 7:30 PM) and a Saturday (10:00 AM to 4:00 PM) in the month of April, 2012.
- Weekday peak parking occupancy for the private parking lots occurred in the afternoon just after lunch and for on-street parking facility it occurred in the evening.
- The weekday parking occupancy results reveal that the Sydenham Street parking area reached 70% capacity level and the off-street parking areas reached a maximum of 53% utilization level.
- There will be 8 on-street parking spaces (on average) available to accommodate surplus vehicles from the all three properties (A, B and C) during the weekdays.
- If the off-street parking capacity in the Study Area will be insufficient for the visitors, the on-street parking will provide a little support to accommodate the surplus vehicles.
- The weekend occupancy results illustrate that on-street parking has reached 65% capacity and off-street is below 45% capacity, which means there is a little activity at the study area properties over the weekend.
- During weekdays and the weekend, the majority of the vehicles are parked at on-street and off-street parking facilities for durations of less than 1 hour, which suggests that a large proportion of the parking is being used by people visiting the Study Area businesses/houses for a shorter period of time.

Estimated Parking Demand

- The parking generation rates recommended by the following two guidelines were used to determine potential parking demand for the Study Area:
  - The City of London Zoning By-Law – Which provides directions to determine the amount of parking required for any type and size of development in the jurisdiction of the City; and
  - ITE Parking Generation Manual (4th Edition) – Which provides peak period parking demand rates which can be used to estimate parking required for any proposed development.
- The available off-street parking capacity, for the existing conditions, for the all three properties (A, B and C) is insufficient to accommodate the parking generation estimated based on their corresponding existing GFA.
- The parking spaces recommended by the City's Zoning By-Law is less than that recommended by the ITE Parking Generation Manual.
- All three properties (A, B and C) will continue to have a significant parking deficiency in future conditions.

Conclusion

Based on the analysis, there is inadequate on-street parking to accommodate the parking demand that would be generated by the uses permitted under the existing zoning. A change Parking Standard Area 1 would allow for the establishment of some very intense commercial uses that could have significant negative impact on the surrounding residential streets from a

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Planner: Alanna Riley**

parking perspective. This would be completely contrary to the Official Plans parking policies and the St. George/Grosvenor policies in the Official Plan.

**783 Richmond Recommendation**

The current parking regulations in Parking Standard Area 2 that are applicable to the property at 783 Richmond Street would require that additional parking be provided for the more intense uses permitted by existing zoning. The AECOM draft parking study findings also indicate that if all the three subject sites were to be included into Parking Standard Area 1, there would be a significant shortage of parking.

Based on the conclusions of the AECOM parking study, Official Plan policy, parking concerns addressed through the St. George/Grosvenor Study, and other relevant information, planning staff are recommending a site specific zoning amendment for only 783 Richmond Street. The proposed amendment will allow for commercial and office uses to be established with a parking standard of “as existing”. However, residential uses will require parking in the Parking Standard Area 2 standards. The AECOM parking study recognized that during weekdays and weekends, the majority of the vehicles parked at on-street and off-street parking facilities for durations of less than 1 hour suggests that a large proportion of the parking is being used by people visiting the study area businesses/houses for a shorter period of time.

Below are the following reasons for this recommendation:

1. Sydenham Street has some available capacity to accommodate additional parking requirements that may come with a more intense commercial or office use currently permitted under the existing zoning for the site.
2. The site is located in close proximity to the Richmond and Oxford Street intersection which is one of the busiest intersections with high transit service of approximately 49 buses running through the intersection each day. Oxford Street is also a recommended location for the future Bus Rapid Transit, within close proximity to downtown.
3. While a lower parking standard's appropriate for 783 Richmond Street, it is not appropriate to amend Schedule 'B' to 779, 781 and 783 Richmond Street to Parking Standard Area 1 as there is inadequate on-street parking to accommodate office and commercial uses permitted under the existing zoning without no additional on-site parking for all three properties.

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| <b>PREPARED BY:</b>  | <b>SUBMITTED BY:</b>  |
|  |   |
| <b>ALANNA RILEY, MCIP, RPP<br/>COMMUNITY PLANNING AND<br/>URBAN DESIGN SECTION</b> | <b>JIM YANCHULA, MCIP, RPP<br/>MANAGER OF COMMUNITY PLANNING<br/>AND URBAN DESIGN SECTION</b> |
| <b>RECOMMENDED BY:</b>   |   |
|  |   |
| <b>JOHN M. FLEMING, MCIP, RPP<br/>DIRECTOR, LAND USE PLANNING AND CITY PLANNER</b> |   |

May 17, 2012

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Planner: Alanna Riley**

**Responses to Public Liaison Letter and Publication in “Living in the City”**

| <u>Telephone</u>  | <u>Written</u>                     |
|---|------------------------------------|
| Adam Cairns – London Music Conservatory – 781 Richmond St | Ed Saraydar                        |
| Ellen McKin   | Geraldine Kieran – 188 Sydenham St |
| Mary Morris   |                                    |
| Mark Toby – 205 Sydenham St                               |                                    |
| Peter Stavrou   |                                    |
| Sharon – 187 Sydenham St                                  |                                    |
| Cathy   |                                    |
| Catherine Kay – 220 St. George St                         |                                    |



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**File: Z-8021/Z-8022**  
**Planner: Alanna Riley**

**Bibliography of Information and Materials**  
**Z-8021/Z-8022**

**Request for Approval:**

City of London rezoning Application Form, completed by Alan Patton

**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*, March 1, 2005.

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

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

Frank Barry Letter – November 17, 2011

**Correspondence: (all located in City of London File No. Insert File No. unless otherwise stated)**

**City of London -**

City of London Planning Division. Various e-mails with John Fleming and Jim Yanchula  
November, 2012 to May 16, 2012

City of London Planning Division. Various e-mails with Maged Elmahood and Andy Couvillon  
November, 2012 to May 16, 2012

Macpherson A., City of London Parks Planning and Design.

**Other:**

Site visit May 3, 2012 and photographs of the same date.

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File: Z-8021/Z-8022  
Planner: Alanna Riley

Appendix "A"

Bill No. (number to be inserted by Clerk's Office)  
2012

By-law No. Z.-1-12\_\_\_\_\_

A by-law to amend By-law No. Z.-1 to  
rezone an area of land located at 783  
Richmond Street.

WHEREAS 115287 Ontario Limited have applied to rezone an area of land  
located at 783 Richmond Street, 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 783 Richmond Street, as shown on the attached map comprising part of Key Map No. 51,  
from a Residential R3/Residential R9/Office Residential/Office Conversion/Restricted Office (R3-  
1/R9-7.H15/OR2/OC6/RO2) Zone to a Residential R3/Residential R9/Office Residential Special  
Provision/Office Conversion Special Provision/Restricted Office Special Provision (R3-1/R9-  
7.H15/OR2( )/OC6( )/RO2( )) Zone.

1) Section Number 16.4 of the Office Residential (OR2) Zone is amended by adding the  
following Special Provision:

- 16.4) OR2( ) 783 Richmond Street
  - a) Regulation
    - i) Parking requirement for commercial and office uses As Existing

2) Section Number 17.4 of the Office Conversion (OC6) Zone is amended by adding the  
following Special Provision:

- 17.4) OC6( ) 783 Richmond Street
  - a) Regulation
    - i) Parking requirement for commercial and office uses As Existing

3) Section Number 18.4 of the Restricted Office (RO2) Zone is amended by adding the  
following Special Provision:

- 18.4) RO2( ) 783 Richmond Street
  - a) Regulation
    - i) Parking requirement for commercial and office uses As Existing

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.

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**File: Z-8021/Z-8022  
Planner: Alanna Riley**

PASSED in Open Council on June 12, 2012.

Joe Fontana  
Mayor

Catharine Saunders  
City Clerk

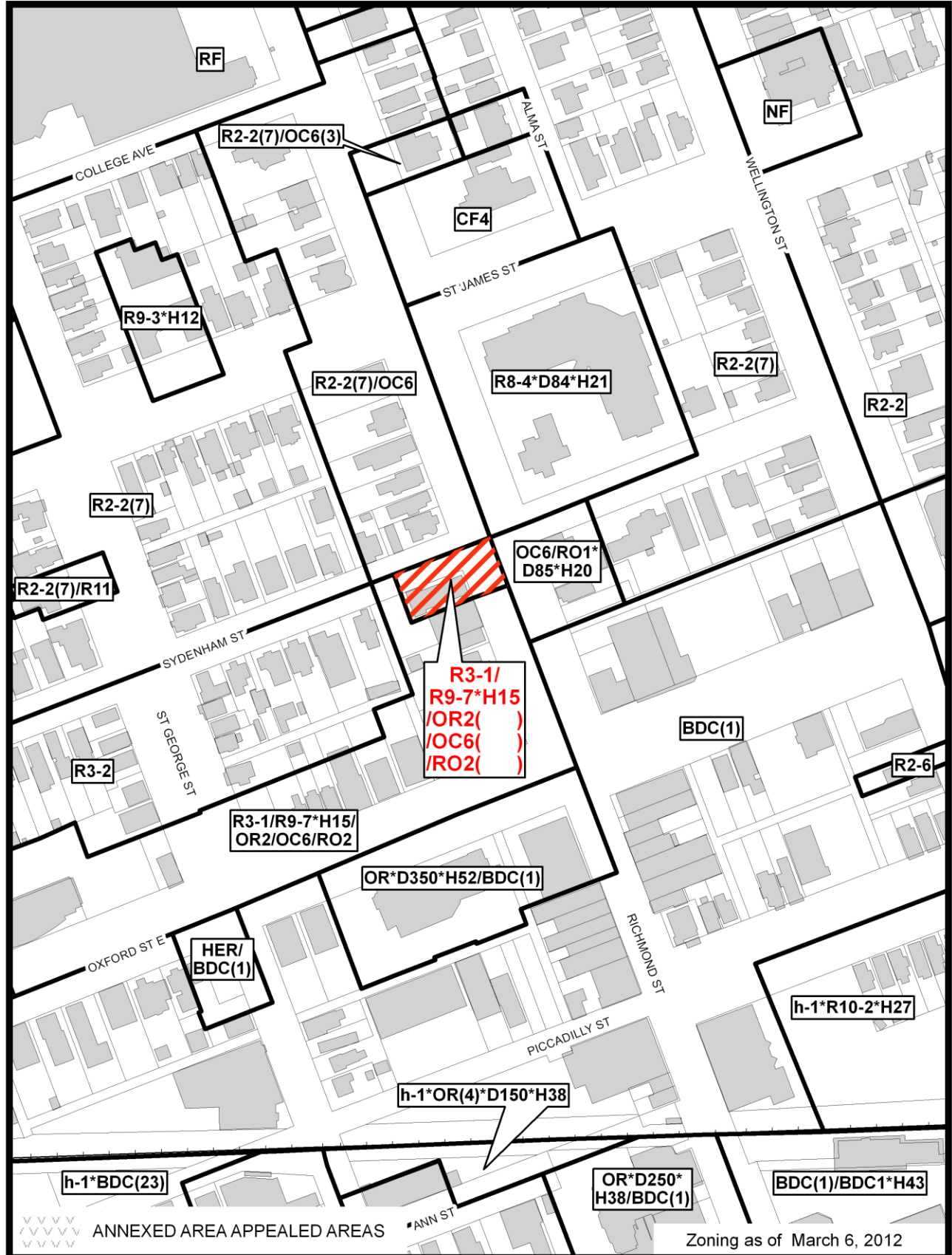
First Reading - June 12, 2012  
Second Reading - June 12, 2012  
Third Reading - June 12, 2012

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



File Number: Z-8021/Z-8022

Planner: AR

Date Prepared: 2012/05/15

Technician: CK

By-Law No: Z-1-

SUBJECT SITE 

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