Report to Planning and Environment Committee

To: Chair and Members

Planning & Environment Committee

From: George Kotsifas, P. Eng

Managing Director, Development and Compliance Services

and Chief Building Official

Subject: Zerin Development Corporation

440 Clarke Road

Public Participation Meeting on: February 4, 2019

Recommendation

That, on the recommendation of the Director, Development Services, the following actions be taken with respect to the application of Zerin Development Corporation relating to the property located at 440 Clarke Road:

- (a) The proposed by-law <u>attached</u> hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on February 12, 2019 to amend the Official Plan by **ADDING** a policy to section 10.1.3 Policies for Specific Areas;
- (b) The proposed by-law attached hereto as Appendix "B" **BE INTRODUCED** at the Municipal Council meeting on February 12, 2019 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan as amended in part (a) above, to change the zoning of the subject property **FROM** an Associated Shopping Area/Community Facility (ASA1/ASA2/ASA3/ASA8/CF) **TO** an Associated Shopping Area Special Provision/Community Facility Special Provision/Residential R8 Special Provision Bonus (ASA1/ASA2/ASA3(_)/ASA8(_)/CF1(_)/R8-4(_)*B(_)) Zone and **FROM** an Associated Shopping Area/Community Facility (ASA1/ASA2/ASA3/ASA8/CF) Zone **TO** an Associated Shopping Area (ASA8) Zone.

The B(_) Zone shall be implemented through one or more agreements to provide for an apartment building with a maximum height of 4-storeys or 18 metres with an increased density of up to 95 units per hectare which substantively implements the Site Plan and Elevations attached as Schedule "1" to the amending by-law in return for the following facilities, services and matters:

i) Exceptional Building Design

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

- A building located along the Clark Road frontage next to the internal driveway, accessing the commercial property at the rear, providing a well-defined built edge and activating both the Street and driveway frontages;
- ii. A building oriented towards Clarke Road with a well-defined principle entrance at the northwest corner of the building;
- iii. Individual courtyards for ground floor units facing both Clark Road and the internal driveway;
- iv. A variety of building materials and building articulation to break up the massing of the building;
- v. All parking located in the rear yard away from the Clarke Road

frontage;

iv. A purpose designed courtyard amenity space within the internal portion of the site;

ii) Provision of Affordable Housing

The development provides 65 dwelling units (95 units per hectare), consisting of one and two bedroom units for affordable housing.

Executive Summary

Summary of Request

The requested amendment is to seek permission to permit the development of a 4-storey (18 metre) mid-rise apartment building with a total of 65 residential units with a reduction in the minimum number of parking spaces by providing 65 spaces where 82 spaces are required.

Purpose and the Effect of Recommended Action

The purpose and effect of the recommended amendment is to permit a new 4-storey apartment building containing 65 residential units at a total density of 95uph and maximum height of 18 metres with a minimum of 65 parking spaces. The bonus zone shall be implemented through a development agreement to facilitate the development of the requested apartment building in return for the provision of affordable housing and the construction of the high quality form of development illustrated in Schedule "1" to the amending by-law.

Rationale of Recommended Action

- 1. The recommended amendment is consistent with the PPS 2014.
- 2. The recommended amendment is consistent with the City of London Specific Area policies of the Official Plan and Shopping Area Place Type policies of the London Plan.
- 3. The recommended amendment facilitates the development of an apartment building acommodating 65 affordable housing units.
- 4. The recommended amendment facilitates the development of an underutilized site and encourages an appropriate form of development.
- 5. The bonusing of the subject site ensures the building form and design will fit within the surrounding area and provide a high quality design standard.

Analysis

1.0 Site at a Glance

1.1 Property Description

The subject site is located along Clarke Road approximately 150 metres north of Dundas Street. The subject site is currently vacant and is part of the lands owned by The Home Depot. The site is situated between a commercial plaza to the south and a women's community house to the north. The property is part of a large commercial node that extends easterly and southerly across Dundas Street. To the west/southwest is a mix of commercial and low density residential uses. The existing vehicular access point, which runs directly along the north edge of the subject site, will remain and will continue to be owned and maintained by Home Depot.

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

- Official Plan Designation New Format Regional Commercial Node
- The London Plan Place Type Shopping Area
- Existing Zoning ASA1/ASA2/ASA3/ASA8/CF Zone

1.3 Site Characteristics

- Current Land Use Vacant
- Frontage 48.5 metres (160ft)
- Depth 143 metres (469 feet)
- Area 0.69 ha (1.71 acres)
- Shape Rectangular

1.4 Surrounding Land Uses

- North Women's Community House/Railway
- East Commercial
- South Commercial
- West Low Density Residential

1.5 Intensification (65 units)

- The proposed residential units represents intensification within the Built-area Boundary
- The proposed residential units are outside of the Primary Transit Area

1.6 Location Map



2.0 Description of Proposal

2.1 Development Proposal

The proposed development is for a 4-Storey apartment building consisting of 65 one and two bedroom units for affordable housing. A total of 65 at-grade parking spaces are to be provided in the rear yard. The building will be located at the front of the property taking into account future road widening for a potential over/underpass for the railway tracks across Clarke Road.

3.0 Relevant Background

3.1 History

The subject site was created through severance application B.018/06 and finalized in 2007. The site has remained vacant since that time.

3.2 Requested Amendment

The requested amendment would permit a new 4-storey apartment building containing 65 one and two bedroom residential units at a total density of 95 units per hectare (uph) and maximum height of 18.0 metres in return for eligible facilities, services and matters outlined in Section 19.4.4 of the Official Plan. Other zoning provisions such as recognizing Clarke Road as the legal lot frontage, and a minimum parking requirement of 65 spaces has also been requested. The amendment will require a change to the Zoning By-law Z.-1 from an Associated Shopping Area/Community Facility (ASA1/ASA2/ASA3/ASA8/CF) to an Associated Shopping Area Special Provision/Community Facility Special Provision/Residential R8 Special Provision Bonus (ASA1/ASA2/ASA3(_)/ASA8(_)/CF1(_)/R8-4(_)*B(_)) Zone. An additional technical amendment to the by-law is also required to the abutting driveway portion of the site, to ensure that it matches the zoning to the larger Home Depot property.

3.3 Community Engagement (see more detail in Appendix B)

Through the circulation process some minor concerns were raised in regards to the impacts the proposed development would have on the property to the north, specifically to safety and privacy. A subsequent meeting was held with the concerned party and these issues have since been addressed by the applicant. These concerns can be found in Appendix B.

A community meeting was also held by the applicant on December 11, 2018 where 39 people attended and 12 provided comments. The comments were all positive in nature expressing that the proposal was at a great location with amenities that are easily accessible for the tenants. They felt the building and site layout worked well and they were excited to see the development proceed.

3.4 Policy Context (see more detail in Appendix C)

Provincial Policy Statement (2014)

The Provincial Policy Statement 2014 (PPS) provides policy direction on matters of provincial interest related to land use and development. Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns of the PPS encourages healthy, livable and safe communities which are sustained by accommodating an appropriate range and mix of residential (including, affordable housing and housing for older persons), employment and institutional uses to meet long-term needs. It also promotes cost-effective development patterns and standards to minimize land consumption and servicing costs. The PPS encourages settlement areas (1.1.3 Settlement Areas) to be the main focus of growth and their vitality and regeneration shall be promoted. Appropriate land use patterns within settlement areas are established by providing appropriate densities and mix of land uses that efficiently use land and resources along with surrounding infrastructure, public service facilities and are also transit-supportive (1.1.3.2).

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

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

The London Plan

The London Plan is the new Official Plan for the City of London (Council adopted, approved by the Ministry with modifications, and the majority of which is in force and effect). The London Plan policies under appeal to the Local Planning Appeals Tribunal (Appeal PL170100) and not in force and effect are indicated with an asterisk throughout this report and include many of the Shopping Area Place Type policies pertinent to this planning application. The London Plan policies under appeal are included in this report for informative purposes indicating the intent of City Council, but are not determinative for the purposes of this planning application.

The London Plan provides Key Directions (54_) that must be considered to help the City effectively achieve its vision. These directions give focus and a clear path that will lead to the transformation of London that has been collectively envisioned for 2035. Under each key direction, a list of planning strategies is presented. These strategies serve as a foundation to the policies the Plan and will guide planning and development over the next 20 years. Relevant Key Directions are outlined below.

- 55_ Direction #1 Plan strategically for a prosperous city.
 - 13. Invest in, and promote, affordable housing to revitalize neighbourhoods and ensure housing for all Londoners.
- 57_ Direction #3 Celebrate and support London as a culturally rich, creative, and diverse city.
 - 11. Develop affordable housing that attracts a diverse population to the city
- 59_ Direction #5 Build a mixed-use compact city.
 - 3. Sustain, enhance, and revitalize our downtown, main streets, and urban neighbourhoods.
 - 4. Plan for infill and intensification of various types and forms to take advantage of existing services and facilities and to reduce our need to grow outward.
 - 5. Ensure a mix of housing types within our neighbourhoods so that they are complete and support aging in place.
 - 6. Mix stores, restaurants, clean industry, live-work arrangements and services in ways that respect the character of neighbourhoods, while enhancing walkability and generating pedestrian activity

The London Plan provides a clear vision for all of the Place Types. Shopping Areas are to service their immediate neighbourhoods, and provide a walkable focal point that create a neighbourhood identity. In some cases, these centres may be very large and serve a much broader population, and may not be directly tied to an individual neighbourhood or community (*874_). The current structure of commercial place types provides a very broad range of opportunities for new commercial uses, and there are also many opportunities for reformatting, redevelopment, expansion, and intensification of Shopping Areas (*875_).

In order to achieve this vision the Shopping Area Place type allows for flexibility in use and the intensification of existing centres while encourage the repurposing, reformatting, infill and intensification of existing centres to take advantage of existing services, use land more efficiently, and reduce the need for outward expansion. Shopping Areas seek to introduce mid-rise residential development into these existing centres to intensify their use, promote activity on these sites outside of shopping hours, and strengthen their role as neighbourhood centres (*876_).

The Shopping Area Place Type permits a broad range of retail, service, office, entertainment, recreational, educational, institutional, and residential and mixed-use buildings (*Permitted Uses 877_).

The London Plan encourages and allows for the more intense and efficient use of Shopping Area sites through redevelopment, expansion, and the introduction of residential development. It seeks to limit the intensity of developments by permitting a maximum height of 4-storeys and would permit up to 6 storeys through Type 2 bonusing. Adequate off-street parking will be provided to ensure there are no negative impacts on adjacent streets while underground parking is encouraged. Developments within the Shopping Area Place Type will be sensitive to adjacent land uses and employ such methods as transitioning building heights and providing sufficient buffers to ensure compatibility. Lots will be of sufficient size and configuration to accommodate the proposed development and to help mitigate planning impacts on adjacent uses. The Zoning By-law will include regulations to ensure that the intensity of development is appropriate for individual sites (*Intensity 878_).

The Shopping Area Place Type provides for a wide range of uses which are controlled through specific form policies. For the most part these policies are geared towards commercial uses that would be located within these Shopping Areas and how the shopping area should function overall. All Shopping Area developments should include abundant tree planting, in conformity with the Forest City and City Design policies of this Plan to provide shaded areas for parking, and comfortable pedestrian environments. The overall goal for these shopping areas is to create grid like driveway system that creates an organization structure for the site. This allows for the site to create more opportunities for strong connections through the site through the use of sidewalks and trees for pedestrians, transit users and cyclists and also help create possibility for future neighbourhood connections that would connect transit services, the street and the commercial block to the neighbourhood. The large grid pattern and lots also make it easier for phased, infill or redevelopment of the large shopping areas. Regardless of the nature of the proposal all planning and development applications will conform to the City Design policies of this Plan. (*Form 879_).

1989 Official Plan

The subject site is currently designated New Format Regional Commercial Node which tend to be the largest of the commercial nodes in the City and function in combination with multiple properties at a major intersection to create node. These nodes permit all types of uses including large and small-scale retail outlets, supermarkets and food stores, department stores, retail warehouses, building supply, and home improvement and furnishings stores, convenience commercial uses, personal services, restaurants, commercial recreation establishments, financial institutions and services, a limited range of automotive services, service-oriented office uses, community facilities, such as libraries, and professional and medical/dental offices (4.3.6.3. Permitted Uses).

New Format Regional Commercial Nodes typically have a "big-box" or "new-format" form of development and fewer small-scale uses than the Enclosed Regional Commercial designation. There may or may not be public common areas. Free-standing structures along the street frontage should be developed to improve the design of the street edge, provide access to transit stops, encourage pedestrian connectivity with adjacent uses and reduce the visual impact of large open parking lots. While these areas generally serve the traveling public, they should be designed to incorporate public spaces and facilities at central locations. New Format Regional Commercial Node designations should comprise lands that are in a nodal configuration, including lands on other quadrants of major road intersections. However, some existing designations may be in a linear format (4.3.6.4. Form)

Although Residential uses are not specifically identified in the list of permitted uses, the 1989 Official Plan also provides policies where, notwithstanding the existing policy context on a property, policies for Specific Areas may be applied where the application of existing policies would not accurately reflect the intent of Council with respect to the future use of the land. The adoption of policies for Specific Areas may be considered where the change in land use is site specific and is located in an area where Council wishes to maintain existing land use designations, while allowing for a site specific use (Policies For Specific Areas 10.1., Purpose 10.1.1. Criteria)

3.5 Additional Background

Concurrent consent application B.047/18 to sever the subject site from the existing lands in order to facilitate the sale from Home Depot to Zerin Development Corporation.

4.0 Key Issues and Considerations

Through the circulation process no departmental concerns were expressed. Overall the proposal received positive reviews from the members of the public who attended the community meeting held by the applicant. The section below identifies key issues and considerations in detail.

4.1 Issue and Consideration # 1 - Use

Provincial Policy Statement, 2014 (PPS)

The proposed development is in keeping with the PPS as it provides a compatible, alternative land use within the surrounding context, promoting a mix of residential uses, while maintaining an appropriate land use pattern within a settlement area. The apartment will both benefit from and support the existing resources, surrounding infrastructure and public service facilities in the area and set a positive precedent for future infill developments within the Shopping Area Place Type. Infill developments such as the one proposed promote a cost-effective development pattern helping reduce servicing cost, land consumption and will develop an underutilized property. The site is also considered to be transit supportive as it is close proximity to an existing transit node at Argyle Mall and is located approximately 125m from Dundas Street which is a main arterial road from east London to the downtown helping contribute to a healthy, livable and safe community.

The proposed apartment also promotes an appropriate range and mix of housing types and densities in an area which predominately consists of commercial and low-rise residential uses helping meet projected requirements of current and future residents (1.4 Housing). The apartment is intended to provide affordable housing which will help meet the social, health and wellbeing requirements of current and future residents and is in a location that has appropriate levels of infrastructure and public service facilities to support current and projected needs.

1989 Official Plan/London Plan

The New Format Regional Commercial Nodes provide for a wide range of commercial, retail and office type uses. Residential uses are not identified as a permitted use within

this designation.

The London Plan has designated the subject site and surrounding area as a Shopping Area Place Type which provides for a similar policy context however seeks to intensify and infill these areas. One of the ways it seeks to achieve this goal is through the introduction of mid-rise residential development into these existing centres to intensify their use, promote activity on these sites outside of shopping hours, and strengthen their role as neighbourhood centres (*876_).

Through the current 1989 Official Plan Council has the ability to apply policies for Specific Areas. The adoption of policies for Specific Areas may be considered where the change in land use is site specific and is located in an area where Council wishes to maintain existing land use designations, while allowing for a site specific use.

Recognizing that mid-rise apartments are part of the vision of future Shopping Areas, and that the Key Directions (54_) within The London Plan promote affordable housing, infill and intensification proposals can be used to achieve these goals while taking advantage of existing services and facilities and encouraging a mix of housing types within neighbourhoods. The recommend Specific Area policy to permit the proposed apartment building is appropriate as it would be site specific and, as previously noted, the application of existing exclusive commercial policies do not accurately reflect the intent of Council with respect to the future use of the land. The proposed apartment would be permitted in the future policy context outlined in The London Plan and the proposed Specific Area Policy is appropriate to facilitate this use until the future policies are in-force and effect.

4.2 Issue and Consideration # 2 - Intensity

Provincial Policy Statement, 2014 (PPS)

The PPS requires municipalities to identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock [1.1.3.3]. The proposed mid-rise development provides an ideal location and form of development to promote intensification. It is located along an arterial road, in close proximity to a major commercial node with access to multiple bus routes. The surrounding building stock ranges from small to large scale commercial buildings and single detached dwellings. The proposed intensity of the development can be accommodated on the site and within the surrounding context. The PPS also encourages densities for new housing which efficiently use land, resources, and the surrounding infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed [1.4.3(d)]. The proposed development meets the intent of this PPS policy.

London Plan

Within the Shopping Area Place Type, residential densities are not restricted in terms of units per hectare. Shopping Areas do however limit the height of buildings to four storeys unless Type 2 bonusing is used to increase height to 6 storeys. In the case of this application Type 2 bonusing is not required to facilitate the proposed apartment building, however bonus zoning may still be used to allow the requested use and secure the provision of public benefits.

The proposed development is in keeping with the Shopping Area intensity policies as it provides adequate off-street parking to the rear of the development ensuring there are no negative impacts on adjacent streets. The proposal is sensitive to adjacent land uses and it is well setback from all other land uses as laneways exits to the north, east and south of the property and Clarke Road exists to the west. The 4-storey building also meets all the standard setback requirements for an apartment within the proposed R8 zone helping ensure limited impacts are created on abutting lands. The proposed lot is of sufficient size and configuration to accommodate the proposed development as

only a small parking reduction is required by way of special provision. The development meets all the standard lot coverage and landscaped open space requirements.

1989 Official Plan

The requested zoning amendment includes a base R8-4 zone to permit the apartment use and provide zoning regulations. The standard R8 zone is limited to a maximum density of 75 uph and height of 13 metres. As such the applicant has also applied to increase the density to 95uph and height of 18m through the bonusing provisions outlined in Section 19.4.4 of the 1989 Official Plan. The policies of the 1989 Official Plan permit Bonus Zoning as a means of achieving enhanced development features which result in a public benefit that cannot be obtained through the normal development process in return for permitting increased heights and densities. The Planning Act provides legislation on increases in height and density which allows municipalities to use bonusing provisions in their Official Plan in return for facilities, services, or matters, as are set out in the By-law. The proposed building form and design (discussed in Section 4.3- Form) and provision of affordable housing units allow the proposed development to qualify for Bonus Zoning in conformity to the policies of the 1989 Official Plan. These bonusable features are outlined in the Staff recommendation.

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

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

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

4.3 Issue and Consideration # 3 - Form

Provincial Policy Statement, 2014 (PPS)

The proposed development is in keeping with the PPS as it provides an opportunity for intensification at an appropriate location taking into account the existing building stock in the area. The proposed development has considered the surrounding building stock by positioning the building as close as possible to the arterial road where impacts will be reduced on and from the surrounding buildings located in the abutting commercial node and the property to the north. The proposal has also gone through a detailed design process helping to ensure that an appropriate development standard is established to help implement the intensification of the subject site. The subject site is located in a large commercial node which has convenient amenities, employment and shopping destinations based around the existing transit hub which has several bus routes to help the public access all parts of the City. The building's design and location help promote active transportation as they provide the ability for pedestrian and bicycles to access the nearby facilities and will help limit the need for a vehicle to carry out daily activities in conformity with the goals of the PPS [1.1.3.2, 1.6.7.4].

The London Plan

The London Plan identifies form policies (*878_) that are generally geared towards the commercial uses that would be located within these Shopping Areas and how the

shopping area should function overall. Although the proposal is for a residential apartment building the development is able to achieve some of these established principals as it maintains the existing laneway, which allows for the grid pattern to be established over the whole shopping area in the future, and creates strong connections for pedestrians and transit through the site. Multiple trees will be planted around the site strengthening the pedestrian connections in keeping with the policies of the Shopping Area Place Type.

The London Plan and Shopping Area Place Type ensure that all planning and development applications will conform to the City Design policies of this Plan. For the same reasons that the development meets the requirements of the Urban Design Policies, the proposed development is in keeping with the City Design Polices of The London Plan.

1989 Official Plan

The New Format Regional Commercial Node policies guide the form of commercial developments and how these areas will have a "big-box" or "new-format" form of development and fewer small-scale uses. Free-standing structures along the street frontage should be developed to improve the design of the street edge, provide access to transit stops, encourage pedestrian connectivity with adjacent uses and reduce the visual impact of large open parking lots. No specific policies exists for the form of residential uses within the designation as they are not identified in the list of permitted uses. Regardless, all new development applications shall comply too the Urban Design principles of Chapter 11 in the 1989 Official Plan. The development also maintains some of the design principals mentioned above as the apartment can be regarded as a free standing structure along the street frontage. The development has been situated in a way to improve the design of the street edge as the building has been brought forward on the site with no parking in the front yard. The use of balconies, patios and a large landscaped feature help soften the façade and create a positive pedestrian interface. The development also establishes a strong pedestrian connection from Clarke Road to the main building entrance as well as providing a sidewalk along the north portion of the property so pedestrians have access to other uses located internally in the commercial node. The development is also moved close to the street edge to help reduce the visual impact of the parking lot in the rear.

As part of a complete application the applicant provided an Urban Design Brief, and attended the Urban Design Peer Review Panel to identify how the building design and form would be in keeping with the Chapter 11 Urban Design Policies of the 1989 Official Plan. Both the Urban Design Peer Review Panel and Staff were pleased with the development and how it related to the existing and planned context of the site and surrounding land uses. The use of a prominent entrances on both sides of the building and having the building wrap around the street corner combined with the contemporary building design are other positive features.

Only minor concerns were raised by the panel where the applicant was asked to consider breaking up the proposed column feature at the main entrance as it could create potential CPTED issues. The applicant was also asked to consider the following:

- further design detail to the south elevation of the Clarke Road wing including material changes and articulation;
- a canopy feature for the rear entrance to give it more prominence knowing it will be a main entrance for building occupants;
- look at adding an interior vestibule at the end of the east west corridor;
- potentially look at relocating the office to create a straight view through the corridor directly to the outside;
- a slight increase in height at the corner entry is recommended; and,
- consider replacing the solid wall with a railing treatment (similar to balcony railings) to provide visibility on the private patios along the frontages.

Based on those suggestions the applicant refined the final design which is attached as Schedule 1 to the amending by-law. In an effort to increase the transparency at the

main entrance column feature the applicant is incorporating steel columns as a structural screen element. A change in materials and the expression of balconies at the corners and window openings at the exit stair have now been provided on the south elevation. A canopy feature to shelter the east/parking lot entry point and signify a main entry to the building has also been included. A full breakdown on how these items were addressed are included in Appendix D. After review of the original submission and the changes that have been made the proposed design is in keeping with the design guidelines outlined in Chapter 11 of the 1989 Official Plan.

4.4 Issue and Consideration # 4 – Technical Amendments

Lot Frontage

As a result of the requested severance application the new lot that would be created would have a legal frontage on Eastwood Street as this is the shortest lot frontage abutting the site. A special provision is being recommended to recognize Clarke Road as the legal lot frontage. This ensures the legal lot frontage is in keeping with the requested Residential R8 zoning regulations and also avoids confusion and multiple special provisions to the various yard setbacks that would be required if the requirements were measured from Eastwood Street.



Community Facility (CF vs CF1)

Another technical change being recommended is a change from the CF to the CF1 zone. The subject site currently has a Community Facility (CF) zone on it however, the "CF" zone variation no longer exists in Zoning By-law Z-1. so there are no community facilities permitted on the site. The CF1 zone will be applied to the site to replace the CF zone to ensure the subject site has the full range of community facilities it was previously entitled to.

Undersized Retained Lands

The existing lot of record consists of the subject site and the abutting entryway into Home Depot to the north. Through the concurrent consent application (shown below) the subject site is proposed to be severed from the abutting entryway and the lands to be retained by Home Depot result in an undersized and undevelopable parcel. Given that a consent application cannot proceed where the new lot does not conform to zoning and in order to ensure the consent application can proceed, the retained lands are recommended to be rezoned to ASA8, consistent with the existing zoning on the Home Depot lands to the east. As a result, all of the lands that Home Depot owns will be

within the same ASA8 zone variation and there will be no zoning regulation conflicts once the severance application is finalized.



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

5.0 Conclusion

The requested amendment to add a Residential R8 (R8-4) Zone in combination with a bonus zone on the subject site to permit a density of 95 uph, would facilitate a purpose-built development for a 4-storey apartment building containing 65, one and two bedroom residential units for affordable housing. The recommended zoning is consistent with the PPS 2014 and with the City of London 1989 Official Plan and future London Plan. The recommendation will facilitate the redevelopment of an underutilized site and encourages an appropriate form of development while the use of a bonus zone ensures that the building form and design will fit within the surrounding area and provide for an enhanced design standard.

Prepared by:	
	Mike Corby, MCIP, RPP Senior Planner, Current Planning
Reviewed by:	
	Michael Tomazincic, MCIP, RPP Manager, Current Planning
Recommended by:	
	Paul Yeoman, RPP, PLE Director, Development Services
Submitted by:	
	George Kotsifas, P.ENG Managing Director, Development and Compliance Services and Chief Building Official

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 Development Services

January 28, 2019 MT/mt

Appendix A

Bill No.(number to be inserted by Clerk's Office) 2019

By-law No. C.P.-1284-A by-law to amend the Official Plan for the City of London, 1989 relating to 440 Clarke Road.

The Municipal Council of The Corporation of the City of London enacts as follows:

- 1. Amendment No. (to be inserted by Clerk's Office) to the Official Plan for the City of London Planning Area 1989, as contained in the text attached hereto and forming part of this by-law, is adopted.
- 2. This by-law shall come into effect in accordance with subsection 17(38) of the *Planning Act, R.S.O. 1990*, c.P.13.

PASSED in Open Council on February 12, 2019.

Ed Holder Mayor

Catharine Saunders City Clerk

AMENDMENT NO.

to the

OFFICIAL PLAN FOR THE CITY OF LONDON

A. PURPOSE OF THIS AMENDMENT

The purpose of this Amendment is to add a policy in Section 10.1.3 of the Official Plan for the City of London to permit a new 4-storey apartment building containing 65 one and two bedroom residential units at a total density of 95uph and maximum height of 18.0 metres.

B. <u>LOCATION OF THIS AMENDMENT</u>

This Amendment applies to lands located at 440 Clarke Road in the City of London.

C. BASIS OF THE AMENDMENT

The recommended amendment is consistent with Provincial Policy Statement 2014, Policies for Specific Areas of the Official Plan and the Shopping Area Place Type policies of The London Plan. The recommendation provides the opportunity for an appropriate and compatible landuse and results in the development of an underutilized lot for affordable housing.

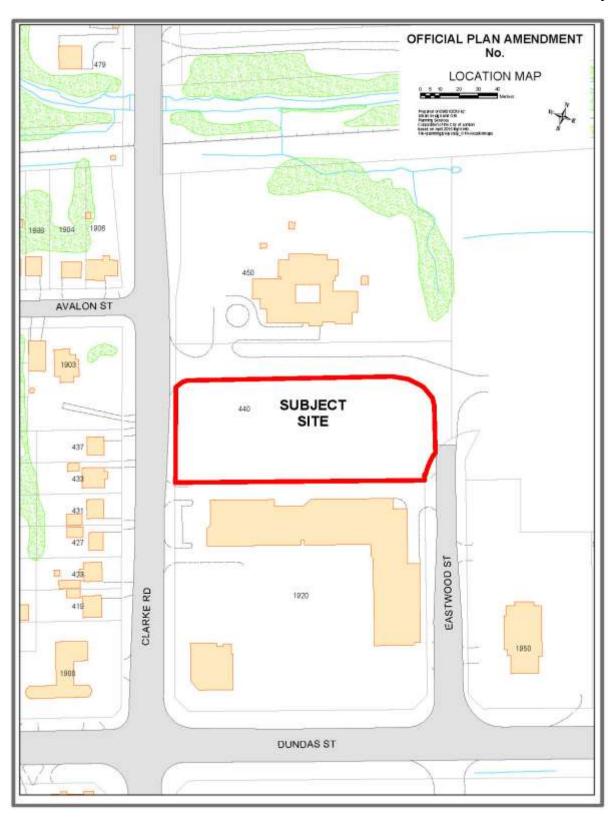
D. <u>THE AMENDMENT</u>

The Official Plan for the City of London is hereby amended as follows:

1. Section 10.1.3 – Policies for Specific Areas of the Official Plan for the City of London is amended by adding the following:

440 Clark Road

In the New Format Regional Commercial Corridor designation at 440 Clark Road in addition to the uses permitted in the New Format Regional Commercial Corridor, an apartment building may also be permitted.



Appendix B

Bill No.(number to be inserted by Clerk's Office) 2019

By-law No. Z.-1-19_____

A by-law to amend By-law No. Z.-1 to rezone an area of land located at 440 Clarke Road.

WHEREAS Zerin Development Corporation has applied to rezone an area of land located at 440 Clarke Road, as shown on the map attached to this by-law, as set out below;

AND WHEREAS upon approval of Official Plan Amendment Number (number to be inserted by Clerk's Office) this rezoning will conform to the Official Plan;

THEREFORE the Municipal Council of The Corporation of the City of London enacts as follows:

- Schedule "A" to By-law No. Z.-1 is amended by changing the zoning applicable to lands located at 440 Clarke Road, as shown on the attached map comprising part of Key Map No. A.109, from an Associated Shopping Area/Community Facility (ASA1/ASA2/ASA3/ASA8/CF Zone to an Associated Shopping Area Special Provision/Community Facility Special Provision/Residential R8 Special Provision Bonus (ASA1/ASA2/ASA3(_)/ASA8(_)/CF1(_)/R8-4(_)*B(_)) Zone and from an Associated Shopping Area/Community Facility (ASA1/ASA2/ASA3/ASA8/CF) Zone to an Associated Shopping Area (ASA8) Zone.
- 2) Section Number 4.3 of the General Provisions in By-law No. Z.-1 is amended by adding the following new Bonus Zone:
 - 4.3) B(_) 440 Clarke Road

The Bonus Zone shall be enabled through one or more agreements to facilitate the development of a high quality residential apartment building, with a maximum of 4-storeys, 65 dwelling units and density of 95 units per hectare, which substantively implements the Site Plan and Elevations attached as Schedule "1" to the amending by-law and the provision of affordable housing in the form of 65 dwelling units (95 units per hectare), consisting of one and two bedroom units.

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

a) Regulations:

i) Density
 ii) Height (maximum)
 Parking
 95 uph
 18 metres (59 feet)
 65 spaces

3) Section Number 12 of the Residential R8 Zone is amended by adding the following Special Provision:

- 12.4) R8-4() 440 Clarke Road
 - a) Permitted Uses:
 - Apartment Building, with any or all of the other permitted uses on the first floor;
 - b) Regulation[s]
 - ii) The lot line which abuts an arterial street shall be interpreted as the front lot line regardless of whether or not it is the longer lot line.
- 4) Section Number 24 of the Associated Shopping Area is amended by adding the following Special Provision:
 - 24.4) ASA3(_) 440 Clarke Road
 - a) Regulation[s]
 - i) The lot line which abuts an arterial street shall be interpreted as the front lot line regardless of whether or not it is the longer lot line.
- 5) Section Number 24 of the Associated Shopping Area is amended by adding the following Special Provision:
 - 24.4) ASA8() 440 Clarke Road
 - a) Regulation[s]
 - ii) The lot line which abuts an arterial street shall be interpreted as the front lot line regardless of whether or not it is the longer lot line.
- 6) Section Number 32 of the Community Facility Zone is amended by adding the following Special Provision:
 - 32.4) CF1() 440 Clarke Road
 - a) Regulation[s]
 - iii) The lot line which abuts an arterial street shall be interpreted as the front lot line regardless of whether or not it is the longer lot line.

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.

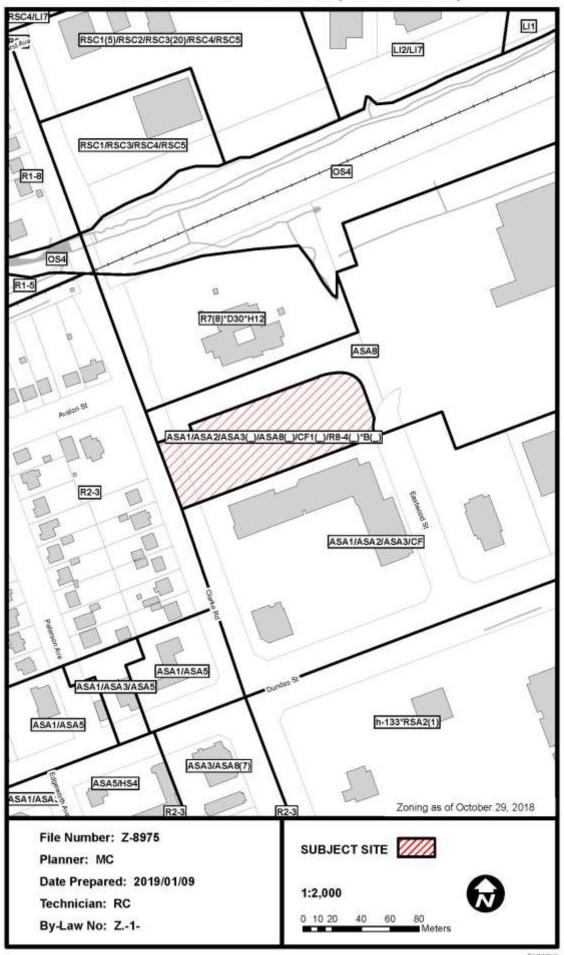
PASSED in Open Council on February 12, 2019.

Ed Holder Mayor

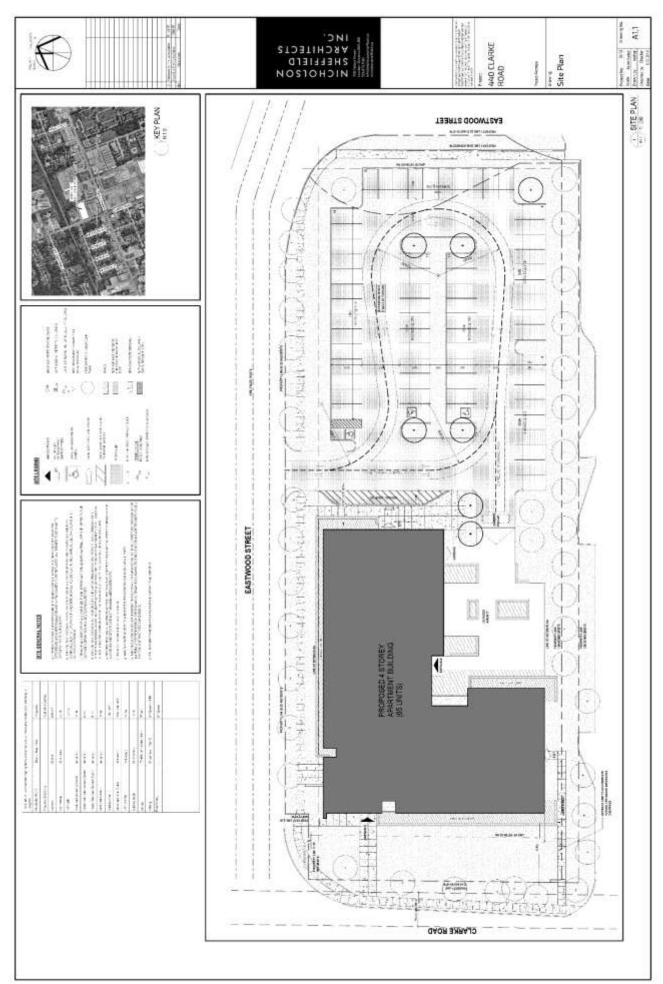
Catharine Saunders City Clerk

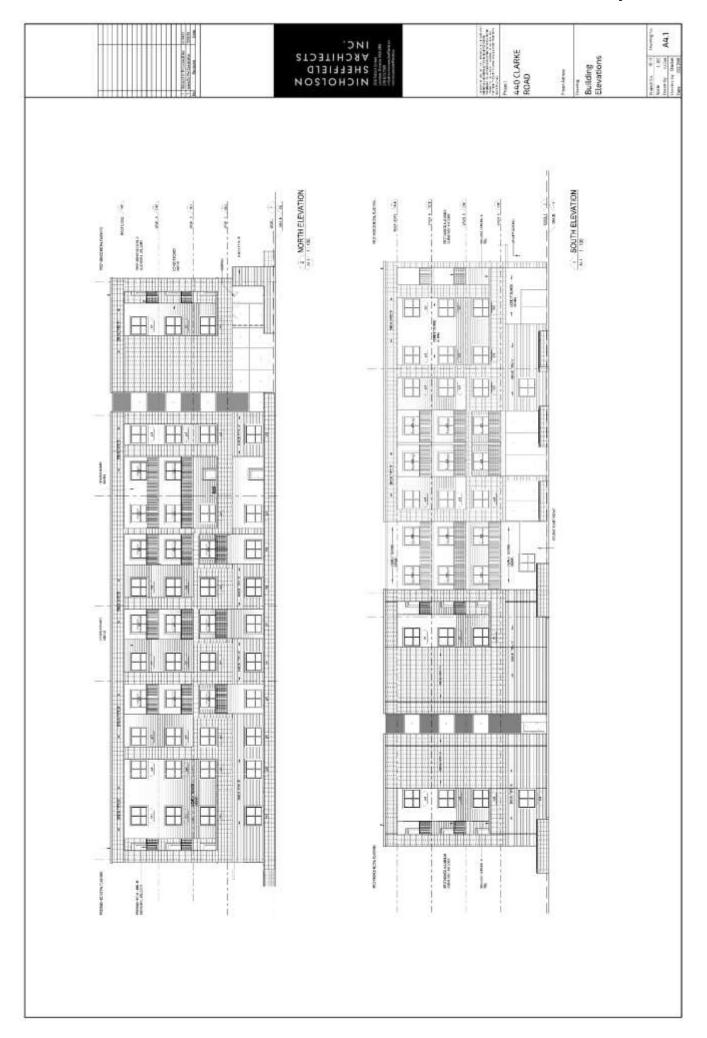
First Reading – February 12, 2019 Second Reading – February 12, 2019 Third Reading – February 12, 2019

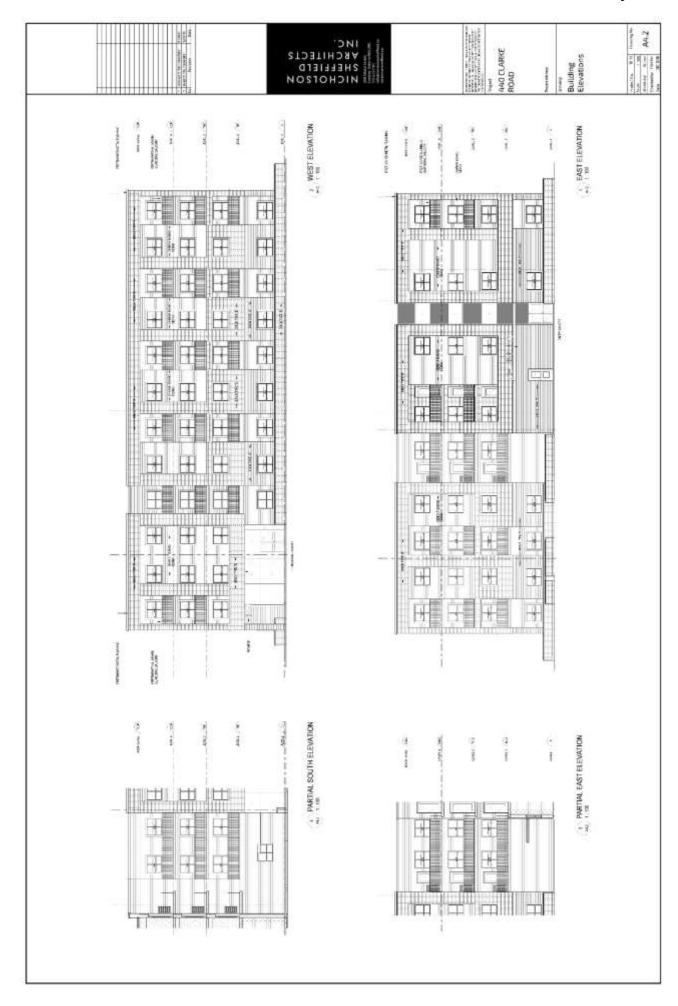
AMENDMENT TO SCHEDULE "A" (BY-LAW NO. Z.-1)



Schedule "1"







Appendix B – Public Engagement

Community Engagement

Public liaison: On November 14, 2018 & December 7, 2018, Notice's of Application were sent to 32 property owners in the surrounding area. Notice's of Application were also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on November 15, 2018 & December 20, 2018. A "Planning Application" sign was also posted on the site.

1 reply was received

Nature of Liaison:

Zoning amendment to allow for a 4-storey apartment building with a total of 65 residential units and 65 parking spaces.

To change the zoning from an Associated Shopping Area/Community Facility (ASA1/ASA2/ASA3/ASA8/CF) Zone to an Associated Shopping Area/Community Facility/Residential R8 Bonus (ASA1/ASA2/ASA3/ASA8/CF/R8-4*B(_)) Zone. Changes to the currently permitted land uses and development regulations are summarized below.

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

December 12, 2018

Mike Corby, Planning Services Shawn Lewis, Ward 2 Councillor City of London 300 Dufferin Ave., P.O. Box 5035 London, ON N6A 4L9

Delivered Electronically to mcorby@london.ca and slewis@london.ca

RE: City File #Z-8975 - Zoning of 440 Clarke Road

To Mike Corby and Shawn Lewis,

As executive director of Anova: a future without violence, I am writing to you in regards to the zoning by-law amendment for 440 Clarke Road. Anova's mission is *Creating communities of: safe spaces; compassion; healing; renewal; hope; resilience; advocating for social and political change.* Among the services we provide is the operation of two high security shelters, our shelter at 450 Clarke Road has 27 beds for women and children fleeing abusive and dangerous situations.

The proposed building at 440 Clarke Road poses a major concern for Anova in regards to the safety and security of the women and children staying in our facility. Our concerns for this proposed change lies in the visibility that this new structure will have into our high security space, including our backyard area to the east of our shelter. We are concerned that the safety, security and privacy of our residents will be compromised by building a structure that could give residents and members of the public a clear view where children and women would spend time, possibly from several different levels and vantage points.

We believe that part of the discussions at the table about this new proposed rezoning must include being mindful and respectful of the high security nature of our shelter on Clarke Road. We would like to see people discuss increased privacy measures reviewed and implemented to ensure that survivors of violence will not be put at further risk because of this new development.

In 2018, 47 women in Ontario have been murdered by their intimate partners. Three children have been killed by their mother's abusers. Our community has a responsibility to ensure that safe and secure shelters are accessible for every woman and child who needs to escape violence.

Anova is committed to working with community members and our municipality to ensure that London is safe and equitable.

We look forward to hearing from the City of London about how they will ensure that this zoning by-law amendment takes into serious consideration the safety of the women and children at our facility. If any further information is required, please contact me at 519-642-3011

Respectfully, Jessie Rodger Executive Director

January 2, 2019

Mike Corby, Planning Services Shawn Lewis, Ward 2 Councillor City of London 300 Dufferin Ave., P.O. Box 5035 London, ON N6A 4L9

Delivered Electronically to mcorby@london.ca and RE: City File #Z-8975 - Zoning of 440 Clarke Road To Mike Corby and Shawn Lewis,

On December 12, 2018, Anova sent a letter to you both outlining concerns that we had about the safety and security of a proposed apartment building at 440 Clarke Road.

Since sending this letter, Anova has met with city staff and the Zerin board of directors, along with their planners and architect, on December 20, 2018. Our meeting with this team allowed us to discuss our concerns about the safety of our high security shelter located at 450 Clarke Road.

During this meeting, the Zerin board of directors, along with their architects, assured Anova that privacy and security would be taken into consideration and proposed several different possible measures that can be taken to reduce risk. They proposed planting mature trees along a site line that would obscure tenants or visitors from seeing activity in our secure backyard. They also shared with us their intention of addressing our concerns and ensuring safety for our shelt er.

I am confident after this meeting that both Zerin and their board are committed to ensuring that this new build will only be an asset to the Clarke Road community.

Please take this letter as confirmation that concerns identified in my December 12th letter have been addressed in a manner that is appropriate and helpful. As long as the presented safety measures shared on December 20th, 2018 are completed, Anova no longer has concerns regarding the safety of this new building.

Respectfully,

Jessie Rodger Executive Director

Agency/Departmental Comments

CP Rail - December 12, 20018

Hi Mike,

This is in reference to your circulation of the above-mentioned application. The proposed development is located in close proximity to our Galt Subdivision, which is classified as a Principal main line. Canadian Pacific Railway is not in favour of residential developments adjacent to or near our right-of-way as this land use is not compatible with railway operations. The health, safety and welfare of future residents could be adversely affected by railway activities.

However, to ensure the safety and comfort of adjacent residents and to mitigate as much as possible the inherent adverse environmental factors, we request that the following requirements be included as Conditions of Approval:

- Dwellings must be constructed such that the interior noise levels meet MOE
 criteria. A noise study should be carried out by a professional noise consultant to
 determine what impact, if any, railway noise would have on residents of proposed
 subdivisions and to recommend mitigation measures if required. The Railway
 may consider other measures recommended by the study.
- 2. In addition to the warning clauses indicated in the noise report, a clause should be inserted in all offers to purchase, agreements of purchase and sale or lease and in the title deed or lease of each dwelling within 300m of the railway right-of-way, warning prospective purchasers or tenants of the existence of the Railway's operating right-of-way; the possibility of alterations including the possibility that the Railway may expand its operations, which expansion may affect the living environment of the residents notwithstanding the inclusion of noise and vibration attenuating measures in the design of the subdivision and individual units, and that the Railway will not be responsible for complaints or claims arising from the use of its facilities and/or operations.

We would appreciate being circulated with all future correspondence related to this application.

Upper Thames River Conservation Authority - December 17, 2018

The UTRCA has no objections to this application.

London Hydro – December 21, 2018

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

Urban Design - January 2, 2019

I have reviewed the updated drawings related to the ZBA at the above noted address, received through the site plan process, and provide the following urban design comments consistent with the Official Plan, applicable by-laws, and guidelines:

- Provide a response to the UDPRP Memo issued following the November 2018 UDPRP meeting.
- Consider a slight increase in height of the building at the northwest corner of the building in order to help further break up the mass of the building as well as provide interest at the intersection.

Urban Design Peer Review Panel - November 28, 2018

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

- Overall, the Panel is supportive of the site layout and massing of this proposal. Particularly, the Panel is supportive of the prominent entrances on both sides, the building wrap of the street corner, and the contemporary building design.
- The Panel has the following recommendations with respect to building design:
 - Consider adding transparency to the column feature at front entrance from a CPTED perspective;
 - Give further design detail to the south elevation of the Clarke Road wing including material changes and articulation;
 - Consider a canopy feature for the rear entrance to give it more prominence, knowing it will be a main entrance for building occupants;
 - Consider adding an interior vestibule at the end of the east west corridor, knowing it will be a main entrance, and potentially look at relocating the office to create a straight view through the corridor directly to the outside, and.
 - A slight increase in height at the corner entry is recommended.
- Amenity indoor and exterior works well in the design. At the site plan stage, further resolve the functionality of the outdoor amenity space including distinction and privacy screening between common amenity and private amenity (at grade units). For private patios along the frontages, consider replacing the solid wall with a railing treatment (similar to balcony railings) to provide visibility.
- The Panel recommends incorporating a direct access to bike storage room from the outside.
- It is the Panel's understanding that the existing ground supported signage is
 intended to remain at the corner. The Panel encourages further dialogue with the
 sign owner as it will appear orphaned from the associated store and appear out
 of place in proximity to the residential building. The relocation of this sign should
 be considered or a smaller, monument style sign with a directional component to
 better integrate into the changed context of the project.

Concluding comments:

The Panel supports the overall design concept with the integration of the design recommendations noted above.

This UDPRP review is based on City planning and urban design policy, the submitted brief, and noted presentation. It is intended to inform the ongoing planning and design process. Subject to the comments and recommendations above, the proposed development represents an appropriate solution for the site.

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, bylaws, and legislation are identified as follows:

Provincial Policy Statement

1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns

1.1.3 Settlement Areas

1.4 Housing

1.4.1

1.6.7 Transportation Systems

1.6.7.4

1989 Official Plan

New Format Regional Commercial Node 4.3.6.3. Permitted Uses 4.3.6.4. Form

Policies For Specific Areas 10.1. Purpose 10.1.1. Criteria

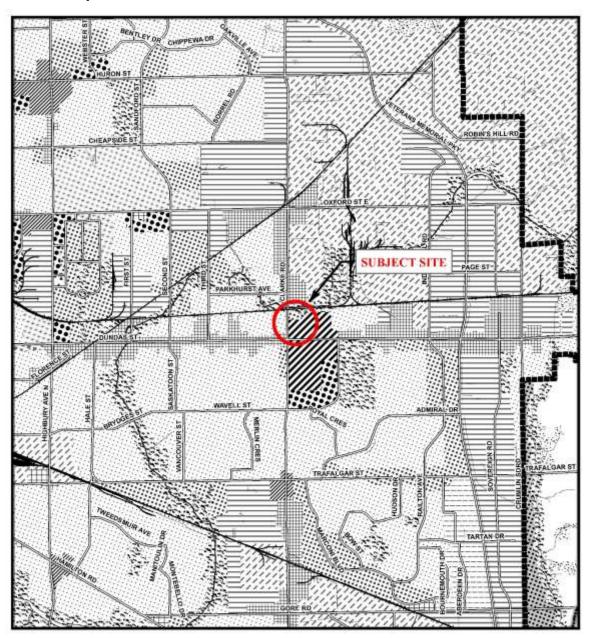
19.4 Zoning 19.4.4 Bonus Zoning

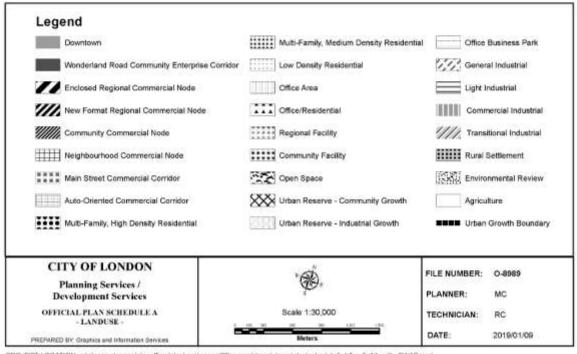
London Plan

Shopping Area
Role Within The City Structure – 874_, 875_
How will we realize our vision? – 876_
Use – 877_
Intensity – 878_
Form - 879_

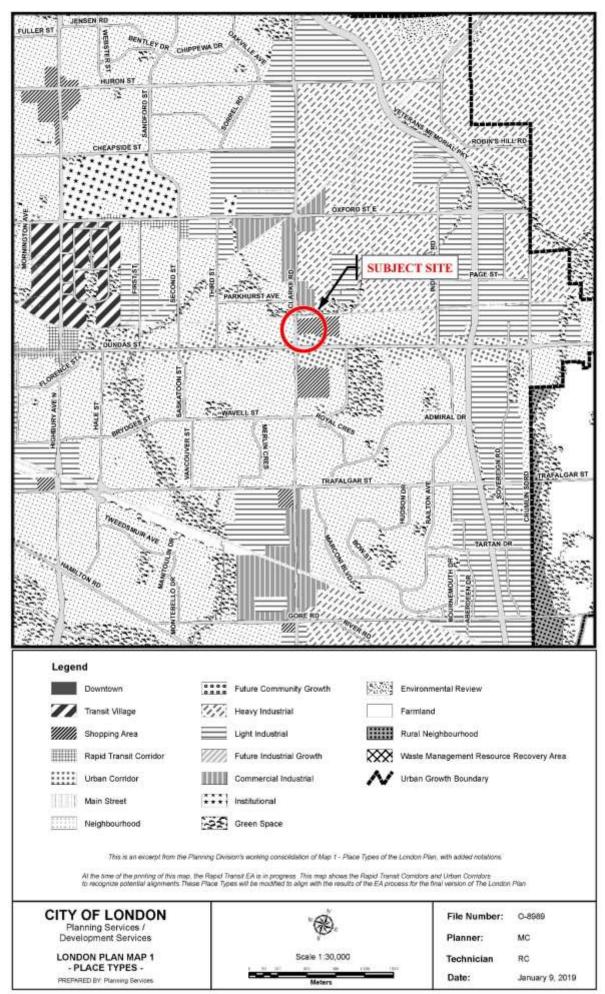
Appendix D – Relevant Background

Additional Maps

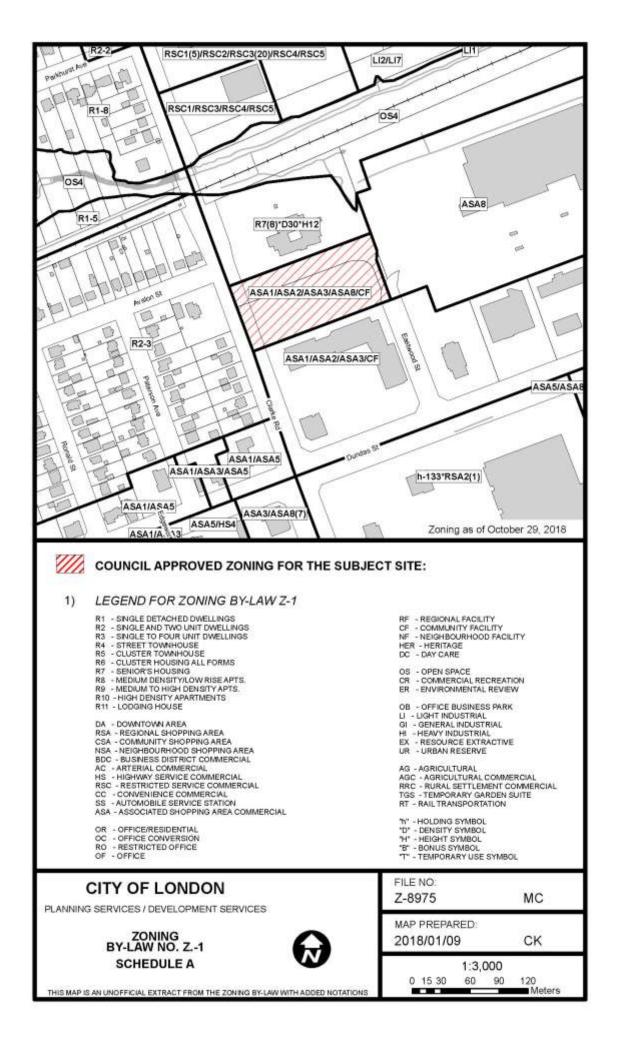




PROJECT LOCATION: e 'splanning/projects/p_officialplan/workconso/00/excerpts/mxd_templates/acheduleA_b&w_fix14_writh_SWAP.mxd



Project Location: E: Planning Projects p_zoning/z-1zones/amendments/Z-8975/projects/LP-Placetypes-Excerpt.mxd



Applicant's Response to UDPRP Comments

Dear Janine,

Thank you for your thoughtful comments on the building proposal for affordable housing at 440 Clarke Road. We believe we have made appropriate efforts to address your thoughts and concerns. Please accept the following comments in response.

 Consider adding transparency to the column feature at front entrance from a CPTED perspective;

We appreciate the intent of this comment and have taken steps to increase transparency at this corner with the incorporation of steel columns as a structural screen element to be further developed in the architectural and structural design process.

 Give further design detail to the south elevation of the Clarke Road wing including material changes and articulation;

The south elevation of the Clarke Road wing has been developed to incorporate changes in material and the expression of balconies at the corners and window openings at the exit stair.

• Consider a canopy feature for the rear entrance to give it more prominence, knowing it will be a main entrance for building occupants;

A canopy feature has been proposed to shelter the east/parking lot entry point and signify a main entry to the building.

- Consider adding an interior vestibule at the end of the east west corridor, knowing it will be a main entrance, and potentially look at relocating the office to create a straight view through the corridor directly to the outside, and.
- A) An interior vestibule is now proposed at the east end of the east west corridor to the parking lot.
- B) The current location of the office allows for oversight and the perception of oversight of all public entries to the building. The design of the lobby ensures that the office end of the corridor will be well lit and positively indicate access to the outdoors and natural light from the open North West corner of the building. The suggestion to relocate the office has been discussed with the client group and taken under advisement.
- A slight increase in height at the corner entry is recommended.

The design intent for the project is that the building read as a simple contiguous block in order to provide authority to the definition of the street edge. This 'block' is then carved out to reveal moments of significance. The entry corner is marked by what appears to be a floating brick mass, revealed on either side by balcony setbacks, and a glazed corridor terminus, and below by a deep overhang and glazed lobby, creating the sheltered porch-like entry and public face to the building.

The channels on either side (north and west) of the 'block' are the only points on either street elevation where the roofline or cornice is breached. Though it may not read as such in pure and abstract architectural elevation, from any human perspectival vantage point this 'floating block' figure will read as significant and distinct within the overall massing of the building. As such, we are confident the ultimate urban experience of this design will be as intended.

 Amenity indoor and exterior works well in the design. At the site plan stage, further resolve the functionality of the outdoor amenity space including distinction and privacy screening between common amenity and private amenity (at grade units). For private patios along the frontages, consider replacing the solid wall with a railing treatment (similar to balcony railings) to provide visibility.

These concerns will be addressed during the Site Plan process working with Landscape and Civil consultants. The intent of the walls mentioned above, is that they be bench height (18-24") foundations for landscape screening and additional metal railings. Where appropriate as above, privacy and visibility will be addressed during design development.

• The Panel recommends incorporating a direct access to bike storage room from the outside.

Direct access to the bike storage room has been addressed while maintaining as much security for the building and the resident's property as possible by locating it adjacent to the outdoor amenity vestibule, and having it accessed directly from the vestibule, prior to entry to the building proper. This will be detailed further as the architectural drawings are developed.

It is the Panel's understanding that the existing ground supported signage
is intended to remain at the corner. The Panel encourages further dialogue
with the sign owner as it will appear orphaned from the associated store
and appear out of place in proximity to the residential building. The
relocation of this sign should be considered or a smaller, monument style
sign with a directional component to better integrate into the changed
context of the project.

The client group, in negotiations with the current owner is endeavouring to address this comment to the best of their legal and financial ability. It is unlikely there will be any, or any significant concession on this point, but it has been taken under advisement and efforts are being made.