# **Report to Planning and Environment Committee**

Chair and Members
Planning & Environment Committee
George Kotsifas, P. Eng
Deputy City Manager, Planning and Economic Development
135 Villagewalk Boulevard
2560334 Ontario Limited c/o York Developments
Public Participation Meeting
May 31, 2021

## Recommendation

That, on the recommendation of the Director, Development Services, the following actions be taken with respect to the application of 2560334 Ontario Limited relating to the property located at 135 Villagewalk Blvd:

- (a) The Planning & Environment Committee **REPORT TO** the Approval Authority the issues, if any, raised at the public meeting with respect to the application for Site Plan Approval to permit the construction of a 2 commercial pads in the southeast corner of the subject lands and associated accesses; and
- (b) Council **ADVISE** the Approval Authority of any issues they may have with respect to the Site Plan Application, and whether Council supports the Site Plan Application.

## **Executive Summary**

#### Summary of Request

The development for consideration is a four commercial building pad for a total of 2369 sq. m. of commercial floor space at the corner of Richmond Street and Sunningdale Road. The site is to be developed with municipal services, and access from Villagewalk Boulevard, Sunningdale Road East and Richmond Street. The development proposal is subject to a public site plan meeting in accordance with the holding (h-5) zone regulations set out in the Zoning By-law.

## Purpose and the Effect of Recommended Action

The purpose and effect of the recommendation is to report to the Approval Authority any issues or concerns raised at the public meeting with respect to the application for the Site Plan Approval.

## **Rationale of Recommended Action**

1. The proposed Site Plan is consistent with the Provincial Policy Statement, which directs development to designated growth areas and that development be adjacent to existing development.

2. The proposed Site Plan generally conforms to the policies of the Shopping Area Place Type and all other applicable policies of The London Plan.

3. The proposed Site Plan generally conforms to the policies of the Community Commercial Node designation, applicable through the Official Plan (1989).

4. The proposed Site Plan conforms to the regulations of the Z.-1 Zoning By-law.

5. The proposed Site Plan meets the requirements of the Site Plan Control By-law.

# Linkage to the Corporate Strategic Plan

Building a Sustainable City – London's growth and development are well planned and sustainable over the long term.

# Analysis

# **1.0 Background Information**

## 1.1 Previous Reports Related to this Matter

- November 20, 2006 Report to Planning Committee Sunningdale North Area Plan – Report recommending the amendment and adoption of the Sunningdale North Area Plan as a guideline document under Section 19.2.2 of the Official Plan.
- June 17, 2008 Report to the Planning Committee Northwest Corner of Richmond Street and Sunningdale Road (39T-04513/Z-6842) - Report recommending approval of a draft plan of subdivision and Zoning By-law amendment for the future development of lands located on the west side of Richmond Street, north side of Sunningdale Road.

## **1.2 Property Description**

The subject lands are located at the northwest corner of Richmond Street and Sunningdale Road, bounded by Villagewalk Boulevard as it curves east to the north. The subject lands are 5.9 hectares in size and currently free of buildings or structures. The lands slope to the north towards the creek (tributary to Medway creek) on the opposite side of Villagewalk Blvd. The site contains a single bank of trees midway along the Richmond Street frontage. Adjacent properties are largely undeveloped; however, a park, townhouse and office development exist across Villagewalk Blvd to the west and on the opposite corner of the Richmond and Sunningdale intersection is a large lot single-detached subdivision (Uplands).

Through this application the portion of the subject lands under review is limited to the southeast corner of the site and required accesses to that portion.

## 1.3 Current Planning Information (See Appendix 'C')

- The London Plan Place Type Shopping Area
- Official Plan (1989) Designation Community Commercial Node
- Existing Zoning Business District Commercial (h-5 \*h-99\*BDC(25))

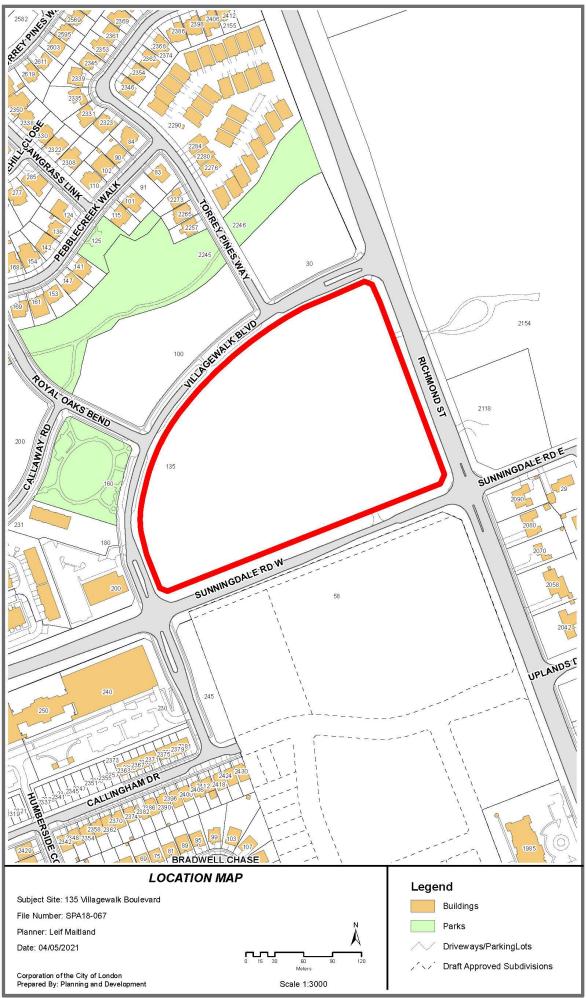
## 1.4 Site Characteristics

- Current Land Use vacant
- Frontage 223 m
- Depth 317m
- Area 5.9 ha (59,365 m<sup>2</sup>)
- Shape Irregular

## 1.5 Surrounding Land Uses

- North Vacant Zoned for apartment buildings
- East Vacant Zoned Urban Reserve and for a 123 unit apartment building
- South Vacant Zoned for shopping are and townhouses
- West City park, townhouses and vacant zoned for office and townhousing.

## 1.7 Location Map



# 2.0 Discussion and Considerations

## 2.1 Development Proposal

The development for consideration is 2369 sq. m. of commercial space in the southeast corner of the property at 135 Villagewalk Boulevard. The complete site is 5.9 ha; however, the entirety of the site is not subject to review through this proposal. The site plan (provided in appendix A) shows the entirety of the site depicted through hatching, and the portion currently under review (unhatched).

The portion of the subject lands currently under review consists of two commercial pads, containing a total of fourteen commercial units. The buildings are oriented north south with parking provided in between the buildings. Pedestrian access from the exterior of the development is provide through the middle of the buildings via a walkway connecting to the Sunningdale access to the west and Richmond Street to the east.

Vehicular and pedestrian access is proposed from Richmond, Sunningdale and Villagewalk Blvd. The Villagewalk Blvd access includes both vehicular and pedestrian paths of travel as well as landscaping and is to be the east-west spine of the final development (when the portion of the site beyond that currently under review is developed). The southern access to Sunningdale is full access providing for left and right turns out for vehicles and includes the standard pedestrian paths of travel.

Parking is provided in excess of the minimum requirements 125 vehicular parking spaces (in excess of the 119 required), 6 barrier-free (in excess of the 5 required) and 55 short-term bicycle spaces (in excess of the 9 required) are provided. A significant portion of the bicycle parking is included along the east-west spine in anticipation of the future development; however, a sufficient number of spaces are provided adjacent to the proposed building to meet the requirements of the Site Plan Control By-law for the development subject to this review. The Upper Richmond Village Urban Design Guidelines pair with the Site Plan Control By-law to require planted islands to break-up the parking expanse and these are provided in the proposed development.

The proposed elevations show entrances on three of four-sides for both buildings. Materials identified on the proposed elevations include slate coloured brick, white granada stone, grey stucco and cinderblock. The financial institution at the southeast corner has requested distinct architectural elements and these can be seen in the elevations provided.

Detailed plans of the development are contained in Appendix 'A' of this report.

## 2.2 Planning History

The subject property was established through a plan of subdivision, file no. 39T-04513. The subject lands at 135 Villagewalk Boulevard were re-zoned from Urban Reserve to Business District Commercial through the plan of subdivision process.

The Upper Richmond Village Urban Design Guidelines were prepared in October 2006 to provide guidance for the main street form of Villagewalk Boulevard. These guidelines apply to the entire property in addition to other lands in the Sunningdale North Area.

The zoning of the subject lands came into effect on June 23, 2008, and the subdivision was draft approved on July 4, 2008. The site specific zone, BDC(25), contains special provisions relating to uses, setback and use sizes.

The Sunningdale North Area Plan was adopted in November 2008 which identified the area as a mixed-use area accommodated through the BDC zone in place, which allows for residential uses in combination with commercial and office uses.

## Site Plan Control Application

On May 18, 2017, Development Services received a request for site plan consultation for the subject lands. On June 19, 2018, the subject application of this report, being a Site Plan Control Application (file no. SPA18-067) for the subject lands was received by the City of London. Conditional approval was issued on July 12, 2018

## 2.3 Community Engagement (see more detail in Appendix B)

On May 13, 2021 Notice of Application and Public meeting was sent to 267 property owners in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on May 13, 2021. No replies received prior to completion of this report.

## 2.4 Policy Context

## The Official Plan (1989)

Within the Official Plan (1989) the site is designated Community Commercial Node although additional policies are provided for the specific site. The Official Plan (1989) Commercial Policies for the site speak specifically to the Sunningdale North Area Plan, stating: "The scale and form of development within this Community Commercial node will not be guided by policies within the Community Commercial Node designation."

## Sunningdale North Area Plan

The policies of the Sunningdale North Area Plan provide significant detail on the phases of the site not subject to the application under review. Relating specifically to the development is the need for strong high-quality pedestrian linkages through the node. High quality landscaping and architectural distinct elements are also encouraged through the plan, as it notes the gateway location of the site. Applicable policies of the Sunningdale North Area Plan are implemented through the proposed development, demonstrating conformity with the Official Plan, 1989.

## 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. London Plan policies under appeal included in this report for informative purposes indicating the intent of City Council, are not determinative for the purposes of this planning application.

The subject site is located within the Shopping Area Place Type of The London Plan, and is surrounded by a Main Street (Villagewalk Blvd) a Civic Boulevard (Sunningdale Road) and an Urban Thoroughfare (Richmond Street).

The subject property is subject to the Sunningdale North Policies (899\*-900\*). Policy 900 is relevant guiding that:

Retail uses will not exceed 16,000m<sup>2</sup> and individual office uses will be 5,000m<sup>2</sup> or less and will not exceed 10,000m<sup>2</sup> in total floor space for the entire land area within the Shopping Area Place Type and the adjacent Main Street Place Type.

More general policies of the Shopping Area Place Type direct that Shopping Areas are nodal (achieved by locating all neighbourhood commercial on this single site), pedestrian oriented (supported by the spine included in phase 1 and for the future development), and able to accommodate phased changes in intensity including potential residential (demonstrated through the phased approach taken and the site layout). Taking the above into consideration, the development is considered to be in conformity with The London Plan.

## Z.-1 Zoning By-law

The current zone applicable to the site is a holding Business District Commercial (h-5\*h-99\*BDC(25)) Zone. The broad range of permitted uses includes: Apartment buildings, with any or all of the other permitted uses on the first floor; Assembly halls; Bake shops; Clinics; Commercial parking structures/and or lots; Commercial recreation establishments; Convenience service establishments; Day care centres; Duplicating shops; Financial institutions; Institutions; Medical/dental offices; Offices; Patient testing centre laboratories; Personal service establishments; Private clubs; Restaurants; Retail stores; Service and repair establishments; Studios; Supermarkets; Taverns; Video rental establishments; Brewing on premises establishments; Cinemas; Commercial Schools; Private Schools; Animal Hospitals; Dry Cleaning and laundry depots; Emergency care establishments; Laboratories; Libraries; Animal Clinic; Post Office; Dwelling units restricted to the second floor or above with any or all of the other permitted uses on the ground floor; Police Stations; Hotels; Places of Worship; Community Centres; Funeral homes; and, Fire halls.

Special Provision regulations include:

i) Lot Frontage (m) Minimum 8.0 metres

ii) Exterior Side, Interior Side, Rear Yard & Front Yard Depth (m) Minimum 0.0 metres

iii) Yard Depth Abutting Primary Collector Road (m) Maximum 3.0 metres iv) Setback of Residential Use from Imperial Oil Pipeline Easement 20.0 metres from centreline or pipeline

v) Gross Floor Area (m<sup>2</sup>)

- All Retail Uses Maximum 16,000 m<sup>2</sup>
- All Offices Uses 10,000 m<sup>2</sup>
- One (1) Primary Retail or Services Use 5,500 m<sup>2</sup>
- All Other Individual Uses 2,000 m<sup>2</sup>
- 50% of all Commercial Floor Space beyond the primary retail Use and office uses to be located Within buildings with a maximum Gross floor of 750 sq. m.
- 50% of all commercial floor space Beyond the primary retail use and office uses to be located on the mainstreet corridor
- Minimum of 500 sq. m. of retail and service uses to front on the village commons
- Total lot coverage of all retail, office and Institutional buildings not to exceed 30%
- All retail and office uses front primary collector roads and the village commons to be a minimum of 2 storeys in height.

The current proposal meets the requirements of the zoning by-law, noting that the Primary Collector referenced in the special provisions is Villagewalk Boulevard and the development proposed does not include or preclude development along that frontage.

# 3.0 Financial Impact/Considerations

There are no direct financial expenditures associated with this report.

# 4.0 Key Issues and Considerations for Site Plan Approval

## 4.1 Use

The mix of commercial uses proposed is in keeping with the policy and regulations for the site. Special provisions within the Zoning By-law limit the size of potential uses and the proposal does not exceed the sizes specified.

## 4.2 Intensity

The Site Plan application is specific to the southeast portion of the site and features one-storey commercial buildings on either side of a parking field. This intensity of commercial use is in keeping with the applicable regulations and policy and does not preclude the remainder of the site being built out as a main-street of business district commercial area as planned for through the Area Plan and Official Plan processes.

## 4.3 Form

All buildings proposed are one-storey in height. The architecturally unique building is situated at the corner of Sunningdale and Richmond with its design reflective of the anticipated client. Entries are provided on both side of the building to activate the streets and entry from Sunningdale.

## 4.4 Landscaping

The site plan proposal includes a landscape plan that includes significant screening landscaping and tree plantings. At third submission review only one species replacement was noted as a requirement prior to acceptance.

## 4.5 Garbage and Recycling

The current arrangement for garbage includes deepwell storage within the Sunningdale frontage. The applicant has been requested to provide this at another location in keeping with the Site Plan Control By-law.

## 4.6 Parking

Automobile parking is provided in the form of 125 at grade spaces for vehicle and 55 short-term spaces for bicycles. Six barrier-free parking spaces are provided in excess of the minimum five required by the Zoning By-law. The barrier-free spaces are the spaces located closest to the building in keeping with the Site Plan Control By-law. All vehicular parking is provided between the buildings and screened with planted landscaping islands in keeping with the Site Plan Control By-law and the Upper Richmond Village Urban Design Guidelines.

## 4.7 Site Circulation

Pedestrian and vehicular circulation is guided in part by the Upper Richmond Village Urban Design Guidelines. These guidelines direct the development to include contiguous high-quality pedestrian access alongside vehicular access with shading landscaping. Connection should be made to the main street and pedestrian priority is to be demonstrated through the design treatments chosen. The proposal does this and the inclusion of a spine connection the current portion of the site under development to the main street is a central part of achieving the guideline direction.

## 4.8 Urban Design Peer Review Panel Comments

The entire subject site was presented to the Urban Design Peer Review Panel April 18, 2018. Although the majority of comments provided related to the portion of the site not currently under review a number of comments did apply (full memo is provided in appendix D, with applicable comments italicized for reference). Relevant comments include direction for active frontages along Sunningdale and Richmond which are being achieved through the design refinements made since the initial presentation. Parking on site has also been screened, in particular, the Sunningdale landscaping provided is in double that of the minimum standard with two banks of plantings proposed. An architecturally distinct element including spire is provided at Richmond Street and Sunningdale to address the intersection although the panel had requested greater massing to achieve this. Additional comments about pedestrian infrastructure have been improved through design refinements, while the current proposal does not preclude the remaining comments from being addressed on the remainder of the property.

## 4.9 Site Plan Comments

Site plan control comments were provided on a third submission to the applicant April 13, 2021. A fourth submission was provided May 14, 2021 and the plans contained within this report were part of this fourth submission. As the fourth submission is under review as of the completion of this report the following reflect comments provided at third submission. The comments request that the applicant generally address the following:

- 1. Coordinating construction of sidewalks along Villagewalk Boulevard, Richmond Street, and Sunningdale Road West.
- 2. Zoning refinements to the area under development only.
- 3. Site design matters such as meeting standard internal sidewalk widths, and integrating garbage into the architectural and site design of the development.
- 4. Minor landscaping changes.
- 5. Revised phasing plans to address engineering matters such as erosion control, interim site grading and servicing, and site access.

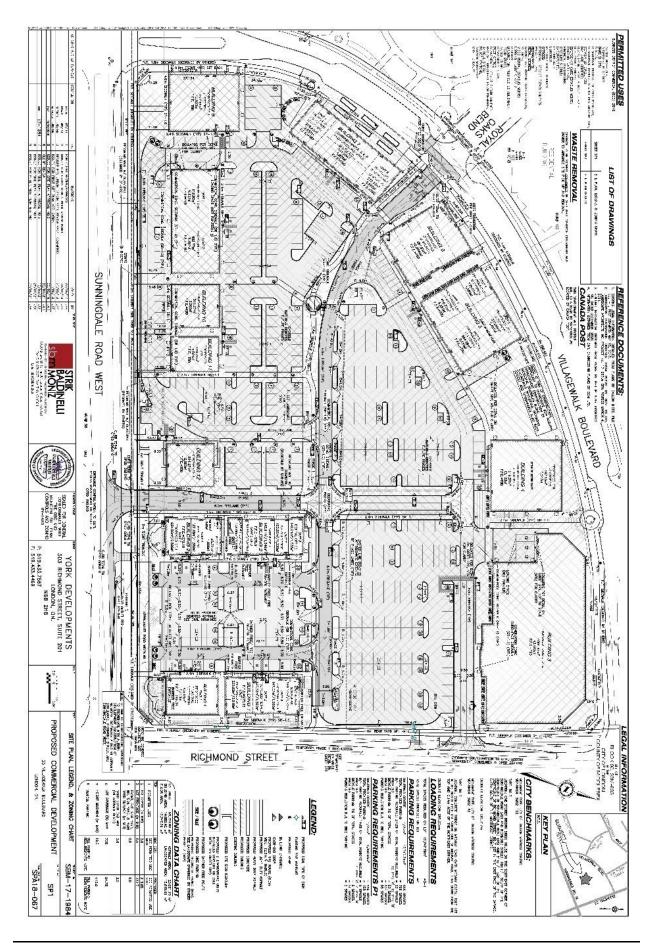
## Conclusion

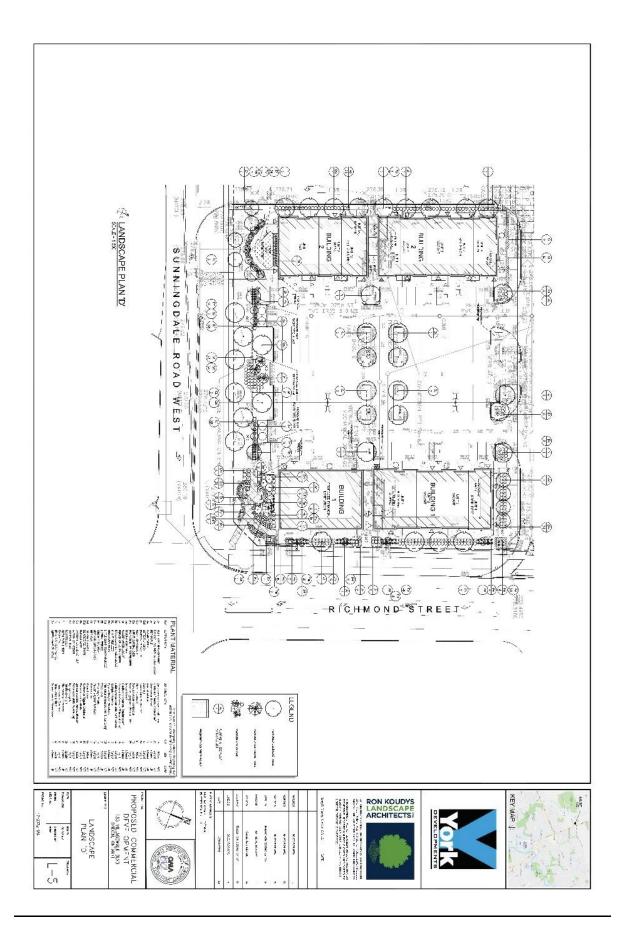
The proposed Site Plan has regard to The London Plan, and is in conformity with the City of London Official Plan, 1989 and the applicable polices of the Sunningdale North Area Plan. The application as proposed, complies with the regulations of the Zoning By-law. The phased approach does not preclude the remainder of the site being developed in accordance with the applicable policies and regulations. The proposed Site Plan and elevations will result in development that will not conflict with the character of the area and is in compliance with the Site Plan Control By-law.

Prepared by:	Leif Maitland, Site Development Planner
Recommended by:	Paul Yeoman, RPP, PLE, Director, Development Services
Submitted by:	George Kotsifas, P.ENG, Deputy City Manager, Planning and Economic Development

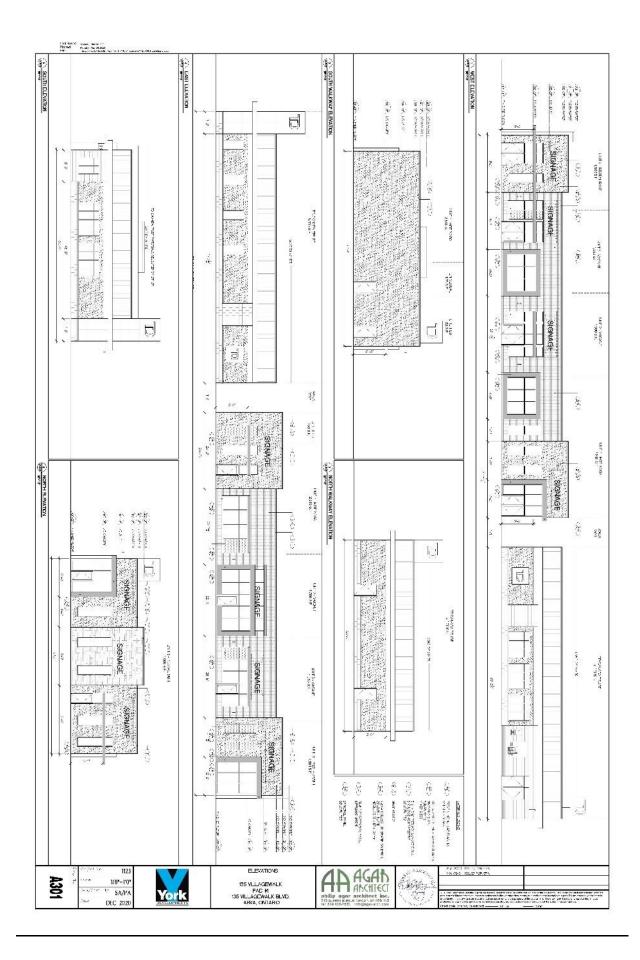
## **Appendix A - Plans**

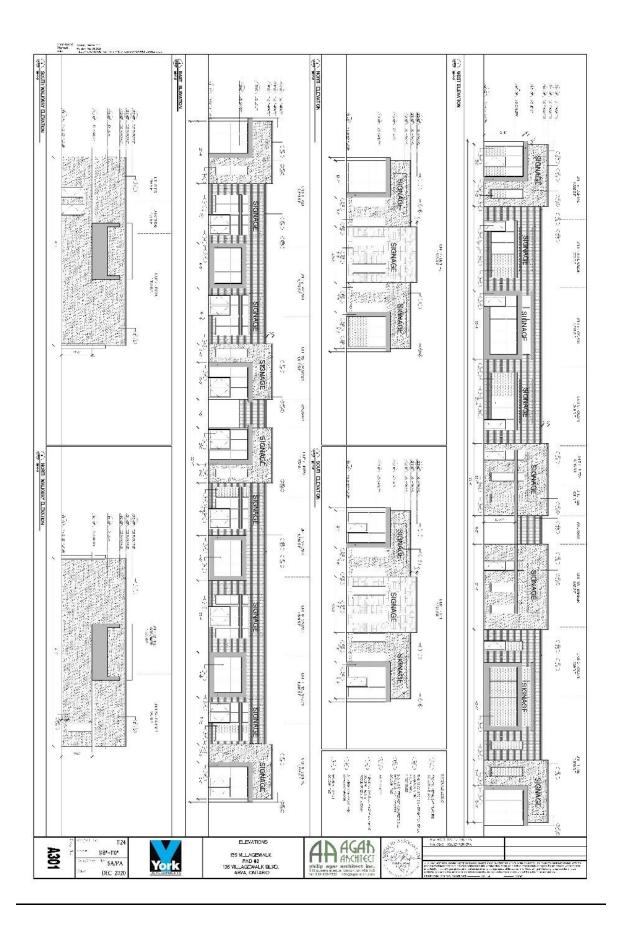
Site Plan





## **Elevations**





## Appendix B – Public Engagement

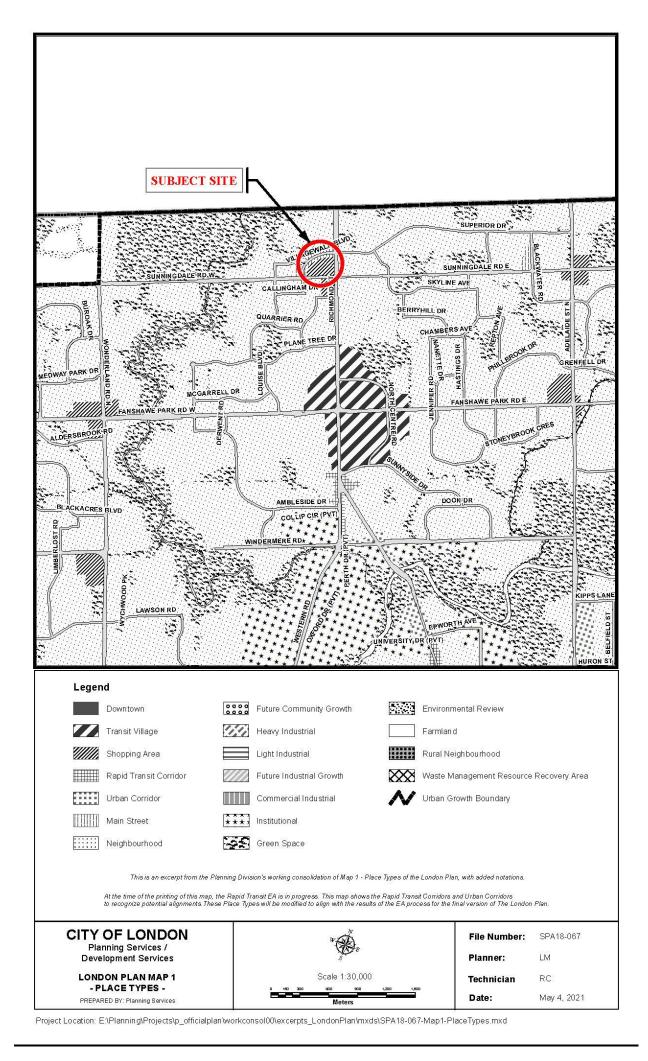
**Public liaison:** On May 13, 2021 Notice of Application and Public meeting was sent to 267 property owners in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on May 13, 2021.

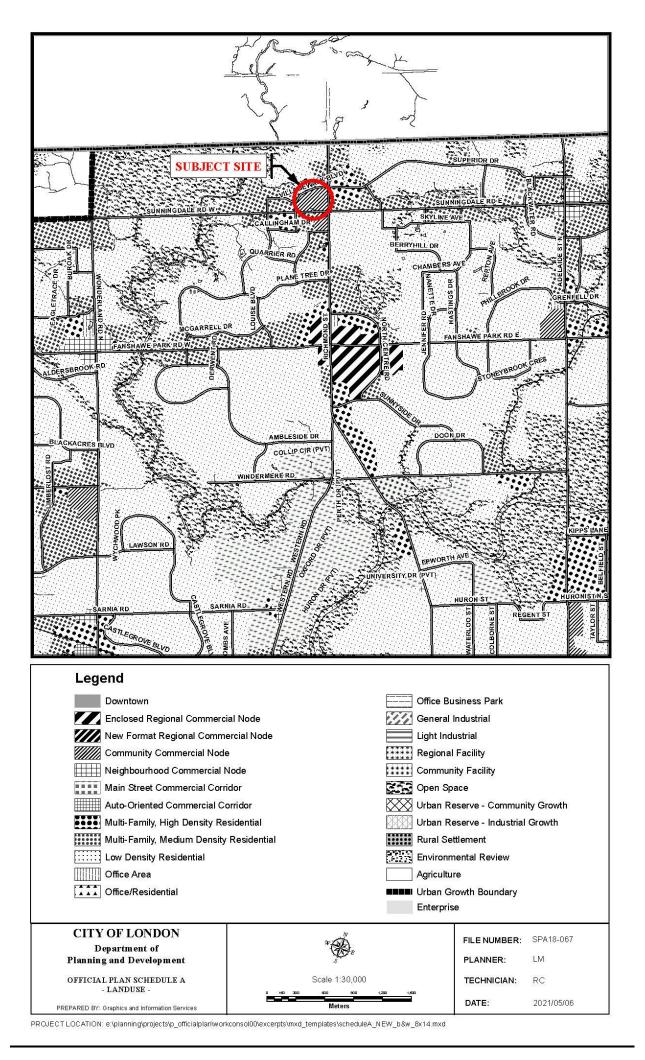
No replies received.

**Nature of Liaison: 135 Villagewalk Blvd – SPA18-067** – Consideration of a site plan to permit two commercial pads in the southeast corner of the subject property in addition to access with the remainder of the site to subject to a future application. The zoning includes 2 holding provisions: to require a public site plan meeting before the Planning and Environment Committee; and, to ensure that new development is designed and approved consistent with the policies of the Sunningdale North Area Plan and the "Upper Richmond Village-Urban Design Guidelines". File: SPA18-067 Planner: L. Maitland Imaitlan@Iondon.ca (ext.1517) (City hall)

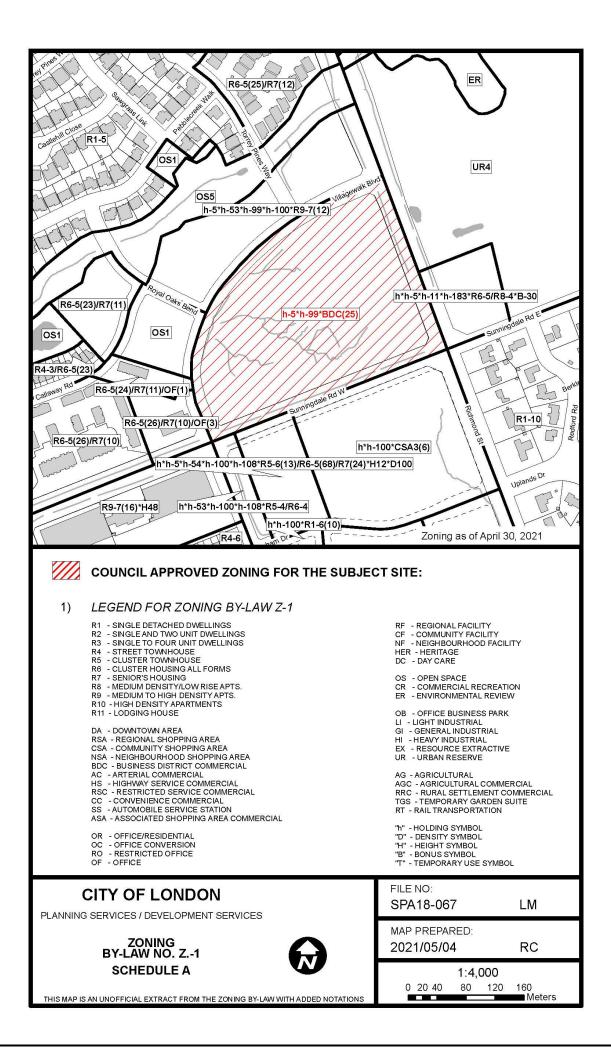
## Appendix C – The London Plan, Official Plan Map and Zoning excerpts

#### The London Plan





#### Zoning Excerpt



## Appendix D – Urban Design Peer Review Panel Memo and Response

#### UDPRP Memo

(Italics added by staff to highlight those comments relating specifically to the portion of the site currently under review.)

To: Proponents

- Philip Agar, Architect, Philip Agar Architect
- Carlos Ramirez, Project Manager, York Developments
- Barry Murphy, Landscape Architect, Ron Koudys Landscape Architects

City of London Personnel

- Jerzy Smolarek, Urban Designer
- Amanda Lockwood, Site Development Planner

From: Urban Design Peer Review Panel (UDPRP)

- Steven Cooper Matter Architectural Studio Inc., Architect (absent)
- Jordan Kemp Bousfields Inc., Urban Designer (absent)
- John Nicholson Nicholson Sheffield Architects Inc., Architect
- Janine Oosterveld City of Kitchener, Urban Designer
- Heather Price GSP Group, Urban Designer
- McMichael Ruth architects Tillmann Ruth Robinson, Architect

RE: Site Plan Consultation: 135 Villagewalk Boulevard

#### Presentation & Review, April 18, 2018

The Panel provides the following feedback on the submission to be addressed through the continued design development of the site plan:

- The Panel is of the opinion that the design does not support the main street vision for Villagewalk Boulevard per the Upper Richmond Design Guidelines and the Main Street Place Type policies of the London Plan as detailed in the comments below.
- The intent of the design vision for Villagewalk Boulevard is for buildings to be street-oriented with a main street feel. While the Panel acknowledges the siting of the buildings along Villagewalk, the design vision for Villagewalk is not satisfied by placement alone. The intent is to provide active building frontage with front-facing facades, including pedestrian-oriented building entrances and transparent glazing. Therefore, buildings along this frontage should be redesigned to include a significant amount of vision glass, doors, patios, and a street-facing retail orientation. The street design with on-street parking supports the execution of this design intent.
- Buildings along Villagewalk Boulevard should have a 2-storey design as required by the zoning bylaw.
- The Panel supports the 4-storey office building massing and placement at the entrance to Villagewalk Boulevard from Sunningdale Road to frame the intersection and create the streetwall entry into the neighbourhood. Consideration should be given to relating the architectural language of this building to those being proposed around the site and adjacent to it.
- The Panel has significant concerns with the placement and design of Building 1 with blank walls facing both Richmond Street and Villagewalk Boulevard. The building design and placement should address the significance of this location as a gateway through prominent architectural features, transparent glazing, and other design elements.
- Buildings should have active frontage along Sunningdale Road and Richmond Street. Parking should not be located between the building and street. Where parking is not screened by buildings, substantial landscaping should be incorporated.

- Greater massing should be placed at the corner of Richmond Street and Sunningdale Road to address this major intersection.
- Architecturally, the project would benefit from being considered as a campus that includes design elements that relate among all buildings. The design as presented appears disparate among buildings/building types.
- More information about landscape design is requested with a resubmission to the Panel, particularly as it relates to pedestrian areas and features.
- The north/south pedestrian connection should be redesigned to consider the pedestrian experience. It should not lead pedestrians between the major loading areas on site. The terminus views should also be considered in the layout.
- Consideration should be given to the design of loading to potentially consolidate between street-facing buildings and internal buildings.
- Encourage only providing minimum parking to allow more flexibility on site to redesign and support pedestrians and active transportation.

#### Concluding comments:

This UDPRP review is based on City planning and urban design policy, the submitted brief, and noted presentation. The Panel has significant concerns with the proposed site plan concept and is of the opinion that it is not in keeping with the policy framework and design guidelines for this area. The Panel recommends that the site plan be redesigned based on the comments above and resubmitted for UDPRP review prior to formal site plan submission.

Sincerely on behalf of the UDPRP,

Janine Oosterveld, MCIP RPP (UDPRP Chair)

## **UDPRP Applicant Response**

(The following selection is the portion of the applicant's response to those comments italicized above.)

6. Buildings should have active frontage along Sunningdale Road West and Richmond Street. Parking should not be located between the building and street. Where parking is not screened by buildings, substantial landscaping should be incorporated.

Not incorporated. Current Imperial Oil easement is a major constraint for site development. Landscaping requirements are being met with the current design and it is not feasible to replace parking stalls with landscaping. This would render the development unfeasible.

Nevertheless, the applicant has implemented the following strategies to allow for an enhanced street front configuration:

- Patios are incorporated facing Sunningdale Road West at Buildings 11, 12 and 14.
- Low landscape walls are shown at the edge of the property to buffer parking areas.
- Stone piers have been incorporated to mark all pedestrian connections.
- Enhanced landscaping has been provided.

# 7. Greater massing should be placed at the corner of Richmond Street and Sunningdale Road to address this major intersection.

Not incorporated. Site plan design provides adequate massing at intersection and incorporates landscaping enhancements to accentuate the corner element.

9. More information about landscape design is requested with a resubmission to the Panel, particularly as it relates to pedestrian areas and features.

Landscape detailed design is provided with this application.

10. The north/south pedestrian connection should be redesigned to consider the pedestrian experience. It should not lead pedestrians between the major loading areas on site. The terminus views should also be considered in the layout.

Refer to revised design. Landscape design has been revised to minimize the impact of loading areas (if any).

12. Encourage only providing minimum parking to allow more flexibility on site to redesign and support pedestrians and active transportation.

The applicant believes that the design of the proposed development supports pedestrian circulation throughout the site. Terminus points as well as destination points have been created throughout the site.