

| TO: | CHAIR AND MEMBERS |
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| | PLANNING & ENVIRONMENT COMMITTEE |
| FROM: | JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER |
| SUBJECT: | APPLICATION BY: THE Y GROUP INVESTMENTS & MANAGEMENT INC. 2371 HIGHBURY AVE NORTH PUBLIC PARTICIPATION MEETING ON NOVEMBER 5, 2012 |

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, with respect to the application of The Y Group Investments & Management Inc. relating to the property located at 2371 Highbury Ave North, the request to amend Zoning By-law No. Z.-1 to change the zoning of the subject property **FROM** a Residential R1 (R1-14) Zone which permits Single Detached Dwellings and an Urban Reserve (UR3) Zone which permits existing dwellings, some agricultural uses, conservation lands, managed woodlot, wayside pit, passive recreation uses, kennels, private outdoor recreation clubs, and riding stables, **TO** a Holding Neighbourhood Shopping Area (h•NSA3) Zone to permit a wide range of commercial, retail and office type uses as well as apartment buildings with residential units above the first floor, **BE REFUSED** for the following reasons:

- i) The proposal is inconsistent with the policies of the Provincial Policy Statement, 2005, which do not permit partial services for the proposed form of development;
- ii) The proposal is inconsistent with the policies of the City of London Official Plan which do not permit individual on-site wastewater treatment for new commercial development;
- iii) The Urban Reserve Zone is intended to protect large tracts of land from premature subdivision and development in order to provide for future comprehensive development on those lands (i.e. plan of subdivision) whereas the requested amendments would facilitate the premature subdivision of land; and
- iv) The subject lands should be re-zoned and developed comprehensively in conjunction with a plan of subdivision in order to fulfill its planned function to serve the needs of the surrounding community when a planned community is in place.

PREVIOUS REPORTS PERTINENT TO THIS MATTER

Stoney Creek Community Plan North of Sunningdale Road, Green Scheels Pidgeon Planning Consultants, August 1999

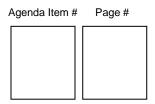
PURPOSE AND EFFECT OF RECOMMENDED ACTION

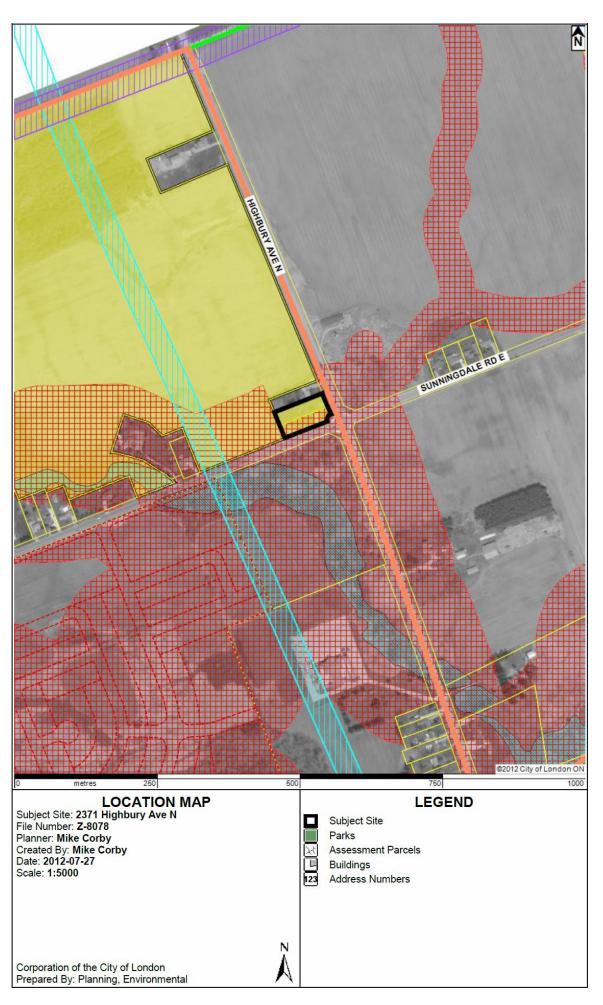
The purpose and effect of the requested zoning change is to facilitate the severance of the abutting parcel and permit the future development of these lands for medical/dental office uses along with other permitted uses in the Neighbourhood Shopping Area Zone once the lands are fully serviced. The staff recommendation is to refuse the request.

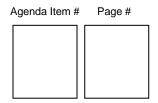
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RATIONALE

- i) The proposal is inconsistent with the policies of the Provincial Policy Statement, 2005, which do not permit partial services for the proposed form of development.
- ii) The proposal is inconsistent with the policies of the City of London Official Plan which do not permit individual on-site wastewater treatment for new commercial development.
- iii) The Urban Reserve Zone is intended to protect large tracts of land from premature subdivision and development in order to provide for future comprehensive development on those lands (i.e. plan of subdivision) whereas the requested amendments would facilitate the premature subdivision of land.
- iv) The subject lands should be re-zoned and developed comprehensively in conjunction with a plan of subdivision in order to fulfill its planned function to serve the needs of the surrounding community when a planned community is in place.







BACKGROUND

Date Application Accepted: July 23rd, 2012 **Agent**: Ben Billings

REQUESTED ACTION: Possible change to Zoning By-law Z.-1 to amend the Zoning By-law Z.-1 from a Residential (R1-14) Zone which permits single detached dwellings and an Urban Reserve (UR3) Zone which provides for and regulates existing uses such as passive recreation uses, conservation lands and agricultural uses, to a Holding Neighbourhood Shopping Area (h*NSA3) Zone which permits a range of neighbourhood scale commercial, retail, service and office uses and apartment buildings.

The subject lands are part of a concurrent consent application File B.024/12, to sever 2,186.3m² at the north-west corner of Highbury Avenue North and Sunningdale Road East and convey to 2371 Highbury Avenue North

SITE CHARACTERISTICS:

- Current Land Use Single Detached Dwelling
- **Frontage** 51.16m
- **Depth** 90m
- **Area** 4481.7m2
- Shape Rectangular

SURROUNDING LAND USES:

- North Agricultural
- South Open Space / Urban Reserve (UTRCA regulated) Significant Corridor, provincially Significant Wetland Part of a Big picture meta corriodor
- East Agricultural
- West Agricultural

OFFICIAL PLAN DESIGNATION: (refer to Official Plan Map)

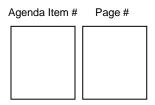
• Neighbourhood Commercial Node (to be interpreted)

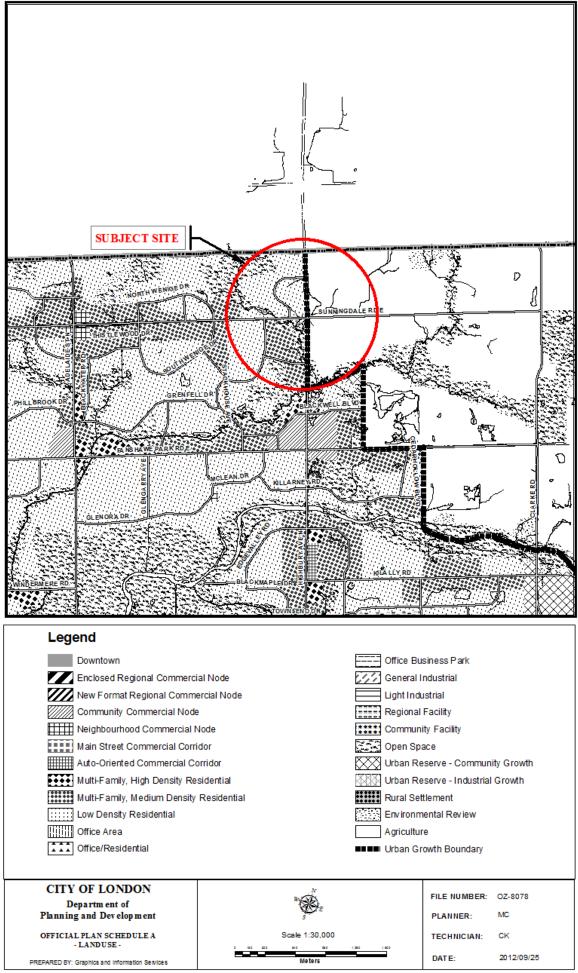
EXISTING ZONING: (refer to Zoning Map)

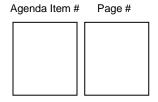
UR3 and R1-14

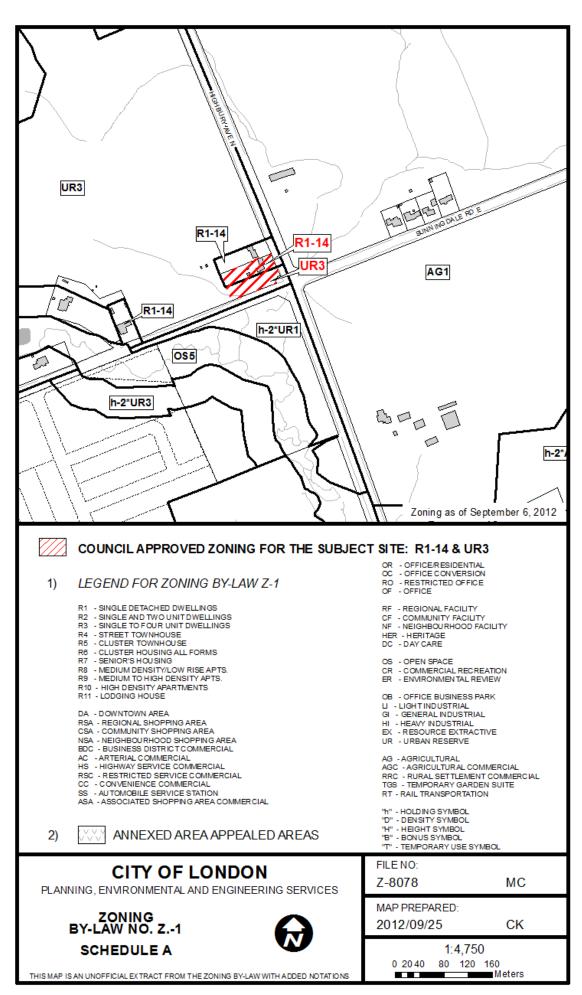
PLANNING HISTORY

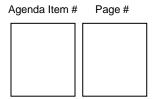
The Stoney Creek Community Plan was completed in August, 1999. The Community Plan was not adopted by City Council. However, the land use planning designations identified in the report were used to implement the Official Plan designations for the area. Congruent with the proposed Community Plan, the subject lands and surrounding area were designated Neighbourhood Shopping Area which was subsequently re-designated to Neighbourhood Commercial Node as part of the 2006 Comprehensive Official Plan review (OPA 438).











File: Z-8078

Planner: Mike Corby

SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

City of London

Storm Water Management Unit:

- There is no municipal storm outlet in close proximity to the subject lands. Therefore if a storm outlet is required for the proposed usage on this site, the storm outlet must be identified, subject to UTRCA and City approval.
- The City Design Requirements for Permanent Private Stormwater Systems were approved by City Council and is effective as of January 01, 2012. The stormwater requirements for PPS for all medium/high density residential, institutional, commercial and industrial development sites are contained in this document, which may include but not be limited to quantity/quality control, erosion, stream morphology, etc.
- The owner is required to provide storm-drainage and stormwater management servicing for the subject lands in accordance with the Municipal Class EA Schedule B for storm drainage and stormwater management works for Stoney Creek Undeveloped Lands report (DELCAN November 2007)
- The City Subwatershed Planning Studies were approved by City Council on September 18, 1995. The Owner shall be required to comply with the SWM targets and criteria identified in the Stoney Creek Study, which may include but not be limited to, quantity/quality control, erosion, stream morphology, etc.

Transportation Planning & Design Division:

- We have concerns regarding safe access for this site due to the small lot size and close proximity to the intersection of Sunningdale Rd & Highbury Ave and therefore do not support access to Highbury Ave. Any access to Sunningdale Rd is to be located at the far westerly limit of the site and based on the development proposal and traffic conditions when the site develops, may be restricted to right in/out only or restricted to access through abutting property. We are therefore requesting a holding provision for access
- Road widening dedications measured 18 m from the centre line of both Sunningdale Rd and Highbury Ave will be required through the site plan approval process.

Wastewater & Drainage Engineering Division:

As there is not a municipal sanitary sewer available to service the property it is requested that a Holding provision h-17 is requested to be enacted on the zoning for the property and to remain in effect until the land is serviced, as such time the applicant can apply to have the h-17 removed. The existing septic system can remain in place to service the existing residential uses on the property until the property is redeveloped in the future.

UTRCA

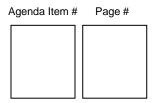
- No objection

<u>Bell</u>

- No objection

Hydro

- No objection



PUBLIC LIAISON:

On August 3, 2012, Notice of Application was sent to 19 property owners in the surrounding area. Notice of Application was also published in the "Living in the City" section of the London Free Press on August 4, 2012. A "Possible Land Use Change" sign was also posted on the site.

1 reply was received

Nature of Liaison: The purpose and effect of this zoning change is to permit the development of these lands for medical/dental office uses along with other permitted uses in the Neighbourhood Shopping Area Zone once the lands are fully serviced.

Possible change to Zoning By-law Z.-1 to amend the Zoning By-law Z.-1 from a Residential (R1-14) Zone which permits single detached dwellings and an Urban Reserve (UR3) Zone which provides for and regulates existing uses such as passive recreation uses, conservation lands and agricultural uses, to a Holding Neighbourhood Shopping Area (h*NSA3) Zone which permits a range of neighbourhood scale commercial, retail, service and office uses and apartment buildings.

The subject lands are part of a concurrent consent application File B.024/12, to sever 2,186.3m² at the north-west corner of Highbury Avenue North and Sunningdale Road East and convey to 2371 Highbury Avenue North

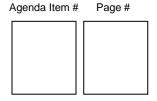
Response: The general concern was that application was premature as the Official Plan designation on the property directly south is being reassessed for potential commercial designation. This requested amendment could compromise the outcome of the property's' land use designation.

The neighbouring property to the south currently has a provincially significant wetland on it and any development within a 120m radius should result in an EIS.

ANALYSIS

Subject Lands

The subject lands are located on the northwest corner of Sunningdale Road East and Highbury Avenue North comprising 2371 Highbury Avenue North, which contains a single detached dwelling, as well as a portion of an abutting vacant parcel immediately to the south which currently forms part of a larger farm parcel (see figure 1 below). Together, this consolidated land holding constitute the "subject lands" and have a combined total frontage of 48.7m and a total area of 4398.9m² (before road widening dedication is acquired through the future consent process).



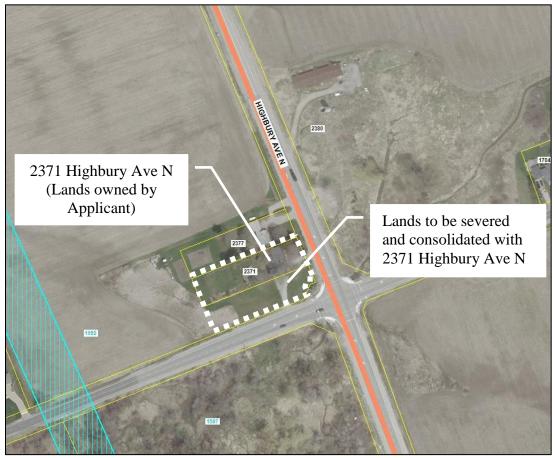


Figure 1 – Aerial photo of subject lands

Nature of Application

The applicant is requesting a possible change to Zoning By-law Z.-1 to amend the Zoning By-law Z.-1 from a Residential R1 (R1-14) Zone, which permits single detached dwellings, and an Urban Reserve (UR3) Zone, which provides for and regulates existing uses such as passive recreation uses, conservation lands and agricultural uses, to a Holding Neighbourhood Shopping Area (h•NSA3) Zone which permits a range of neighbourhood scale commercial, retail, service, and office uses and apartment buildings subject to a holding provision for municipal services.

A portion of the subject lands forms part of a concurrent consent application (File B.024/12), requesting to sever a 2,186.3m² parcel of land, located immediately to the south of 2371 Highbury Avenue North, from an abutting larger farm parcel. The applicant wishes to purchase the proposed severed vacant parcel and merge it with the lands at 2371 Highbury Avenue North as part of a consolidated land holding.

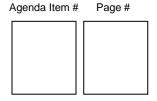
The applicant is requesting to amend the existing zoning applied to each of the two properties in order to facilitate the consent and consolidation the subject lands and subsequently accommodate a proposed medical/dental use and other Neighbourhood Shopping Area uses.

Provincial Policy Statement

Municipalities shall be consistent with the Provincial Policy Statement, 2005. The following sections are relevant to this application.

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

1.1.1 Healthy, livable and safe communities are sustained by:



- a) promoting efficient development and land use patterns which sustain the financial well-being of the Province and municipalities over the long term;
- g) ensuring that necessary infrastructure and public service facilities are or will be available to meet current and projected needs.

The requested amendment does not promote efficient development or land use patterns as the creation of the proposed lot is premature and is being requested in isolation of a planned land use context. The proposed lot may not be the most efficient or effective shape and size in conjunction with the surrounding area and may compromise the comprehensive development of the surrounding lands. The City of London's Transportation department has already identified concerns about access to the site due to the proposed lot size. Since the proposal is premature of any surrounding development it is difficult to tell whether the proposal will be effective in the long term, whether the proposed development is appropriate in this configuration, and whether the proposal will be cost effective for municipal servicing over the long term.

Also, the subject lands do not have the appropriate infrastructure in available since no municipal sanitary services are in place. Municipal servicing will not be available to the subject lands until a land use planning context is adopted for the surrounding area. Upon approval of these development plans, servicing will be extended to the area by the developer after the submission of a servicing plan to accommodate the projected needs of the area. During that process it would be appropriate to comprehensively zone and create parcels that could accommodate servicing needs for the area.

1.6.4 Sewage and Water

1.6.4.5 Partial services **shall only be permitted** in the following circumstances:

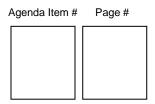
- a) where they are necessary to address failed individual on–site sewage services and individual on-site water services in existing development; and
- b) within settlement areas, to allow for infilling and rounding out of existing development on partial services provided that:
 - 1. the development is within the reserve sewage system capacity and reserve water system capacity; and
 - 2. site conditions are suitable for the long-term provision of such services.

Since the subject lands are serviced by water but lack municipal sewage services, the use of individual on-site sewage services is considered partial servicing under the PPS. The proposed medical/dental use and other Neighbourhood Shopping Area uses do not conform to the above PPS policy in the absence of the availability of municipal sewers. The requested amendment is not considered infilling or rounding out of any existing development and there are no failed services on the subject lands. With the absence of municipal sewers available to properly service these lands for commercial uses at this time, the requested amendment is premature.

Official Plan

The subject lands are currently designated Neighbourhood Commercial Node, which is intended to provide for the daily or weekly convenience shopping and service needs of nearby residents and, to a lesser extent, passing motorists. They should contain uses that are convenience-oriented and unlikely to draw customers from beyond the local area.

Council must interpret the boundary of this node as the current Official Plan Schedule A mapping appears to be inconsistent with the Stoney Creek Area Study's designation. In determining the appropriate size and area for the Neighbourhood Commercial Node designation, it will also help guide Council in determining whether the proposed land acquisition is appropriate.



The current official plan also identifies two other Neighbourhood Commercial Nodes within the vicinity of the subject lands at the intersection Adelaide Street and Sunningdale Road East which are each twice as large as the proposal node. The node on the south east side of the intersection is fully serviced and pre-zoned for commercial uses and was created as part of a plan of subdivision in 2006 with consideration for the comprehensive development of the surrounding land uses. The node on the north east side is zoned Urban Reserve (UR3) as it is waiting to be incorporated into a comprehensive plan of subdivision where it will receive the appropriate zoning. Pre-zoning the subject lands without a comprehensive plan of subdivision and no imminent plans for municipal servicing is not appropriate.

17.2 Sanitary Sewage

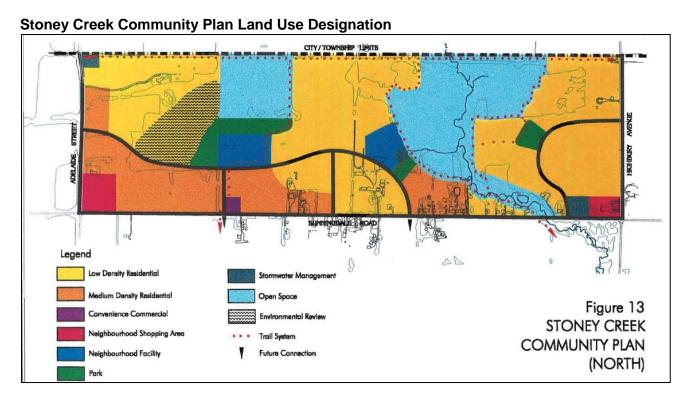
17.2.6. Individual Wastewater Treatment Systems

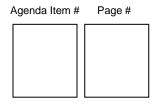
ii) Within the Urban Growth Area, the City may permit individual onsite wastewater treatment systems in the following circumstances:

 a) for commercial and industrial development on lands that were designated for commercial or industrial growth before they were annexed to the City on January 1, 1993.

The subject lands were not designated for commercial or industrial growth before January 1, 1993. Therefore, the City's Official Plan policies do not permit on-site servicing to accommodate commercial development on the subject lands as part of this requested Zoning By-law amendment.

In the absence of municipal sewer service to the subject lands, the requested amendments to facilitate the consolidation of land to accommodate commercial uses are premature until a comprehensive plan for the area is complete and the subject lands can be incorporated within this larger comprehensive plan.





Environmental Impact Studies

Section 15.5. of the Official Plans states Environmental Impact Studies are required prior to the approval of development to prevent negative impacts on the Natural Heritage System. Environmental Impact Studies will normally be completed as part of Secondary Plans in accordance with the provisions of Section 19.2, however, they can also be completed separately as part of subdivision or site plan applications.

Should Council not support the recommendation made in this report, no development should proceed until an Environmental Impact Study is submitted and reviewed by the City, pursuant to Section 15.5.1. of the Official Plan. A holding provision should be added to require an Environmental Impact Study to ensure that the proposed development does not negatively impact the natural features and ecological functions of the adjacent Natural Heritage System to the south.

Zoning By-law

The southern portion of the subject lands (vacant site) is currently zoned Urban Reserve (UR3) and the northern portion (2371 Highbury Avenue North) is zoned Residential R1 (R1-14).

Section 49.1 of the Zoning By-law (General Purpose of the UR Zone) states that, "This zone provides for and regulates existing uses on lands which are primarily undeveloped for urban uses. Generally these uses have limited structures. The Urban Reserve Zone is intended to protect large tracts of land from premature subdivision and development in order to provide for future comprehensive development on those lands.

The UR1, UR2 and UR3 Zone variations are intended to be applied to undeveloped areas within the former City boundaries and to areas which have been reviewed through the Community Plan Process.

The proposed rezoning would effectively facilitate the premature subdivision of the lands within the Urban Reserve (UR3) zone. It intended that these lands will be comprehensively developed as a plan of subdivision with the surrounding lands at a future date.

Though the existing single detached dwelling lot presents a unique circumstance because it abuts a narrow strip of Urban Reserve (UR3), this factor does not make it appropriate to rezone the vacant strip so that it is separated from the larger Urban Reserve (UR3) zone. This could set precedent for future similar applications since several single detached dwellings abut the Urban Reserve (UR3) zone. This would facilitate ad-hoc and inappropriate planning of large Urban Reserve areas.

The applicant is also requesting that a holding provision be applied to ensure no development occurs until the adequate provision of municipal services is available. The "h" holding symbol is not intended to be deleted until a subdivision agreement or development agreement is entered into for the lands in question with the City of London. However, the inclusion of a holding provision intended to prevent the development of a site until such time as municipal sewers are available is more aptly applied when the availability of municipal sewers is imminent. The application of such a holding provision is not appropriate well in advance of municipal servicing.

CONCLUSION

Staff recommend refusal of this requested amendment based on its inconsistency with the servicing policies of the PPS and Official Plan, the requested amendment is premature given its lack of comprehensive planning with the surrounding area, and given the lack of availability of municipal sanitary servicing. The application would have the effect of circumventing the intent of the Urban Reserve (UR3) zone and would facilitate the premature subdivision of land.

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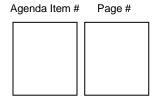
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| MIKE CORBY | JIM YANCHULA, MCIP, RPP | | | |
| PLANNER II, COMMUNITY PLANNING AND DESIGN | MANAGER, COMMUNITY PLANNING AND DESIGN | | | |
| RECOMMENDED BY: | | | | |
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| JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER | | | | |

October 9, 2012 MC/mc E:\OPA-ZBL Amendment Report.docx

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Responses to Public Liaison Letter and Publication in "Living in the City"

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Bibliography of Information and Materials Z-8078

Request for Approval:

City of London Zoning By-law Amendment Application Form, completed by The Y Group Investments & Management Inc., July 19, 2012

Reference Documents:

Ontario. Ministry of Municipal Affairs and Housing. *Planning Act, R.S.O. 1990, CHAPTER P.13*, as amended.

Ontario. Ministry of Municipal Affairs and Housing. Provincial Policy Statement, March 1, 2005.

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

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

Insert other reference documents based on samples below

Insites Consulting. Zoning By-law Amendment: Justification Report, July 18, 2012.

<u>Correspondence: (all located in City of London File No. Insert File No. unless otherwise stated)</u>

City of London -

Masschelein B., City of London Wastewater & Drainage Engineering Services Department. E-mails to M. Corby. August 22, 2012.

Couvillon A., City of London Transportation Technologist. E-mail to M. Corby. August 20, 2012.

Galloway A., City of London Storm Water Management Unit. E-mail to M. Corby. August 13, 2012.

Departments and Agencies -

Creighton C., UTRCA. Letter to M. Corby. August 16, 2012.

Raffoul L., Bell Canada. Letter to M. Corby. August 13, 2012.

Dalrymple D., London Hydro. Memo to M. Corby. August 7, 2012.