

Report to Planning and Environment Committee

To: Chair and Members
Planning & Environment Committee
From: G. Kotsifas P. Eng.,
Managing Director, Development & Compliance Services and
Chief Building Official
Subject: Atlas Springbank Developments Ltd.
462, 468, 470, 472 Springbank Drive
Public Participation Meeting on: May 13, 2019

Recommendation

That, on the recommendation of the Director, Development Services, the following actions be taken with respect to the application of Atlas Springbank Developments Ltd. relating to the property located at 462, 468, 470, 472 Springbank Drive:

- (a) The proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on May 21, 2019 to amend the Official Plan to change the designation of the subject lands **FROM** an Office Area designation, **TO** a Multi-Family, High Density Residential designation;
- (b) The proposed by-law attached hereto as Appendix "B" **BE INTRODUCED** at the Municipal Council meeting on May 21, 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** a Holding Office Special Provision (h-11*OF5(4)) Zone, **TO** a Holding Residential R9 Bonus Zone (h-11*R9-7*B() Zone;

The Bonus Zone shall be implemented through one or more agreements to provide for an apartment building with a maximum height of 9-storeys and 186 dwelling units 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.

- i. An "L" shaped building located along the Springbank Drive frontage next to the internal driveway providing a well-defined built edge and activating both the Street and driveway frontages;
- ii. A well-defined principle entrance at the northwest corner of the building;
- iii. Ground floor commercial/retail units along the Springbank Drive frontage oriented toward the street.
- iv. A significant setback above the sixth floor.
- iii. Individual terraces for the ground floor units facing the internal driveway;
- iv. A variety of building materials and building articulation to break up the massing of the building;

- v. All parking located underground or in the rear yard away Springbank Drive frontage;
 - iv. A purpose-designed amenity space and walkway within the internal portion of the site;
- ii) Provision of Affordable Housing
- 10% of the total unit count (rounded up to the nearest unit), above the 150 unit per hectare threshold, to a maximum of 8 units, shall be allocated for affordable housing units (1 bedroom units) established by agreement at 95% of average market rent for a period of 25 years. An agreement shall be entered into with the Corporation of the City of London, to secure those units for this 25 year term.

Executive Summary

Summary of Request

The requested amendment is to permit a site-specific bonus zone to allow for a 9-storey (32 metre) apartment building which will include 186 residential dwelling units and 5 commercial units totalling 745m² (265uph). One level of underground parking will provide 190 parking spaces with another 39 spaces being provided at ground level.

Purpose and the Effect of Recommended Action

The recommended Official Plan and zoning amendment will permit a residential apartment building with a maximum height of 9-storeys (32 metres) which will include 186 residential units and 5 commercial units totalling 745m² (265uph). 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, 1 level of underground parking and the construction of the high quality form of development illustrated in Schedule “1” of the amending by-law

Rationale of Recommended Action

1. The recommended amendment is consistent with the PPS 2014.
2. The recommended amendment is consistent with the City of London Official Plan policies and Urban Corridor Place Type policies of the London Plan.
3. The recommended amendment facilitates the development of an underutilized property and encourages an appropriate form of development.
4. The bonusing of the subject site ensures the building form and design will fit within the surrounding area while providing a high quality design standard.
5. The subject lands are located in a location where intensification can be accommodated given the existing municipal infrastructure, location on and near arterial roads, close proximity to the Springbank Park trail system, and existing transit services in the area.
6. The proposed development includes the provision of affordable housing which will be mixed throughout the development.

Analysis

1.0 Site at a Glance

1.1 Property Description

The subject site is comprised of 4 individual lots, 3 of which are of similar size and used for single detached dwellings while the 4th is larger in size and currently has a garden centre on the property. To the east of the site is a large 3-storey medical/dental office and to the south is an elementary school. To the west along Springbank Drive is a 6 and 11 storey apartment building and directly north is a cemetery.

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

- Official Plan Designation – Office Area
- The London Plan Place Type – Urban Corridor
- Existing Zoning – h-11*OF5(4) Zone

1.3 Site Characteristics

- Current Land Use – residential/commercial
- Frontage – 97.7 metres (320.50 feet))
- Depth – 75 metres (246 feet))
- Area – 0.732 ha (1.81 acres)
- Shape – Rectangular

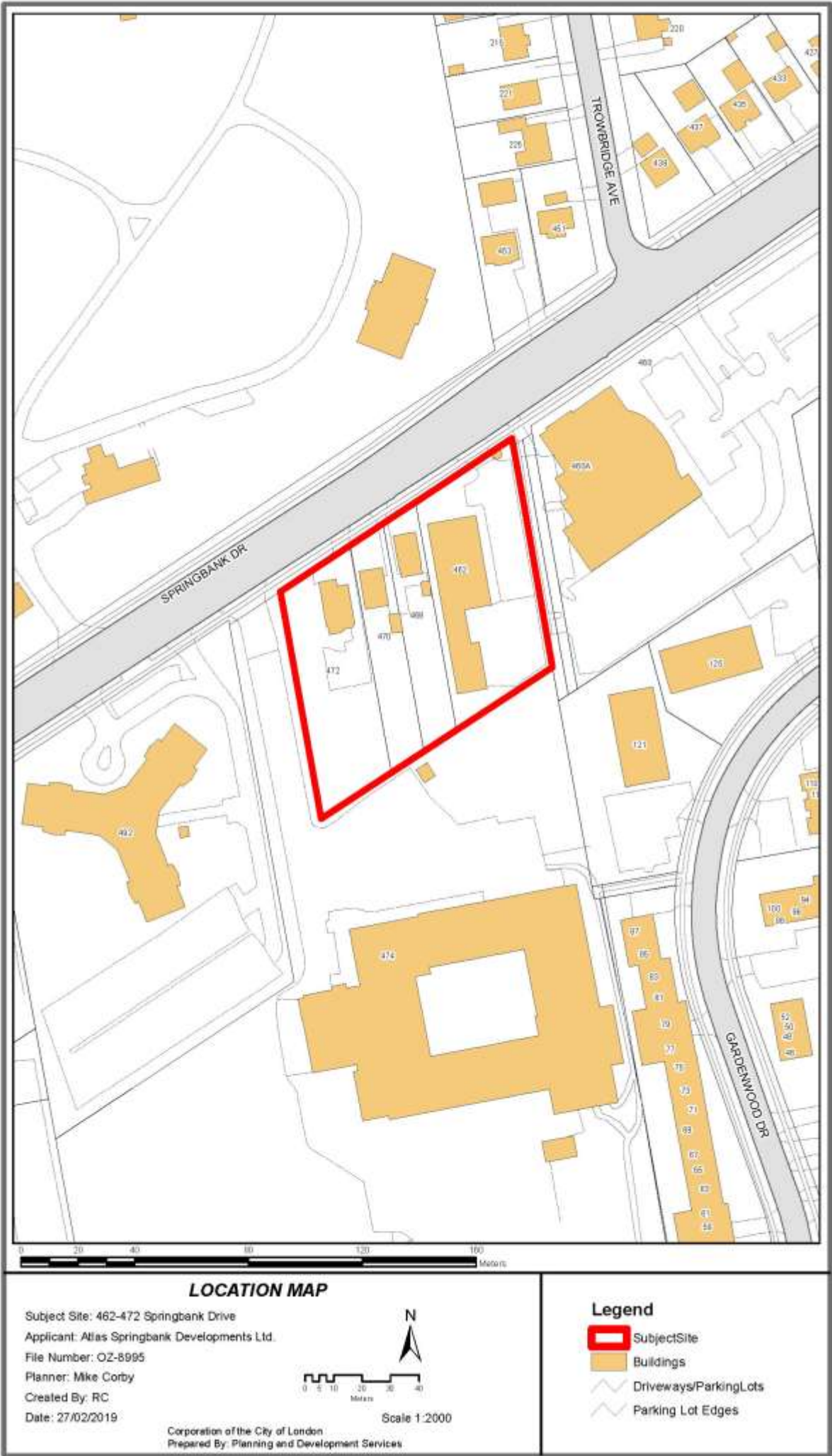
1.4 Surrounding Land Uses

- North – Cemetery
- East – Medical/Dental Office
- South – Public Elementary School
- West – Apartments

1.5 Intensification (186 residential units)

- The proposed residential units represent intensification within the Built-area Boundary
- The proposed residential units are within the Primary Transit Area.

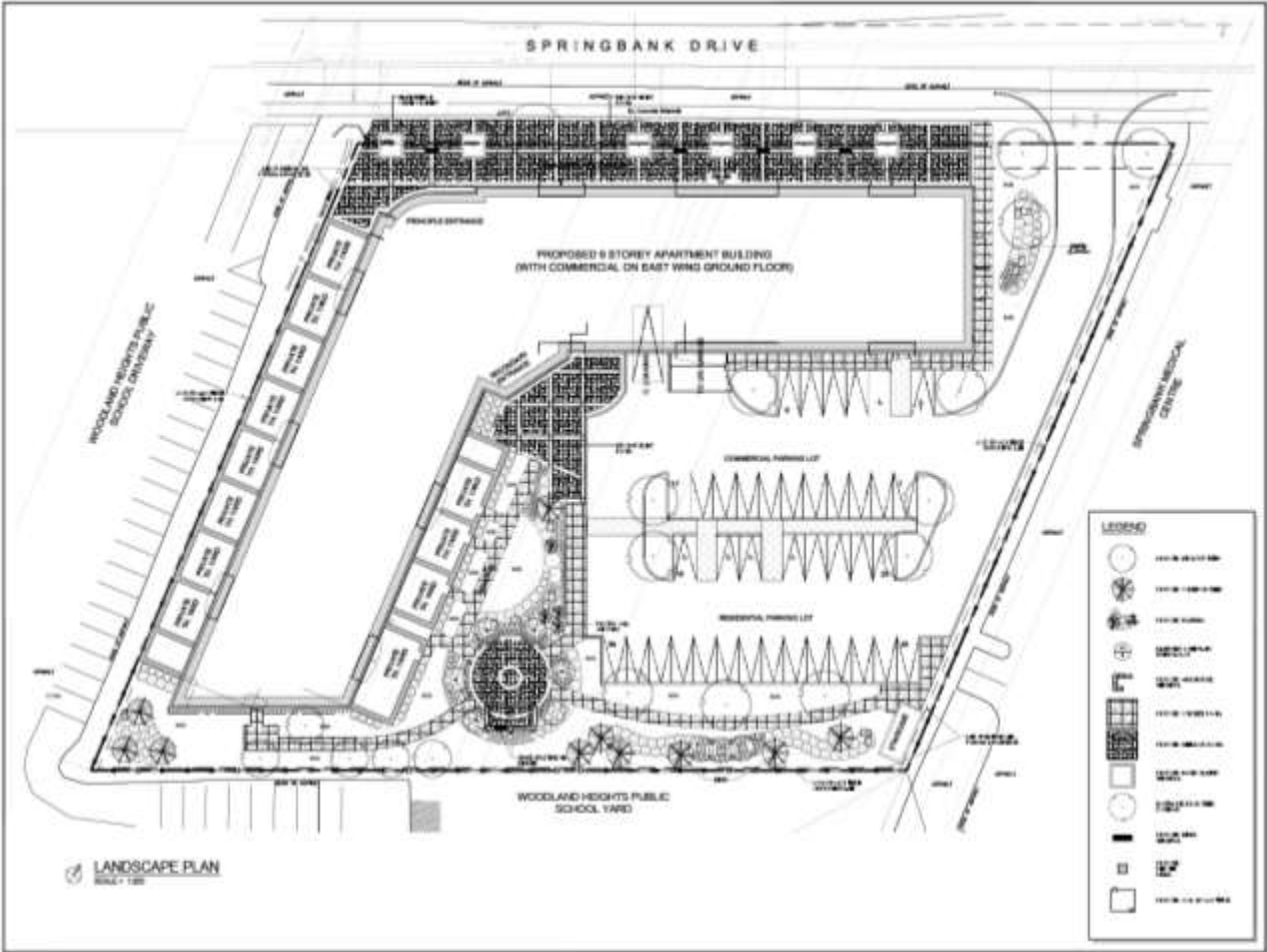
1.6 Location Map



2.0 Description of Proposal

2.1 Development Proposal

The proposal is for a 9-storey apartment building at a maximum height of 32m (105ft) which will include 186 residential units and 5 commercial units (745m²) totalling 265uph. One level of underground parking will provide 190 parking spaces with another 39 spaces being provided at grade. The apartment has an L-shaped design and provides the commercial units along Springbank Drive and residential townhome style units along the laneway which provides access to the Elementary school to the rear of the site.





3.0 Relevant Background

3.1 Planning History

On February 24, 2015 an OPA/ZBA was accepted as a complete application. The application was to amend the existing Multi Family, High Density Residential designation to an Office Area and rezone the lands accordingly to permit an Office use. This resulted in a change from the existing Arterial Commercial Special Provision (AC2(2)/AC2(7)) Zone, to a Holding Office Special Provision (h-11*OF5(4)) Zone. The application was presented to the Planning and Environment Committee on June 1, 2015 and was approved by Council on June 16, 2015.

3.2 Requested Amendment

The requested amendment is for an Official Plan amendment from an Office Area to a Multi-Family, High Density Residential designation

The amendment also includes a Zoning By-law amendment from a Holding Office Special Provision (h-11*OF5(4)) Zone, to a Holding Residential R9 Bonus Zone (h-11*R9-7*B()) Zone to allow for the proposed apartment building. The bonus zone would permit a residential density of 265uph and maximum height of 32 metres in return for eligible facilities, services and matters outlined in Section 19.4.4 of the Official Plan. Other provisions such as yard setbacks, and parking may also be considered through the re-zoning process as part of the bonus zone.

3.3 Community Engagement (see more detail in Appendix B)

Through the public circulation process one comment was received however no concerns about the proposed development were expressed. The comments received by Staff are attached to Appendix "C".

3.4 Policy Context (see more detail in Appendix C)

Provincial Policy Statement, 2014

The Provincial Policy Statement (PPS) 2014 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, 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 development. 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 the 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 promoting active transportation limiting the need for a vehicle to carry out daily activities [1.1.3.2, 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 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.

In accordance with section 3 of the Planning Act, all planning decisions “shall be consistent with” the PPS.

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. *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 subject site is located in an Urban Corridor Place Type which permits a range of residential, retail, service, office, cultural, recreational, and institutional uses. Mixed-use buildings are encouraged while large floor plate, single use buildings will be discouraged. Where there is a mix of uses within an individual building, retail and service uses will be encouraged to front the street at grade (Permitted Uses, *837_). Urban corridors require a minimum height of 2-storeys or 8m and permit a maximum height of 6 storeys. Through Type 2 bonusing up to 8 storeys in height can be achieved. Development within these Corridors will be sensitive to adjacent land uses and employ such methods as transitioning building heights or providing sufficient buffers to ensure compatibility. Lot assembly is encouraged to help create comprehensive developments and reduce vehicular accesses to the street and to allow for coordinated parking facilities. Lots will be of sufficient size and configuration to accommodate the proposed development and to help mitigate planning impacts on adjacent uses. The Zoning By-law will include regulations to ensure that the intensity of development is appropriate for individual sites (Intensity, *840_).

Like the current Official Plan, all planning and development applications will conform with the City Design policies of The London Plan. Buildings should be sited close to the front lot line, and be of sufficient height, to create a strong street wall along Corridors

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

1989 Official Plan

The application is to change the current Official Plan designation to Multi-Family, High Density Residential. The Multi-Family, High Density Residential designation is intended to accommodate large-scale, multiple-unit forms of residential development. The Official Plan identifies criteria where high density residential developments should be located (3.4.2 Location). These locations generally are on lands adjacent to major employment centres, shopping areas, major public open space, transportation routes, and where high density development will not adversely affect surrounding land uses. Within these preferred locations the general form of development permitted includes large-scale, multiple-unit forms of residential development (3.4.1. Permitted Uses). Within the Multi-Family, High Density Residential designation net residential densities will normally be 150 units per hectare (60 units per acre) or less outside of Central London (3.4.3. Scale of Development). The scale of development is also controlled through specific criteria generally applied to large areas designated MFHDR. The policies encourage a mixing of housing types, building heights and densities while providing for a transition in scale, diversity of housing forms and where possible locate the high-rise structures closest to activity nodes (shopping and employment centres) and points of high accessibility (arterial roads, transit service). Massive, at-grade or above-grade parking areas shall not dominate the site and all developments should conform to the urban design principles in Section 11.1.

The Multi-Family, High Density Residential designation identifies that Council, under the provisions of policy 19.4.4. and the Zoning By-law, may allow an increase in the density above the limit otherwise permitted by the Zoning By-law in return for the provision of certain public facilities, amenities or design features (3.4.3. Scale of Development, Density Bonusing).

4.0 Key Issues and Considerations

Through the circulation process no public concerns were expressed. The report below addresses the relevant planning policies and how they relate to the proposed application 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 an alternative land use within the surrounding context promoting an appropriate range and mix of residential uses. High density developments such as the one proposed promote a cost-effective development pattern helping reduce servicing cost, land consumption and will develop four consolidated properties that can be considered underutilized as there are currently three single detached dwellings and a garden centre on the property [1.1.1]. The proposed development is within a settlement area helping establish an appropriate land use pattern that contributes to the density and mix of land uses in the area. The apartment will both benefit and support the existing resources, surrounding

infrastructure and public service facilities in the area (1.1.3 Settlement Areas). The subject site is located in close proximity to two neighbourhood commercial nodes and an auto oriented commercial corridor which provide convenient amenities, employment and shopping destinations along this stretch of Springbank Drive. The site is also considered to be transit supportive as it is close proximity to two arterial roads, a major passive recreation trail system along the Thames River Corridor for bikers and pedestrians and has bus routes along Springbank Drive and Wonderland Road (1.1.3.2) contributing to a healthy, livable and safe community.

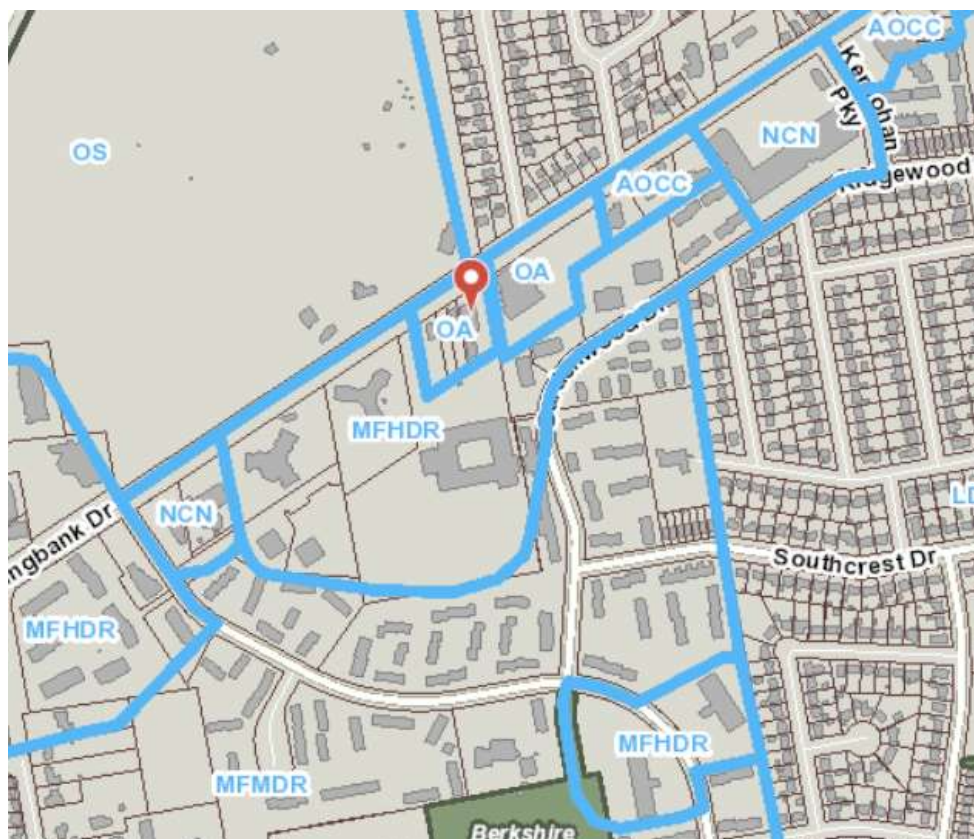
The PPS also promotes an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents (1.4 Housing). It directs planning authorities to permit and facilitate all forms of housing required to meet the social, health and wellbeing requirements of current and future residents, and direct the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs. The proposed apartment is in keeping with the PPS as it contributes to the mix of housing type in the area which is predominately made up of townhouses with a small mix of apartment buildings. The proposal also provides a density that will help to meet the projected requirements of current and future residents.

The London Plan

The subject site is located along and Urban Corridor Place Type and is not subject to any specific-segment policies of the Plan. The proposed apartment building is in keeping with the permitted uses of The London Plan as it provide a mixed-use building with opportunities for commercial, retail, service, office uses at grade along Springbank Drive and residential uses throughout the remainder of the building (Permitted Uses, *837_).

Official Plan

The proposed apartment building requires a change from the existing Office Area designation to Multi-Family, High Density Residential (MFHDR). The subject site was previously included as part of the large Multi-Family, High Density Residential designation which fronts Springbank Drive and continues south in behind the subject site (see image below). The site was designated MFHDR until June, 2015 when the lands were designated and zoned for Office uses.



The proposed apartment use is considered a main permitted use within the requested MFHDR designation (3.4.1. Permitted Uses). The Official Plan identifies where it is appropriate to locate High Density Residential designations (3.4.2. Locations). As mentioned the site is surrounded by existing MFHDR designation which validates that this area meets this criteria. The Official Plan also identifies that lands in close proximity to shopping areas, major public open space areas, transportation routes and where high density development will not adversely affect surrounding land uses are appropriate locations (3.4.2). The reintroduction of MFHDR on the subject site will not adversely affect the surrounding lands as they are already zoned and designated for medium and high density uses. The subject site is also located along Springbank Drive, which is an arterial road running east to the Downtown and west to Bryon. The site is also in close proximity to Wonderland Road which is also an arterial road running north/south through the City. Directly across the street is a large Open Space designation which consists of a large cemetery and the Thames River corridor. The Thames Valley corridor provides additional amenities within the immediate area as west of the site is the Civic Gardens Centre and Springbank Park which provides a passive recreational trail that runs along the corridor to the Downtown (see map below).



Additional criteria is also considered when designating lands Multi-Family, High Density Residential. The subject site is in keeping with this criteria (3.4.2 i,ii,iii,iv,iiv) as it is considered compatible with the surrounding land uses for a variety of reasons. The proposed commercial units along Springbank Drive and townhouse units on the west façade along the entrance to the school site create a compatible interface helping reduce impacts of the proposed development at grade. The setback after the 6th storey complements the 6-storey apartment directly west while the height of the building is located at strategic locations to limit impacts on the abutting school site to the south and provides a significant setback between the properties to the east and west. The subject site is also of a size and shape where a development can provide appropriate buffering and design features to ensure it is compatible within the surrounding area and will not adversely impact the surrounding amenities or character of the area. There are no servicing concerns within the area and the potential increase in traffic to the area is considered minimal and can be absorbed within the anticipated volume of traffic. The site's location is also within convenient walkable distance to public transit service, and neighbourhood scale shopping facilities.

For the above mentioned reasons it is appropriate to designate the lands as Multi-Family High Density Residential.

The proposed amendment has also requested additional commercial uses within the proposed apartment. The London Plan encourages mixed-use buildings and permits a wide range of commercial, retail and office type uses at grade for this development. Within the recommended MFHDR designation of the 1989 Official Plan commercial uses are also permitted within apartment buildings but can only be implemented through the use of the Convenience Commercial (CC4) variation which limits the uses to convenience service establishments, convenience stores, financial institutions and personal service establishments. Given the direction of The London Plan and the proposed application to provide a wider range of commercial uses Staff are recommending additional uses be permitted through the proposed bonus zone. The proposed uses and regulations are in keeping with the regulations and uses permitted within the CC6 zone variation which regulates a wider range of convenience commercial uses. By permitting these uses through the bonus zone it ensures they can only be permitted within this proposed form of development and cannot be permitted as stand-alone uses. The recommended uses and regulations include:

- Bake shops;
- Brewing on Premises Establishment;
- Clinics;
- Commercial schools;
- Convenience business service establishments;
- Convenience service establishments;
- Convenience stores;
- Day care centres;
- Financial institutions;
- Florist shops;
- Food stores;
- Medical/dental offices;
- Offices;
- Personal service establishments;
- Pharmacies;
- Retail Stores;
- Restaurants, eat-in;
- Restaurants, take-out;
- Studios;

Regulations:

- No drive-through will be permitted for any of the additional permitted uses.
- All commercial uses will only be permitted on the first floor of an apartment building.

- a) Commercial schools and 300 m2 (3,229 sq.ft.) Pharmacies
- b) Restaurants - eat in and take-out 300 m2 (1,616 sq.ft.)
- c) Food stores 500 m2 (5,382 sq.ft.)
- d) All other permitted uses 400 m2 (4,305 sq.ft.)

Based on the direction from the London Plan and current permissions provided within the 1989 Official Plan it is considered appropriate to permit the wider range of commercial uses through the recommended bonus zone.

4.2 Issue and Consideration # 2 - Intensity

Provincial Policy Statement, 2014 (PPS)

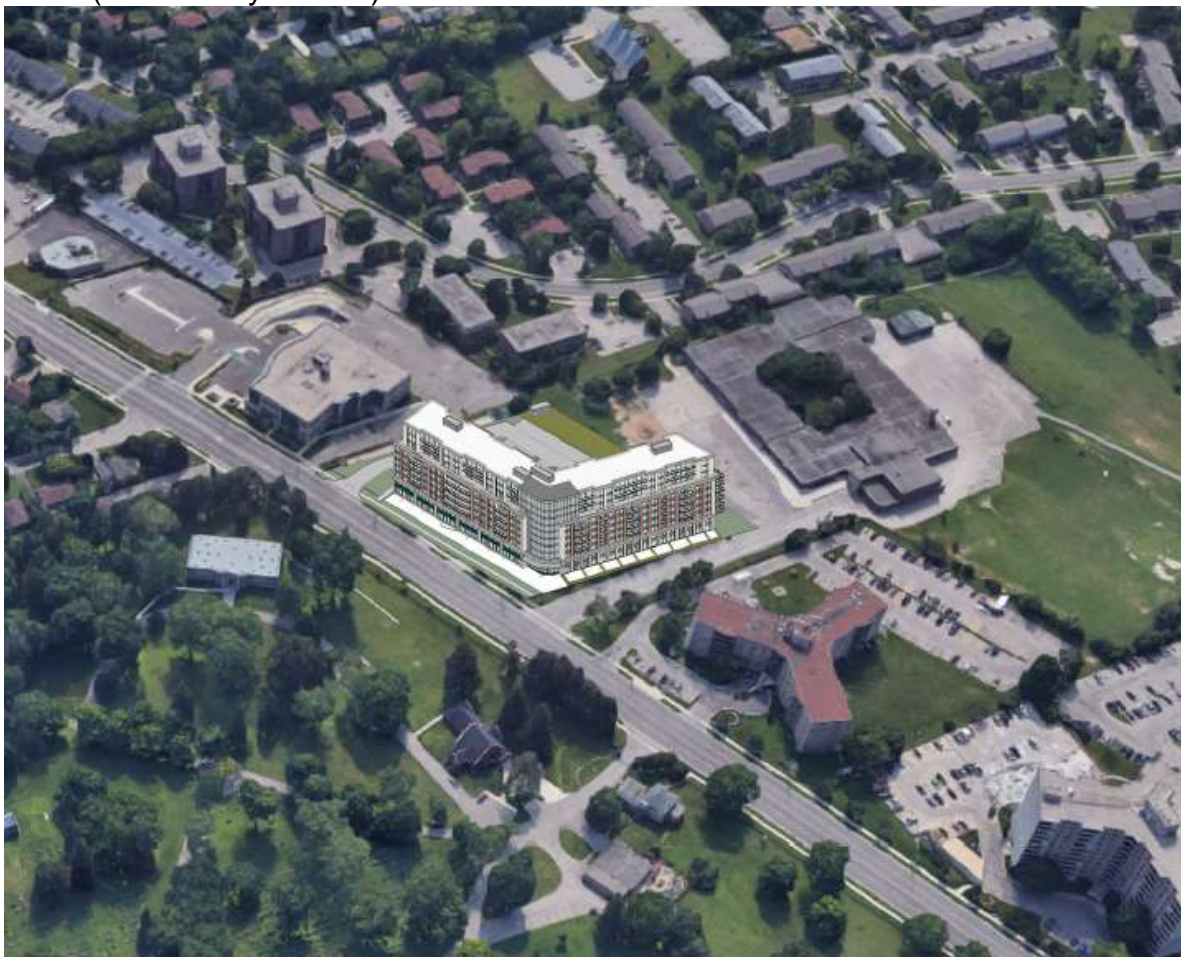
The PPS requires municipalities to identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated taking into account existing building stock [1.1.3.3]. The proposed High Density Residential development provides an ideal location and form of development to promote

intensification. It is located along an arterial road, which has access to multiple bus routes and the city's largest open space corridor along the Thames River. The surrounding building stock ranges from apartment buildings, medical/dental office, townhomes, open space and commercial uses all of which are buffered from potential impacts of the site. The proposed intensity of the development can be accommodated on the site and within the surrounding context with minimal impacts. 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.

The London Plan

Although The London Plan does not identify density limits within the policy framework, it does control how intense lands can develop through specific criteria. The proposed development is generally in keeping with the intensity policies of the Plan as the recommended 9-storey height is one storey taller than that allowed in the bonus zoning policies. However, the status of The London Plan and relevant policies are still under appeal, and are not the in-force policies that apply to this application. The proposed 9-storeys provides a form of development that is appropriate within this transitional period between Official Plans.

The proposed development is in keeping with the remainder of Urban Corridor policies as it is sensitive to adjacent land uses through the use of red brick materials on the first 6 floors followed by a setback after 6th storey to help create a compatible scale along the street. The setback to the remainder of the height (7-9th storey) helps limit the building's impacts on the surrounding properties. The subject site and proposed development provide significant buffering between the properties on all four sides as there is a laneway on both the east and west side of the site creating greater separation between properties while Springbank Drive separates the bulk of the height between the open space (cemetery) lands to the north. To the south is the amenity area of the development followed by a large parking lot reducing any impacts on the lands to the south (Elementary School).



Proposed apartment within surrounding context (looking SE).



Proposed apartment within surrounding context (looking NW).

The subject site is an assembly of multiple lots creating a property of sufficient size and configuration to accommodate the proposed use and allows for the creation of a comprehensive development which has reduced vehicular access points from four down to one entrance along Springbank Drive and provides a coordinated parking facility underground and in the rear of the development (Intensity, *840_).

Bonusing Provisions Policy *1652 outlines the framework and public facilities, services, or matters that can be provided in order to achieve the requested increases in height in keeping with the recommended bonusing provisions.

Official Plan

The MFHDR designation provides three ranges of net density within the City excluding provisions for bonusing. In the case of the subject site it is located outside of the Downtown and Central London and is therefore permitted a maximum density of 150 unit per hectare (3.4.3. Scale of Development). As previously indicated, the applicant has applied to increase the density above the permitted 150 uph to 265 uph through bonusing provisions. Density bonusing can be approved by Council, under the provisions of policy 19.4.4. and is a tool used to achieve 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 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), the provision of approximately 8 affordable housing units, and 1 level of underground parking, all of which may not otherwise be implemented through the normal development approvals process, allow the proposed development to qualify for Bonus Zoning in conformity to the policies of the Official Plan. These bonusable features are outlined 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 a development agreement with the City that is registered on title to the lands. The development agreement is intended to “lock in” the design features that will be incorporated into the form of development to merit the additional height and density. Through the site plan approval process, the proposed development will be reviewed to ensure that all facilities, services and matters that have warranted bonus zoning have been incorporated into the development agreement. These design features are highlighted in the recommendation and the amending by-law which attaches the illustrations 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 its tallest portions along an arterial road and internal laneway where impacts on the surrounding buildings will be reduced. The proposal has been reviewed by the Urban Design Peer Review Panel and City Staff to ensure that an appropriate development standard is established to help implement the intensification of the subject site. 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 a passive recreational trail that spans along this portion of the City east to west helping 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 requires that all planning and development applications conform to the City Design policies and the Urban Corridor Place Type policies provide specific form policies. The proposed development is in keeping with these policies as the building is sited near the front lot line and provides a sufficient height to create a strong street wall along the corridor. The proposed L-Shape form helps create an appropriate separation distance between the development and properties that are adjacent to the rear lot line. The apartment building uses a significant setback and variety of different materials and articulation to help reduce the massing of the building and create a pleasant and interesting pedestrian environment while reducing any large expanses of blank wall along the street. The use of townhome style units along the western edge also contribute to the pedestrian environment. The proposed apartment has been designed in a manner that is pedestrian, cycling and transit-supportive through the building orientation along the street edge, location of retail space entrances along Springbank Drive, the proposed bicycle parking location that has convenient access to the commercial uses and a general site layout that reinforces pedestrian safety and easy navigation. Although no on-street parking is provided at this location the development is able to provide surface parking in the rear of the site and underground in keeping with the Form Policies of the Urban Corridor Plan Type (Form, *841).

Official Plan

The proposed form of development has made a strong effort to maintain a scale and rhythm that responds to the surrounding land uses. The setback after the 6th floor mimics the height of the apartment building to the west and maintains a scale that is compatible with the office building to the east of the site. The change in materials and setback above the 6th storey also reduces the impacts of the additional height between the 7th-9th storey. The development also positions all of its height and massing at appropriate locations as the development is L-shaped which allows the apartment to

front Springbank Drive and the internal driveway to the school site where the impacts of the height will be limited. The use of townhouse style units along the internal driveway provides a softer interface at the pedestrian level for those travelling in and out of the abutting site. The main pedestrian access point is located at the main northwest corner of the building where a high level of windows and glazing is used to create a prominent entrance feature clearly identifying the main entrance to the building providing tenants easy access to Springbank Drive, the surrounding transit services and passive recreational uses in the area.

The Official Plan also ensures that all developments conform to the Urban Design principles in Section 11.1. 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 above-mentioned policies have been achieved through the building design and form. The proposed development was well received by Staff and the Urban Design Peer Review Panel. Staff had limited concerns with the initial submission. Staff suggested that a reduction in height from 9-storeys to 8 would be more appropriate and the setback after the 7th floor be considered after the 6th storey. The applicant addressed the setback and moved it to the 6th floor. As noted in the intensity section, The London Plan is still under appeal and the request for 9-storeys is still appropriate and permitted through the 1989 Official Plan.

The Panel provided some additional detailed design comments for consideration in working through the site design. The panel recommended that the applicant look at further refining the landscape design to reconsider the function of the southerly buffer strip and the alignment of the walkways through the site to consider desirelines. Consideration should be given to improving the edge condition along the semi-public realm (along the driveway to the school on the adjacent site) to improve the pedestrian experience along this driveway. In order to achieve this the Panel suggested extending the terraces to the property line. Additional concerns were expressed about the proportion of the top portion of the building relative to the base. The panel identified that more design elements to upper levels (e.g. consider differentiation of materials) could be used to address this concern. Additional materials or treatment could also be considered to further refine the top of the East Elevation due to high visibility of this corner. Consideration could also be given to refining the glass drum element at the hinge of the building to elevate the curtain wall element.

In an effort to respond to the Urban Design panel's comments a revised design was submitted to Staff. The main changes included a change in the alignment of the walkways on the south portion of the site creating a more reasonable pathway through the property. The terraces between the west building face and the driveway to the school site were extended to help improve the pedestrian experience. The applicant provided additional design elements on the upper portion of the building and east elevation by changing materials from stucco to a brick material. Additional bicycle parking has now been provided at the easterly entrance to provide a functional spot for people to bike to the site and access the building and commercial uses along Springbank Drive. Staff is supportive of the overall design and changes made by the applicant and feel it is in keeping with the Urban Design principles in Section 11.1

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

5.0 Conclusion

The recommended amendment is consistent with the Provincial Policy Statement, 2014 and conforms to the City of London Official Plan policies and Urban Corridor Place Type policies of The London Plan. The proposal facilitates the development of an underutilized property and encourages an appropriate form of development. The bonusing of the subject site ensures the building form and design will fit within the surrounding area while providing a high quality design standard. The subject lands are situated in a location where intensification can be accommodated given the existing municipal infrastructure, the nearby arterial streets, existing public transit, and large open space corridor with passive recreational trails in the area. The proposed development also includes the provision of affordable housing which will be mixed throughout the development.

Prepared by:	Michael Corby, MCIP, RPP Senior Planner, Development Services
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
<p>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.</p>	

May 6, 2019
MC/mc

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 462,
468, 470, 472 Springbank Drive.

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 May 21, 2019.

Ed Holder
Mayor

Catharine Saunders
City Clerk

First Reading – May 21, 2019
Second Reading – May 21, 2019
Third Reading – May 21, 2019

AMENDMENT NO.
to the
OFFICIAL PLAN FOR THE CITY OF LONDON

A. PURPOSE OF THIS AMENDMENT

The purpose of this Amendment is to change the designation of certain lands described herein from Office Area to Multi-Family, High Density Residential on Schedule “A”, Land Use, to the Official Plan for the City of London.

B. LOCATION OF THIS AMENDMENT

This Amendment applies to lands located at 462, 468, 470, 472 Springbank Drive in the City of London.

C. BASIS OF THE AMENDMENT

The recommended amendment is consistent with the Provincial Policy Statement, 2014, and the Multi-Family, High Density Residential policies of the Official Plan and the Urban Corridor Place Type policies of The London Plan.

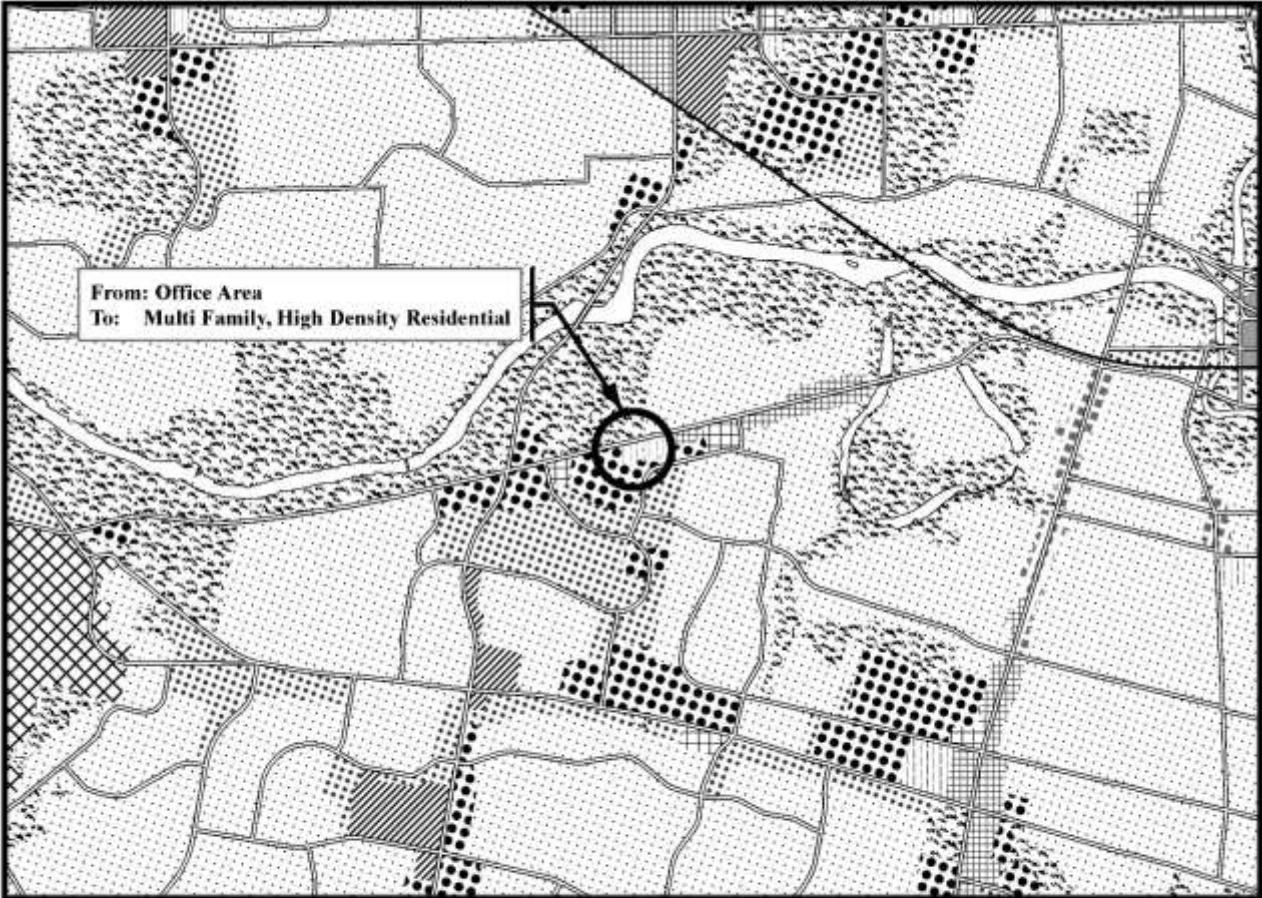
The recommended amendment will facilitate a mixed-use apartment building which is compatible with the surrounding land uses.

D. THE AMENDMENT

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

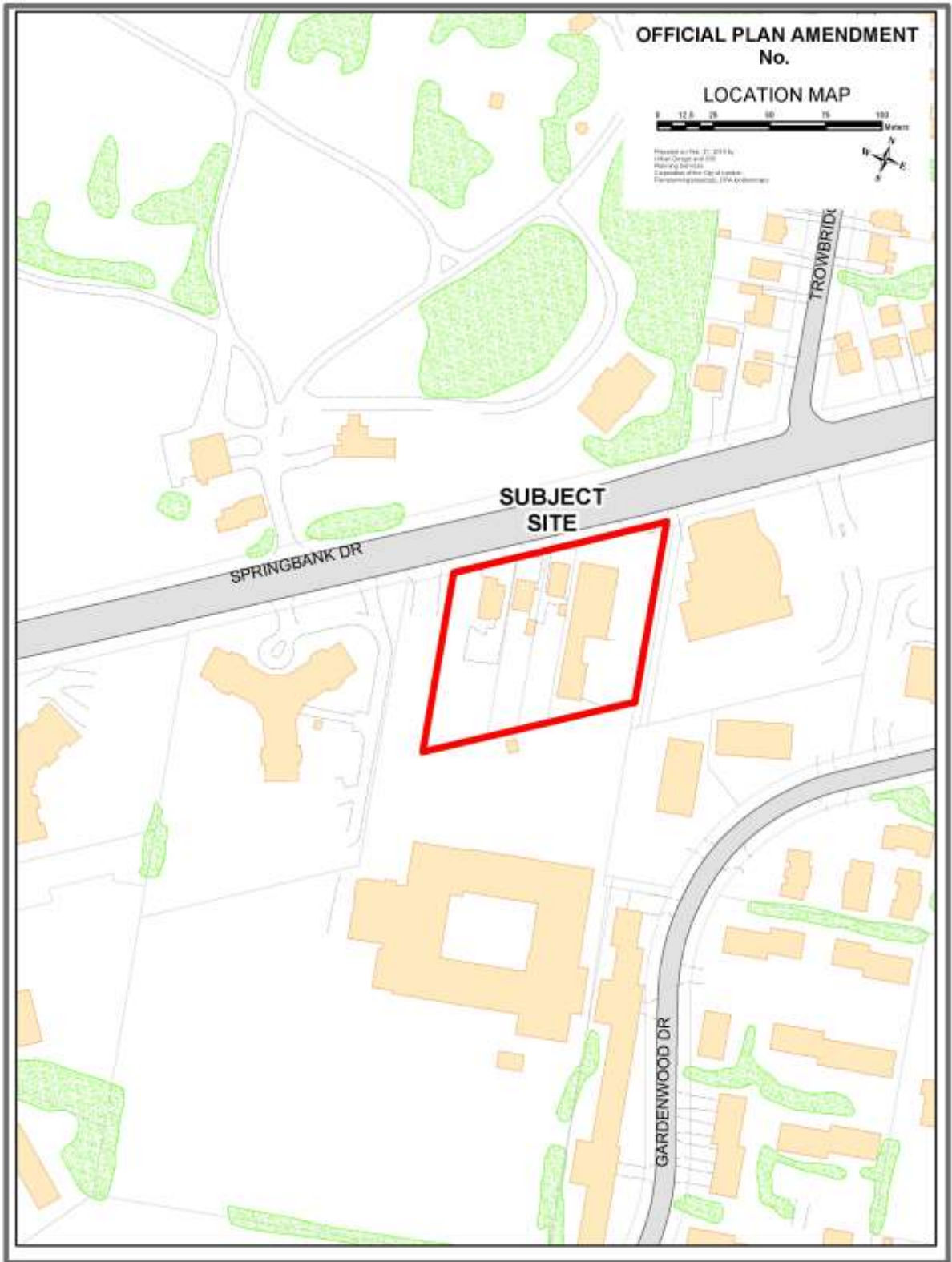
Schedule “A”, Land Use, to the Official Plan for the City of London Planning Area is amended by designating those lands located at 462, 468, 470, 472 Springbank Drive in the City of London, as indicated on “Schedule 1” attached hereto from Office Area to Multi-Family, High Density Residential.

AMENDMENT NO:



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
<small>This is an excerpt from the Planning Division's working consolidation of Schedule A to the City of London Official Plan, with added notations.</small>		

SCHEDULE A TO OFFICIAL PLAN AMENDMENT NO. _____ <small>PREPARED BY: Graphics and Information Services</small>	 Scale 1:30,000 Meters	FILE NUMBER: OZ-8995
		PLANNER: MC
		TECHNICIAN: RC
		DATE: 2019/02/27



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 462,
468, 470, 472 Springbank Drive.

WHEREAS Atlas Springbank Developments Ltd. has applied to rezone an area of land located at 462, 468, 470, 472 Springbank Drive, 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:

- 1) Schedule "A" to By-law No. Z.-1 is amended by changing the zoning applicable to lands located at 462, 468, 470, 472 Springbank Drive, as shown on the attached map comprising part of Key Map No. A.106, from a Holding Office Special Provision (h-11*OF5(4)) Zone, to a Holding Residential R9 Bonus Zone (h-11*R9-7*B(_)) Zone.
- 2) Section Number 4.3 of the General Provisions in By-law No. Z.-1 is amended by adding the following new Bonus Zone:

4.3) B(_) 462, 468, 470, 472 Springbank Drive

The B(_) Zone shall be implemented through the required development agreements to facilitate the development of a high quality residential apartment building, with a maximum of 9-storeys with 186 dwelling units which substantively implements the Site Plan and Elevations attached as Schedule "1" to the amending by-law; and

i) Provision of Affordable Housing

10% of the total unit count (rounded up to the nearest unit), above the 150 unit per hectare threshold, to a maximum of 8 units, shall be allocated for affordable housing units (1 bedroom units) established by agreement at 95% of average market rent for a period of 25 years. An agreement shall be entered into with the Corporation of the City of London, to secure those units for this 25 year term.

ii) 1 level of underground parking

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

a) Additional Permitted Uses

- i) Bake shops;
- ii) Brewing on Premises Establishment;
- iii) Clinics;
- iv) Commercial schools;
- v) Convenience business service establishments;
- vi) Convenience service establishments;
- vii) Convenience stores;
- viii) Day care centres;
- ix) Financial institutions;

- x) Florist shops;
- xi) Food stores;
- xii) Medical/dental offices;
- xiii) Offices;
- xiv) Personal service establishments;
- xv) Pharmacies;
- xvi) Retail Stores;
- xvii) Restaurants, eat-in;
- xviii) Restaurants, take-out;
- xix) Studios;

b) Regulations:

- | | | |
|-------|---|---------------------------------|
| i) | Density | 265 uph (107.25 units per acre) |
| ii) | Height
(maximum) | 32 metres (105 feet) |
| iii) | Front Yard Depth
(minimum) | 2.5 metres (8.2 feet) |
| iv) | Rear Yard Depth
(minimum) | 7.0 metres (23 feet) |
| v) | Westerly Interior
Side Yard Depth
(minimum) | 5.5 metres (18 feet) |
| vi) | Easterly Interior
Side Yard Depth
(minimum) | 12.1 metres (39.70 feet) |
| vii) | Residential Parking
(minimum) | 1 space per unit |
| viii) | Commercial Parking
(minimum) | 17 spaces |
| ix) | No drive-through will be permitted for any of the additional permitted uses. | |
| x) | The permitted commercial uses will only be permitted on the first floor of an apartment building. | |
| xi) | The maximum gross floor area for specific individual uses shall be as follows: | |
| | a) Commercial schools and Pharmacies | 300 m2 (3,229 sq.ft.) |
| | b) Restaurants - eat in and restaurants take-out | 300 m2 (1,616 sq.ft.) |
| | c) Food stores | 500 m2 (5,382 sq.ft.) |
| | d) All other permitted uses | 400 m2 (4,305 sq.ft.) |

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.

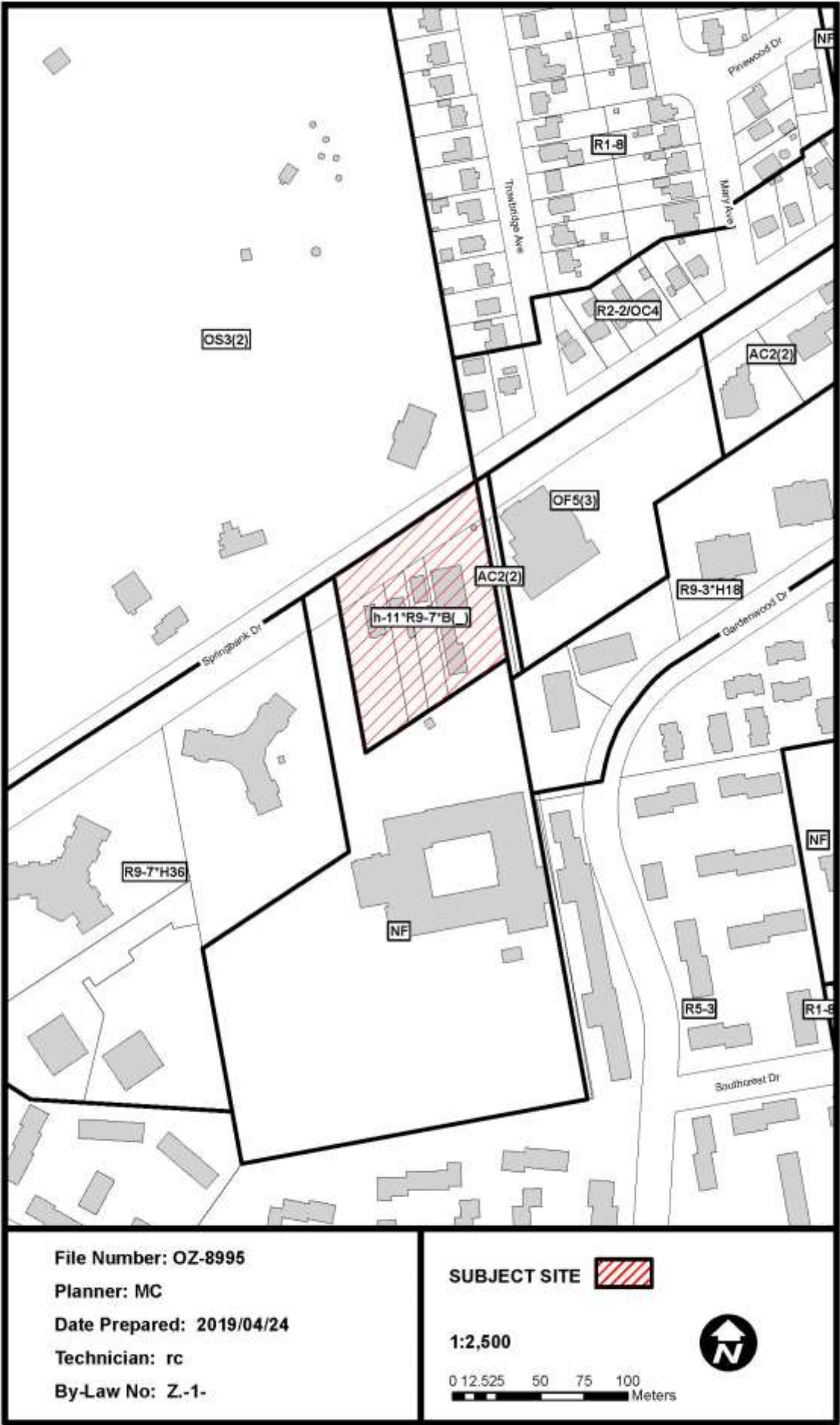
PASSED in Open Council on May 21, 2019.

Ed Holder
Mayor

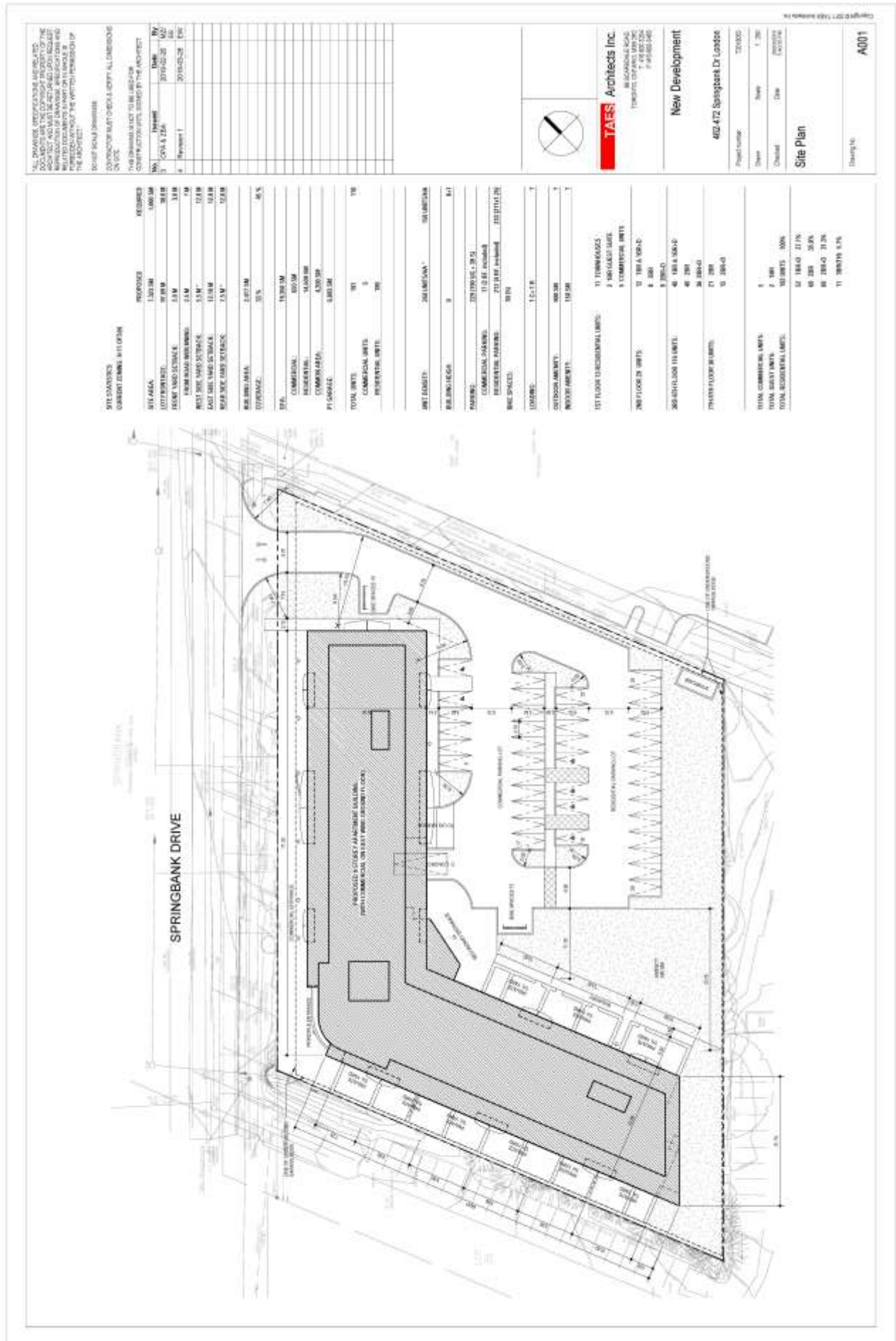
Catharine Saunders
City Clerk

First Reading – May 21, 2019
Second Reading – May 21, 2019
Third Reading – May 21, 2019

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



Schedule "1"



Appendix B – Public Engagement

Community Engagement

Public liaison: On January 4, 2019, Notice of Application was sent to 46 property owners in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on December 27, 2018. A “Planning Application” sign was also posted on the site.

On April 10, 2019, Notice of Application was sent to 46 property owners in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on April 11, 2019. A “Planning Application” sign was also posted on the site.

1 reply was received

Nature of Liaison: The purpose and effect of this Official Plan and zoning change is to permit a 9-storey (32m) L-shaped mixed-use apartment building which will include 186 residential units (265uph) and commercial uses at grade.

Possible amendment to the Official Plan **FROM** Office Area **TO** Multi-Family, High Density Residential. Possible change to Zoning By-law Z.-1 **FROM** a Holding Office Special Provision (h-11*OF5(4)) Zone **TO** a Residential Bonus (R9-7*B(_)) Zone. The bonus zone would permit a residential density of 265 uph and maximum height of 32 metres in return for eligible facilities, services and matters outlined in Section 19.4.4 of the Official Plan. Other provisions such as additional commercial uses which may include clinics, retail, restaurants, offices, studios, florist shops, pharmacies, food stores, convenience stores, financial institutions, personal service establishments and medical/dental offices and other similar type uses, along with potential decreases in yard setbacks and parking may also be considered through the re-zoning process as part of the bonus zone.

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

From: Lynzi Michal
Sent: Wednesday, January 16, 2019 11:10 AM
To: Corby, Mike <mcorby@London.ca>
Subject: OZ-8995

Hi Mike

I live in the area of this planning application and had some feedback. I welcome new developments in this neighbourhood, I think it's fantastic. My only request would be that some sort of walkway is included for those of us who live on Gardenwood/Ridgewood. When they built the Springbank Medical centre, there was no walkway included. Many of us in the area use services in that building but yet cannot easily access it from our street. Instead we have to walk/drive all the way around to Springbank. It's 10 times farther to walk then it should be.

I understand this new proposal has some commercial units so a walkway to access them would be amazing. Many people in this neighbourhood don't have cars but we have not made it very walk friendly. That is something that could be improved in this area of Southcrest. Thank you in advance.

Best Regards,

Lynzi Michal
Director, Membership & Marketing
Federation of Rental-housing Providers of Ontario
20 Upjohn Road, Suite 105 Toronto M3B 2V9

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

Telephone	Written
	Lynzi Michal 20 Upjohn Road, Suite 105 Toronto M3B 2V9

Agency/Departmental Comments

Urban Design - April 23, 2019

Urban Design staff commend the applicant for incorporating the following into the design; Providing for a continuous street wall along the Springbank Drive frontage; Providing for appropriate scale/ rhythm/ materials/ fenestration; Incorporating all parking within the structure and in the rear yard, away from the street frontage; Providing for a stepback of the building above the sixth floor in order to be generally in keeping with existing neighbouring towers and providing for an appropriate human scale along the Springbank Drive frontage;

Urban design staff have been working closely with the applicant through the rezoning process to address many of the design concerns that have been raised by the community, the Urban Design Peer Review Panel, and City staff. The only design concerns that remained outstanding was the height of the building at 9 storeys. Staff had asked the applicant to reduce the building to 8 storeys as this would be more in keeping with buildings in the area as well as the maximum height limit established in The London Plan. However, as The London Plan policies regarding maximum building heights along the corridor are under appeal, along with the applicant’s willingness to alter their original design to include a stepback above the 6th storey, we find the current design appropriate within the current existing policy context.

Housing Development Corporation – January 24, 2019

Good afternoon Mike,

Further to the City’s Notice of Application and call for comments on the above noted matter, Housing Development Corporation (HDC) would offer the following recommendation (and supportive information) in regards to the requested amendments:

RECOMMENDATION:

HDC London would recommend that opportunities for housing affordability be prioritized and pursued through the planning approval review process and any recommended Official Plan/Zoning By-law amendment. HDC London is prepared to assist the applicant and City of London Planning staff in this regard.

BACKGROUND:

The purpose and effect of the requested Official Plan and Zoning By-law amendment would be to provide for the development of a 9-storey, 211 unit mixed-use residential/commercial development and underground parking. The application seeks a Bonus Zone to provide for an increase in height (32 metres) and density (300 units per hectare) beyond which would otherwise contemplated in the Zoning By-law. In return for increased height and density, the Planning Justification Report notes that the proposed development satisfies several of the Bonusing Objectives of Section 19.4.4. of the City of London Official Plan including:

- Identifiable urban design elements and underground parking;
- Functional common open space for active or passive recreational use
- Enhanced landscaped open space; and,

- Design features that provide for universal accessibility in new construction.

Section 19.4.4 of the Official Plan states that Bonus Zoning is provided to encourage development features which result in a public benefit which cannot be obtained through the normal development process. In Planning staff's consideration of the merits of the identified Bonus elements, HDC would note that Section 19.4.4 further identifies housing affordability as one of the City's principle objectives in the consideration of a Bonus Zone. The City's recently adopted London Plan identifies housing affordability as a public benefit in the consideration of additional height or density than would otherwise be permitted in the applicable place type.

JUSTIFICATION:

The 1989 Official Plan's Housing Policies specifically state that the City has concerns that the availability, affordability and adequacy of housing that may not be fully satisfied by the designation and servicing of land for residential uses. Recognizing this the Official Plan supports the provision of a range of dwelling types (including apartment buildings) so that a broad range of housing requirements (including housing affordability) are satisfied. The Plan notes that opportunities for the development of affordable housing in new developments and residential intensification proposals shall be an objective of the City. Measures to increase the supply of affordable housing, including the provision of density bonuses, where appropriate, are identified in the Plan as one measure to address the Plan's identified affordable housing targets.

The London Plan recognizes that average market rent is out of reach for many Londoners and that housing affordability is one of the City's principle planning challenges. Accordingly, the Housing policies of the Plan identify affordability targets stating that planning activities will serve to provide for both a mixture of dwelling types and integrated mixtures of housing affordability. In pursuit of this goal, the policies of the Plan identify Bonusing as a planning tool in support of the provision affordable housing in planning and development proposals.

The subject site is located on the south side of Springbank Drive, approximately 380 metres east of Berkshire Drive. The Planning Justification Report submitted by the applicant notes that the nature of the surrounding land uses make the site "an ideal candidate for residential/mixed-use intensification". More specifically, the Planning Justification Report notes the site's proximity to:

- Medical/dental office uses;
- Institutional uses;
- Open space and recreational uses;
- Commercial uses; and,
- Public transit routes along Springbank Drive and Wonderland Road (all of which serve to connect the site to major employment nodes and institutional uses such as the Downtown, the University of Western Ontario and University Hospital, White Oaks Mall, and all points in-between). The Planning Justification Report further notes that public sidewalks along Springbank Drive provide convenient access by "active transportation to the parks and open space to the northwest."

The HDC would note that the locational attributes identified directly align with the guidelines and considerations used by HDC to advance affordable housing. HDC would further note that a preliminary review of the housing analytics from the Canada Mortgage and Housing Corporation for Southwest London would indicate average apartment vacancy rates and rents in the defined area that demonstrate housing affordability challenges.

HDC London has provided assistance to City Planning staff and the development industry in the formulation of Bonus Zoning for the purpose of housing affordability.

Thank you for the opportunity to comment on this. Please feel free to contact me should you have any questions regarding the above.

London Hydro – February 4th, 2019

This site is presently serviced by London Hydro. Contact Engineering Dept. if a service upgrade is required to facilitate the new building. Any new and/or relocation of existing infrastructure will be at the applicant's expense. Above-grade transformation is required. Note: Transformation lead times are minimum 16 weeks.

Contact Engineering Dept. to confirm requirements & availability.

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.

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, 2014

- Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns
 - 1.1.3 Settlement Areas
 - 1.1.3.2
 - 1.1.3.3
 - 1.1.3.4
 - 1.6.7.4
- 1.4 Housing

In accordance with section 3 of the Planning Act, all planning decisions ‘shall be consistent with’ the PPS.

City of London Official Plan

3.4. Multi-Family, High Density Residential
3.4.1. Permitted Uses
3.4.2 Location
3.4.3. Scale of Development

11.1. Urban Design Policies

19.4.4. Bonus Zoning

The London Plan

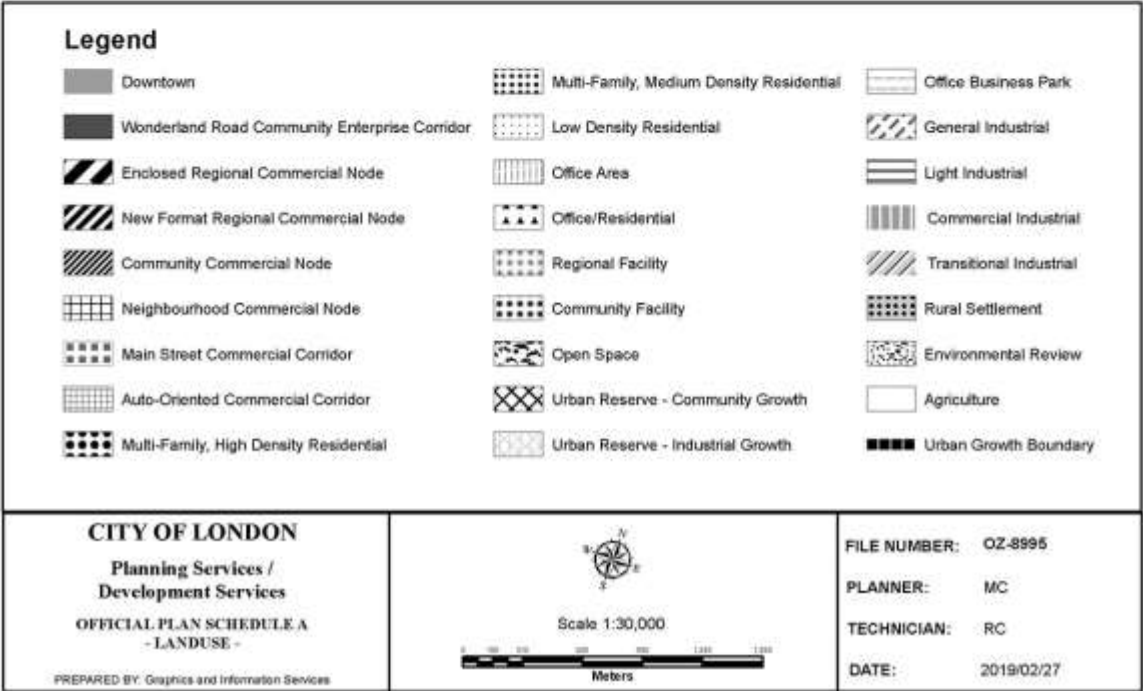
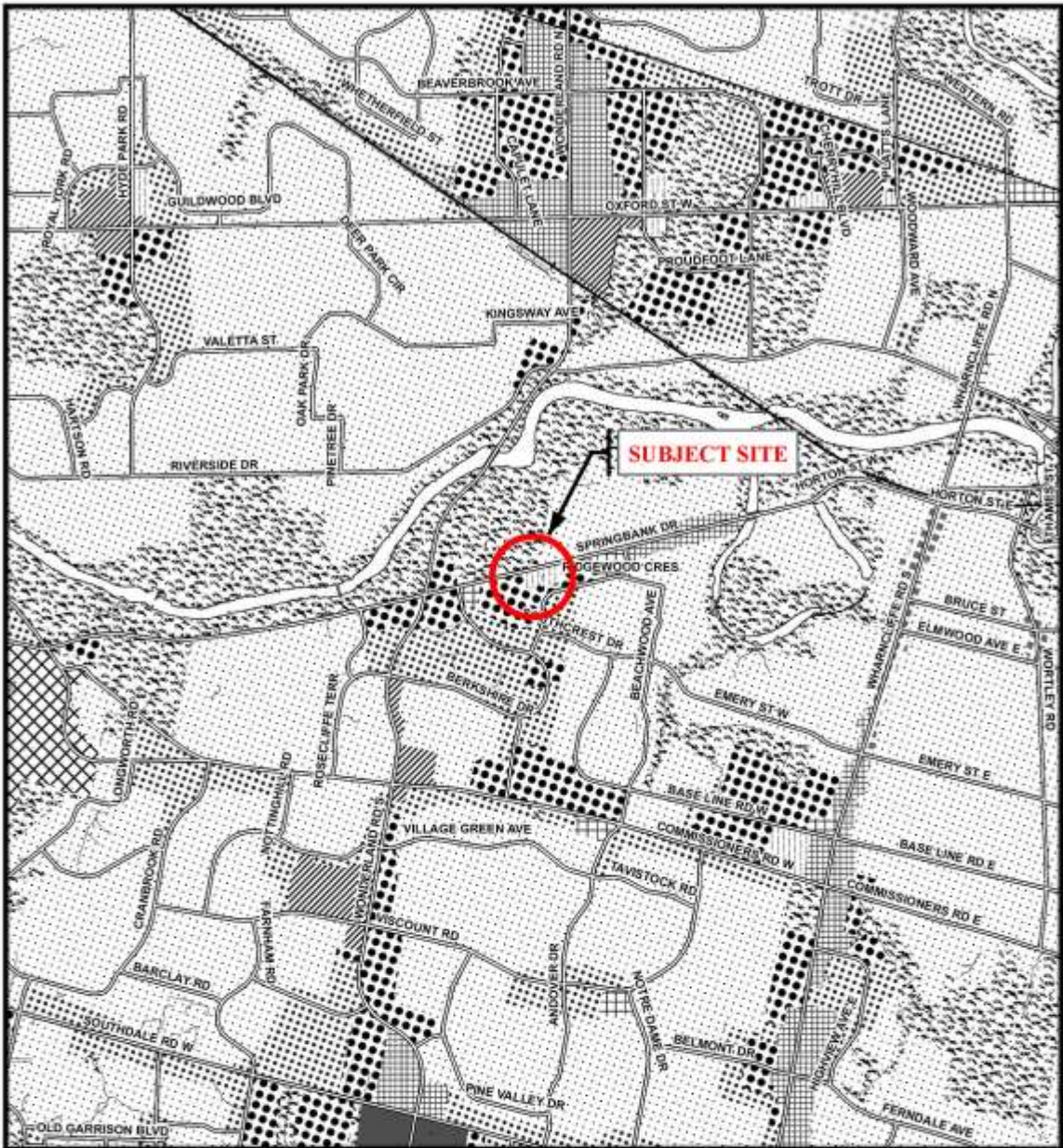
Rapid Transit and Urban Corridor
Permitted Uses (837)
Intensity (840)
Form (841)
Bonusing Provisions (1652)

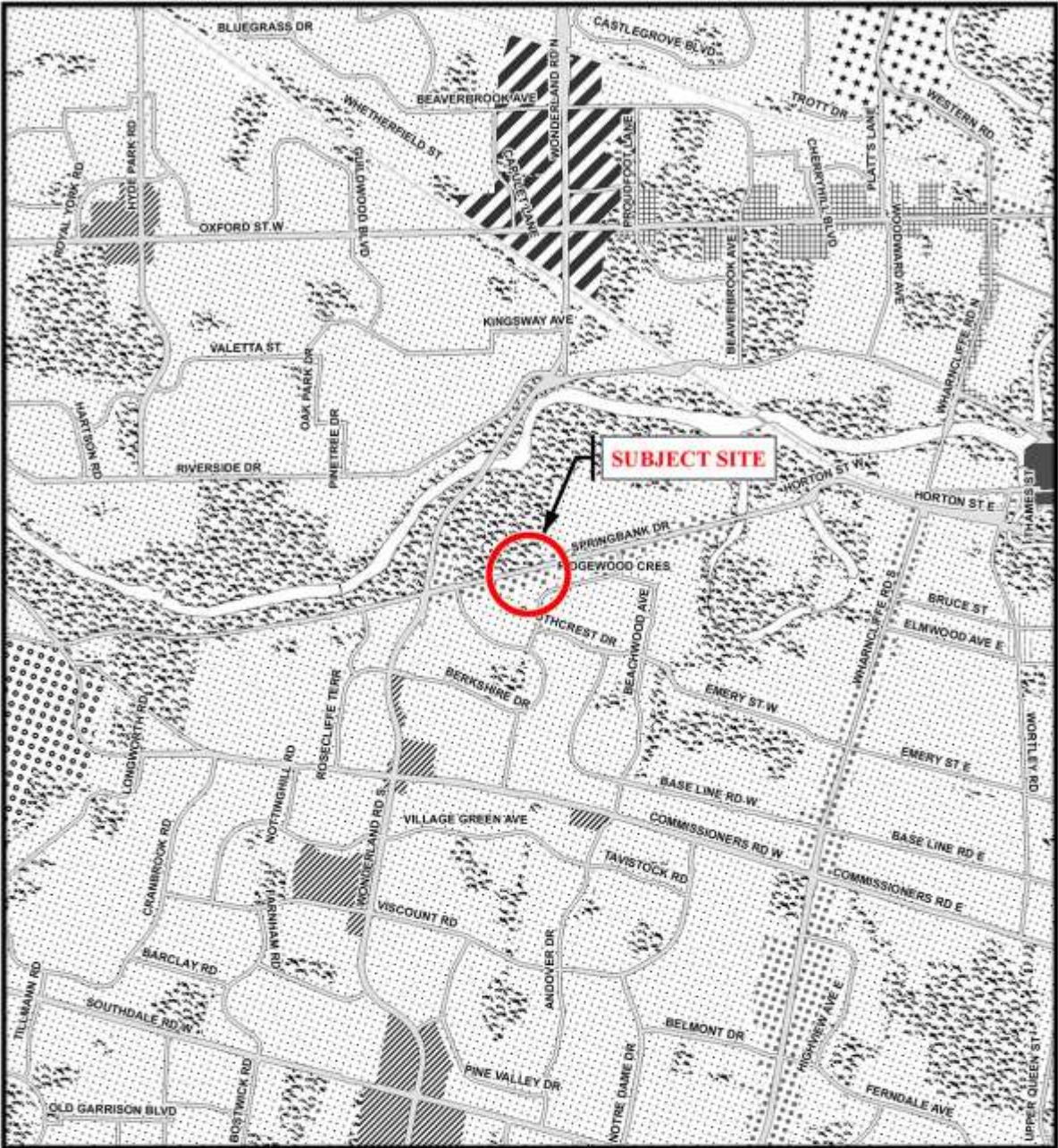
Z.-1 Zoning By-law

Site Plan Control Area By-law

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

Scale 1:30,000

Meters

File Number: OZ-8995

Planner: MC

Technician: RC

Date: February 27, 2019

Project Location: E:\Planning\Projects\p_zoning\z-1\zones\amendments\OZ-8995\projects\LP-Placetypes-Excerpt.mxd



COUNCIL APPROVED ZONING FOR THE SUBJECT SITE:

1) LEGEND FOR ZONING BY-LAW Z-1

- | | |
|--|---|
| <ul style="list-style-type: none"> R1 - SINGLE DETACHED DWELLINGS R2 - SINGLE AND TWO UNIT DWELLINGS R3 - SINGLE TO FOUR UNIT DWELLINGS R4 - STREET TOWNHOUSE R5 - CLUSTER TOWNHOUSE R6 - CLUSTER HOUSING ALL FORMS R7 - SENIOR'S HOUSING R8 - MEDIUM DENSITY/LOW RISE APTS. R9 - MEDIUM TO HIGH DENSITY APTS. R10 - HIGH DENSITY APARTMENTS R11 - LODGING HOUSE
 DA - DOWNTOWN AREA RSA - REGIONAL SHOPPING AREA CSA - COMMUNITY SHOPPING AREA NSA - NEIGHBOURHOOD SHOPPING AREA BDC - BUSINESS DISTRICT COMMERCIAL AC - ARTERIAL COMMERCIAL HS - HIGHWAY SERVICE COMMERCIAL RSC - RESTRICTED SERVICE COMMERCIAL CC - CONVENIENCE COMMERCIAL SS - AUTOMOBILE SERVICE STATION ASA - ASSOCIATED SHOPPING AREA COMMERCIAL
 OR - OFFICE/RESIDENTIAL OC - OFFICE CONVERSION RO - RESTRICTED OFFICE OF - OFFICE | <ul style="list-style-type: none"> RF - REGIONAL FACILITY CF - COMMUNITY FACILITY NF - NEIGHBOURHOOD FACILITY HER - HERITAGE DC - DAY CARE
 OS - OPEN SPACE CR - COMMERCIAL RECREATION ER - ENVIRONMENTAL REVIEW
 OB - OFFICE BUSINESS PARK LI - LIGHT INDUSTRIAL GI - GENERAL INDUSTRIAL HI - HEAVY INDUSTRIAL EX - RESOURCE EXTRACTIVE UR - URBAN RESERVE
 AG - AGRICULTURAL AGC - AGRICULTURAL COMMERCIAL RRC - RURAL SETTLEMENT COMMERCIAL TGS - TEMPORARY GARDEN SUITE RT - RAIL TRANSPORTATION
 "H" - HOLDING SYMBOL "D" - DENSITY SYMBOL "H" - HEIGHT SYMBOL "B" - BONUS SYMBOL "T" - TEMPORARY USE SYMBOL |
|--|---|

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:
OZ-8995 MC

MAP PREPARED:
2019/02/27 CK

1:2,500
0 12.525 50 75 100 Meters