

## Report to Planning and Environment Committee

**To: Chair and Members  
Planning & Environment Committee**

**From: John M. Fleming  
Managing Director, Planning and City Planner**

**Subject: The Corporation of the City of London  
723 Lorne Avenue (former Lorne Avenue Public School site)**

**Public Participation Meeting on: September 24, 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 The Corporation of the City of London relating to the property located at 723 Lorne Avenue:

- (a) The proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on October 2, 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 Neighbourhood Facility (NF) Zone, **TO** a Residential R1 Special Provision (R1-2(\_)) Zone and an Open Space (OS1) Zone; and
- (b) That any procurement process associated with the subject site evaluate submissions to ensure that the design of development is consistent with "Section 4.5.1 Design Guidelines for New Buildings" of the Old East Heritage Conservation District – Conservation and Design Guidelines when determining the successful proponent.

## Executive Summary

### Summary of Request

As part of the City of London's acquisition of the former Lorne Avenue Public School site, the process endorsed by Municipal Council involved the demolition of the existing school building, the creation of a municipal park, and the repurposing of the remainder of the site to be compatible with the neighbourhood. This requires a rezoning of the subject site, as the existing zoning permissions are limited to neighbourhood facilities, including places of worship, elementary schools, and daycare centres.

### Purpose and the Effect of Recommended Action

The purpose and effect of the recommended Zoning By-law Amendment is to permit a park on the northeast corner of the site ["park portion"] and single detached dwellings on the remainder of the property ["developable portion"]. A new road is also proposed extending Queens Place to Lorne Avenue. The details of this new road would be finalized through the development of the subsequent procurement process for the subject site.

### Rationale of Recommended Action

The Old East Village has been identified as being parks deficient, relying heavily on the former Lorne Avenue Public School site for community outdoor space. The City acquired the former Lorne Avenue Public School site due to this municipal need for parkland in the area. While a portion of the funding for acquiring the former Lorne Avenue Public School site was from the City's Parklands Reserve Fund, the remainder of the funding came from other funding sources with the expectation that the portion of the site not used for parkland would be developed for residential uses in the future. Working closely with the community, a preferred land use concept was prepared that would permit a public park and would also allow a portion of the site to be sold for

residential development in the form of single detached dwellings. The attached Zoning By-law Amendment includes special provisions to help ensure any future development of the site is compatible with the Old East Heritage Conservation District.

## Analysis

### 1.0 Site at a Glance

#### 1.1 Property Description

The subject site is currently vacant and was formerly the site of Lorne Avenue Public School. The Lorne Avenue Public School building has been demolished. The site is an irregular shape, with frontages on Lorne Avenue to the north and English Street to the east. Queens Place terminates at the subject site to the south.



Figure 1 - Subject site following demolition

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

- Official Plan Designation – Low Density Residential
- The London Plan Place Type – Neighbourhoods
- Existing Zoning – Neighbourhood Facility (NF) Zone

#### 1.3 Site Characteristics

- Current Land Use – Vacant (former Lorne Avenue Public School and associated school yard, school building has since been demolished)
- Frontage – 64 metres (210 feet)
- Depth – 146 metres (479 feet)
- Area – 1.36 hectares (3.36 acres)
- Shape – Irregular

#### 1.4 Surrounding Land Uses

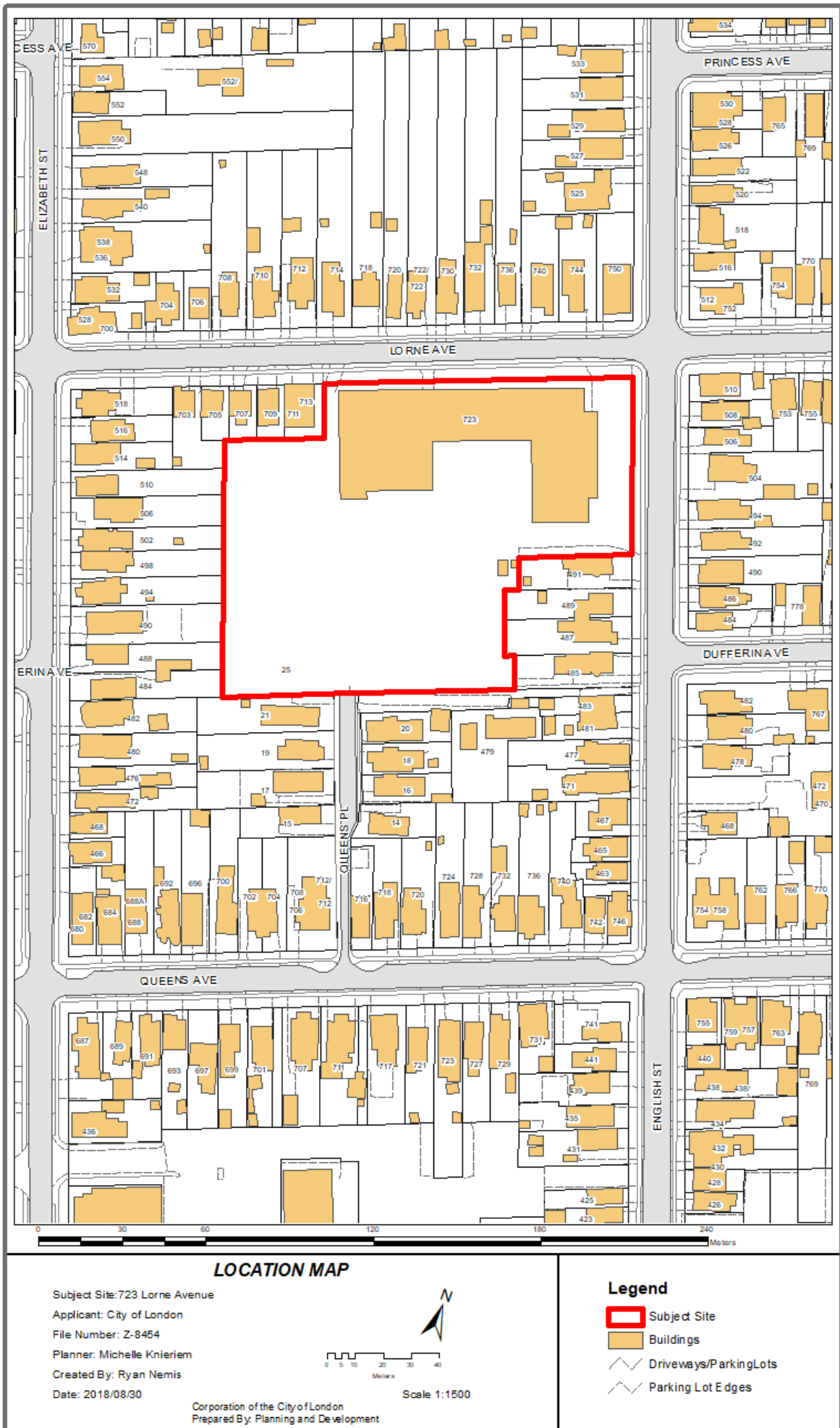
The subject site is surrounded on all sides by a mixture of low-rise residential dwelling types including single detached, semi-detached, duplex, triplex and fourplex dwellings. The surrounding area is designated Low Density Residential in the 1989 Official Plan and within the Neighbourhoods Place Type in The London Plan.

The surrounding area is also situated within the Old East Heritage Conservation District.

#### 1.5 Intensification

- Based on the recommended zoning, it is estimated that the subject site could accommodate approximately 12 residential units
- The proposed residential units represent intensification within the Built-area Boundary
- The proposed residential units are inside of the Primary Transit Area

1.6 Location Map



## 2.0 Description of Proposal

### 2.1 Development Proposal

The recommended Zoning By-law Amendment would allow the northeast portion of the site to become a park. This park would have a minimum size of 0.61 hectares, encompassing a minimum of 45% of the total site area.

A new road bisecting the site is proposed adjacent to the park which would extend Queens Place to Lorne Avenue. The width of the right-of-way associated with this road and whether it will be utilized by one or two way traffic will be further resolved through the subsequent procurement process for the future sale of the developable portion of the subject site that is recommended to be zoned for residential uses.

The western portion of the site would permit single detached dwellings based on the recommended zoning, fronting onto the new road. Recommended special provisions in the zoning are intended to:

- Reduce the minimum front yard setback and limit the maximum front yard setback to permit setbacks that are characteristic of the existing dwellings on Queens Place and the broader Old East Village;
- Reduce the maximum driveway width to 3 metres to allow for a single car width for the driveway, similar to other properties in the Old East Village;
- Limit garages to detached garages, as attached garages are not characteristic of the Old East Village;
- Limit the height of dwellings to 2 storeys; and
- Require a dwelling constructed on the lot abutting the park to front the park.

## 3.0 Relevant Background

### 3.1 Planning History

The subject site was formerly the location of the Lorne Avenue Public School. The Lorne Avenue Public School occupied the site since 1875, with the original building being replaced by a new building constructed in 1969-1970. In 2014, the Thames Valley District School Board declared the site surplus and offered it for sale to public bodies. The City of London submitted an offer to purchase the site, and on October 15, 2014, the City entered into an Agreement of Purchase and Sale with the Thames Valley District School Board to acquire the former Lorne Avenue Public School property located at 723 Lorne Avenue for \$550,000. The funding for purchasing the site included funding from the Parkland Reserve Fund, in order to secure a portion of the site for the use of a public park. The school closed in June, 2016. On October 28, 2016, the City of London took possession of the subject site.

As part of the Council-approved process to find a new user for the non-park portion of the site, The City of London engaged in a Request for Proposals procurement process to try to find a new occupant for the former Lorne Avenue Public School building. The Request for Proposals procurement process did not result in identifying a successful respondent.

As no successful responses were received through the Request for Proposals procurement process, the former Lorne Avenue Public School building was subsequently demolished following Municipal Council's approval of a demolition request in August, 2017. The school bell from the original Lorne Avenue Public School and the aluminum lettering from the north façade of the building were removed prior to demolition and are to be incorporated into the future park at the site.

The City of London held three community information meetings to gather community feedback to inform the future uses on the former Lorne Avenue Public School site. The first community information meeting was held on April 25, 2015 to gather information about future uses for the site. The learnings from this meeting were incorporated into the Request for Proposals procurement document. Two subsequent community information meetings were held on June 27, 2017 and May 23, 2018 to inform the future

development of the site with the understanding that the former school building would be demolished. The learnings from the latter two community information meetings informed the recommendations in this report including the recommended Zoning By-law Amendment. Further details on the community engagement process can be found in the below section “3.2 Community Engagement”.

At its meeting of April 10, 2018, City Council received for an information report from the Managing Director, Planning and City Planner entitled “The Corporation of the city of London Neighbourhood School Strategy – Evaluation and Acquisition of Surplus School Sites”. This report outlined the proposed strategy to evaluate school sites that have been declared surplus by the school boards to determine if there is a municipal purpose for these lands. Three municipal purposes were identified for the City to consider when acquiring surplus school sites: affordable housing, parkland, and community facilities, with affordable housing given priority over the other potential municipal uses. Evaluations are also to consider possible cost recovery options in instances where only a portion of the lands are needed. A report recommending direction on the closed school strategy is targeted for consideration in the fall of 2018. While the acquisition of the Lorne Avenue Public School site preceded the closed school strategy, the acquisition of school sites, such as Lorne Avenue Public School, where neighbourhoods are deficient in parkland and the school functions as the primary public open space, are given a high priority.

Should Municipal Council adopt the recommendations in this report to rezone a portion of the subject site to an Open Space (OS1) Zone, further community consultation will be held to inform the design of the new public park.

### **3.2 Community Engagement (more detail in Appendix B)**

Three community information meetings have been held to discuss the reuse of the former Lorne Avenue Public School Site.

The first meeting was held on April 25, 2015 at the Lorne Avenue Public School. This meeting was attended by approximately 46 people. This meeting discussed the City’s purchase of the Lorne Avenue Public School property to create a neighbourhood park, shared the Request for Proposals process to find a purchaser for the former school building, and discussed the community’s vision for the site and parkland assuming the school building remained. Feedback from this meeting was incorporated into the Request for Proposals documentation for the reuse of the former school.

The Request for Proposal process to find a purchaser for the school building did not find a successful proponent, and at its meeting of March 2, 2017, City Council directed staff to hold a community meeting to re-engage the local Old East Village community and update them on the process to date and articulate the community’s vision for parkland and residential infill on a cleared site.

The second community information meeting was held on June 27, 2017 at the Boyle Community Centre to discuss the community’s vision for parkland and residential infill on a cleared site. This meeting was attended by approximately 40 people. This meeting was intended to gather input from the community about the vision for the cleared site, which included discussion about the preferred activities in the park that would be included in the redevelopment. This meeting included breakout groups where groups developed plans and provided feedback for their preferred land use concepts for the site. In general, the preferred land use concepts generated by the groups included the following:

- Identified issues with vehicular access and turn-around on Queens Place. Preference for a cul-de-sac to be added at the end of Queens Place rather than a through-street;
- Desire to maximize the amount of parkland;
- Preference for low-rise residential development – single detached and possibly duplex or semi-detached dwellings;

- Need for development to fit with the character of the Old East Heritage Conservation District;
- Desire for multiple points of access to the new park; and
- Preference for park to be located in the northeast corner of the site.

From this meeting, development concepts were drafted and were reviewed in consultation with other City divisions to analyze possible constraints. This review resulted in two development concepts with the intention that the draft Zoning By-law provisions could allow the flexibility for either concept to be implemented. Both development concepts included a park in the northeast corner occupying approximately 45% of the site, a new public road bisecting the site extending Queens Place to Lorne Avenue, and single detached dwellings on the western portion of the site. The difference between the two concepts was in the southeastern portion of the site where one concept included single detached dwellings and the other concept included cluster single detached dwellings. The two development concepts considered at the third community information meeting are shown below:



Figure 2 - Development Concept 1



Figure 3 - Development Concept 2

These development concepts and associated draft zoning permissions were presented to the community at a third community information meeting held on May 23, 2018 at the Carling Heights Optimist Community Centre. Approximately 30 people attended this meeting. This meeting presented learnings to date from previous community consultations and presented the proposed development concepts and draft Zoning By-law Amendment to the community for feedback. While some residents did express a desire for increased density or a greater amount of parkland on the site, the proposed development concepts and draft Zoning By-law Amendment were generally well-



received by the community with many community members praising how the development concepts reflected the community's vision for the site. A concern was identified in relation to Development Concept 2 as there are no other cluster developments in the Old East Heritage Conservation District. The community expressed a desire for standards to be incorporated into the Zoning By-law to ensure the development fits with the character of the surrounding neighbourhood.

Another concern expressed included the desire for better stormwater management, citing flooding as a common occurrence in the area. This matter will be considered through the park design process and through any future subdivision application. There was also a concern about an increase in traffic on Queens Place as a result of the proposed extension of the existing road. This matter will be further considered through the procurement process. The community also identified an interest in being involved in the procurement process, if possible.

This proposed Zoning By-law Amendment was revised based on the comments from the community consultation meeting, with the recommended Zoning By-law Amendment including permissions for single detached dwellings (as shown in Figure 2) and not cluster single detached dwellings (as shown in Figure 3) and including more specific standards based on the feedback from the meeting, such as maximum lot frontage, to ensure the character of the neighbourhood is maintained.

Should Municipal Council adopt the recommended Zoning By-law Amendment which includes zoning permissions to allow for a park at the northeast corner of the site, further community consultation would occur to inform the design of the park.

### 3.3 Recommended Development Concept

Through the community consultation process, the below land use concept was established as the recommended development concept for the site. This concept includes a park in the northeast corner occupying approximately 45% of the site, a new public road bisecting the site extending Queens Place to Lorne Avenue, and single detached homes on the western and southeastern portions of the site. It is estimated this could result in the addition of approximately 12 single detached dwellings to the site.

The recommended development concept is shown below:



Figure 4 - Recommended Development Concept (Development Concept 1)

This concept was developed out of the community consultation, providing parkland in a location that is visible and easily accessible to the broader Old East Village community and residential intensification that fits with the surrounding neighbourhood. When presented at the community information meeting on June 27, 2018, this development

concept was generally well-received. The recommended Zoning By-law Amendment is intended to implement this development concept.

### 3.4 Recommended Amendment

When the Lorne Avenue Public School site was initially purchased by the City, it was anticipated that the future zoning of the site could include an Open Space (OS1) Zone, a Neighbourhood Facility (NF) Zone, a Residential R3 (R3-2) Zone, and a Residential R8 (R8-4) Zone. These zones were considered for the following reasons:

- The Open Space (OS1) Zone was anticipated to include a park on the site;
- The Neighbourhood Facilities (NF) Zone was proposed to allow for a potential reuse of the former Lorne Avenue Public School building for a private school use or a form of neighbourhood facility, such as a child care centre;
- The Residential R3 (R3-2) Zone was considered to allow infill housing that was compatible with the surrounding neighbourhood. The Residential R3 (R3-2) Zone permits single detached, semi-detached, duplex, triplex, and fourplex dwellings. The properties surrounding the former Lorne Avenue Public School site are currently in a Residential R3 (R3-2) Zone; and
- The Residential R8 (R8-4) Zone was considered to permit conversion of the existing school building to residential apartments.

Since the initial Zoning By-law Amendment request, a Request for Proposals process did not find a successful proponent for the reuse of the former Lorne Avenue Public School and the building was demolished.

Extensive community consultation also identified a significant preference for the introduction of additional single detached dwellings, rather than other housing types. Community consultation led to the development of the two preferred development concepts (see section “3.3 Development Concepts”). As such, the requested Zoning was revised to an Open Space (OS1) Zone for the northeast portion of the site, a Residential R1 Special Provision (R1-2(\_)) Zone for the western portion of the site, and a compound Residential R1 Special Provision (R1-2(\_)) Zone and Residential R6 Special Provision (R6-2(\_)) Zone for the subject site to allow either of these two preferred development concepts to be implemented. This was the Zoning By-law Amendment that was circulated with the Notice of Application and the proposed special provisions would permit the following:

- The Open Space (OS1) Zone would allow for the development of a park on the site;
- The Residential R1 Special Provision (R1-2(\_)) Zone would allow for the development of single detached dwellings on western portion of the property and the southeastern portion of the property (which is also recommended to include Residential R6 Special Provision (R6-2(\_)) Zone permissions). The following special provisions would apply to this zone to help ensure development fits in with the surrounding context and has a positive relationship with the park:
  - Reduced minimum front yard setback of 1 metre;
  - Maximum front yard setback of 4 metres;
  - Prohibiting attached garages;
  - A maximum frontage of 14 metres;
  - A maximum height of 2 storeys or 9 metres; and
  - Requiring any dwelling abutting an Open Space (OS1) Zone to be oriented towards the Open Space (OS1) Zone
- The Residential R6 Special Provision (R6-2(\_)) would allow the development of cluster single detached dwellings on the southeastern portion of the property (which is also recommended to include Residential R1 Special Provision (R1-2(\_)) Zone permissions). The following special provisions would apply to this zone to help ensure development fits in with the surrounding context and has a positive relationship with the park:



- Recognizing the lot line abutting the Open Space (OS1) Zone as the front lot line;
- Reduced minimum front yard setback of 1 metre;
- Maximum front yard setback of 4 metres;
- A maximum height of 2 storeys or 9 metres; and
- Requiring any dwelling abutting an Open Space (OS1) Zone to be oriented towards the Open Space (OS1) Zone

Following the Community Information Meeting and subsequent staff consultation, the Residential R6 Special Provision (R6-2(\_)) Zone was removed from the recommended zoning. There was a concern identified by the community that no other cluster developments of the proposed configuration exist in the Old East Village, and the addition of the Residential R6 Special Provision (R6-2) Zone may not fit with the character of the neighbourhood. There were also concerns raised by the development community with regard to the feasibility of constructing cluster singles in that location. Staff considered these concerns and are recommending the subject site be rezoned to an Open Space (OS1) Zone and a Residential R1 Special Provision (R1-2(\_)) Zone. The Residential R6 Special Provision (R6-2(\_)) Zone is not recommended to be included on the subject site.

### **3.5 Policy Context (see more detail in Appendix C)**

*Provincial Policy Statement, 2014*

The Provincial Policy Statement (PPS) provides policy direction on matters of provincial interest related to land use planning and development, setting the policy foundation for regulating the development and use of land. The subject site is located within a settlement area as identified in the PPS. The PPS identifies that settlement areas shall be the focus of growth and development, however this intensification is not intended to be uniform (Policy 1.1.3.1, 1.1.3.2). The PPS also identifies that significant built heritage resources and significant cultural heritage landscapes shall be conserved and that planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved (Policy 2.6.1, 2.6.3). Policy 4.7 states that the Official Plan is the most important vehicle for implementing the PPS.

All decisions of Council affecting land use planning matters are required to be consistent with the PPS.

*City of London 1989 Official Plan (“Official Plan”)*

The City of London 1989 Official Plan (“Official Plan”) implements the policy direction of the PPS and contains objectives and policies that guide the use and development of land within the City of London. The Official Plan assigns specific land use designations to lands, and the policies associated with those land use designations provide for a general range of permitted uses.

The subject site is located within the “Low Density Residential” land use designation in the Official Plan. Development in the Low Density Residential land use designation is primarily intended for low-rise, low density housing forms including detached, semi-detached, and duplex dwellings (Policy 3.2). Development that enhances the character of the residential area is promoted (Policy 3.2). Densities are generally limited to 30 units per hectare (Policy 3.2.2). Public parks are permitted in all land use designations in the 1989 Official Plan.

*The London Plan*

The London Plan is the new Official Plan for the City of London and has been adopted by City Council and approved by the Ministry with modification. A majority of The London Plan is in-force and effect, and the remainder of the Plan continues to be under appeal at the Local Planning Appeals Tribunal.

The subject site is located within the Neighbourhoods Place Type in the London Plan, and the recommended new public road would be classified as a Neighbourhood Street.

Neighbourhoods Place Types make up the majority of the City Structure's land area. Each neighbourhood provides a different character and function, giving Londoners abundant choice in affordability, mix, urban vs. suburban character, and access to different employment areas, mobility options, and lifestyles (Policy 917). The London Plan identifies the range of residential uses that are permitted for properties within the Neighbourhoods Place Type on Neighbourhood Street, including single detached, semi-detached, duplex, converted dwellings, townhouses, secondary suites, group homes, and home occupations (Table 10). For properties within the Neighbourhoods Place Type on a Neighbourhood Street, the range of heights that may be permitted on a site is 1 to 2.5 storeys. This range of permitted uses and maximum heights will not necessarily be permitted on all sites within the Neighbourhoods Place Type on Neighbourhood Streets, as proposed developments must fit within its context (Policy 920).

#### *Old East Heritage Conservation District Plan*

The subject site is located within the Old East Heritage Conservation District recognized by the 1989 Official Plan and The London Plan, and the Old East Heritage Conservation District By-law is registered on the title of the property. The Old East Heritage Conservation District Plan is intended to assist in the protection and conservation of the unique heritage attributes and character of the Old East Village area. The purpose of the Old East Heritage Conservation District Plan and associated design guidelines is to establish a framework by which the heritage assets of Old East can be protected, managed, and enhanced as the community evolves over time.

The land use goals and objectives of the Old East Heritage Conservation District Plan are to retain the low density residential character of the Heritage Conservation District by ensuring that appropriate Official Plan policies and regulations are in effect that support the residential community and by discouraging potential uses and intensities that could be detrimental to the residential and heritage characteristics of the area (Section 3.2). The Old East Heritage Conservation District Plan also outlines the recommended practices and design guidelines to guide new buildings constructed in the Heritage Conservation District (Section 4.4). It also outlines general principles for considering land use changes to ensure the protection and preserve the heritage assets and character of the area (Section 6.1).

## **4.0 Key Issues and Considerations**

The recommended Zoning By-law Amendment was developed through the community consultation process, to reflect the community's vision for the site in a way that is consistent with the Provincial Policy Statement and conforms to the 1989 Official Plan and The London Plan.

### **4.1 Issue and Consideration # 1: Use**

The northeastern portion of the site at the intersection of Lorne Avenue and English Street is recommended to be zoned Open Space (OS1) Zone to permit a public park, the western portion of the site, west of the recommended new road, and the southeastern portion of the site, south of the proposed Open Space (OS1) Zone, are recommended to be zoned Residential R1 Special Provision (R1-2(\_)) Zone to allow single detached dwellings.

#### *Provincial Policy Statement, 2005 (PPS)*

The Provincial Policy Statement identifies that healthy, livable and safe communities are sustained by accommodating a range of uses to meet long-term needs, including a mix of residential and park and open space uses (Policy 1.1.1 b)). It also identifies that healthy, active communities should be promoted by planning and providing for a full

range and equitable distribution of publically-accessible built and natural settings for recreation, including parks (Policy 1.5.1 b)).

The recommended Zoning By-law Amendment would contribute to the mixture of residential uses in the Old East Village, which is primarily comprised of a mixture of single detached, semi-detached, duplex, triplex, and fourplex dwellings. The introduction of an Open Space (OS1) Zone to the site is also consistent with the Provincial Policy Statement, as it is intended to help address the deficit of public parkland in the Old East Village, since the closure of the Lorne Avenue Public School resulted in no public open space located in the Old East Village in the area bounded by Dundas Street, Adelaide Street, Quebec Street, and the CN railways tracks.

#### *Official Plan, 1989*

The subject site is within the Low Density Residential designation in the 1989 Official Plan. Single detached dwellings are one of the primary permitted uses in the Low Density Residential designation (Policy 3.2.1).

The 1989 Official Plan also identifies that parks and recreation services should be provided to meet the needs of the entire population (Policy 16.1 i)). It indicates the need to strive towards an accessible and equitable distribution of parks, recreation areas and services throughout the City and to overcome any deficiencies (Policy 16.1 iii)). Public parks are permitted in all land use designations in the 1989 Official Plan (Policy 19.1.2).

The recommended permissions for single detached dwellings and public park uses are permitted uses within the Low Density Residential designation and contribute to the objective of striving towards overcoming deficiencies in the distribution of parks, recreation areas, and services throughout the City.

The 1989 Official Plan also identifies that the site is subject to the provisions of the Old East Heritage Conservation District Plan (Policy 13.3.2; Policy 13.3.8.3). A review of the permitted uses in relation to the policies in the Old East Heritage Conservation District Plan is provided below.

#### *Old East Heritage Conservation District Plan*

The lands within the Old East Heritage Conservation District are primarily zoned Residential R3 (R3-2), which permits single detached, semi-detached, duplex, triplex, converted and fourplex dwellings. The Old East Heritage Conservation District Plan found that this zone was appropriate for the heritage conservation district, as it reflects the small scale, residential nature of the community, and did not recommend any changes to this zoning (Section 6.3.1). The recommended permissions for single detached dwellings are among the dwelling types permitted by the zoning in the broader Old East Heritage Conservation District.

#### *The London Plan*

In The London Plan, the subject site is in the Neighbourhoods Place Type and the new road that is proposed would be a Neighbourhood Street. Permitted uses in this place type on this street typology are single detached, semi-detached, duplex, converted dwellings, townhouses, secondary suites, home occupations, and group homes (Table 10). The recommended zoning permissions that would allow single detached dwellings, is among the range of permitted uses. Public parks are also a permitted use in this place type (Policy 930)

The triplex and fourplex uses that are identified as being appropriate through the Old East Heritage Conservation District Plan are not among the range of permitted uses for the place type and street typology of the subject site. Similarly, townhouses, which are in the range of permitted uses for the subject site in The London Plan, are not a use that is found elsewhere in the Heritage Conservation District. Therefore, it was determined that triplexes, fourplexes, and townhouses were not uses that would be appropriate for

the subject site with consideration for The London Plan policies and the policies in the Old East Heritage Conservation District Plan.

Community consultation identified single detached dwellings as the preferred use for the subject site, in addition to a public park.

The recommended Zoning By-law Amendment, which permits single detached dwellings and parks, allow for uses that are consistent with the Provincial Policy Statement and conform to the 1989 Official Plan, The London Plan, and the policies in the Old East Heritage Conservation District Plan.

#### **4.2 Issue and Consideration # 2: Intensity**

The recommended Zoning By-law Amendment would allow for the construction of approximately 12 residential dwellings, which would generate a net density of approximately 22 units per hectare, depending on the right-of-way width of the extension of Queens Place. This density calculation excludes the public park portion of the site, which will be retained by the City, and the estimated land that would be required for the Queens Place extension.

##### *Provincial Policy Statement, 2005 (PPS)*

The Provincial Policy Statement states that Planning Authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where they can be accommodated, taking into account existing building stock or areas (Policy 1.1.3.3). The Provincial Policy Statement also identifies that the Official Plan is the most important vehicle for implementing the Provincial Policy Statement (Policy 4.7).

The recommended Zoning By-law amendment allows for the intensification and redevelopment of a vacant former school site in a form that is compatible with the existing building stock in the surrounding area. The subject site is an appropriate location for this intensification and redevelopment as the recommended Zoning By-law permits an intensity that conforms to the 1989 Official Plan and The London Plan.

##### *Official Plan, 1989*

The 1989 Official Plan identifies that development in Low Density Residential areas shall result in net densities that range of an approximate upper limit of 30 units per hectare. Densities up to 75 units per hectare may be permitted for residential intensification, provided it recognizes the scale of the adjacent land uses and reflects the character of the area (Policy 3.2.3.2). The recommended Zoning By-law Amendment would result in a maximum density of approximately 22 units per hectare, demonstrating conformity to the intensification policies in Low Density Residential designations in the 1989 Official Plan.

##### *The London Plan*

The London Plan identifies that residential intensification plays an important role in growing “inward and upward”. This includes infill development of vacant and underutilized lots, such as the subject site (Policy 80). Intensification is only permitted in appropriate locations and in a way that is sensitive to existing neighbourhoods and represents a good fit (Policy 83).

The London Plan does not include density limits in units per hectare, rather it provides maximum height as a measure of intensity. In this instance, the range of permitted heights for the subject site as outlined in The London Plan is 1 to 2.5 storeys. The recommended amendment would permit a height of 9 metres and could accommodate a 2 storey building. The recommended form of development is anticipated to fit within the existing neighbourhood, as further discussed below in “Issue and Consideration #3: Form”. As such, the proposed intensity is appropriate for the subject site.

Community feedback was generally supportive of the recommended intensity.

The recommended Zoning By-law would permit an intensity that is consistent with provincial policy and conforms to the Official Plan and The London Plan by allowing for the redevelopment of a vacant former school site at an intensity that fits with the surrounding community. Further discussion on how the recommended Zoning By-law Amendment would facilitate a form that fits with the surrounding area is provided in the below section “Issue and Consideration #3: Form”.

### **4.3 Issue and Consideration # 3: Form**

The recommended Zoning By-law Amendment permits single detached dwellings with a variety of special provisions to regulate development to ensure fit with nearby properties on Queens Place, the Old East Heritage Conservation District, and to enhance the edges of the recommended park.

The Provincial Policy Statement, 1989 Official Plan, The London Plan, and the Old East Heritage Conservation District Plan all encourage the use of zoning standards to guide form to ensure development fits with the surrounding context. The Provincial Policy Statement identifies that municipalities should promote appropriate development standards to facilitate intensification, redevelopment and compact form (Policy 1.1.3.4). The 1989 Official Plan promotes development that will enhance the character of the residential area (Policy 3.2). The London Plan identifies that all planning and development applications will be required to demonstrate how the proposed building is designed to fit with the planned vision for the place type and establishes character and a sense of place for the surrounding neighbourhood, including such matters as scale, massing, materials, relationship to adjacent buildings, heritage impact, and other form related considerations (Policy 284). The Old East Heritage Conservation District Plan also provides direction on the form of new buildings to ensure compatibility with the Heritage Conservation District. The following special provisions were added to ensure new development on the subject site fits with the surrounding context and is compatible with the Old East Heritage Conservation District:

#### *Maximum height of 9 metres or 2 storeys*

The maximum height permitted in the standard Residential R1 (R1-2) Zone is 9 metres. The Old East Heritage Conservation District Plan identified that over 95% of the houses in the Old East Heritage Conservation District are 2 storeys or less, which the Heritage Conservation District Plan identifies is typically a maximum of approximately 8 metres (Policy 6.3.2). Rather than amend the base zoning standard, it is recommended that a special provision be added to limit the number of storeys to a maximum of 2 storeys which will provide additional clarification to ensure that the proposed heights fit with the surrounding neighbourhood.

#### *Minimum front yard setback of 1 metre and maximum front yard setback of 4 metres*

The standard Residential R1 (R1-2) Zone has a minimum front yard setback of 4.5 metres. The Old East Heritage Conservation District Plan identifies that in some situations the setback of adjacent dwellings is considerably less than 4.5 metres, and in these instances it would be more appropriate to allow a reduced front yard setback equivalent to the setback of the adjacent dwellings.

The City of London’s Zoning By-law has provisions to regulate minimum and maximum front yard setbacks for low density residential development in the primary transit area based on the setbacks of nearby buildings, however these setback provisions do not apply to buildings constructed on lots fronting onto a new street, which would be the case for the subject site, which are instead subject to the underlying zone regulations.

The recommended Zoning By-law Amendment includes provisions to emulate the setbacks of the existing dwellings on Queens Place to ensure new buildings constructed fit with the surrounding neighbourhood. The setbacks of existing buildings on Queens Place generally range between approximately 1 metre and 4 metres, as such the recommended Zoning By-law includes a minimum setback of 1 metre and a maximum

setback of 4 metres to help ensure new buildings are constructed with similar setbacks to the existing dwellings on Queens Place. Similar front yard setbacks are observed throughout the broader Old East Village neighbourhood.

*Maximum driveway width of 3 metres*

Narrow driveways are typical of the Old East Village. The City of London Zoning By-law Z-1 limits driveway widths for residential lots with a width up to 12 metres to the lesser of 50% of the required lot frontage or a maximum of 6 metres. These widths can allow two cars to park parallel to each other in a driveway and exceeds the widths of driveways in the Old East Village which are generally wide enough to only accommodate one car. The recommended addition of a maximum driveway width of 3 metres would help to ensure that future development on the subject site fits with the surrounding context.

*Attached garages are not permitted*

The recommended Zoning By-law Amendment includes a special provision that prohibits attached garages. The Old East Heritage Conservation District Plan identifies that garages should be detached to be compatible with the visual context of the area (Section 4.4, Section 6.1). The special provision to prohibit front yard garages would help to ensure new development is compatible with the visual context of the area.

The Old East Heritage Conservation District Plan also identifies that front yard garages are strongly discouraged and that garages should be located in the rear yard whenever possible. The General Provisions in the City of London Zoning By-law Z-1 limit the minimum setback of a private garage to the greater of 6 metres or the setback of the main building for properties in Residential R1, R2, and R3 Zones in the Primary Transit Area. As the recommended Zoning By-law includes a special provision for a maximum front yard setback of 4 metres, this would require all garages to be setback a minimum of 6 metres from the front property line, effectively prohibiting front yard garages.

*Maximum lot frontage of 14 metres*

The Old East Heritage Conservation District Plan identifies that lots in the Old East Village are generally quite narrow (Section 6.1). The Zoning By-law standards in the Residential R1-2 Zone have a minimum lot frontage of 9 metres but do not have a maximum lot frontage. Lots in the surrounding area generally have a frontage of less than 14 metres, as such a maximum lot frontage of 14 metres has been added to ensure that the narrow lot pattern characteristic of the Old East Village is maintained in the new development.

*Other*

Any building proposed on the subject site will require a Heritage Alteration Permit prior to construction. This will provide an additional opportunity to ensure that any building constructed fits with the surrounding Heritage Conservation District, and also has the ability to regulate such details as materials used to ensure compatibility.

#### **4.4 Issue and Consideration # 4: Vehicular access to Queens Place**

The removal of a former parking lot for the Lorne Avenue Public School, located at the terminus of Queens Place, has caused transportation challenges for vehicles servicing Queens Place. Queens Place has a very narrow right of way, which is significantly less than the standard right of way, with houses on both sides of the street. This parking lot was utilized for vehicular turn around, as service vehicles such as garbage trucks or snowplows are not able to turn around within the existing roadway.

A temporary turn around area was established as an interim measure while plans for the redevelopment of the Lorne Avenue Public School site are underway, however a long-term solution is required. Multiple options were considered, including the introduction of a cul-de-sac at the terminus of Queens Place to facilitate vehicular turn



around or the construction of an extension to Queen's Place to facilitate a connection to Lorne Avenue or English Street.

These options were considered in the context of the Old East Heritage Conservation District and a through-street to Lorne Avenue was recommended as the preferred option. There are no other cul-de-sacs in the Old East Heritage Conservation District, which is primarily laid out in a grid pattern, with streets running north-south and east-west. Similarly, an L-shaped street connecting Queens Place to English Street was also not consistent with this street pattern. The construction of a through-street connecting Lorne Avenue to Queens Place is recommended for inclusion in the site. This road would be established through a plan of subdivision associated with the construction of the single detached dwellings on the site.

Further details about the road width, right of way width, and whether the road will be one-way or two-way will be finalized through the procurement process and the development of the tender documents. The Heritage Impact Assessment prepared as part of the Zoning By-law amendment recommended that the road width for the proposed extension of Queens Place be the same as the greatest road width currently existing on Queens Place. The recommended road and right-of-way widths were also considered by the Utilities Coordinating Committee in July, 2018 and will be returning to the Utilities Coordinating Committee for further consideration this fall. The community also expressed a preference for a right-of-way width that is as narrow as possible. The road width and right-of-way width will be further negotiated with various municipal departments before it is finalized, with consideration for the recommendations from the community, the Utilities Coordinating Committee, and the Heritage Impact Assessment.

#### **4.5 Issue and Consideration # 5: Heritage**

The subject site is located within the Old East Heritage Conservation District, a Heritage Conservation District recognized by both the 1989 Official Plan and The London Plan, as such the recommended Zoning By-law needs to be structured to ensure that the heritage character of the district is maintained. ASI was hired as a consultant to review the draft Zoning By-law for the subject site to provide a Heritage Impact Assessment to determine if the recommended Zoning By-law Amendment would allow for development that fits within the Old East Heritage Conservation District. This draft Zoning By-law and the Heritage Impact Assessment produced by ASI were also reviewed by the London Advisory Committee on Heritage.

The Heritage Impact Assessment evaluated the proposed rezoning and determined that the proposed Zoning By-law Amendment did not have a significant adverse impact on the cultural heritage value of the Old East Heritage Conservation District. The regulations incorporated into the proposed zoning were found to be consistent with the policies and guidelines for the Old East Heritage Conservation District. Further, it was also identified that the proposed park will provide an opportunity to enhance the area's cultural heritage value through the introduction of an interpretation strategy that reflects the history of the property and the area.

The Heritage Impact Assessment provided three recommendations for consideration. The recommendations and the Staff response to these recommendations are detailed below:

Recommendation 1: The architectural elements, materials, and pallets of new buildings should be consistent with the policies and guidelines described in Section 4.5 of the Old East Heritage Conservation District Conservation and Design Guidelines (2006). Plans and drawings demonstrating how the building is consistent with the policies and guidelines should be submitted to the heritage planning staff at the City of London and approved as a condition of site plan approval.

*Response: The subject site will not be required to go through site plan approval, however the recommendations in this report include direction that any procurement process associated with the subject site evaluate submissions to ensure that the design of development is consistent with "Section 4.5.1 Design Guidelines for New Buildings"*

*of the Old East Heritage Conservation District – Conservation and Design Guidelines when determining the successful proponent. This will help to ensure that the future development of the site incorporates the urban design elements characteristic of the Old East Village. Further, any future development on the site will require a Heritage Alteration Permit. The Heritage Alteration Permit process will require Staff to review the details of the proposed development for compatibility with the policies and guidelines in the Old East Heritage Conservation District Conservation and Design Guidelines to ensure the requested development fits in the Heritage Conservation District.*

Recommendation 2: A landscape plan should be established for properties within the new development, incorporating the Streetscape Design Guidelines described in Section 5 of the Old East Heritage Conservation District Conservation and Design Guidelines report. The landscaping plan should be submitted to heritage planning staff at the City of London and approved as a condition of site plan approval.

*Response: The subject site will not be required to go through site plan approval, however the requirement to provide a landscape plan will be included in the procurement process and the submissions will be evaluated to ensure the Streetscape Design Guidelines are incorporated.*

Recommendation 3: As per the Request for Demolition report produced by the City of London (dated August 28, 2017) the following salvaged elements from the Lorne Avenue Public School should be incorporated into an interpretation strategy for the proposed open space:

- The school bell; and
- Aluminum lettering that had been affixed to the north façade of the building.

*Response: The school bell and aluminium lettering have been retained and will be incorporated into the design of the proposed park.*

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

## **5.0 Conclusion**

The recommended Zoning By-law Amendment was developed with the community based on their vision for the site to provide parkland to serve the community and residential intensification that fits with the Old East Heritage Conservation District.

The recommended Zoning By-law Amendment would permit the development of a park to serve the community and would add residential intensification to the site in the form of single detached dwellings with special provisions to ensure new buildings are compatible with the Heritage Conservation District.

The addition of a new street as an extension of Queens Place is intended to address issues of servicing following the removal of the Lorne Avenue Public School parking lot, in a form compatible with the Heritage Conservation District. Additional details for the development of the site, such as the details of the new road, would be established as part of the development of the Request for Procurement process to find a developer for the site.

The recommended Zoning By-law Amendment is the result of a multi-year collaborative process with the City and the Old East Village community, including the Old East Village BIA and the Old East Village Community Association. Should Municipal Council adopt the recommended Zoning By-law Amendment, this collaborative process would continue through the development of a design for the new park.

<b>Prepared by:</b>	<b>Michelle Knieriem, MCIP, RPP Planner II, Current Planning</b>
<b>Submitted by:</b>	<b>Michael Tomazincic, MCIP, RPP Manager, Current Planning</b>
<b>Recommended by:</b>	<b>John M. Fleming, MCIP, RPP Managing Director, Planning and City Planner</b>
Note: The opinions contained herein are offered by a person or persons qualified to provide expert opinion. Further detail with respect to qualifications can be obtained from Planning Services	

September 17, 2018  
MT/mt

## 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 723 Lorne Avenue.

WHEREAS The Corporation of the City of London has applied to rezone an area of land located at 723 Lorne Avenue, 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 723 Lorne Avenue, as shown on the attached map comprising part of Key Map No. A108, from a Neighbourhood Facility (NF) Zone to an Open Space (OS1) Zone and a Residential R1 Special Provision (R1-2(\_)) Zone.
- 2) Section Number 5.4 of the Residential R1 (R1-2) Zone is amended by adding the following Special Provision:
  - ) R1-2(\_) 723 Lorne Avenue
    - a) Regulations
      - i) Height (maximum;) 2 storeys or 9 metres (29.5 feet), whichever is less with no half storeys being permitted for basements
      - ii) Front Yard Setback (minimum;) 1 metre (3.3 feet)
      - iii) Front Yard Setback (maximum;) 4 metre (13.1 feet)
      - iv) Notwithstanding Section 4.19 (6) (h), the maximum driveway width is 3 metres
      - v) Attached garages are not permitted.

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.

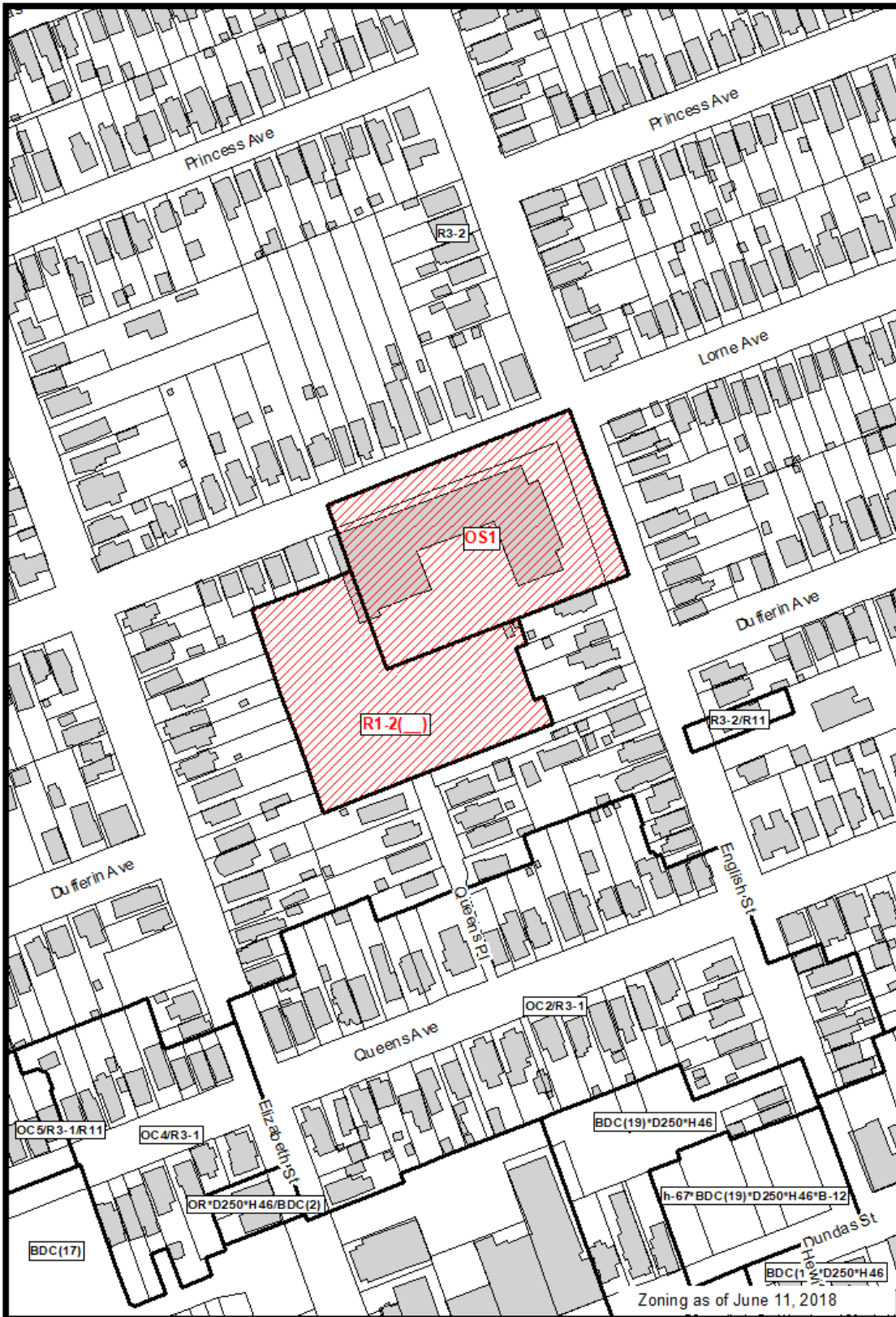
PASSED in Open Council on October 2, 2018.


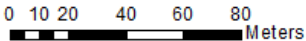

Matt Brown  
Mayor

Catharine Saunders  
City Clerk

First Reading – October 2, 2018  
Second Reading – October 2, 2018  
Third Reading – October 2, 2018

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



<p>File Number: Z-8454 Planner: MK Date Prepared: 2018/08/30 Technician: MB By-Law No: Z.-1-</p>	<p>SUBJECT SITE </p> <p>1:2,000</p> <p> Meters</p> <p></p>
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## Appendix B – Public Engagement

### Community Engagement

**Public liaison:** On August 29, 2018, Notice of Application was sent to 407 property owners in the surrounding area and 86 interested parties. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on August 30, 2018. A “Planning Application” sign was also posted on the site.

2 replies were received to the Notice of Application, however numerous responses were also received through the multi-year community consultation process that preceded the Notice of Application.

**Nature of Liaison:** The purpose and effect of this zone change is to permit single detached dwellings, cluster single detached dwellings, and a public park. Possible change to Zoning By-law Z.-1 from a Neighbourhood Facility (NF) Zone to a Residential R1 Special Provision (R1-2(\_)) Zone to permit single-detached dwellings with special provisions for a reduced maximum height of 9 metres, a reduced minimum front yard setback of 1 metre, a maximum front yard setback of 4 metres, prohibiting attached garages, a maximum driveway width of 3 metres, and requiring any dwelling abutting an Open Space (OS1) Zone to be oriented towards the Open Space (OS1) Zone; a Residential R6 Special Provision (R6-2(\_)) Zone to permit cluster single detached dwellings with special provisions for a reduced maximum height of 9 metres, to recognize the lot line abutting the Open Space (OS1) Zone as the front lot line, a reduced minimum front yard setback of 1 metre, a maximum front yard setback of 4 metres, and requiring any dwelling abutting an Open Space (OS1) Zone to be oriented towards the Open Space (OS1) Zone, and an Open Space (OS1) Zone permitting public parks and other conservation and recreation uses.

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

**Concern for:**

*Inclusion of affordable housing:*

Comments received indicated concern that all or a portion of the site would be used for affordable housing, preferring to see it distributed to other areas of the City due to the high concentration of affordable housing existing in the Old East Village.

*Additional traffic on Queens Place:*

Concerns have been identified about the extension of Queens Place to connect to Lorne Avenue and an increase in traffic on Queens Place. These concerns will be taken into consideration in preparing the specifications as part of the procurement process for the new road in order to minimize the traffic impact on the existing residents on Queens Place.

*Stormwater management and flooding:*

There as a concern identified about the existing stormwater management in the area surrounding the site and the propensity for flooding. It is anticipated that the introduction of the soft landscaping associated with the future park will help with stormwater management. Consideration will also be given through the procurement process and the park design process to look at ways to improve stormwater management.

*The addition of cluster single detached dwellings and fit with the surrounding neighbourhood:*

A concern was expressed by some community members about the fit of the proposed cluster single detached dwellings with the neighbourhood, as this would be the only cluster development in the neighbourhood. As a result of this concern, the permissions for cluster single detached dwellings have been removed from the recommended Zoning By-law Amendment.

*Public safety:*

Concerns have been expressed about the safety of people in the park, and also concerns about public safety on the broader site after the fencing is removed from the demolition. The park is proposed to be located in an area of maximum visibility, to help ensure the safety of users. The fencing surrounding the site will be removed as it is associated with the demolition contractor, however the safety of the site will be monitored and mitigation measures implemented if issues arise.

*Community inclusion in the park design process:*

The community expressed a desire to be involved in the park design process. Community consultation will be central to informing the park design process, and it is anticipated two meetings will be held associated with this process.

*Community involvement in the procurement process:*

Residents expressed a desire to be involved procurement process to evaluate submissions if possible. Staff will look further into this possibility when finalizing the details of the procurement process.

*Parking for the proposed park*

There was a concern expressed about parking for the proposed park, and that there may be a need for on-street parking to be incorporated onto the new road. This will be further reviewed as part of the road design, however it is not anticipated to be required as there is existing on-street parking on Lorne Avenue and English Street and the proposed park is anticipated to primarily service the surrounding neighbourhood who are within walking distance.

*Density should be higher*

The majority of comments received indicated a preference for single detached dwellings, however there were comments from the community that advocated for higher density. Based on the community preference combined with the location of the subject site in the Neighbourhoods Place Type on a Neighbourhood Street in The London Plan and its inclusion in the Old East Heritage Conservation District, single detached dwellings were found to be the best fit for the subject site.

*Entire site should be a park*

While the majority of comments received have been in favour of the inclusion of single detached dwellings on the site, comments were received from members of the public that advocated for the entire site being a park. The inclusion of single detached dwellings on the site was supported by many community members and is intended to be complementary to the park and will fund the construction of the new road connecting Queens Place to Lorne Avenue, which is necessary for the servicing of Queens Place.

The comments received in response to the notice of application and at the May, 2018 Community Information Meeting where the proposed zoning was presented to the community, were generally positive, with residents expressing excitement about the park and inclusion of single detached dwellings.

**Responses to Public Liaison Letter and Publication in “The Londoner”**

Telephone/In Person	Written
Ralph Heal 467 English Street London, ON N5W 3T6	Joan Villeneuve 510 English Street London, ON N5W 3T8
Tony McAulay and Nancy Monteith 771 Queens Avenue London, ON N5W 3H7	Charles Moher 716 Queens Avenue London, ON N5W 3H5
Janet Mack 506 Elizabeth Street London, ON N5W 3S1	Ruth Ram 546 English Street, Rear London, ON N5W 3V2
Greg Anthony 2-538 Elizabeth Street London, ON N5W 3S4	Arnon Kaplansky
Scott Maclean 490 Quebec Street London, ON N5W3Y5	Frank Filice
	Sarah Merritt 831 Elias Street London, ON N5W 3N9
	Julie Hobbs 475 Elizabeth Street London, ON N5W 3R9
	Ted Town 828 Lorne Avenue London, ON N5W 3K8

**Agency/Departmental Comments**

***Engineering and Environmental Services Department***

The City of London’s Environmental and Engineering Services Department offers the following comments with respect to the aforementioned Zoning By-Law amendment application:

Transportation

- Queens Place will need to be extended southerly through the site and be constructed as a local street to City Standards
- There is the potential for the street to be converted to one way use as the existing street is quite narrow
- The street will need to be dedicated as public ROW and appropriate design drawings will be required.

Wastewater

No comments for the rezoning application.

Stormwater

The following items are to be considered during any future site plan approval stage:

- The subject lands are located in the Central Thames Subwatershed. The Developer shall be required to provide a Storm/drainage Servicing Report 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.

- The owner is required to provide a lot grading plan for stormwater flows and major overland flows on site and ensure that stormwater flows are self-contained on site, up to the 100 year event and safely conveys up to the 250 year storm event, all to be designed by a Professional Engineer for review.
- The Owner shall allow for conveyance of overland flows from external drainage areas that naturally drain by topography through the subject lands.
- Stormwater run-off from the subject lands shall not cause any adverse effects to adjacent or downstream lands.
- An erosion/sediment control plan that will identify all erosion and sediment control measures for the subject site and that will be in accordance with City of London and MECP standards and requirements, all to the specification and satisfaction of the City Engineer. This plan is to include measures to be used during all phases of construction. These measures shall be identified in the Storm/Drainage Servicing Report.

### **Heritage Planning**

A Heritage Impact Assessment was required as part of a complete application to amend the zoning by-law to permit the redevelopment of the former Lorne Avenue Public School (723 Lorne Avenue). The property at 723 Lorne Avenue is located within the boundaries of the Old East Heritage Conservation District, designated under Part V of the *Ontario Heritage Act*. The former school building was D-ranked by the *Old East Heritage Conservation District Plan* and was demolished in early 2018.

A Heritage Impact Assessment is a planning tool used to assess the impacts of a proposed change or development on the cultural heritage value of a cultural heritage resource. It should include consideration of potential on-site resources, adjacent resources, as well as broader resources like a Heritage Conservation District. A Heritage Impact Assessment should include recommendations to mitigate any potential adverse impacts as a result of a proposed change or development to ensure the conservation of any significant cultural heritage resources consistent with the policies of the *Provincial Policy Statement* (2014) and conforming to the policies of the *Official Plan* (1989, as amended) and *The London Plan* (2016).

The proposed concept for the redevelopment of the former Lorne Avenue Public School property is two area of residential development, the extension of Queens Place, and a new park located at the corner of Lorne Avenue and English Street. The requested zoning by-law amendment is intended to facilitate this proposed concept. Subsequent planning processes, including a Plan of Subdivision, will be required to create the lots. Heritage Alteration Permit approval will be required before buildings can be erected on those lots.

### **Heritage Impact Assessment**

*Heritage Impact Assessment 723 Lorne Avenue former Lorne Avenue Public School City of London, Ontario* (dated August 2018) was prepared by ASI Archaeological and Cultural Heritage Services under contract with the City of London. An addendum was received on September 6, 2018 which addressed the street width of a proposed extension of Queens Place.

To ensure the compatibility of the proposed concept that would be facilitated by the zoning by-law amendment, the following recommendations were provided by the *Heritage Impact Assessment*:

1. *The architectural elements, materials, and palettes of new buildings should be consistent with the policies and guidelines described in Section 4.5 of the OE HCD Conservation and Design Guidelines (2006). Plans and drawings demonstrating how the building is consistent with the policies and guidelines should be submitted to the heritage planning staff at the City of London and approved as a condition of site plan approval.*
2. *A landscaping plan should be established for properties within the new development, incorporating the Streetscape Design Guidelines described in*

*Section 5 of the OEHCD Conservation and Design Guidelines report. The landscaping plan should be submitted to heritage planning staff at the City of London and approved as a condition of site plan approval.*

3. *As per the Request for Demolition report produced by the City of London (dated August 28, 2017) the following salvaged elements from the Lorne Avenue Public School should be incorporated into an interpretive strategy for the proposed open space:*
  - a. *The school bell; and,*
  - b. *Aluminum lettering that had been affixed to the north façade of the building.*

While Site Plan Approval may be a planning mechanism to ensure the compatibility of proposed development with the Old East HCD, it is understood that a Plan of Subdivision (and not Site Plan Approval) is required to facilitate redevelopment of the former Lorne Avenue Public School property.

### **Compatibility of the Development Concept with the Old East Heritage Conservation District**

The requested zoning by-law amendment for the former Lorne Avenue Public School site will facilitate the redevelopment of the property to include both areas for residential redevelopment and an open space for park use. To ensure compatibility of the proposed concept with the Old East HCD, the following principles informed consideration of a proposed change in land use (Section 6.1, *Old East Heritage Conservation District Plan*).

<b>Principle</b>	<b>Analysis</b>
Maintain the residential amenity and human scale of Old East by ensuring that the low density residential land use designation remains dominant	<p>The requested zoning of Residential R1 zone which permits single detached dwellings with special provisions the low density residential land use of the Old East HCD with be maintained.</p> <p>The requested zoning of Open Space (OS1) for the future park supports the residential character of the Old East HCD.</p>
New land uses that are out of keeping with the residential character of the Old East area or would have a negative impact on the area are discouraged	The requested residential and open space land uses are in keeping with the residential character of the Old East HCD. There is a critical need in the community for park space, which will be partially addressed by the proposed concepts.
If new uses are proposed, adaptive reuse of the existing building stock should be considered where feasible	In 2015 and 2016, the City initiated a process to explore the future of the site, including potential adaptive reuse and park schemes. On October 28, 2016, the City of London took possession of the former Lorne Avenue Public School property. On June 26, 2017, Municipal Council provided direction to Civic Administration to proceed with demolition, including the legislated processes for demolition of a heritage designated property under the <i>Ontario Heritage Act</i> . Municipal Council permitted the demolition of the D-rated former Lorne Avenue Public School building at its meeting on September 5, 2017. The building was demolished in early 2018.
Any redevelopment or new development in the area should be restricted to small scale, low rise building that are architecturally compatible in terms of use, scale, orientation, height, and bulk with the heritage	The requested zoning by-law amendment for the former Lorne Avenue Public School property seeks to maintain the small scale and low rise of buildings by limiting the potential form to single detached dwellings with a maximum height of two storeys (9m), a reduced front yard setback (to conform to the policies of Section 6.3.2 of the <i>Old East HCD Plan</i> ), prohibiting attached garages, a

Principle	Analysis
character of the existing community	establishing a maximum driveway width of 3m through the application of the Residential R1 zone with special provisions. This form is compatible with the heritage character of the Old East HCD.
Parking requirements for any new land uses should be visually unobtrusive and restricted to site or rear yards to minimize their impact on the streetscape	To ensure that parking remains visually unobtrusive, attached garages are prohibited and driveways have a maximum width of 3m through the special provisions of the Residential R1 zone. This will enable single car-width driveways, in keeping with the Old East HCD and directing parking areas away from the streetscape. Detached garages at the rear of the lot could be accommodated.

The requested rezoning of the former Lorne Avenue Public School property conforms to the policies of the Old East Heritage Conservation District.

**New Buildings within the Old East Heritage Conservation District**

Heritage Alteration Permit approval will be required to permit the erection of new buildings within properties located within the Old East HCD. The policies and guidelines of Section 4.4 (New Buildings) of the *Old East HCD Plan* and Section 4.5 (New Buildings) of the *Old East HCD Guidelines* will be used to evaluate the compatibility of the proposed new buildings. These are supplemented by the guidelines of Section 5.0 of the *Old East HCD Guidelines* for Streetscapes, including guidelines on front yards and vehicle parking.

An example of a compatible infill development was included in Section 4.5.2 of the *Old East HCD Guidelines*:



Figure 5: Example of a compatible infill development from Section 4.5.2 of the *Old East Heritage Conservation District Guidelines* (page 4.16).



### Future Park

The future park at the site of the former Lorne Avenue Public School will meet a critical need in the community for park space. Consistent with the recommendations arising from the demolition of the former Lorne Avenue Public School building and supported by the *Heritage Impact Assessment*, the school bell and aluminum lettering from the former Lorne Avenue Public School building should be incorporated into the proposed open space.



Figure 6 (left): Aluminum lettering from the north façade of the former Lorne Avenue Public School. Currently in storage awaiting installation in the future park. Figure 7 (right): Bell of the former Lorne Avenue Public School; cast iron bell with inscription plaque reading “this bell served Lorne Avenue from October 1875 to June 1950.” The bell is currently in storage awaiting restoration and installation in the future park.

### Conclusion

No adverse impacts are anticipated as a result of the proposed concepts for the proposed redevelopment of the former Lorne Avenue Public School property. The former building was D-rated by the *Old East Heritage Conservation District Plan* and was demolished in early 2018. The requested zoning by-law amendment establishes a framework to implement the proposed concepts for the redevelopment in a manner that is compatible with adjacent cultural heritage resources and the broader Old East Heritage Conservation District.

The requested zoning by-law amendment is not anticipated to result in adverse impacts provided that the guidelines of the *Old East HCD Plan* are followed in the evaluation of individual buildings through the Heritage Alteration Permit application process, per the recommendations of the *Heritage Impact Assessment*.

The Heritage Planner agrees with the findings of the *Heritage Impact Assessment* “that the proposal will not have a significant [negative] impact on the cultural heritage value of the OEHCD” (Executive Summary, *Heritage Impact Assessment*). The requested zoning by-law amendment will conserve significant built heritage resources and significant cultural heritage landscapes (Old East HCD), in a manner consistent with the *Provincial Policy Statement* (2014). The implementation of the recommendations of the *Heritage Impact Assessment* will ensure that the proposed redevelopment of the former Lorne Avenue Public School property conforms to the policies of the *Official Plan* (1989, as amended) and *The London Plan* (2016).

### ***Housing Development Corporation***

The requested Zoning By-law amendment is consistent with, and serves to implement, the Urban Regeneration policies of the London Plan. More specifically, the requested action will serve to: facilitate an appropriate level of intensity and a contextual built form and lotting fabric; expand the range of housing choices, and create opportunities for affordability. The regeneration of the former surplus school site in the manner described in the City’s Notice is also consistent with a number of the Key Directions of the London Plan including, but not limited to, Key Direction 7 “*Building Strong, healthy and attractive neighbourhoods for everyone*”.

## **Upper Thames Region Conservation Authority**

The Upper Thames River Conservation Authority (UTRCA) has reviewed this application with regard for the policies in the *Environmental Planning Policy Manual for the Upper Thames River Conservation Authority (June 2006)*. These policies include regulations made pursuant to Section 28 of the *Conservation Authorities Act*, and are consistent with the natural hazard and natural heritage policies contained in the *Provincial Policy Statement (2014)*. The *Upper Thames River Source Protection Area Assessment Report* has also been reviewed in order to confirm whether the subject lands are located in a vulnerable area. The Drinking Water Source Protection information is being disclosed to the Municipality to assist them in fulfilling their decision making responsibilities under the Planning Act.

### **CONSERVATION AUTHORITIES ACT**

The subject lands **are not** affected by any regulations (Ontario Regulation 157/06) made pursuant to Section 28 of the *Conservation Authorities Act*.

### **DRINKING WATER SOURCE PROTECTION**

#### **Clean Water Act**

The *Clean Water Act (CWA)*, 2006 is intended to protect existing and future sources of drinking water. The Act is part of the Ontario government's commitment to implement the recommendations of the Walkerton Inquiry as well as protecting and enhancing human health and the environment. The CWA sets out a framework for source protection planning on a watershed basis with Source Protection Areas established based on the watershed boundaries of Ontario's 36 Conservation Authorities. The Upper Thames River, Lower Thames Valley and St. Clair Region Conservation Authorities have entered into a partnership for The Thames-Sydenham Source Protection Region.

The Assessment Report for the Upper Thames watershed delineates three types of vulnerable areas: Wellhead Protection Areas, Highly Vulnerable Aquifers and Significant Groundwater Recharge Areas. Mapping which identifies these areas is available at: [http://maps.thamesriver.on.ca/GVH\\_252/?viewer=tsrassessmentreport](http://maps.thamesriver.on.ca/GVH_252/?viewer=tsrassessmentreport)

Upon review of the current assessment report mapping, we wish to advise that the subject property is identified as being **within a vulnerable area**.

### **Provincial Policy Statement (PPS, 2014)**

**Section 2.2.1** requires that "*Planning authorities shall protect, improve or restore the quality and quantity of water by:*

*e) implementing necessary restrictions on development and site alteration to:*

- 1. protect all municipal drinking water supplies and designated vulnerable areas; and*
- 2. protect, improve or restore vulnerable surface and ground water features, and their hydrological functions."*

**Section 2.2.2** requires that "*Development and site alteration shall be restricted in or near sensitive surface water features and sensitive ground water features such that these features and their related hydrologic functions will be protected, improved or restored."*

Municipalities must be consistent with the Provincial Policy Statement when making decisions on land use planning and development.

Policies in the *Approved Source Protection Plan* may prohibit or restrict activities identified as posing a *significant threat* to drinking water. Municipalities may also have or be developing policies that apply to vulnerable areas when reviewing development applications. Proponents considering land use changes, site alteration or construction in these areas need to be aware of this possibility. The *Approved Source Protection Plan* is available at:

<http://www.sourcewaterprotection.on.ca/source-protection-plan/approved-source-protection-plan/>

## RECOMMENDATION

The UTRCA has no objections to this application.

Thank you for the opportunity to comment. If you have any questions, please contact the undersigned at extension 430.

## Appendix C – Policy Context

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

### Provincial Policy Statement

Policy 1.1.1: Healthy, liveable and safe communities are sustained by:

b) accommodating an appropriate range and mix of residential (including second units, affordable housing and housing for older persons), employment (including industrial and commercial), institutional (including places of worship, cemeteries and long-term care homes), recreation, park and open space, and other uses to meet long-term needs;

Policy 1.1.3.3: Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, including brownfield sites, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

Policy 1.1.3.4: Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public health and safety.

Policy 1.5.1: Healthy, active communities should be promoted by:

a) planning public streets, spaces and facilities to be safe, meet the needs of pedestrians, foster social interaction and facilitate active transportation and community connectivity;

b) planning and providing for a full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources;

Policy 1.7.1: Long-term economic prosperity should be supported by:

d) encouraging a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes;

Policy 2.6.1: Significant built heritage resources and significant cultural heritage landscapes shall be conserved.

Policy 2.6.3: Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.

Policy 4.7: The official plan is the most important vehicle for implementation of this Provincial Policy Statement. Comprehensive, integrated and long-term planning is best achieved through official plans.

Official plans shall identify provincial interests and set out appropriate land use designations and policies. To determine the significance of some natural heritage features and other resources, evaluation may be required.

Official plans should also coordinate cross-boundary matters to complement the actions of other planning authorities and promote mutually beneficial solutions. Official plans shall provide clear, reasonable and attainable policies to protect provincial interests and direct development to suitable areas.

In order to protect provincial interests, planning authorities shall keep their official plans up-to-date with this Provincial Policy Statement. The policies of this Provincial Policy Statement continue to apply after adoption and approval of an official plan.

### **1989 Official Plan**

#### **Policy 3.1.1: General Objectives for all Residential Designations**

- i) Provide for a supply of residential land that is sufficient to accommodate the anticipated demand for a broad range of new dwelling types over the planning period.
- iii) Support the distribution of a choice of dwelling types by designating lands for a range of densities and structural types throughout the City.
- viii) Support the provision of services and amenities that enhance the quality of the residential environment.
- ix) Encourage the maintenance and preservation of buildings and/or areas considered by Council to be architecturally and/or historically significant to the community.

#### **Policy 3.2.1: Permitted Uses**

The primary permitted uses in areas designated Low Density Residential shall be single detached; semi-detached; and duplex dwellings. Multiple-attached dwellings, such as row houses or cluster houses may also be permitted subject to the policies of this Plan and provided they do not exceed the maximum density of development permitted under policy 3.2.2. Residential Intensification may be permitted subject to the provisions of policy 3.2.3. Zoning on individual sites would not normally allow for the full range of permitted uses.

#### **3.2.2: Scale of Development**

Development within areas designated Low Density Residential shall have a lowrise, low coverage form that minimizes problems of shadowing, view obstruction and loss of privacy.

#### **Density of Residential Uses**

- i) The development of low density residential uses shall be subject to appropriate site area and frontage requirements in the Zoning By-law. These requirements may vary in areas of new development according to the characteristics of existing or proposed residential uses, and shall result in net densities that range to an approximate upper limit of 30 units per hectare (12 units per acre). Densities in established low density residential areas, such as the Central London District, where dwelling conversions, existing apartment buildings, infill development, and the conversion of non-residential buildings have occurred or may be permitted, may exceed 30 units per hectare. The calculation of residential density is described in policy 3.6.10.

#### **Policy 3.2.3.3: Neighbourhood Character Statement**

An inventory of the urban design characteristics of the structures and the natural environment within a neighbourhood shall be undertaken by the applicant, as outlined in section 3.7.3.1. of the plan. The physical environment of the neighbourhood, composed of its lots, buildings, streetscapes, topography, street patterns and natural environment are some of the elements that collectively determine much of the character of a

neighbourhood and its streetscape. A well organized and documented understanding of a neighbourhood's character is an effective tool in assessing the appropriateness of a proposed change and the implications the change may have on the character of a neighbourhood.

**Policy 13.1: Objectives (Amended by OPA 438 Dec. 17/09)**

It is intended that the application of the policies of this Chapter of the Plan shall achieve the following objectives:

- ii) Encourage the protection, enhancement, restoration, maintenance, and utilization of buildings, structures, areas, or sites within London which are considered to be of cultural heritage value or interest to the community;
- iii) Encourage new development, redevelopment, and public works to be sensitive to, and in harmony with, the City's heritage resources;

**Policy 13.3.1: Designation of a Heritage Conservation District**

Council may designate areas of the City as Heritage Conservation Districts pursuant to the provisions of the Ontario Heritage Act. Heritage Conservation Districts may comprise a block, a streetscape, or any other contiguous area. Areas of the City which Council considers significant to some degree, and which may be considered for designation as Heritage Conservation Districts may be identified in a guideline document as provided for in section 19.2.2. of this Plan.

**Policy 13.3.2: Changes to Buildings or Structures**

After a Heritage Conservation District has been designated by Council the erection, alteration, demolition, or removal of buildings or structures within the District shall be subject to the provisions of the Ontario Heritage Act and any secondary plan which takes the form of a Heritage Conservation District Plan.

**Policy 13.3.6: Heritage Conservation Districts**

Within Heritage Conservation Districts established under the provisions of this Plan, the following policies shall apply:

- i) the character of the District shall be maintained by encouraging the retention of existing structures and landscape features;
- ii) the design of new development, either as infilling or as additions to existing buildings, should complement the prevailing character of the area;
- iii) regard shall be had at all times to the guidelines and intent of the Heritage Conservation District Plan; and
- iv) development on land adjacent to designated Heritage Conservation Districts shall be encouraged to be sensitive to the characteristics of the District.

**Policy 16.1. General Objectives for Parks and Recreation**

- i) Provide parks and recreation services to meet the needs of the entire population.
- iii) Strive towards an accessible and equitable distribution of parks, recreation areas, and services throughout the City and overcome deficiencies where possible.

**Policy 13.3.8.3: Old East**

i) The Old East Heritage Conservation District, identified on Figure 13-3, encompasses the area within what was historically known as the English Survey, land originally owned by settler Noble English. This area was part of London Township until 1874 when London East began its short life as an incorporated municipality lasting until 1885 when

it was amalgamated with the city. Sparked by the development of the early refinery industry and the establishment of the railways and industries related to it, London East became the economic engine for the city of London. From 1880-1930 London grew by an average of 1000 people per year. The Old East part of London absorbed many of the immigrants who not only found jobs nearby, but also in the factories, retail shops and wholesale enterprises downtown. Many workers employed in the plants and factories nearby lived in the Old East which evolved into a solid, prosperous community of wage-earners that supported the three block commercial area on Dundas Street.

Except for the frontage along Dundas Street, this entire area was developed as a residential area over a fairly long period, from 1860 to 1930. Today, structures can be found in the area that reflect many different points in its development. A large percentage of the structures in the district not only have survived from the time they were built but have survived, for the most part, in a good state of preservation. Taken together with the remaining industrial and commercial structures adjacent to it, the entire area of London East is a living archive of the historical development not only of London but of urban Southwestern Ontario.

ii) It is the intent of Council to maintain, protect and conserve the Old East Heritage Conservation District. Council shall have regard to Official Plan policies as they apply to heritage conservation districts in Section 13.4 and, in accordance with Official Plan policies and the Old East Heritage Conservation District Plan and Conservation Guidelines. (OPA No. 390)

#### Policy 19.1.2: Uses Permitted in all Land Use Designations

The following structures and facilities associated with public services and utilities may be permitted in all areas of the City outside of the flood plain or environmentally significant areas, as shown on Schedule "B" - Flood Plain and Environmental Features:

i) All municipal sewer, water and drainage works. (Clause i) replaced by OPA No. 88 - OMB Order No. 2314 - approved 99/12/23)

ii) Hydro-electric power facilities which are intended to serve the surrounding area only. (Clause ii) replaced by OPA No. 88 - OMB Order No. 2314 - approved 99/12/23)

iii) Natural gas pipelines.

iv) Telecommunications works and transmission lines serving the immediate surrounding area.

v) Public streets.

vi) Railway lines.

vii) Fire halls.

viii) Public parks and recreational facilities.

ix) Small scale sites for municipal works operations and storage.

The use of floodplain lands and Environmentally Significant Areas for structures and facilities associated with public services shall be subject to the applicable policies of Chapter 15. (Subsection 19.1.2 amended by OPA No. 88 - OMB Order No. 2314 – approve

## The London Plan

Policy 80: Residential intensification will play a large role in achieving our goals for growing “inward and upward”. Intensification will be supported, subject to the policies of this Plan, in the following forms:

1. Addition of a secondary dwelling unit.
2. Expansion of existing buildings to accommodate greater residential intensity.
3. Adaptive re-use of existing, nonresidential buildings, for residential use.
4. Infill development of vacant and underutilized lots.
5. Severance of existing lots.
6. Redevelopment, at a higher than existing density, on developed lands.

Policy 83: As directed by the policies of this Plan, intensification will be permitted only in appropriate locations and in a way that is sensitive to existing neighbourhoods and represents a good fit. Policies within the City Building and Urban Place Type chapters of this Plan, together with the policies in the Our Tools part of this Plan dealing with planning and development applications, will provide more detailed policy guidance for appropriate forms of intensification. A guideline document may be prepared to provide further detailed direction to ensure appropriate forms of intensification.

Policy 152: Our city is a composite of neighbourhoods and business areas built in different forms and during different eras in our history. Some of the older parts of our city, largely located within the Primary Transit Area, help to define London’s unique character, contain many of our best cultural heritage resources, and have been built in a pedestrian-oriented neighbourhood pattern. They sometimes include main street business districts and they often include notable public spaces supported by a strong network of civic infrastructure.

8. Facilitate intensification within our urban neighbourhoods, where it is deemed to be appropriate and in a form that fits well within the existing neighbourhood.

Policy 155: Landowners, residents and business owners within urban neighbourhoods will be engaged to discuss urban regeneration. The City will work collaboratively with these groups to establish how positive growth and change will be accommodated.

Policy 159: Existing parkland will be enhanced, or new parkland acquired, where possible, to address parkland deficiencies in older neighbourhoods.

Policy 193: In all of the planning and development we do and the initiatives we take as a municipality, we will design and foster:

2. Development that is designed to be a good fit and compatible with its context

Policy 197: The built form will be designed to have a sense of place and character consistent with the planned vision of the place type, by using such things as topography, street patterns, lotting patterns, streetscapes, public spaces, landscapes, site layout, buildings, materials and cultural heritage.

Policy 200: Neighbourhoods should be designed such that heritage designated properties and distinctive historical elements are conserved to contribute to the character and sense of place for the neighbourhood.

Policy 256: Buildings should be sited so that they maintain and reinforce the prevailing street wall or street line of existing and planned buildings.

Policy 259: Buildings should be sited with minimal setbacks from public rights-of-way and public spaces to create a street wall/edge and establish a sense of enclosure and comfortable pedestrian environment

Policy 284: All planning and development proposals will be required to demonstrate how the proposed building is designed to support the planned vision of the place type and establishes character and a sense of place for the surrounding area. This will include matters such as scale, massing, materials, relationship to adjacent buildings, heritage impact and other such form-related considerations. The Our Tools chapter and the Residential Intensification policies in the Neighbourhoods Place Type chapter of this Plan provide further guidance for such proposals.

Policy 565: New development, redevelopment, and all civic works and projects on and adjacent to heritage designated properties and properties listed on the Register will be designed to protect the heritage attributes and character of those resources, to minimize visual and physical impact on these resources. A heritage impact assessment will be required for new development on and adjacent to heritage designated properties and properties listed on the Register to assess potential impacts, and explore alternative development approaches and mitigation measures to address any impact to the cultural heritage resource and its heritage attributes.

Policy 568: The City shall not permit development and site alteration on adjacent lands to heritage designated properties or properties listed on the Register except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the heritage-designated properties or properties listed on the Register will be conserved.

Policy 575: In accordance with the Ontario Heritage Act, City Council may designate areas of the city as heritage conservation districts. Such districts may comprise a block or blocks, a streetscape or any other contiguous area.

Policy 592: Areas of the city that City Council considers to have cultural heritage value or interest may be considered for designation as heritage conservation districts under the Ontario Heritage Act.

Policy 594: Within heritage conservation districts established in conformity with this chapter, the following policies shall apply:

1. The character of the district shall be maintained by encouraging the retention of existing structures and landscapes that contribute to the character of the district.
2. The design of new development, either as infilling, redevelopment, or as additions to existing buildings, should complement the prevailing character of the area.
3. Regard shall be had at all times to the guidelines and intent of the heritage conservation district plan.

Policy 601: Specific heritage conservation districts designated by City Council are listed below and shown on Map 9 - Heritage Conservation Districts and Cultural Heritage Landscapes. Additions to this list and Map 9 will be made as an amendment to this Plan as Council designates new heritage conservation districts. These specific Heritage Conservation District Plans and Guidelines will be used in the evaluation of planning and development applications in these areas:

### 3. Old East Village

Policy 930: Community facilities that are normally associated with, and integral to, a residential environment, may be permitted at appropriate locations as shown in Table 10. Where they are determined to be appropriate subject to the Planning and Development Applications section in the Our Tools part of this Plan, the following community facilities may be permitted: places of worship; day care centres; branch



libraries; schools; community centres; public parks; and public recreation facilities; and similar community-oriented facilities. Zoning on individual sites may not allow for the full range of permitted uses. Community facilities will be directed to locations that are easily accessible and where they can help establish and enhance the character of a neighbourhood.

Policy 937: Residential intensification is fundamentally important to achieve the vision and key directions of The London Plan. Intensification within existing neighbourhoods will be encouraged to help realize our vision for aging in place, diversity of built form, affordability, vibrancy, and the effective use of land in neighbourhoods. However, such intensification must be undertaken well in order to add value to neighbourhoods rather than undermine their character, quality, and sustainability. The following policies are intended to support infill and intensification, while ensuring that proposals are appropriate and a good fit within their receiving neighbourhoods.

Policy 953: The City Design policies of this Plan will apply to all intensification proposals. In addition, the following design policies will apply:

1. A Planning and Design Report, as described in the Our Tools part of this Plan, shall be submitted for all intensification proposals. This report will clearly demonstrate that the proposed intensification project is sensitive to, compatible with, and a good fit within the existing surrounding neighbourhood.

2. Compatibility and fit, from a form perspective, will be evaluated based on such matters as:

a. Site layout within the context of the surrounding neighbourhood, considering such things as access points, driveways, landscaping, amenity areas, building location, and parking.

b. Building and main entrance orientation.

c. Building line and setback from the street.

d. Character and features of the neighbourhood.

e. Height transitions with adjacent development.

f. Massing appropriate to the scale of the surrounding neighbourhood.

3. The intensity of the proposed development will be appropriate for the size of the lot such that it can accommodate such things as driveways, adequate parking in appropriate locations, landscaped open space, outdoor residential amenity area, adequate buffering and setbacks, and garbage storage areas.

Policy 1578: All planning and development applications will be evaluated with consideration of the use, intensity, and form that is being proposed. The following criteria will be used to evaluate all planning and development applications: (u/a)

7. The degree to which the proposal fits within its context. It must be clear that this not intended to mean that a proposed use must be the same as development in the surrounding context. Rather, it will need to be shown that the proposal is sensitive to, and compatible with, its context. It should be recognized that the context consists of existing development as well as the planning policy goals for the site and surrounding area. Depending upon the type of application under review, and its context, an analysis of fit may include such things as:

a. Policy goals and objectives for the place type.

b. Policy goals and objectives expressed in the City Design chapter of this Plan.

- c. Neighbourhood character.
- d. Streetscape character.
- e. Street wall.
- f. Height.
- g. Density.
- h. Massing.
- i. Placement of building.
- j. Setback and step-back.
- k. Proposed architectural attributes such as windows, doors, and rooflines.
- l. Relationship to cultural heritage resources on the site and adjacent to it.
- m. Landscaping and trees.
- n. Coordination of access points and connections.

The above list is not exhaustive.

### **Old East Heritage Conservation District Plan**

#### Section 4.4: New Buildings

While there are few locations in the Old East Heritage Conservation District where new buildings are likely to be constructed, given the relatively narrow lots and the fact that there are few opportunities for infill development, new or replacement buildings may be constructed in some cases as a result of fire or structural instability. In such situations, new buildings must be designed to be compatible with the heritage characteristics of Old East to help retain the overall visual context of the area.

#### Recommended Practices and Design Guidelines

- Match setback, footprint, size and massing patterns of the neighbourhood, particularly to the immediately adjacent neighbors. Reduce the maximum driveway width to 3 metres to allow for a single car width for the driveway, similar to other properties in the Old East Village;
- Respond to unique conditions or location, such as corner properties.
- Use roof shapes and major design elements that are complementary to surrounding buildings and heritage patterns.
- Use materials and colours that represent the texture and palette of the heritage area.
- Where appropriate, incorporate some of the details that were standard elements in the principal facades of the properties in Old East London. Such details as transoms and sidelights at doors and windows, covered porches, divided light windows and decorative details to articulate plain and flat surfaces, add character that complements the original appearance of the neighbourhood, and add value to the individual property.
- Front drive garages are strongly discouraged. Garages should be detached and located in the rear yard whenever possible.

#### Section 6.1: General Goals and Principles

The designation of Old East as a Heritage Conservation District is intended to help protect and preserve the heritage assets and character that exist in the area. However, it must also be recognized that most communities change over time due to economics,

demographics, social and cultural values, specific events, etc. Such changes may result in redevelopment, intensification or the desire for new uses within the area. Consequently, it is important to have a framework in place that recognizes the potential for land use change, but provides appropriate policies and regulations to ensure that future change is both complementary to and compatible with the heritage features of the area.

In Old East London, growth and change does not include any significant conversion of properties to commercial or institutional purposes, but mostly lifestyle changes that affect most residential homeowners. Changes that are acceptable or encouraged include all required improvements to mechanical and electrical systems, improvements to the energy efficiency and comfort of the housing stock, and other additions and alterations, such as back rooms and decks that have little negative impact on the street façade of the property. Repairs that restore the original quality of the street façade of the property are also encouraged.

The Old East Heritage Conservation District area is almost exclusively residential. Exceptions to this include the Lorne Avenue Public School, the Carson Library, and a couple of small convenience stores. Lots are generally quite narrow, with dwellings typically ranging from 1 to 2 storeys in height, giving the area a very human scale and fine grained ambience.

The following general principles should be taken into consideration if or when potential land use changes are being considered:

- Maintain the residential amenity and human scale of Old East by ensuring that the low density residential land use designation remains dominant;
- New land uses that are out of keeping with the residential character of the Old East area, or would have a negative impact on the area are discouraged;
- If new uses are proposed, adaptive reuse of the existing building stock should be considered where feasible;
- Any redevelopment or new development in the area should be restricted to small scale, low rise buildings that are architecturally compatible in terms of use, scale, orientation, height and bulk with the heritage character of the existing community;
- Parking requirements for any new land uses should be visually unobtrusive and restricted to side or rear yards to minimize their impact on the streetscape.

#### Section 6.2: Land Use Policies and Designations

The entire area within the heritage conservation district boundary is designated as Low Density Residential in the City of London Official Plan, which permits primarily single detached, duplex and semi-detached dwellings. A special policy pertaining to Central Avenue, between Adelaide and Ontario Streets, also permits a limited range of commercial uses so long as they have minimal impact on surrounding uses and are of a scale that is consistent with the surrounding residential area.

The land use designations and policies reflect the existing character of the area and are appropriate for maintaining the features and characteristics of the Old East Heritage Conservation District. No further changes to the existing Official Plan land use designations or special policies are considered necessary. Any future changes to land use policies or designations should only be considered in context with the policies of Section 13 of the Official Plan.

#### Policy 6.3: Zoning

##### Policy 6.3.1: Permitted Uses

The Old East Heritage Conservation District is zoned primarily for low density residential uses with the Residential R3 (R3-2) as the predominant zone, which permits single detached, semidetached, duplex, triplex, converted and fourplex dwellings. A small

section of Queens Avenue permits the conversion of existing residences for office uses, so long as at least one dwelling unit remains in the building (OC2/R3-1). These existing zones are appropriate for the heritage conservation district as they reflect the generally small scale, residential nature of the community, while also permitting some additional uses (i.e. – office conversions) in defined areas. No changes are recommended to the foregoing zones.

One block on the south side of Central Avenue between Adelaide Street and Elizabeth Street within the heritage conservation district boundary also permits Restricted Service Commercial and Light Industrial zones in addition to the residential zone, however, the properties are used exclusively for residential purposes at this time. Consideration should be given by the City to initiate a zoning by-law amendment for this block to remove the commercial and light industrial zones, in order to assist in the long-term preservation of its residential character. Discussion and consensus should be obtained from the residents of this block prior to initiating any such amendment.

#### Policy 6.3.2: Regulations

The various regulations (e.g. – frontage, lot area, coverage, yard depth, etc.) are generally appropriate for the district in context with potential alterations or redevelopment of the building stock. However, there are two regulations that may be unsatisfactory in some situations.

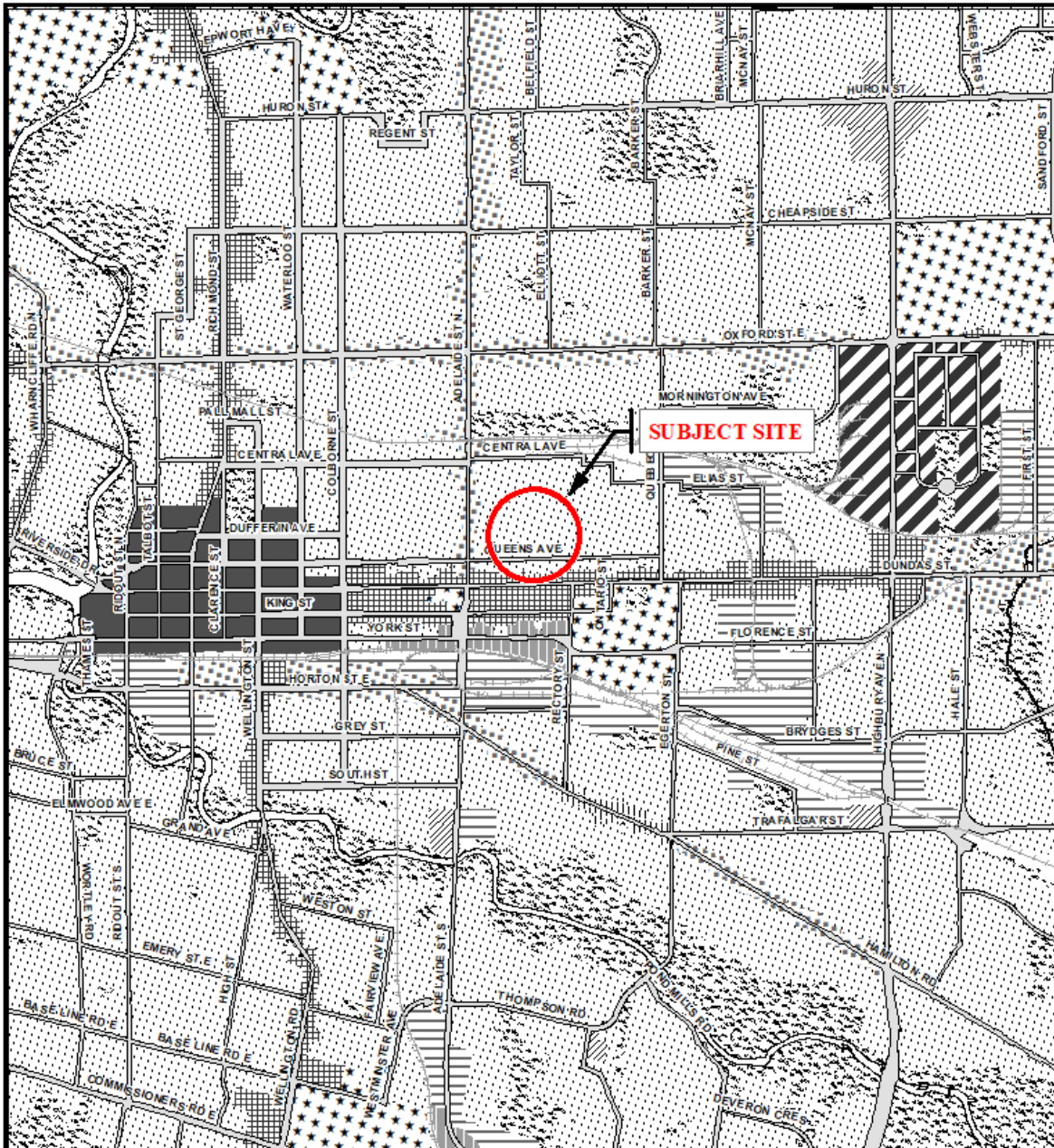
Front yard setback regulations require a minimum of 4.5 metres. However, in some situations the existing front yard setbacks appear to be considerably less than 4.5 metres. Should redevelopment of these lots be undertaken by choice or necessity in the future, adherence to the existing regulations for minimum setback would result in a streetscape with buildings set back farther than those adjacent, as shown in the example below. In such situations, it would be more appropriate to allow a reduced front yard setback equivalent to the setback of the adjacent dwellings. Where adjacent dwellings have different setbacks, the front yard setback should be an average of the adjacent yard setbacks.

The second zoning regulation presenting potential issues relates to height. Currently, maximum height regulations are 10.5 metres for single, semi and duplex dwellings, and 12 metres for triplexes and fourplexes. Over 95% of the houses within the heritage district boundary are 2 storeys or less in height, which would typically be a maximum of approximately 8 metres as interpreted by the zoning by-law. Consequently, the maximum allowable height of 10.5 to 12 metres could be inappropriate, in the event of redevelopment or large additions on the upper levels, particularly in areas where the buildings are predominantly 1 to 1-1/2 storeys.

Both of these issues could be addressed by incorporating special provisions relating to height and front yard setback into the existing residential zones. However, height and front yard setback issues are unlikely to arise in Old East unless substantial redevelopment or major alterations (e.g. – second storey additions, etc.) take place within the heritage conservation district. As design guidelines are included in this document for both height and setback in context with new development and alterations, and a review process would also be required for such works, monitoring of such activities should be undertaken to determine if a zoning by-law amendment is necessary at some point in the future.

**Appendix D – Relevant Background**

**Additional Maps**



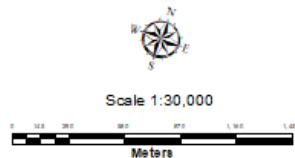
**Legend**

- |                        |                          |   |
|------------------------|--------------------------|---|
| Downtown               | Future Community Growth  | Environmental Review                    |
| Transit Village        | Heavy Industrial         | Farmland                                |
| Shopping Area          | Light Industrial         | Rural Neighbourhood                     |
| Rapid Transit Corridor | Future Industrial Growth | Waste Management Resource Recovery Area |
| Urban Corridor         | Commercial Industrial    | Urban Growth Boundary                   |
| Main Street            | Institutional            |   |
| Neighbourhood          | Green Space              |   |

*This is an excerpt from the Planning Division's working consolidation of Map 1 - Place Types of the London Plan, with added notations.*

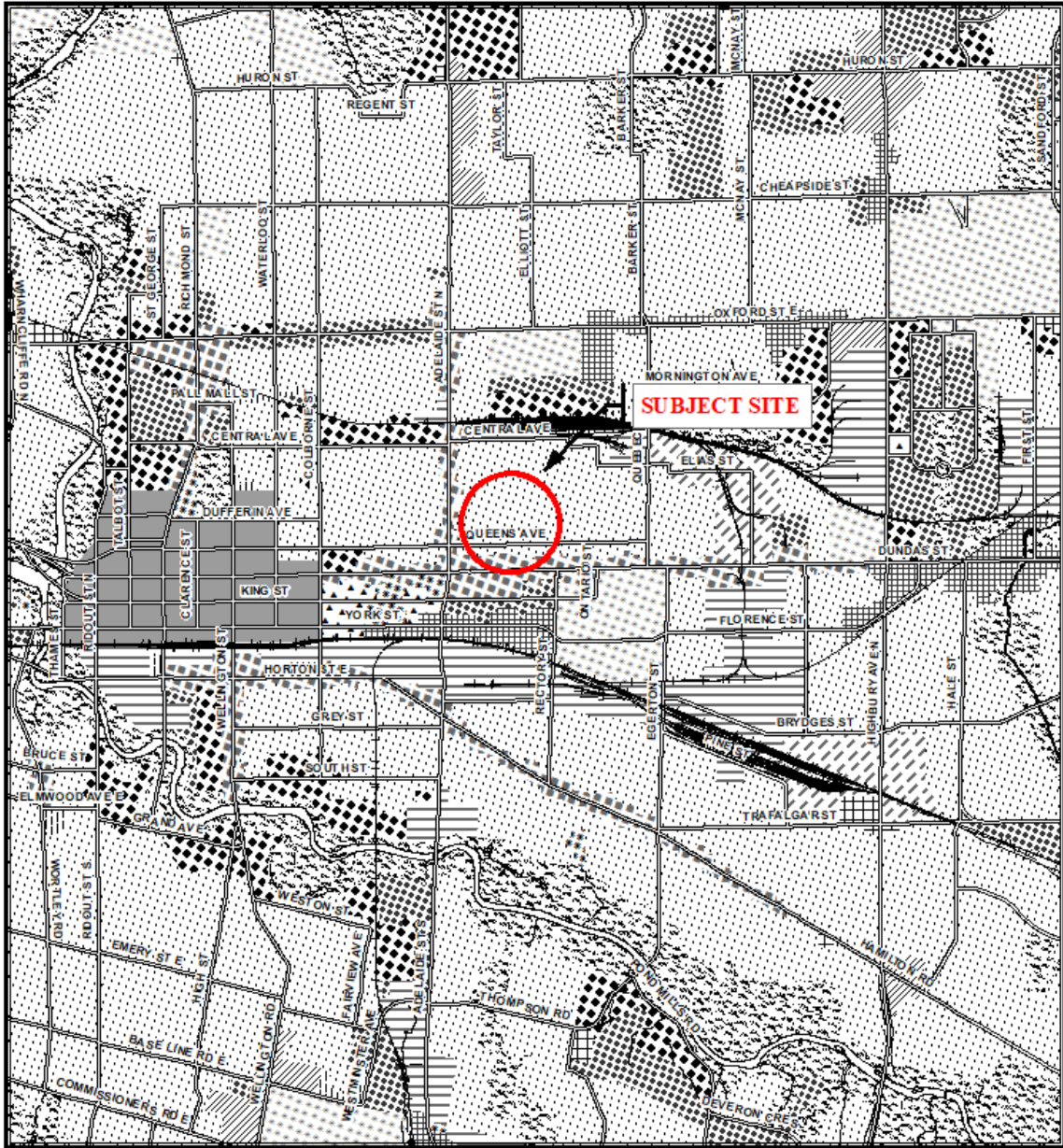
*At the time of the printing of this map, the Rapid Transit EA is in progress. This map shows the Rapid Transit Corridors and Urban Corridors to recognize potential alignments. These Place Types will be modified to align with the results of the EA process for the final version of The London Plan.*

**CITY OF LONDON**  
 Planning Services /  
 Development Services  
  
**LONDON PLAN MAP 1**  
**- PLACE TYPES -**  
 PREPARED BY: Planning Services



**File Number:** Z-8454  
**Planner:** MK  
**Technician:** MB  
**Date:** August 30, 2018

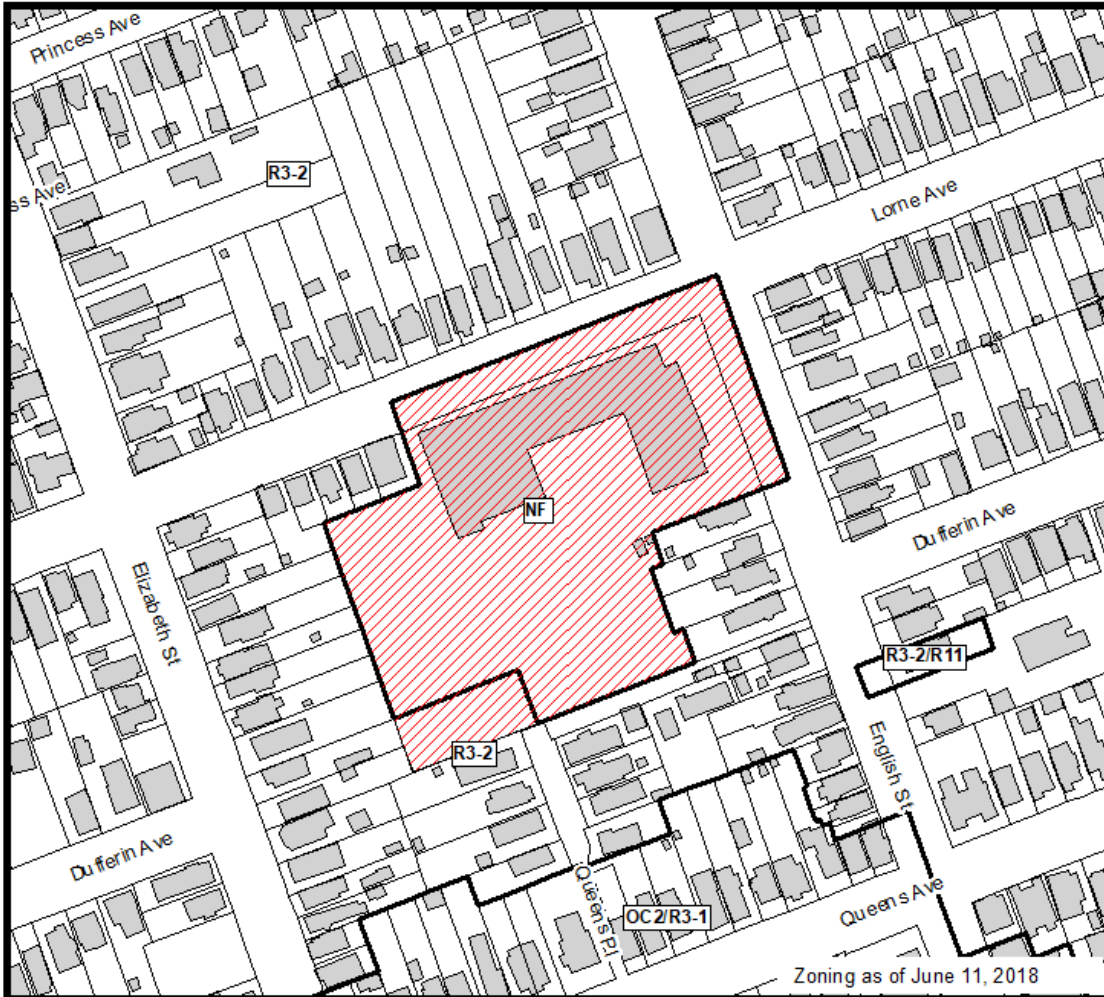





Legend		
Downtown	Multi-Family, Medium Density Residential	Office Business Park
Wonderland Road Community Enterprise Corridor	Low Density Residential	General Industrial
Enclosed Regional Commercial Node	Office Area	Light Industrial
New Format Regional Commercial Node	Office/Residential	Commercial Industrial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

<p><b>CITY OF LONDON</b>                  Planning Services /                  Development Services                  OFFICIAL PLAN SCHEDULE A                  - LANDUSE -</p> <p><small>PREPARED BY: Graphics and Information Services</small></p>	 Scale 1:30,000 Meters	<p>FILE NUMBER: Z-8454                  PLANNER: MK                  TECHNICIAN: MB                  DATE: 2018/08/30</p>
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 **COUNCIL APPROVED ZONING FOR THE SUBJECT SITE: NF and R3-2**

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

- |   |                                   |
|---|-----------------------------------|
| R1 - SINGLE DETACHED DWELLINGS            | RF - REGIONAL FACILITY            |
| R2 - SINGLE AND TWO UNIT DWELLINGS        | CF - COMMUNITY FACILITY           |
| R3 - SINGLE TO FOUR UNIT DWELLINGS        | NF - NEIGHBOURHOOD FACILITY       |
| R4 - STREET TOWNHOUSE                     | HER - HERITAGE                    |
| R5 - CLUSTER TOWNHOUSE                    | DC - DAY CARE                     |
| R6 - CLUSTER HOUSING ALL FORMS            | OS - OPEN SPACE                   |
| R7 - SENIOR'S HOUSING                     | CR - COMMERCIAL RECREATION        |
| R8 - MEDIUM DENSITY/LOW RISE APTS.        | ER - ENVIRONMENTAL REVIEW         |
| R9 - MEDIUM TO HIGH DENSITY APTS.         | OB - OFFICE BUSINESS PARK         |
| R10 - HIGH DENSITY APARTMENTS             | LI - LIGHT INDUSTRIAL             |
| R11 - LODGING HOUSE                       | GI - GENERAL INDUSTRIAL           |
| DA - DOWNTOWN AREA                        | HI - HEAVY INDUSTRIAL             |
| RSA - REGIONAL SHOPPING AREA              | EX - RESOURCE EXTRACTIVE          |
| CSA - COMMUNITY SHOPPING AREA             | UR - URBAN RESERVE                |
| NSA - NEIGHBOURHOOD SHOPPING AREA         | AG - AGRICULTURAL                 |
| BDC - BUSINESS DISTRICT COMMERCIAL        | AGC - AGRICULTURAL COMMERCIAL     |
| AC - ARTERIAL COMMERCIAL                  | RRC - RURAL SETTLEMENT COMMERCIAL |
| HS - HIGHWAY SERVICE COMMERCIAL           | TGS - TEMPORARY GARDEN SUITE      |
| RSC - RESTRICTED SERVICE COMMERCIAL       | RT - RAIL TRANSPORTATION          |
| CC - CONVENIENCE COMMERCIAL               |                                   |
| SS - AUTOMOBILE SERVICE STATION           | "H" - HOLDING SYMBOL              |
| ASA - ASSOCIATED SHOPPING AREA COMMERCIAL | "D" - DENSITY SYMBOL              |
| OR - OFFICE/RESIDENTIAL                   | "H" - HEIGHT SYMBOL               |
| OC - OFFICE CONVERSION                    | "B" - BONUS SYMBOL                |
| RO - RESTRICTED OFFICE                    | "T" - TEMPORARY USE SYMBOL        |
| OF - OFFICE                               |                                   |

**CITY OF LONDON**

PLANNING SERVICES / DEVELOPMENT 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-8454

MK

MAP PREPARED:

2018/08/30

MB

1:2,000

0 10 20 40 60 80  
 Meters

**Additional Reports**

Four in-camera reports to Corporate Services Committee dated February 4, 2014, March 18, 2014, August 26, 2014, and February 21, 2017.

Corporate Services Committee – March 24, 2015 – Lorne Avenue Public School Update

Corporate Services Committee – February 21, 2017 – Lorne Avenue Public School Request for Proposals Update and Next Steps

Corporate Services Committee – June 20, 2017 – Lorne Avenue Public School Update  
723 Lorne Avenue

Planning and Advisory Committee – April 3, 2018 – Neighbourhood School Strategy –  
Evaluation and Acquisition of Surplus School Sites