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File No: Z-7927
Planner: N. Musicco

TO:	CHAIR AND MEMBERS BUILT AND NATURAL ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING DIRECTOR OF LAND USE PLANNING AND CITY PLANNER
SUBJECT:	APPLICATION BY: CITY OF LONDON 1366 HURON STREET AND 1295 WEBSTER STREET PUBLIC PARTICIPATION MEETING ON OCTOBER 17, 2011 4:45 PM

RECOMMENDATION

That, on the recommendation of the Director of Land Use Planning & City Planner, the following actions be taken with respect to the application of the City of London relating to portions of the properties located at 1366 Huron Street and 1295 Webster Street, the proposed by-law attached hereto as Appendix "B" **BE INTRODUCED** at the Municipal Council meeting on October 24, 2011 to amend Zoning By-law No. Z.-1 in conformity with the Official Plan, to change the zoning of the subject property **FROM** a Neighbourhood Facility (NF) Zone which permits churches and elementary schools **TO** a Neighbourhood Facility (NF1) Zone which permits community centres, day care centres, libraries, private schools, fire stations, private club, police station, churches and elementary schools.

Municipal Staff **BE DIRECTED** to address the following design considerations through the process of designing and constructing this project:

- Locate the driveway access to parking along the eastern property boundary;
- Ensure pedestrian entrance has a direct connection to public sidewalk;
- Locate parking along the eastern and southern edges of the site.
- Use building massing to identify pedestrian entrance separate from garage/fire truck entrance;
- Ensure building elevations clearly identify building base, middle and top;
- Use a limited palette of complementary building materials, such as brick and stone;
- Design/surface vehicle access and parking areas so as to 'read' as forecourt/plaza spaces rather than exclusively as driveway.

PURPOSE AND EFFECT OF RECOMMENDED ACTION

The purpose and effect of this zoning change is to rezone a portion of 1366 Huron Street to permit a fire station.

RATIONALE

1. The recommended amendments are consistent with the polices of the Provincial Policy Statement (2005).
2. The recommended amendments are consistent and compatible with the existing and proposed uses in the area.
3. The proposed use is strategically located to support effective and efficient delivery of emergency management services which is consistent with the policy direction of the Provincial Policy Statement

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Aerial Photo Location Map

File No.: Z-7927

NM

Date Prepared: 2011/08/24

CK

SCALE: 1:2,500

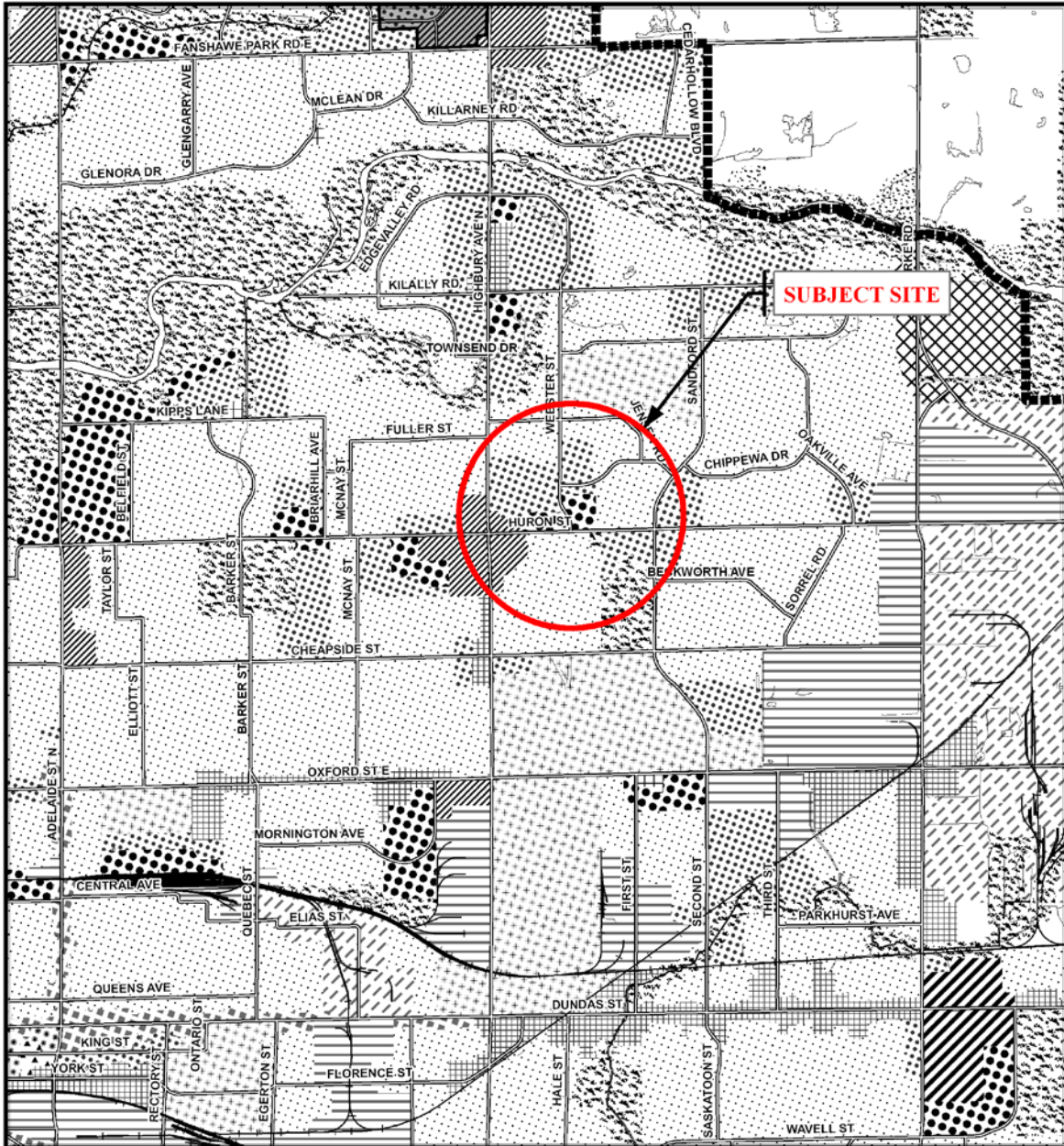


Prepared by: Graphics & Information Services, Planning Division, Corporation of the City of London
Photography based on April 2010 flight info.

Note: Parcel linework, when shown, is not for official or legal use.

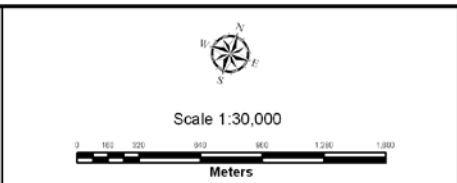
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Legend	
	Downtown Area
	Enclosed Regional Commercial Node
	New Format Regional Commercial Node
	Community Commercial Node
	Neighbourhood Commercial Node
	Main Street Commercial Corridor
	Auto-Oriented Commercial Corridor
	Multi-Family, High Density 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
	Areas Under Appeal

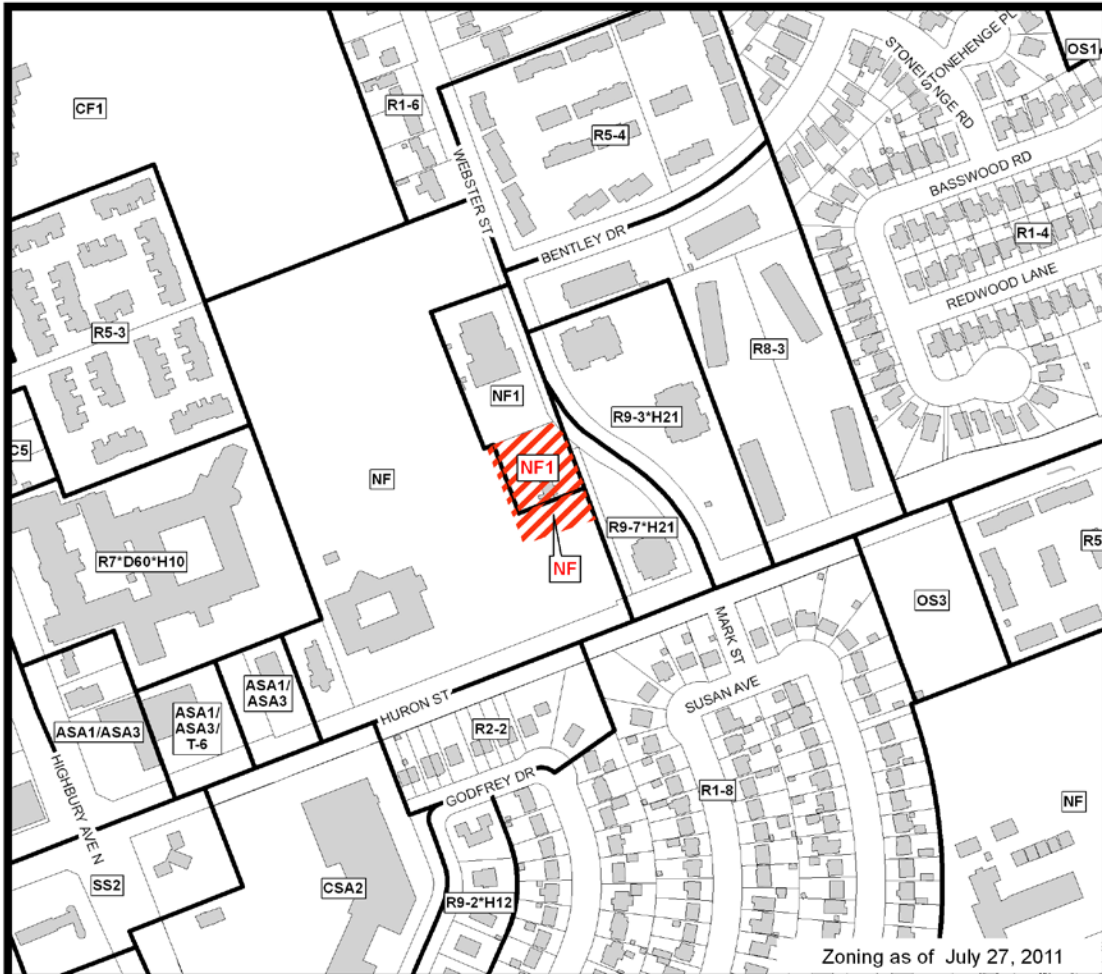
CITY OF LONDON
 Department of
 Planning and Development
 OFFICIAL PLAN SCHEDULE A
 - LANDUSE -
 PREPARED BY: Graphics and Information Services



FILE NUMBER: Z-7927
 PLANNER: NM
 TECHNICIAN: CK
 DATE: 2011 Aug 23

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Zoning as of July 27, 2011



COUNCIL APPROVED ZONING FOR THE SUBJECT SITE: NF1 & NF

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

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

2) ANNEXED AREA APPEALED AREAS

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:
Z-7927 NM

MAP PREPARED:
2011/08/23 CK

1:4,000
0 20 40 80 120 160 Meters

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BACKGROUND

Date Application Accepted: June 24, 2011	Agent: Charles Abromaitis (Reality Services – City of London)
REQUESTED ACTION: Possible amendment to the Zoning By-law Z.-1 FROM a Neighbourhood Facility (NF) Zone which permits churches and elementary schools TO a Neighbourhood Facility (NF1) zone which permits Community centres, Day care centres, Libraries, Private schools, Fire stations, Private club, Police station, Churches and Elementary schools.	

SITE CHARACTERISTICS:
<ul style="list-style-type: none"> • Current Land Use – Knights of Columbus Hall • Frontage – 25 meters • Depth – 53 meters • Area - 0.94 acres • Shape - Rectangular

SURROUNDING LAND USES:
<ul style="list-style-type: none"> • North – School • South - Single Family Residential / Community Shopping Area • East - Low/Medium/High Density • West - Associated Shopping Area/Medium Density/High Density

OFFICIAL PLAN DESIGNATION: (refer to map)
<ul style="list-style-type: none"> • Multi-Family Medium Density Residential and Multi-Family High Density Residential <p>The primary permitted uses in the Multi-Family, Medium Density Residential designation include multiple-attached dwellings, such as row houses or cluster houses; low-rise apartment buildings; rooming and boarding houses; emergency care facilities; converted dwellings; and small-scale nursing homes, rest homes and homes for the aged. These areas may also be developed for single-detached, semi-detached and duplex dwellings. Zoning on individual sites would not normally allow for the full range of permitted uses.</p> <p>The primary permitted uses in the Multi-Family, High Density Residential designation shall 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. Zoning on individual sites would not normally allow for the full range of permitted uses.</p>
EXISTING ZONING: (refer to map)
<ul style="list-style-type: none"> • Neighbourhood Facility (NF) Zone <p>The Neighbourhood Facility Zone provides for and regulates public and private facility uses which primarily serve a neighbourhood function. The primary permitted uses include: churches and elementary schools.</p>

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SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

PUBLIC LIAISON:	On June 30, 2011, 148 members of the public were notified. Notice of Application was also published in the "Living in the City" section of the London Free Press on July 2, 2011. A land use change sign was posted on the property.	3 responses received
Nature of Liaison: Possible amendment to the Zoning By-law Z.-1 FROM a Neighbourhood Facility (NF) Zone which permits churches and elementary schools TO a Neighbourhood Facility (NF1) zone which permits community centres, day care centres, libraries, private schools, fire stations, private club, police station, churches and elementary schools.		
Responses: Three (3) members of the public responded to the notice of application. Two (2) members of the public were in favour of the application. One (1) member of the public expressed concerns with potential noise and snow maintenance on Webster Street.		

London Hydro

London Hydro has no objection to this proposal or possible official plan and/or zoning by-law.

Bell Canada

Bell Canada has no conditions/ objections to the submitted application. If there are any conflicts with existing Bell Canada facilities or easements, the Owner/Developer shall be responsible to re-arrangements relocations.

Upper Thames River Conservation Authority

The Upper Thames River Conservation Authority has no objection to this application.

London District Catholic School Board

In the interest of student safety, the Board respectfully request that the City of London provide proper construction safety barriers/temporary fencing during construction of the fire hall to prevent student access. Following the completion of the fire hall, the Board request that the City of London install commercial grade 4 foot high galvanized metal chain link fencing (hot dip galvanized steel to CSA G 164-M1981, 2 inch fabric) along the perimeter of the fire hall block to prevent student access to and from the fire hall facility.

Parks Planning and Design

The Parks Planning and Urban Design Section has reviewed the application and our files and has no issues with the proposed amendment.

Corporate Assets and Fire Chief:

(Built and Natural Environment Committee Report – August 15, 2011 – Tom Johnson – Managing Director –Corporate Assets and John. W. Kobarda, Fire Chief)

The design of the new station will be based on the following principles

1. Residential construction techniques shall be used to create a fiscally responsible station design;

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2. In order to provide flexibility should it become necessary to relocate the station in the future based on changing operational needs, the building will be so designed to permit conversion to other uses such as professional services, commercial or retail space;
3. Keeping in line with a Master Fire Plan recommendation to reduce costs through the development of a standardized station design, it is the Department's vision to replicate the Station 14 design, adding a second bay for an aerial platform truck, as well as the accommodation for the staff assigned to that fire apparatus;
4. Within the capital budget and the design principles, incorporate the City of London's Urban Design Guidelines;
5. Incorporate within the design, where applicable, accessibility for individuals with disabilities through the City's Facility Accessibility Design Standards (FADS), including Accessibility for Ontarians with Disabilities Act (AODA) standards; as well as
6. Energy efficient design based on LEED principles.



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Community Planning and Urban Design:

Urban Design objectives for the Fire Station 7 site:

Siting

Site the building and develop its massing to take advantage of visibility at the terminated vista created by the bend in the Webster Street alignment. Minimize the distance between the built form and the street edge while accommodating required space for functional truck movements.

- Locate the driveway access to parking along the eastern property boundary;
- Ensure pedestrian entrance has a direct connection to public sidewalk;
- Locate parking along the eastern and southern edges of the site.

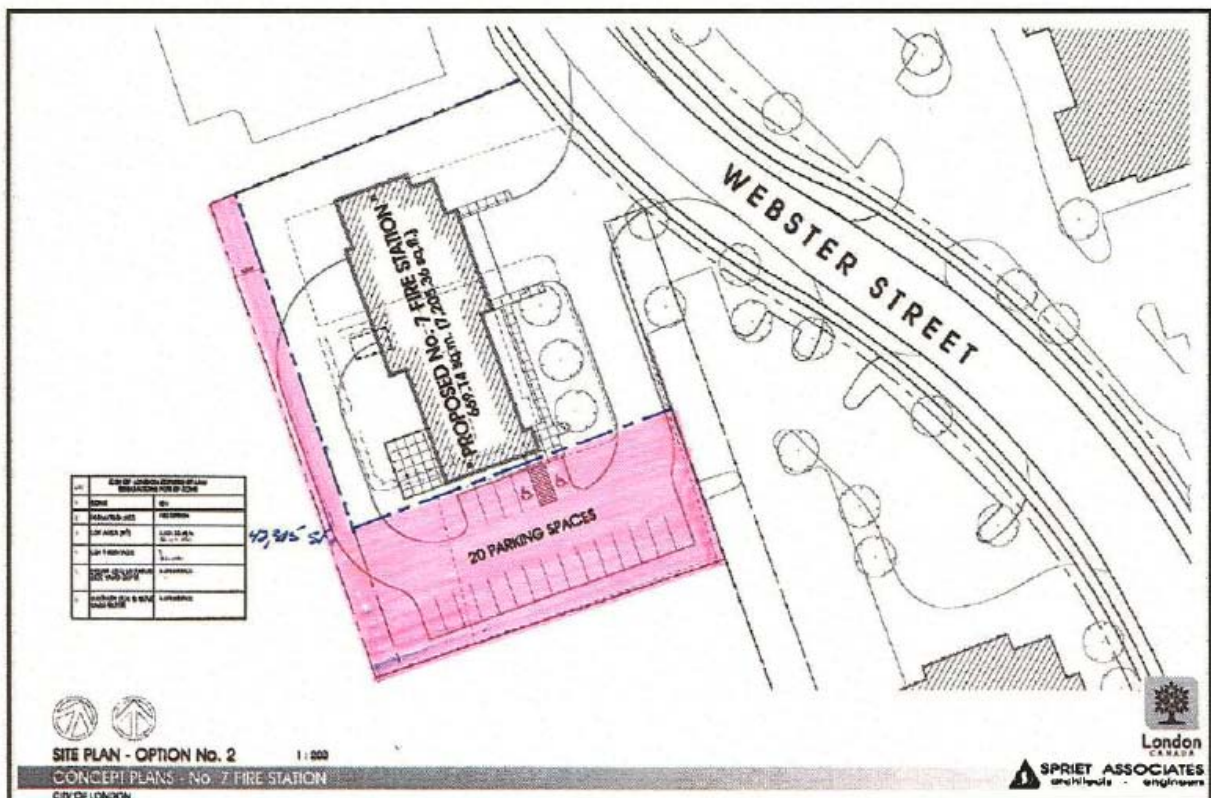
Building Orientation and Character

Ensure that the massing and architectural expression of the building serves its fire station use while remaining compatible with the scale and character of adjacent development and adaptable to the widest possible array of options for future alternative uses.

- Use building massing to identify pedestrian entrance separate from garage/fire truck entrance;
- Ensure building elevations clearly identify building base, middle and top;
- Use a limited palette of complementary building materials, such as brick and stone;
- Design/surface vehicle access and parking areas so as to 'read' as forecourt/plaza spaces rather than exclusively as driveway.

ANALYSIS

The subject site is located on the east side of Highbury Avenue North north of Huron Street and to the west of the Kilally Road Area Study. The site is rectangular in shape having an area of approximately 0.94 acres a frontage of approximately 25 meters and a depth of 53 meters. The abutting land uses include a school to the north, single family residential and a community shopping area to the south, low/medium/high density residential to the east and Associated Shopping Area uses and medium density/high density residential to the west.



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Proposal

The London Fire Department is proposing to develop a new fire station at 1295 Webster Street and 1300 Huron Street, which would replace the station at 1192 Highbury Avenue. The Fire Master Plan presented to Council in 2009 recommended that Fire Station No 7 be relocated for reasons including, but are not limited to:

- The apparatus bays of the current fire station are inadequately sized to accommodate modern fire apparatus;
- The current station has an inefficient layout contributing to longer than necessary response times;
- Response times are adversely affected due to challenges of entering onto Highbury Avenue because of the high traffic volumes.

Provincial Policy Statement

The Provincial Policy Statement, 2005 (PPS) provides policy direction on matters of provincial interest related to land use planning and development. It is intended to be read in its entirety and the relevant policies are to be applied in each situation. As it relates to this application, the PPS provides some direction to this matter.

1.6 Infrastructure and Public Service Facilities

1.6.1 Infrastructure and public service facilities shall be provided in a coordinated, efficient and cost-effective manner to accommodate projected needs. Planning for infrastructure and public service facilities shall be integrated with planning for growth so that these are available to meet current and projected needs.

1.6.2 The use of existing infrastructure and public service facilities should be optimized, wherever feasible, before consideration is given to developing new infrastructure and public service facilities.

1.6.3 Infrastructure and public service facilities should be strategically located to support the effective and efficient delivery of emergency management services. Where feasible, public service facilities should be co-located to promote cost-effectiveness and facilitate service integration.

The proposed use is strategically located to support effective and efficient delivery of emergency management services which is consistent with the policy direction of the Provincial Policy Statement.

Official Plan

The Official Plan contains Council's objectives and policies to guide the short-term and long-term physical development of the municipality. The policies promote orderly urban growth and compatibility among land uses. While the objectives and policies in the Official Plan primarily relate to the physical development of the municipality, they also have regard for social, economic and environmental matters.

The Multi-Family, Medium Density Residential designation permits multiple-unit residential developments having a low-rise profile, and densities that exceed those found in Low Density Residential areas but do not approach the densities intended for the Multi-Family, High Density Residential designation. Residential uses that typically comprise medium density development include row houses, cluster houses, low-rise apartment buildings, and certain specialized residential facilities such as small-scale nursing homes, homes for the aged and rest homes. The Multi-Family, High Density Residential designation is intended to accommodate large-scale, multiple-unit forms of residential development.

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The preferred locations for this designation are lands adjacent to major employment centres, shopping areas, major public open space, transportation routes, and where high density development will not adversely affect surrounding land uses.

This type of development provides for an efficient use of land, energy and community services and facilities, and contributes to a broad range of choice in housing location, tenure and cost throughout the municipality.

Chapter 19 of the Official Plan outlines the means through which the objectives and policies of the Plan will be implemented. Section 19.1.2 addresses uses permitted in all land use designations and includes fire halls. Therefore an Official Plan amendment is not required.

Zoning By-law

The current zoning is Neighbourhood Facility (NF). The primary permitted uses include an elementary school and a church.

The Neighbourhood Facility Zone provides for and regulates public and private facility uses which primarily serve a neighbourhood function. They include small to medium scale uses which have minimal impact on surrounding land uses and may be appropriate adjacent to or within residential neighborhoods. The NF Zone variation permits the lowest impact uses permitted in the zone and typically uses are developed independently. The NF1 Zone variation permits the NF uses plus uses which are generally larger and generate more traffic and activity. Generally, uses are combined on any one site. The NF2 Zone variation is typically applied to facility uses in rural areas where larger lot areas are required because of servicing constraints.

The requested zoning is Neighbourhood Facility (NF1). The primary permitted uses include: community centres, day care centres, libraries, private schools, fire stations, private club, police station, churches and elementary schools.

Planning Impact Analysis

The relevant criteria to be reviewed include compatibility with adjacent uses; the size and shape of the subject site; supply of vacant land which is already designated and/or zoned for the proposed use; the height location and spacing of buildings and their impact on surrounding land uses; impacts on natural features or existing vegetation; location of vehicular access points; exterior design and layout of the buildings; environmental constraints and measures to mitigate adverse impacts on adjacent land uses and services.

Location

It is necessary for the location of the new Fire Station No 7 to be in the same general area to maintain coverage in the northeast part of the city. The site selected provides adequate space to accommodate the fire station, and will maintain the emergency responsiveness to the area. It will also minimize those issues experienced due to the high volume of traffic on Highbury Avenue. The construction of the new fire station is scheduled to begin in the spring of 2012 with completion for late 2012.

Size of Proposed Development

The proposed fire station house with an estimated Gross Floor Area of 7,200 square feet is envisioned by a residential style facility incorporating a two bay drive-through apparatus bay and provide accommodations for a minimum of nine fire fighters. A two bay design requires a fully serviced site of approximately one acre. The existing buildings on the site are planned to be removed.

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Height, Location and Spacing of Buildings

The proposed zoning (NF1) permits a maximum height of 12 metres for structures. The zone also requires that there is a maximum 6 metre setback from adjacent properties. Through the Request For Proposal for the prime consultant, the design of this facility will be reviewed to ensure that the proposed development will be of a scale and built form that is appropriate and compatible with abutting properties.

Does the present site include the vacant property adjacent to the existing fire hall?

The current site on which Station 7 is located includes the parking lot immediately to the south of the station. There is a Union Gas easement on site. There are also easements for sanitary and storm sewers on the southern part of the property.

Has an expansion to the existing structure been fully explored?

- a) The Master Fire Plan illustrated that the current site no longer suits the operational needs of the Department; as such an alternative site was sought;
- b) A costly renovation would be required to make the apparatus bay suitable for the aerial platform, as well as properly position the vehicles in the station;
- c) A health and safety concern exists with respect to the aerial truck backing into the station, as it must block at least 2 lanes of traffic;
- d) Responding onto Highbury Avenue may result in delayed responses due to the traffic.

Noise

One member of the public had noise concerns with the proposed fire hall development. The City of London Fire Department has ensured that they will address noise mitigation measures at the Community meeting on October 4, 2011 at the North London Optimist Community Centre.

Design

The design envisioned in the August 15, 2011 Fire Department / Corporate Asset Built and Natural Environment Committee report continues to build upon the London Fire Department's trend toward residential style fire houses, where applicable, and is a hybrid of a concept introduced by the Calgary Fire Department in the mid part of the last decade. Residential style fire house facilities provide financially responsible and aesthetically pleasing designs whose appearance is compatible with surrounding detached housing development. The concept was successfully introduced with the construction of Fire Station No. 13 on Fanshawe Park Road East, and most recently at the new Fire Station No. 14. (2225 Hyde Park Road).

The proposal for this facility will need to be presented to the Urban Design Peer Review Panel. Staff would like to work with the Fire Department on the design of their new facility to ensure that urban design objectives are met. The Fire Department is committed to work with the Urban Design Peer Review Panel to construct a facility that is to the satisfaction of the community and the City of London.

CONCLUSION

The proposed Zoning By-law amendment conforms to the policies of the Multi-Family Medium Density Residential and Multi-Family High Density Residential designation in the City of London's Official Plan. The proposed Zoning By-law amendment is appropriate to allow for this development which will provide fire protection for the northeast portion of the City. The site selected provides adequate space to accommodate the fire station and will maintain the emergency responsiveness in the area.

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PREPARED BY:	SUBMITTED BY:
NICOLE MUSICCO – PLANNER II COMMUNITY PLANNING AND URBAN DESIGN	JIM YANCHULA, MCIP, RPP MANAGER OF COMMUNITY PLANNING AND URBAN DESIGN
RECOMMENDED BY:	
JOHN M. FLEMING, MCIP, RPP DIRECTOR OF LAND USE PLANNING & CITY PLANNER	

October 5, 2011

/nm

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

Date and Time	Name and Address	Comments
July 7, 2011 11:15am	Betty Love / 1318 Highbury Avenue North	No objection
July 11, 2011 9:30am	Edith Brant / 1318 Highbury Avenue North	No objection
September 22, 2011 1:22pm	Mary Shoebottom / 25-1290 Bentley Drive	Expressed concerns with potential noise and snow maintenance on Webster Street.

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Bill No. (number to be inserted by Clerk's Office)
2011

By-law No. Z.-1-_____

A by-law to amend By-law No. Z.-1 to rezone an area of land located 1295 Webster Street and 1366 Huron Street

WHEREAS the City of London has applied to rezone an area of land located 1295 Webster Street and 1366 Huron 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 a portion of the lands located at 1295 Webster Street and 1366 Huron Street, as shown on the attached map comprising of Key Map 36, **FROM** a Neighbourhood Facility (NF) Zone **TO** a Neighbourhood Facility (NF1) Zone.

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 subsection 34(21) of the *Planning Act, R.S.O. 1990, c. P.13*, either upon the date of the passage of this by-law or as otherwise provided by the said subsection.

PASSED in Open Council on October 24, 2011

Joe Fontana
Mayor

Catharine Saunders
City Clerk

First Reading - October 24, 2011
Second Reading - October 24, 2011
Third Reading - October 24, 2011

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Bibliography of Information and Materials (Z-7927)

Request for Approval:

City of London Zoning By-law Amendment Application Form, completed by Bill Warner, June 21, 2011.

Reference Documents:

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

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

Ontario. Ministry of Municipal Affairs and Housing. *Provincial Policy Statement*, March 01, 2005.

City of London, Notice of Application, June 30, 2011

City of London, Living in the City – June 31, 2011

City of London, Notice of Public Meeting, September 30, 2011

City of London, Living in the City - Saturday October 1, 2011

Correspondence: (all located in City of London File No. Z-7927 unless otherwise stated)

City of London

N. Musicco and Reality Services (Various emails - June 2011-September 2011).

Email to N. Musicco from J. Yanchula – June 27, 2011

Memo to N. Musicco from Park Planning – July 4, 2011

External

London Hydro (Dave Dalrymple) Memo to N. Musicco – July 5, 2011

Bell Canada (John La Chapelle) Letter to N. Musicco – July 20, 2011

Upper Thames River Conservation Authority (Christine Creighton) – Letter to N. Musicco – July 25, 2011

London District Catholic School Board (Rebecca McLean) Letter to N. Musicco – June 27, 2011