Report to Planning and Environment Committee

To: Chair and Members

Planning & Environment Committee

From: John M. Fleming

Managing Director, Planning and City Planner

Subject: London Affordable Housing Foundation

1039, 1041, 1043, 1045, 1047 Dundas Street

Public Participation Meeting on: April 3, 2018

Recommendation

That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the application of London Affordable Housing Foundation relating to the property located at 1039, 1041, 1043, 1045, 1047 Dundas Street:

- (a) The proposed by-law <u>attached</u> hereto as Appendix "A" BE INTRODUCED at the Municipal Council meeting April 10, 2018 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan, to change the zoning of the subject property **FROM** a Business District Commercial (BDC) Zone, **TO** a Business District Commercial Bonus (BDC*B(_)) Zone, subject to the completion of a development agreement, to facilitate the development of a high quality, multi-storey, mixed-use building with a maximum of 41 dwelling units (556 units per hectare) which substantively implements the Site Plan and Elevations attached as Schedule "1" to the amending by-law in return for the following facilities, services and matters:
 - i) Exceptional Building Design

The building design shown in the various illustrations contained in Schedule "1" of the amending by-law is being bonused for features which serve to support the City's objectives of promoting a high standard of design.

ii) Provision of Affordable Housing

The development provides 41 dwelling units (556 units per hectare), consisting of 32 one bedroom units and 9 barrier free one bedroom units for affordable housing.

- (b) The Site Plan Approval Authority BE REQUESTED to consider the following design issues through the site plan process:
 - Appropriately mitigate potential CPTED issues through site design alternatives, specifically along the interior side yards and vehicular entrance.
 - ii) Enhance the landscape strip along the rear property line to include buffer plantings (trees) adjacent to residential properties.

Executive Summary

Summary of Request

The recommended bonus zone would permit the development of a mid-rise apartment building and ensure that only 1 bedroom units would be permitted within the development. Additional zoning provisions to provide for first floor residential units, and a minimum parking requirement of 22 spaces where 52 spaces are required has also been requested through the Bonus zone.

Purpose and the Effect of Recommended Action

The purpose and effect of the requested amendment is to permit a new 5-storey apartment building containing 41 one bedroom residential units at a total density of 205uph and maximum height of 18 metres. Direction to the site plan approval authority will help address local concerns about the creation of unsafe areas on the site. The bonus zone shall be implemented through a development agreement to facilitate the development of the requested apartment building in return for the provision of affordable housing and the construction of the high quality form of development illustrated in Schedule "1" of the amending by-law.

Rationale of Recommended Action

- 1. The recommended amendment is consistent with the PPS 2014.
- 2. The recommended amendment is consistent with the City of London Official Plan policies and Rapid Transit Corridor Place Type policies of the London Plan.
- 3. The recommended amendment facilitates the redevelopment of an underutilized site and encourages an appropriate form of development.
- 4. The bonusing of the subject site ensures the building form and design will fit within the surrounding area and provide for an affordable housing and quality design standard.

Analysis

1.0 Site at a Glance

1.1 Property Description

The subject site is located along Dundas Street at the easterly end of the Old East Village Corridor. The site is situated on a block of land between the Western Fair grounds and former Kellogg's factory. The surrounding area is considered to be in transition as large areas of land were formerly used for light industrial uses (McCormicks and Kellogg's Sites) but the future land use direction envisions the development of commercial and residential uses.

The subject site is currently vacant and previously consisted of 5 single detached dwellings which have been merged to create a single lot to accommodate the proposed apartment building. The sight also abuts a small cluster of low density residential uses to the south and commercial/low density residential uses to the north.

1.2 Current Planning Information (see more detail in Appendix D)

- Official Plan Designation Main Street Commercial Corridor
- The London Plan Place Type Rapid Transit Corridor
- Existing Zoning BDC Zone

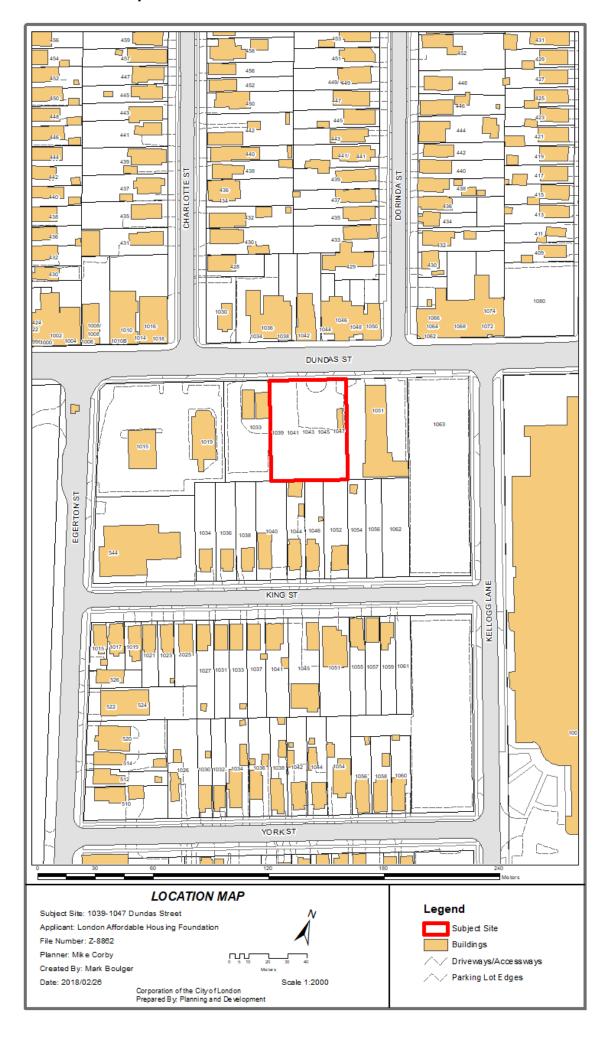
1.3 Site Characteristics

- Current Land Use Vacant
- Frontage 40 metres (131.2 ft)
- Depth 52m (170.6 ft)
- Area 0.20ha (0.49 acre)
- Shape Rectangular

1.4 Surrounding Land Uses

- North Low Density Residential/Commercial Space
- East Assembly Hall/Light Industrial
- South Low Density Residential
- West Commercial/ Western Fair

1.5 Location Map



2.0 Description of Proposal

2.1 Development Proposal

The proposed development is for a 5-Storey apartment with a total of 41 residential units, consisting of 32 one bedroom units and 9 barrier free one bedroom units for affordable housing. A total of 22 at-grade parking spaces are to be provided in the rear yard along with 32 indoor bicycle spaces. The building will be located at the front of the property along the ultimate road widening to address the street and maintain a form of development that is in keeping with current and future developments in the area.

3.0 Revelant Background

3.1 Planning History

The subject site was previously home to 5 single detached dwellings which were demolished in 2008/2009 and have remained vacant since. The properties are located at the easterly edge of the Old East Village corridor in an area that historically was a transition area from the main commercial area of the Village to the former industrial uses of Kellogg's and McCormick's. Some light industrial uses still exist in this area however the extent of industrial uses has decreased and a shift to more commercial and residential uses has been planned in the area. The Old East Village has 3 specific area policies in the Main Street Commercial Corridor [MSCC] designation and this site is located just outside of the Area of Transition and Redevelopment. The Area of Transition identifies that these lands along the corridor are not considered to be a viable part of a continuous pedestrian commercial streetscape as such it promotes a mix of uses to help encourage development.

3.2 Requested Amendment

The requested amendment would permit a new 5-storey apartment building containing 41 one bedroom residential units at a total density of 205uph and maximum height of 18.0 metres in return for eligible facilities, services and matters outlined in Section 19.4.4 of the Official Plan. Other zoning provisions such as first floor residential units, and a minimum parking requirement of 22 spaces has also been requested. The amendment will require a change to the Zoning By-law Z.-1 from a Business District Commercial (BDC) Zone to a Business District Commercial Bonus (BDC*B(_)) Zone.

3.3 Community Engagement (see more detail in Appendix B)

Through the circulation process some community concerns were raised about on site safety, details of the proposed design, requested reduction in parking and the lack of commercial uses on the main floor. The Old East Village Business Improvement Area also echoed these concerns and their comments are attached to Appendix "C". The report below addresses these concerns in detail.

A community meeting was also held by the applicant on January 31, 2018 comments from the meeting are attached as Appendix "C" and summarized in Appendix B.

3.4 Policy Context (see more detail in Appendix D)

Provincial Policy Statement (2014)

The Provincial Policy Statement 2014 (PPS) provides policy direction on matters of provincial interest related to land use and development. Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns of the PPS encourages healthy, livable and safe communities which are sustained by accommodating an appropriate range and mix of residential (including, affordable housing and housing for older persons), employment and institutional uses to meet long-term needs. It also promotes cost-effective development patterns and standards to minimize land consumption and servicing costs. The PPS encourages settlement areas (1.1.3 Settlement Areas) to be the main focus of growth and their vitality and regeneration shall be promoted. Appropriate land use patterns within settlement areas are established by providing appropriate densities and mix of land uses that efficiently use land and resources along with surrounding infrastructure, public

service facilities and are also transit-supportive (1.1.3.2).

The policies of the PPS require municipalities to identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock [1.1.3.3] while promoting appropriate development standards which facilitate intensification, redevelopment and compact form [1.1.3.4] and promote active transportation limiting the need for a vehicle to carry out daily activities [1.6.7.4].

The PPS also promotes an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents (1.4 Housing). It directs planning authorities to establish and implement minimum targets for the provision of housing which is affordable to low and moderate income households. It also encourages planning authorities to permit and facilitate all forms of housing required to meet the social, health and wellbeing requirements of current and future residents, and direct the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs. It encourages densities for new housing which efficiently use land, resources, and the surrounding infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed.

Official Plan

The Main Street Commercial Corridor (MSCC) designation is normally applied to long established, pedestrian-oriented shopping areas in the older parts of the City. Those Main Street Commercial Corridors adjacent to the Downtown will be regarded as gateway areas and subject to additional policies (4.4.1.3. Function). The objectives of these corridors are to provide for the redevelopment of vacant, underutilized or dilapidated properties for one or more of a broad range of permitted uses at a scale which is compatible with adjacent development while maintaining a similar setback and character of the existing uses. (4.4.1.1 Planning Objectives). In order to ensure these objectives of scale, compatibility and character are achieved the MSCC has specific Urban Design Objectives (4.4.1.2) to help develop these corridors appropriately. These policies encourage the rehabilitation and renewal of Main Street Commercial Corridors and the enhancement of any distinctive functional or visual characteristics. They seek to provide for and enhance the pedestrian nature of the Main Street Commercial Corridor, provide high quality façade design, accessible and walkable sidewalks, street furniture and proper lighting while supporting public transit and encourage the transition and connection between the gateway Main Street Commercial Corridors and the Downtown through pedestrian, transit and design linkages.

The main permitted uses in the Main Street Commercial Corridors (4.4.1.4.) include a wide range of commercial, office, institutional and residential uses created through the development of mixed-use buildings. In specified Main Street Commercial Corridors identified in Section 4.4.1.13 the primary and secondary permitted uses and/or other policies relating to the nature and scale of development have been varied to meet specific policy objectives for these areas.

The subject site is located just outside of the Old East Village Specific Main Street Commercial Corridor (4.4.1.13.2) and although the policies do not directly apply to the subject site some of the principles are transferable to this section of Dundas Street. The specific policies refer to the Area of Transition and Redevelopment which is located west of the subject site spanning from the eastern edge of the Village Annex to Egerton Street on the south side of Dundas Street and to Charlotte Street on the north side of Dundas Street, almost across the street from the subject site. The Area of Transition acknowledges that large gaps in the streetscape exists and given the length of the entire corridor extending from Adelaide Street, this district is not currently considered a viable part of a continuous pedestrian commercial streetscape. This plan supports the transition of this area to provide for a mix of uses.

The scale of development (4.4.1.7.) is also important in the Main Street Commercial Corridor when redeveloping or infilling commercial uses. The corridor aims to maintain

a setback and orientation that is consistent with adjacent uses. Residential densities within the corridor should be consistent with densities allowed in the Multi-Family, High Density and Medium Density Residential designations according to the provisions of Section 3.4.3. of this Plan.

Main Street Commercial Corridors shall be developed and maintained in accordance with the urban design guidelines in Chapter 11, the Commercial Urban Design Guidelines and specific policy areas. Main Street Commercial Areas should ensure that urban design provides continuity of the urban fabric; provides incentives and flexibility for redevelopment opportunities; provides appropriate building massing and height provisions to ensure main streets define the public spaces in front of and in between buildings (4.4.1.9. Urban Design)

London Plan

The subject site is located in a Rapid Tranist Corridor which permits a range of residential, retail, service, office, cultural, recreational, and institutional uses. Mixed-use buildings are encouraged while large floor plate, single use buildings will be discouraged (Permitted Uses, 837_).

Development within Corridors will be sensitive to adjacent land uses and employ such methods as transitioning building heights or providing sufficient buffers to ensure compatibility. The corridor requires minimum height of 2 storeys (or 8m) with the ability to bonus up to 12 storeys. Lot assembly is encouraged to help create comprehensive developments and reduce vehicular accesses to the street and to allow for coordinated parking facilities. Lots will be of sufficient size and configuration to accommodate the proposed development and to help mitigate planning impacts on adjacent uses. The Zoning By-law will include regulations to ensure that the intensity of development is appropriate for individual sites (Intensity, 840_).

Like the current Official Plan, all planning and development applications will conform with the City Design policies of the London Plan. Buildings should be sited close to the front lot line, and be of sufficient height, to create a strong street wall along Corridors and to create separation distance between new development and properties that are adjacent to the rear lot line. The mass of large buildings fronting the street should be broken down and articulated at grade so that they support a pleasant and interesting pedestrian environment. Large expanses of blank wall will not be permitted to front the street, and windows, entrances, and other building features that add interest and animation to the street will be encouraged. Development should be designed to implement transit-oriented design principles while buildings and the public realm will be designed to be pedestrian, cycling and transit-supportive through building orientation, location of entrances, clearly marked pedestrian pathways, widened sidewalks, cycling infrastructure and general site layout that reinforces pedestrian safety and easy navigation. On-street parking within Corridors is encouraged wherever possible while surface parking areas should be located in the rear and interior side yard (Form, 841)

4.0 Key Issues and Considerations

Through the circulation process no departmental concerns were expressed. Overall the proposal received positive reviews from the members of the public who attended the community meeting held by the applicant however some concerns were raised about the lack of commercial units on the main floor of the development, limited parking being provided, minor design changes and potential CPTED issues. The report below addresses these concerns in detail.

4.1 Issue and Consideration # 1 – Commercial Uses on Main Floor

Provincial Policy Statement, 2014 (PPS)

The PPS encourages settlement areas (1.1.3 Settlement Areas) to be the main focus of growth and their vitality and regeneration shall be promoted. Appropriate land use patterns within settlement areas are established by providing appropriate densities and

mix of land uses that efficiently use land and resources along with surrounding infrastructure, public service facilities and are also transit-supportive. The proposed development will be integral within this community as it will increase the vitality and regeneration of the surrounding area while maintaining an appropriate land use pattern within a settlement area. The proposed apartment will help stimulate and support the existing uses in the area and help draw future uses to the primary commercial areas of Old East Village. The requested infill development will create an appropriate increase in density and provide a land use that is considered compatible with the surrounding lands and will efficiently use the consolidated properties which previously were home to single detached dwellings. The increase in density and proposed residential uses on the main floor is appropriate as it will take advantage of the surrounding resources, infrastructure, public service facilities and will be transit-supportive while providing a use to help stimulate growth in the area.

The PPS also promotes appropriate range and mix of housing types and densities to meet projected requirements of current and future residents (1.4 Housing). It directs planning authorities to establish and implement minimum targets for the provision of housing which is affordable to low and moderate income households. It also encourages planning authorities to permit and facilitate all forms of housing required to meet the social, health and wellbeing requirements of current and future residents, and direct the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs. The PPS promotes increased densities for new housing which efficiently use land, resources, and the surrounding infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed.

As previously noted the residential development and proposed density are located in an area where the new development will efficiently use the existing infrastructure and surrounding resources/public service facilities. The proposed residential development helps promote an alternative form of housing and density in the area that mainly consists of low density forms of housing while helping meet the social, health and wellbeing for current and future residents. The increased density is also appropriate as it will support the existing transit systems in the area and is located along a future BRT route where higher densities are encouraged to locate.

Official Plan

The Main Street Commercial Corridors provide for a wide range of retail/commercial uses along with residential uses created through the conversion of existing buildings, or through the development of mixed-use buildings with residential uses permitted above the first floor. In specific Main Street Commercial Corridors identified in Section 4.4.1.13 the primary and secondary permitted uses and/or other policies relating to the nature and scale of development have been varied to meet specific policy objectives for these areas.

The subject site is located just east of the Old East Village Specific Main Street Commercial Corridor (4.4.1.13.2) and although the policies do not directly apply to the subject site some of the principles are transferable to this section of Dundas Street. The specific policy of importance is called the Area of Transition and Redevelopment. This area is located just west of the subject site as it ends at Charlotte Street on the north side of Dundas Street almost across the street from the subject site. The subject site is located further away from the main commercial corridor of the OEV where policies encourage commercial uses to locate. The Area of Transition acknowledges that large gaps in the streetscape exists and given the length of the entire corridor extending from Adelaide Street, this district is not currently considered a viable part of a continuous pedestrian commercial streetscape.

The specific area policies acknowledge the difficulties of the Old East Village corridor as it pertains to developing and maintaining a viable and continuous commercial presence along such a long corridor. With the Area of Transition promoting a mix of uses and not

requiring a continuous commercial streetscape, an alternative form like the proposed apartment would be deemed appropriate for this area. Policy 4.4.1.13.2 states that this area "...will be pre-zoned to allow for medium and large-scale development such as multi-family housing...". The subject site previously existed as 5 single detached dwellings with no commercial component existing on-site and the buildings across the street are primarily residential in nature with some commercial uses existing and other commercial units remaining vacant. Considering the previous absence of commercial uses on-site and the varying amount of at-grade commercial uses existing in the area it is considered appropriate to remove the requirement for commercial uses on the main floor. However, it should be noted that the recommended zoning does permit commercial uses at-grade, it simply removes the regulation to compel it.

This block of land is also located in isolation to the other residential and commercial clusters of the corridor. It is situated between the existing Western Fair Grounds to the west and former industrial lands to the east where a continuous street level commercial corridor does not exist (See image below). Although the industrial lands to the east are looking to redevelop much of these uses will exist within the existing buildings with a minimum street-level presence and it will be difficult for this section of the corridor to function as an isolated pocket of street-level commercial in a mixed-use building away from the cluster of commercial to the west. With the current focus of directing commercial uses to the main portion of the Old East corridor there is no reason to require commercial space within this development. For these reasons it is appropriate to provide a special provision that does not require commercial uses on the main floor of the proposed development.



The London Plan

The Rapid Transit Place Type policies also encourage mixed-use buildings along the corridors, however given the surrounding context and above-mentioned analysis about commercial uses in this area, a residential building with no commercial uses on the main floor would be considered appropriate at this location at this time. While recognizing that should conditions change, the building has been designed to accommodate future commercial uses at-grade and the recommended Zoning would permit the transition.

4.2 Issue and Consideration # 2 – Proposed Design/Form

Provincial Policy Statement, 2014 (PPS)

The proposed development is in keeping with the PPS as it provides an opportunity for intensification at an appropriate location taking into account the existing building stock in

the area. The new development provides a compact form that appropriately intensifies an underutilized site while providing an alternative form of development than what currently exists in the area. The development will be required to meet current development standards and site plan requirements. The subject site is located on a future bus rapid transit line in proximity to other bus routes and is an appropriate location to provide intensification at a higher density then previously existed. The development will promote active transportation limiting the need for a vehicle to perform daily activities in conformity with the goals of the PPS.

Official Plan

The objectives of the Main Street Commercial Corridors are to ensure that when implementing its broad range of permitted uses the scale is compatible with adjacent developments. The policies aim to maintain a setback that is consistent with adjacent uses while maintaining the character of the existing uses. (4.4.1.1 Planning Objectives, 4.4.1.7 Scale of Devleopment). In order to ensure these objectives of scale, compatibility and character are achieved, the MSCC has specific Urban Design Objectives (4.4.1.2) to help develop these corridors appropriately. These policies encourage the rehabilitation and renewal of Main Street Commercial Corridors and the enhancement of any distinctive functional or visual characteristics. They seek to provide for and enhance the pedestrian nature of the Main Street Commercial Corridor, provide high quality façade design, accessible and walkable sidewalks, street furniture and proper lighting while supporting public transit and encourage the transition and connection between the gateway Main Street Commercial Corridors and the Downtown through pedestrian, transit and design linkages. Main Street Commercial Corridors shall be developed and maintained in accordance with the urban design guidelines in Chapter 11, the Commercial Urban Design Guidelines and specific policy areas (4.4.1.9. Urban Design).

As part of a complete application the applicant provided an Urban Design Brief, Character and Compatibility report and attended the Urban Design Peer Review Panel to identify how the above-mentioned policies have been achieved through the building design and form. Some minor concerns were raised by the UDPRP and Staff who suggested that the applicant revisit the design of the building's main entrance, refine the window pattern to add visual interest in the front façade, provide a variation in building height and increase the visual surveillance through building and site design. The applicant was also encouraged to consider opportunities to provide on-site common amenity area and include buffer plantings (trees) adjacent to residential properties along the rear property line. The recommendation includes a clause to the Site Plan Approval Authority to consider implementing this recommendation.

The applicant has addressed many of the above-mentioned concerns by providing a revised building entrance that helps define the front façade and create a focal point for the building and establish a main street feel. The original window pattern has been altered from narrow rectangular windows to a large window pattern helping to provide visual interest to the front façade. The internal meeting space of the building was also shifted to the front of the building to help increase the visual interest and activity on the main floor as well as address safety concerns by increasing the visual surveillance of the site. Openings along the westerly wall of the vehicular access have also been provided to ensure light and sight lines are provided at the entrance. Though a physical change in height could not be accommodated, the applicant has altered the building design by providing a change in materials after the 4th floor and use of a datum line to differentiate sections of the building.

A concern that was also raised through the process was the setback of the proposed building in relation to the existing developments. The building was required to be sited further from Dundas Street than the existing developments along the corridor as the road widening requirements for the future BRT is greater than what previously existed. However, when the abutting lands redevelop they will also be required to provide the additional setback ensuring future development will be in line with the proposed development creating a continuous, pedestrian oriented block of land in keeping with

design objectives of the MSCC. The development is accessible providing walkable sidewalks from the City sidewalk to the main entrance and will support public transit while providing a quality form of development to help enhance the transition between the Dundas Street, Main Street Commercial Corridor as a gateway into Downtown. Urban Design Staff and UDPRP overall were pleased with the proposed development and, with the design considerations being addressed, the development is in keeping with the design guidelines outlined in Chapter 11 and in keeping with the Urban Design objectives of the MSCC.

London Plan

Development within Corridors will be sensitive to adjacent land uses and employ such methods as transitioning building heights or providing sufficient buffers to ensure compatibility. The corridor requires minimum height of 2 storeys or 8m with the ability to bonus up to 12 storeys. Lot assembly is encouraged to help create comprehensive developments and reduce vehicular accesses to the street and to allow for coordinated parking facilities. Lots will be of sufficient size and configuration to accommodate the proposed development and to help mitigate planning impacts on adjacent uses. The Zoning By-law will include regulations to ensure that the intensity of development is appropriate for individual sites (Intensity, 840_).

Similar to the current Official Plan all planning and development applications will conform with the City Design policies of the London Plan. Buildings should be sited close to the front lot line, and be of sufficient height, to create a strong street wall along Corridors and to create a separation distance between new development and properties that are adjacent to the rear lot line. The mass of large buildings fronting the street should be broken down and articulated at grade so that they support a pleasant and interesting pedestrian environment. Large expanses of blank wall will not be permitted to front the street, and windows, entrances, and other building features that add interest and animation to the street will be encouraged. Development should be designed to implement transit-oriented design principles while buildings and the public realm will be designed to be pedestrian, cycling and transit-supportive through building orientation, location of entrances, clearly marked pedestrian pathways, widened sidewalks, cycling infrastructure and general site layout that reinforces pedestrian safety and easy navigation. On-street parking within Corridors is encouraged wherever possible while surface parking areas should be located in the rear and interior side yard (Form, 841)

The proposed development is in keeping with the polices of a Rapid Transit Corridor.

4.3 Issue and Consideration #3 - Bonusing Provisions

Official Plan

Residential uses within the Main Street Commercial Corridor ("MSCC") defer to the scale and densities allowed in the Multi-Family, High Density and Medium Density Residential designations which would permit a maximum density of 150uph at this location.

As previously indicated, the applicant has applied to increase the density above the permitted 150 uph to 205 uph through the bonusing provisions outlined in Section 19.4.4 of the Official Plan. The policies of the Official Plan permit Bonus Zoning as a means of achieving enhanced development features which result in a public benefit that cannot be obtained through the normal development process in return for permitting increased heights and densities. The Planning Act provides direction on bonusing which allows municipalities to use bonusing provisions in their Official Plan in return for facilities, services, or matters, as are set out in the By-law. The proposed building form and design (as discussed in Section 4.2- Design/Form) and provision of affordable housing, which may not otherwise be implemented through the normal development approvals process, allow the proposed development to qualify for Bonus Zoning in conformity to the policies of the Official Plan. These bonusable features are outlined below:

i) Exceptional Building Design

The building design shown in the various illustrations contained in Schedule "1" of the amending by-law is being bonused for features which serve to support the City's objectives of promoting a high standard of design.

ii) Provision of Affordable Housing

The development provides 41 residential units, consisting of 32 one bedroom units and 9 barrier free one bedroom units for affordable housing.

In order to implement the identified items for bonus zoning, section 19.4.4 iv) of the Official Plan states that:

"As a condition to the application of bonus zoning provisions to a proposed development, the owner of the subject land will be required to enter into an agreement with the City, to be registered against the title to the land. The agreement will deal with the facilities, services, or matters that are to be provided, the timing of their provision, and the height or density bonus to be given."

Bonus zoning is implemented through a development agreement with the City that is registered on title to the lands. The development agreement is intended to "lock in" the design features that will be incorporated into the form of development to merit the additional density. Through the site plan approval process, the proposed development will be reviewed to ensure that all facilities, services and matters that have warranted bonus zoning have been incorporated into the development agreement. These design features are highlighted in the recommendation and the amending by-law included in the illustrations attached as Schedule "1".

4.4 Issue and Consideration # 4 – Parking Reduction

Some concerns were raised about the request to reduce parking as it would result in overflow parking on abutting lands. The Zoning By-law requires apartments to provide 1.25 spots per residential unit, requiring 52 spaces for the 41 residential units proposed in this development. As part of a complete application the applicant submitted a Parking Justification Study which noted that the site is "located on the No.2 Dundas Street transit route which operates at a 10 minute headway in peak hours and a 15 minute headway in off-peak hours and Saturdays. The site is within walking distance of the No.7 Wavell Route which operates on Florence Street and the No. 20 Cherryhill route which operates on Quebec Street. The latter provides a direct link to Fanshawe College. All three routes provide a direct link to the Downtown core." The Dundas Street Corridor will also be the future route of the BRT system. With several alternative forms of transportation in the immediate area the demand for automobile ownership will be reduced for future tenants given the proximity to three Bus routes and future BRT with direct access to the downtown core.

It is also important to note that the proposed development will be restricted to 1 bedroom units through the recommended bonus zone where general apartments can range up to 5 bedrooms per unit. This reduction in the number of bedrooms per unit also warrants consideration in the required parking standards for the site.

The parking study also referenced a similar affordable housing development owned by the applicant that provides 1 parking space per unit however only nine of the 25 spaces provided have registered users which results in a ratio of 0.36 spaces per unit. While this represents one example, this information in combination with the above mentioned public transit options and one bedroom restriction warrant a reduction in parking. For the above-mentioned reasons, the requested 22 parking spaces is being recommended where 52 are required.

4.5 Issue and Consideration # 5 - CPTED

During the consultation process the Old East Village BIA raised some site-specific safety concerns that relate to the physical development of the site. Both interior side yards create narrow, dark spaces between the proposed building and and future fencing on the site. It is recommended that these issues be considered through the Site Plan Approvals process to consider some form of fencing, lighting or alternative site design to ensure these spaces are protected from the public being able to access them for inappropriate uses.

More information and detail is available in Appendix B and C of this report.

5.0 Conclusion

The requested amendment to add a bonus zone on the subject site to permit a density of 205 uph would facilitate a purpose-built development which would include a 5-storey apartment building containing 41, one bedroom residential units for affordable housing. The recommended zoning is consistent with the PPS 2014 and with the City of London Official Plan and future London Plan. The recommendation will facilitate the redevelopment of an underutilized site and encourages an appropriate form of development while the use of a bonus zone ensures that the building form and design will fit within the surrounding area and provide for an enhanced design standard.

Mike Corby, MCIP, RPP Current Planning
Michael Tomazincic, MCIP, RPP Manager, Current Planning
John M. Fleming, MCIP, RPP Managing Director, Planning and City Planner

March 26, 2018 MC/mc

Appendix A

Bill No.(number to be inserted by Clerk's Office) (2018)

By-law No. Z.-1-18_____

A by-law to amend By-law No. Z.-1 to rezone an area of land located at 1039, 1041, 1043, 1045, 1047 Dundas Street.

WHEREAS London Affordable Housing Foundation has applied to rezone an area of land located at 1039, 1041, 1043, 1045, 1047 Dundas 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:

- 1) Schedule "A" to By-law No. Z.-1 is amended by changing the zoning applicable to lands located at 1039, 1041, 1043, 1045, 1047 Dundas Street, as shown on the attached map comprising part of Key Map No. A.108, from a Business District Commercial (BDC)) Zone to a Business District Commercial Bonus (BDC*B(_)) Zone.
- 2) Section Number 4.3 of the General Provisions in By-law No. Z.-1 is amended by adding the following new Bonus Zone:
 - 4.3) B(_) 1039, 1041, 1043, 1045, 1047 Dundas Street

The Bonus Zone shall be implemented through a development agreement to facilitate the development of a high quality, multi-use building, a total of 41 dwelling units and density of 205 units per hectare, which substantively implements the Site Plan and Elevations attached as Schedule "1" to the amending by-law.

The following special regulations apply within the bonus zone upon the execution and registration of the required development agreement(s):

a) Regulations:

i)	Density (maximum)	205 units per hectare (83 units per acre)
ii)	Height (maximum)	18 metres (52.50 feet)
iii)	Parking (minimum)	22 Parking Spaces
iv)	Bedrooms (maximum)	1 per unit

v) Dwelling units are permitted on the whole of the first floor.

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

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

of this by-law or as otherwise provided by the said section.

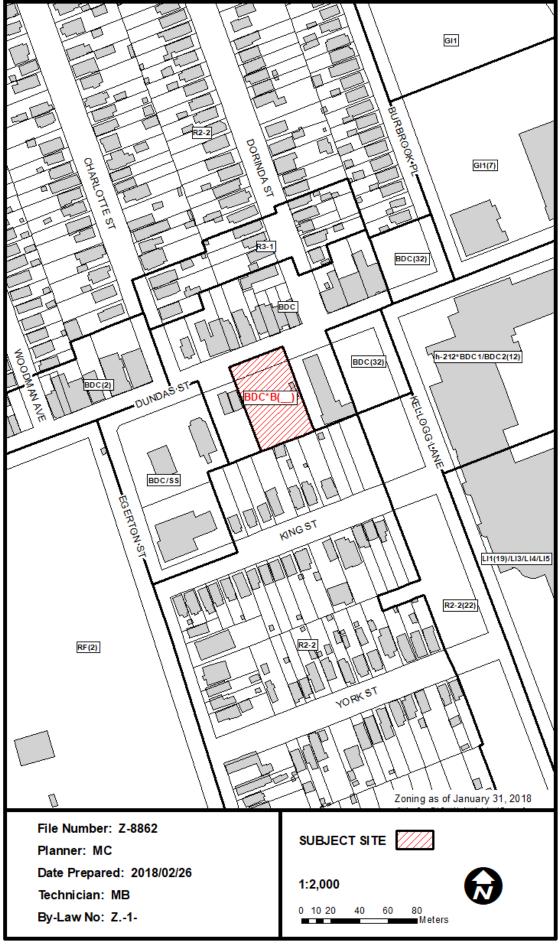
PASSED in Open Council on April 10, 2018.

Matt Brown Mayor

Catharine Saunders City Clerk

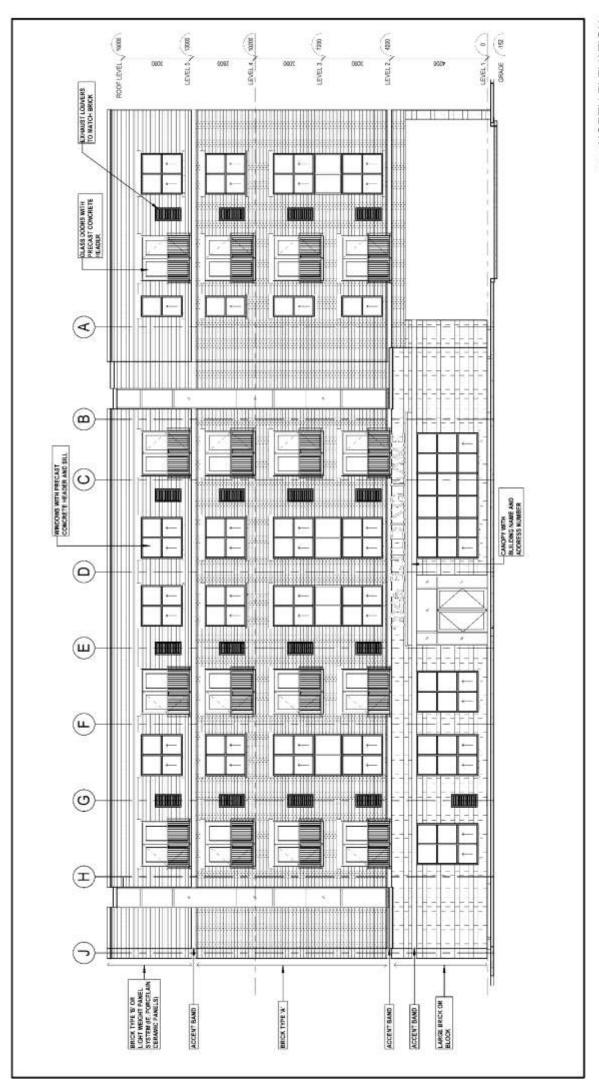
First Reading – April 10, 2018 Second Reading – April 10, 2018 Third Reading – April 10, 2018

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



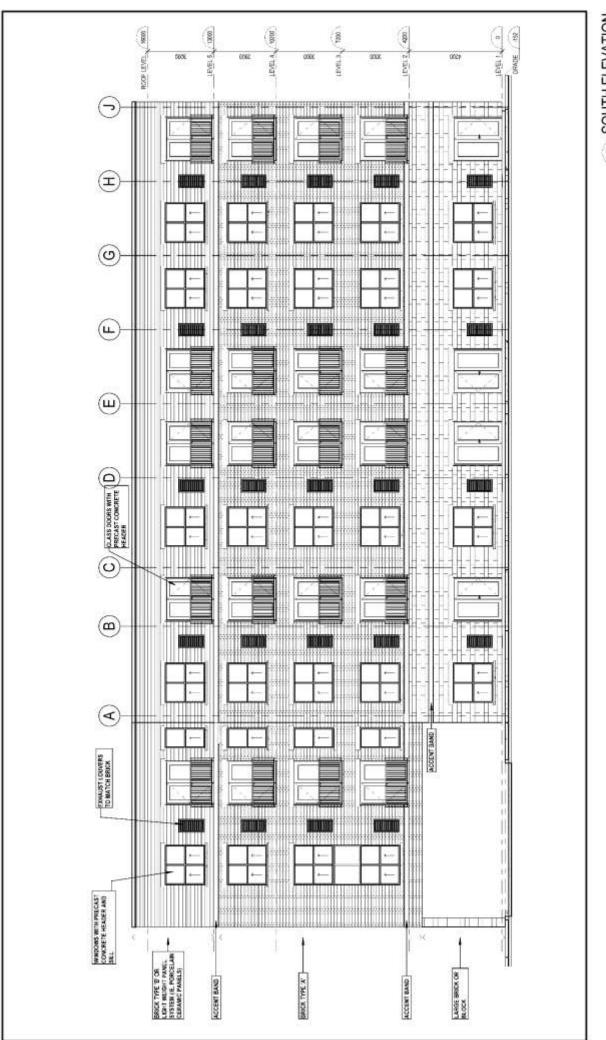
Geodalabase

Schedule "1"



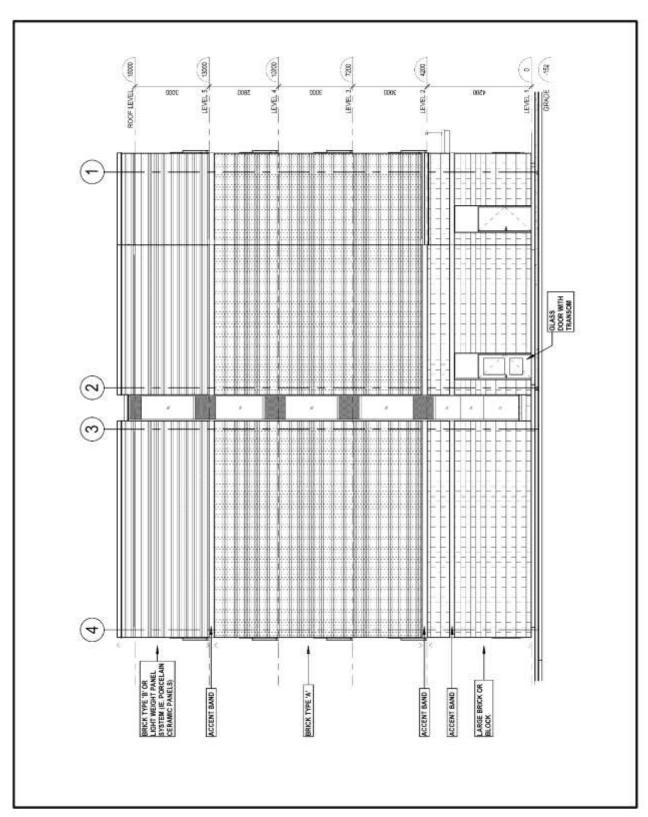
NORTH ELEVATION

Schedule "1"



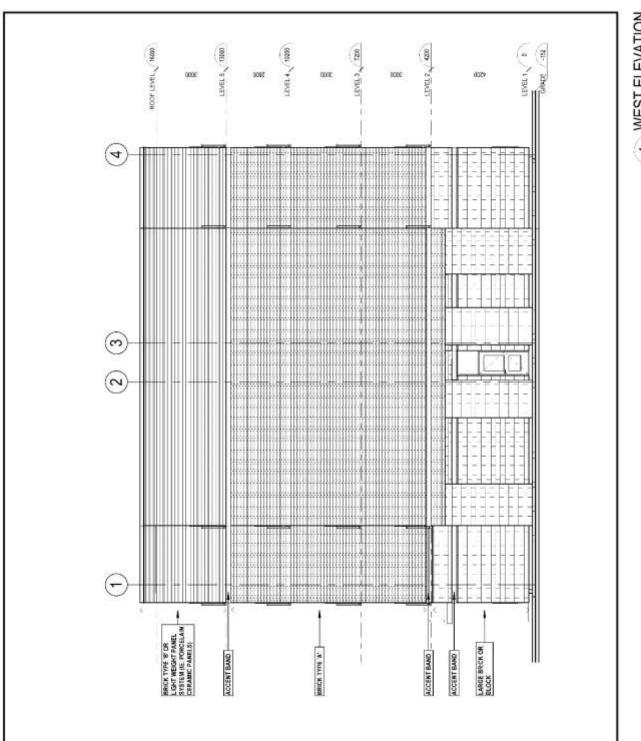
SOUTH ELEVATION

Schedule "1"

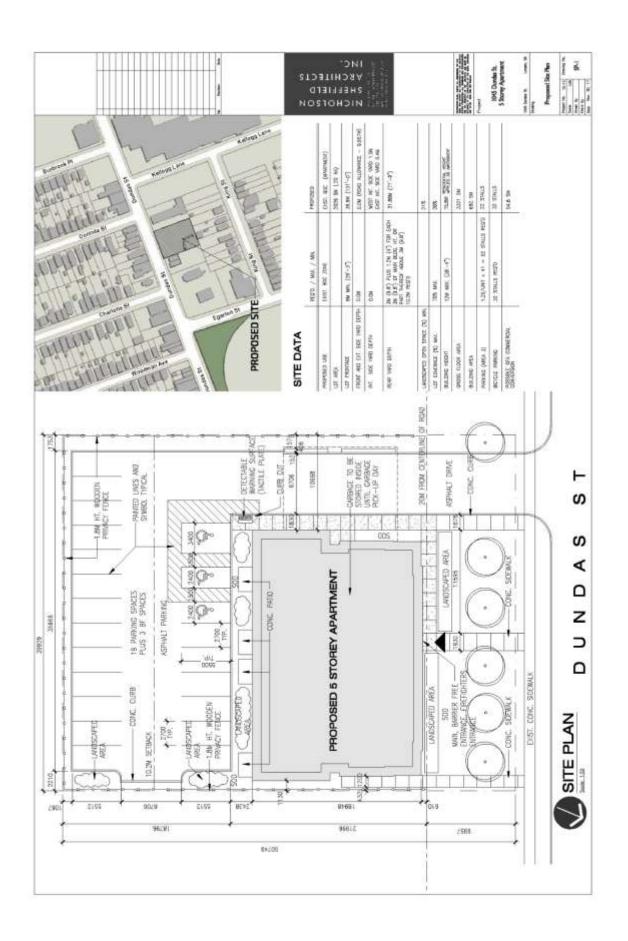


EAST ELEVATION

Schedule "1"



4 WEST ELEVATION



Appendix B – Public Engagement

Community Engagement

Public liaison: On December 20, 2017, Notice of Application was sent to 92 property owners in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on December 21, 2018. A "Planning Application" sign was also posted on the site.

4 replies were received

Nature of Liaison: The purpose and effect of this zoning change is to permit a 5-storey apartment building containing 41 residential units.

Change Zoning By-law Z.-1 from an Business District Commercial (BDC) Zone to a Business District Commercial Bonus (BDC*B(__)) Zone to permit a height of 15.8 metres and a residential density of 205uph in return for eligible facilities, services and matters outlined in Section 19.4.4 of the Official Plan. Other special zoning provisions such as first floor residential units, and a maximum parking requirement of 22 spaces where 52 spaces are required will also be considered as part of the bonus zone.

Public liaison: On March 14, 2018, Revised Notice of Application and Public Meeting was sent to 92 property owners in the surrounding area. Revised Notice of Application and Public meeting was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on March 15, 2018.

No replies were received

Nature of Liaison: The purpose and effect of this zoning change is to permit a 5-storey apartment building containing 41 residential units.

Change Zoning By-law Z.-1 from an Business District Commercial (BDC) Zone to a Business District Commercial Bonus (BDC*B(__)) Zone to permit a height of 17.8 metres and a residential density of 205uph in return for eligible facilities, services and matters outlined in Section 19.4.4 of the Official Plan. Other special zoning provisions such as first floor residential units, and a maximum parking requirement of 22 spaces where 52 spaces are required will also be considered as part of the bonus zone.

Community Meeting:

A community meeting was also held by the applicant on January 31, 2018 comments from the meeting are attached below.

Responses: A summary of the various comments received include the following:

Concern for:

- Requested reduction in parking.
- No Commercial uses on Main Floor
- Design
- Saftey

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

Telephone	Written
Carol Cooke	Dr. Malizia
432 Dorinda St, London ON, N5W4B4	1033 Dundas St, London ON
	Bill Downie
	1052 King St, London ON
	Alan R. Patton
	Patton Law
	1512-140 Fullarton Street
	London ON N6A 5P2
	Lewis Seale
	1 – 1036 Dundas, London N5W 3A5

Agency/Departmental Comments

<u>Development Services – January 19, 2018</u>

Transportation

No comments for the re-zoning application.

The following items are to be considered during the development application approval stage:

- Road widening dedication of 20.0m from centre line required on Dundas Street
- Dundas Street has been identified as a rapid transit corridor in the Council approved Rapid Transit Master Plan (RTMP). Through the Transit Project Assessment Process (TPAP), the corridor and station locations will be refined and examined in greater detail, future access to Dundas Street will be restricted to right in/right out. For information regarding the RTMP or TPAP please use the following web links:
 - http://www.london.ca/residents/Environment/EAs/Pages/Rapid-Transit.aspx or http://www.shiftlondon.ca/
- Detailed comments regarding access design and location will be made through the site plan process.

SWED

No comments for the re-zoning application.

The following items are to be considered during the development application approval stage:

- The subject lands are located in the Central Thames Subwatershed. The Developer shall be required to provide a Storm/drainage Servicing Brief demonstrating that the proper SWM practices will be applied to ensure the maximum permissible storm run-off discharge from the subject site will not exceed the peak discharge of storm run-off under pre-development conditions.
- This site can be service by the 1350mm storm sewer or the 825mm storm both on Dundas Street, confirming there is sufficient surplus capacity in the pipe and downstream system to accommodate the proposed development.

Water

No comments for the re-zoning application.

The following items are to be considered during the development application approval stage:

 A new 400mm PVC watermain along Dundas Street is available to service the site.

WADE

No comments for the re-zoning application.

The following items are to be considered during the development application approval stage:

- The sanitary sewer available for the proposed development is the new 300mm sanitary sewer on Dundas Street.

Additional comments may be provided upon future review of the site

London Hydro - January 8, 2018

London Hydro has no objection to this proposal or possible official plan and/or zoning amendment. Any new or relocation of the existing service will be at the expense of the owner.

<u>Upper Thames River Conservation Authority – January 17, 2018</u>

The UTRCA has no objections to this application.

<u>Urban Design Peer Review Panel – February 21, 2018</u>

The Panel provides the following feedback on the submission to be addressed through the zoning bylaw amendment application:

- 1. Entrance. The front building entrance should be further defined to be more prominent along the front façade.
- 2. Fenestration. The Panel supports the applicant's intent to further refine the window pattern to add visual interest in the front façade.
- Variation in building height. The Panel recommends providing variation in building height which may also be achieved through the use of varying building materials and building volumes.
- 4. Visual Surveillance. The Panel is supportive of the openings added to the driveway wing wall, supporting the building above. Additional visual surveillance and transparency from the building is recommended by adding windows along the side walls at grade and at the corners (e.g. stairwells and the building's driveway wall).
- 5. On-site amenity. The Panel encourages the applicant to consider opportunities to provide on-site common amenity area either interior or exterior to the building. An example could include shifting the interior meeting room to the front façade (allowing for additional glazing and potential spill-out of amenity in the front e.g. benches).
- 6. Rear property line buffer. The landscape strip along the rear property line should include buffer plantings (trees) adjacent residential properties.

Concluding comments:

The Panel supports the proposed project with the recommendations noted above. Regarding the building's front setback, should the City re-evaluate the required BRT right-of-way width, the Panel would support moving the building closer to the street edge.

Urban Design Staff – March 19, 2018

Urban design staff have worked closely with the applicant through the rezoning process to address many of the design concerns that have been raised by the community, the Urban Design Peer Review Panel, and City staff. The majority of the design concerns, in particular those related to the design of the main entry into the building, the amount of glazing on the ground floor, the size and shape of the window openings, and the design of the underpass driveway have been addressed with the final proposed elevations. The proposed building design is generally in keeping with the vision for the corridor and establishes an active built edge along the Dundas Street frontage with all parking functions located in the rear. The use of masonry brick and block materials on the façade provides for a high quality finish that is appropriate for this highly urban corridor and is consistent with other buildings along Dundas Street.

London Transit Commission - March 20, 2018

I am writing to voice London Transit's strong support for the by-law amendment at 1039-1047 Dundas St. Intensification, particularly that involves subsidized housing, provides land uses that compliment the future rapid transit corridor and helps to maintain transit access for transit dependent income groups. London Transit also supports any reduction to minimum parking requirements particularly adjacent to major transit corridors and in the context of serving subsidized housing.

Appendix C – Community Meeting Comments

NEIGHBOURHOOD OPEN HOUSE PROPOSED 5-Storey APARTMENT 1039, 1041, 1045, 1047 Dundas Street

Wednesday, January 31, 2018 6:00 p.m. to 8:00 p.m. Canadian Corps Association – Unit 12

Thank you for attending today's information meeting. We trust you were provided with helpful information regarding the development in your area. If you have any comments, please complete the area below (use back of page if required). You can also email your comments to zp@zpplan.com or mail to 318 Wellington Road London ON, N6C 4P4.

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Address: 665 Dindas St.	
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NEIGHBOURHOOD OPEN HOUSE PROPOSED 5-Storey APARTMENT 1039, 1041, 1045, 1047 Dundas Street

Wednesday, January 31, 2018 6:00 p.m. to 8:00 p.m. Canadian Corps Association – Unit 12

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NEIGHBOURHOOD OPEN HOUSE PROPOSED 5-Storey APARTMENT 1039, 1041, 1045, 1047 Dundas Street

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NEIGHBOURHOOD OPEN HOUSE PROPOSED 5-Storey APARTMENT 1039, 1041, 1045, 1047 Dundas Street

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PROPOSED 5-Storey APARTMENT	
1039, 1041, 1045, 1047 Dundas Street	
Wednesday, January 31, 2018 6:00 p.m. to 8:00 p.m.	
Canadian Corps Association – Unit 12	
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London on

Address: 1036 King St.

NEIGHBOURHOOD OPEN HOUSE PROPOSED 5-Storey APARTMENT 1039, 1041, 1045, 1047 Dundas Street

Wednesday, January 31, 2018 6:00 p.m. to 8:00 p.m. Canadian Corps Association – Unit 12

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Name: Erin Mutch Phone #_
Address: 231 Ambleside Dr
NEIGHBOURHOOD OPEN HOUSE
PROPOSED 5-Storey APARTMENT
1039, 1041, 1045, 1047 Dundas Street
Wednesday, January 31, 2018
6:00 p.m. to 8:00 p.m.
Canadian Corps Association – Unit 12
Thank you for attending today's information meeting. We trust you were provided with helpful
information regarding the development in your area. If you have any comments, please complete
the area below (use back of page if required). You can also email your comments to
zp@zpplan.com or mail to 318 Wellington Road London ON, N6C 4P4.
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I think that this is a great idea and plan this
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Controlling Will Boltwing 2.
Name: Sophie Hotels Phone #
Address: 231 Ampleside Drive

March 9, 2018

Proposed Affordable Housing Development – 1047 Dundas Street March 9, 2018 Community Open House Feedback provided to and by the Old East Village BIA Jennifer Pastorius, Old East Village BIA

Historically, the Old East Village BIA has supported retaining a variety of housing options and worked with numerous groups and property owners to assist in the development of both affordable and at market apartments on and around the commercial corridor. Even though the 1047 Dundas proposed development is just east of the Old East Village Community Improvement Plan area the possibility to further develop the area is an exciting one for the BIA. More residential units bring more customers to our existing businesses and create a greater need for additional shops and retail services. Projects that are developed with the thriving commercial environment and neighbourhood scale and design in mind will best integrate into the steadily revitalizing Old East Village commercial corridor.

Six members of the Old East Village BIA board and the BIA Manager attended the January 31st meeting. Two additional board members submitted feedback based on the renderings circulated via email prior to the Open House. One neighbourhood resident submitted their comments to both Zelinka Priamo Planners and the BIA. This feedback is offered in addition to feedback collected by the meeting organizers during the event. During both in person meetings and through submitted comments, three distinct themes emerged regarding the proposed development. These included comments regarding 1) need for mixed use, 2) the design and 3) importance of understanding the area context and activity. Below is a summary of the submitted feedback:

- 1. The comments demonstrated a significant concern regarding the lack of commercial units on the main floor of the development. Business owners shared that commercial activity is vitally important to any business district and residential buildings provide the feet on the street to shop in the retail sector. With the exception of Tony's Pizza and McHardy Vacuum, the most eastern end of the Old East Village commercial corridor was once void of the growing concentration of businesses that you see today. Investment data gathered by the BIA and the upcoming developments in previously empty factory sites like Kellogg's and McCormick's demonstrate that commercial interest is growing in this area of Dundas St. Property owners and residents stated that commercial spaces will be important assets as the corridor develops over the coming years and will create more walkable neighbourhoods and connectivity to the existing business community.
- 2. Regarding the building, attendees had strong opinions about the design and safety. It was recommended that the design should reflect the spirit of the Old East Village Urban Design Guidelines to ensure that in the future the development will complement the existing built form of the area; this would include a setback for all floors beyond three stories facing Dundas Street. Generally, the design was considered institutional and bland. References were made to "quality designed London affordable housing developments" which fit into the existing surrounding built form such as Woodfield Commons at 390 Princess Ave, Tecumseh Place, 77 Tecumseh Road and LAHF's Gethsemane Gardens. Concerns were raised regarding the expanse of blank walls on the front, east and west sides, the size and shape of the windows and lack of pronounced entrance pathway or overhang. There were safety concerns regarding the east and west walls in relation to the proximity of the proposed 7-foot fence. Strategically placed exterior lighting was also recommended.
- 3. It was articulated by those who provided comment what is critical is that developers understand the context of the existing neighbourhood area activity, and its potential impacts on their tenants. Currently, the area has a variety of businesses and activities. Much of the commerce in the area is positive and

supportive of local entrepreneurs. However, there still exist notable daily illegal activities just to the east and west of the proposed development. The BIA recognizes that the choice of tenancy resides outside the purview of City of London Planning; however, this theme was introduced in the comments and has therefore been included. Comments expressed significant support for a generous mix of at-market and affordable rents to ensure a varied tenant population. Specific building design components were suggested that could improve the safety of the tenants, if implemented; an on-site property manager was recommended to deter anti-social behaviour on the property. There is particular vulnerably when living in close proximity to anti-social and illegal activity, the potential risk of negative impacts to tenants cannot be understated. Therefore the Old East Village BIA, the London Affordable Housing Foundation and the London Housing Development Corporation have jointly acknowledged the nearby social challenges and have committed to work together proactively to mitigate the impacts of such activity on tenants, the development property and the surrounding area.

The comments that informed this report have been provided to the London Affordable Housing Foundation, City of London Planning staff, and the London Housing Development Corporation for their review and consideration. The comments were not edited; they were provided to all parties as they were shared or submitted.

Thank you for receiving the above thematic analysis based on conversations at the community consultation and comments collected via email. Participation in new neighbourhood development is an active part of BIA work. We are pleased to provide this feedback and look forward to working with all parties to provide area context as the project develops.

Appendix C – Policy Context

The following policy and regulatory documents were considered in their entirety as part of the evaluation of the requested land use change. The most relevant policies, by-laws, and legislation are identified as follows:

<u>PPS</u>

- 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns
 - 1.1.1 a, b, c, e, f
- 1.1.3 Settlement Areas
 - 1.1.3.1, 1.1.3.2, 1.1.3.3, 1.1.3.4, 1.1.3.6
- 1.4 Housing
 - 1.4.1
- 1.6.7 Transportation Systems
 - 1.6.7.4

Official Plan

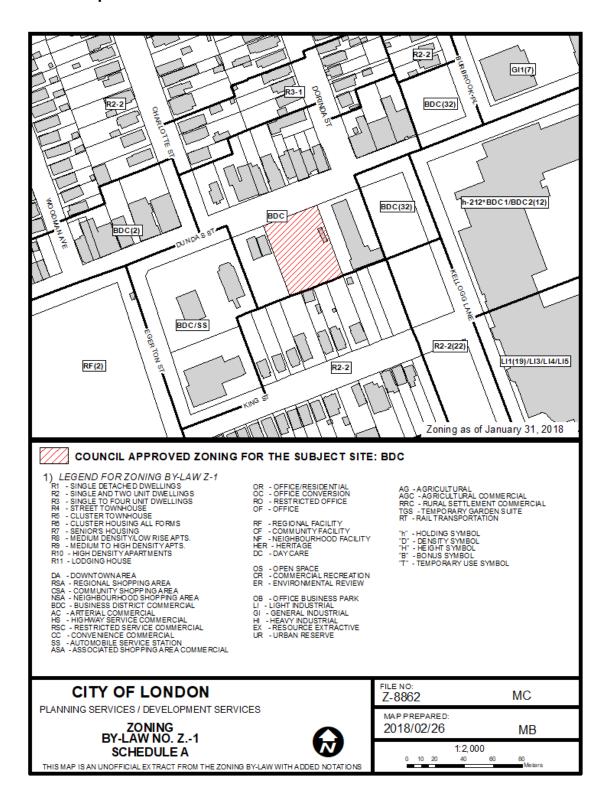
- 3.4. Multi-Family, High Density Residential
- 3.4.3. Scale of Development
- 4.4.1 Main Street Commercial Corridor
- 4.4.1.3. Function
- 4.4.1.1. Planning Objectives
- 4.4.1.2. Urban Design Objectives
- 4.4.1.4. Permitted Uses
- 4.4.1.7. Scale of Development
- 4.4.1.9. Urban Design
- 4.4.1.13. Specific Main Street Commercial Corridors
- 4.4.1.13.2. Old East Village (iii)
- 19.4 Zoning
- 19.4.4 Bonus Zoning

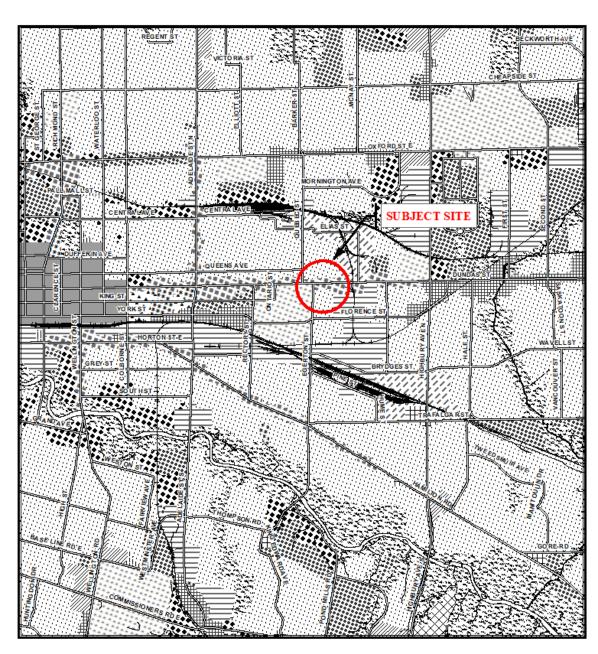
London Plan

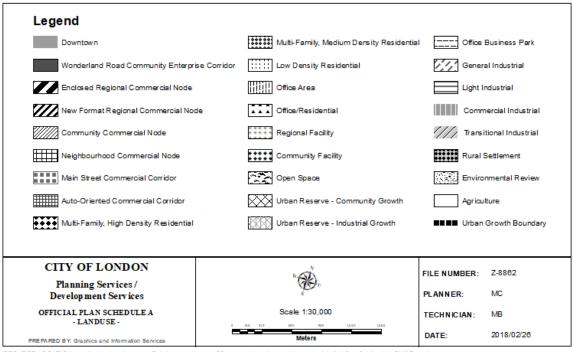
Rapid Transit and Urban Corridors Permitted Uses – 837 Intensity – 840 From – 841

Appendix D – Relevant Background

Additional Maps







PROJECT LOCATION: e:\planning\projects\p_officialplan\workconsol00\excerpts\mxd_templates\scheduleA_b&w_8x14_with_SWAP.mxd

