



**STRIK
BALDINELLI
MONIZ**

PLANNING • CIVIL • STRUCTURAL • MECHANICAL • ELECTRICAL

PLANNING JUSTIFICATION REPORT

551-555 WATERLOO STREET, LONDON

**PROPOSED ZONING BYLAW AMENDMENT TO PERMIT THE
CONSTRUCTION OF A REAR-ADDITION to accommodate TWO
ADDITIONAL LOW-RISE APARTMENT DWELLINGS for a total of
10 DWELLING UNITS IN THE CONVERTED RESIDENCES**

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SBM-20-3509



Attn: Michael Tomazincic
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2 February 2021
SBM-20-3509

RE: Planning Justification Report – 551-555 Waterloo Street, London

Dear Mr. Tomazincic,

Strik, Baldinelli, Moniz Ltd. has been retained by David Russell to coordinate the preparation and submission of a Zoning By-law Amendment (ZBA) application for the property municipally addressed 551 – 555 Waterloo Street, generally located south of Wolfe Street and west of Waterloo Street, in Central London.

This report provides an introduction and policy review of the proposed development and the applicable relevant provincial and municipal policies. The application is being brought forward with a Site Plan Application to construct a 3-storey residential addition to the rear of two existing buildings.

Respectfully submitted,

Strik, Baldinelli, Moniz Ltd.

Planning • Civil • Structural • Mechanical • Electrical



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BIBLIOGRAPHY

Provincial Policy Statement, 2020

The London Plan

City of London 1989 Official Plan

West Woodfield Heritage Conservation District Plan

City of London Zoning By-Law Z.1

1 INTRODUCTION

The purpose of the following land use Planning Justification Report is to evaluate a proposed Zoning By-Law Amendment (ZBA) application for the lands at 551-555 Waterloo Street within the context of existing land use policies and regulations, including the Provincial Policy Statement, the City of London Official Plan, The London Plan, West Woodfield Heritage Conservation District Plan, and the City of London Zoning By-law.



Figure 1 Subject Lands

2 SITE DESCRIPTION

The subject lands are centrally located within the City of London, generally located northeast of the Downtown, south of the south-western corner of Wolfe Street and Waterloo Street (**Figure 1**). The subject lands are comprised of one parcel of land of known municipally as 551-555 Waterloo Street and

is approximately 0.14 ha (0.35 ac) in area and has approximately 30.5 (100 ft) of frontage along Waterloo Street. Waterloo Street is a 3-lane Secondary Collector road.

There are two existing brick buildings located on the subject lands that are attached by a second story connection, linking the two buildings. Presently, the buildings contain eight (8) apartment dwellings including two office conversions. At-grade parking is located at the rear of the two buildings and accessed by a public lane to the south of the site.



Figure 2 Subject lands facing west from Waterloo Street (Google Streetview)



Figure 3 Oblique view of subject lands looking west (Google Streetview)

3 SURROUNDING LAND USES

The subject lands are immediately surrounded low and medium density residential uses with ground office conversions providing a mix of intensity and uses. Lands adjacent to the subject property along Waterloo Street are comprised a three-storey apartment building to the south and a 3-storey single detached dwelling that has been converted to a medical/dentist office to the north.

The subject site is well served with multiple bus facilities and routes within a short walking distance. Public open space (Victoria Park) is located further west of the site, approximately 200 m to the west as the crow flies (**Figure 4**).

In the broader context, the site is located in the Woodfield Neighbourhood (heritage district) and is also considered a near-campus Neighbourhood. “Downtown” is located southwest of the site with higher and more intense land uses. The subject lands are located within a transitional area between the busy Downtown and the less intense low density residential Woodfield community.



Figure 4 Subject Lands and Surrounding Area

4 PLANNING POLICY CONTEXT

4.1 City of London Official Plan

The subject lands are designated “Low Density Residential (LDR)” as per Schedule A – Land Use of the City of London Official Plan (**Figure 5**) and located on Waterloo Street, which is designated as a Secondary Collector as per Schedule “C”, which is able to accommodate higher volumes of traffic in the Central Area location. The subject site is also within the West Woodfield Cultural Heritage District (WWCHD) and considered a very desirable inner city community within which to reside.

The LDR designation permits a range of land uses, particularly in the Central Area, which is offered flexibility such as office conversion uses and more intensive residential densities given proximity to the Downtown and the need for transitional uses to more sensitive LDR uses (Policy 3.2.2 & 3.2.3).

The subject site is located within the Woodfield Neighbourhood that encourages appropriate “Residential Intensification” where it is compatible with the character, scale and intensity of the surrounding area (Policy 3.5.4). The Near Campus Neighbourhood policies of the OP also apply to the subject site, which also encourages the appropriate Residential Intensification (Policy 3.5.19).

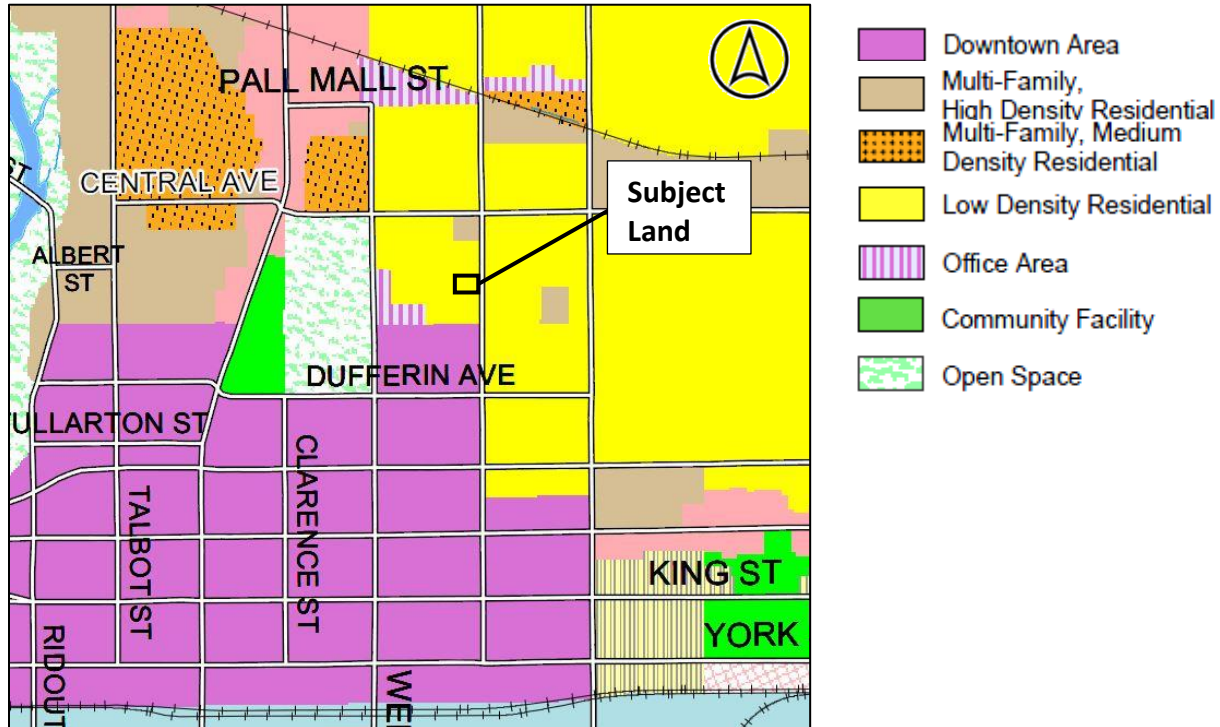


Figure 5 City of London Official Plan, Schedule A, Land Use

4.2 The London Plan

Although the London Plan is currently under appeal before the Ontario Municipal Board, development proposals are to have regard for the future policies. The London Plan identifies the subject lands as being within the “Neighbourhoods” place type and fronting onto a “Neighbourhood Connector” (**Figure 6**).

Table 10 of the London Plan lists the permitted uses for sites within Central London and designated as “Neighbourhoods” place types with frontage onto a “Neighbourhood Connector”, including Low-Rise Apartments.

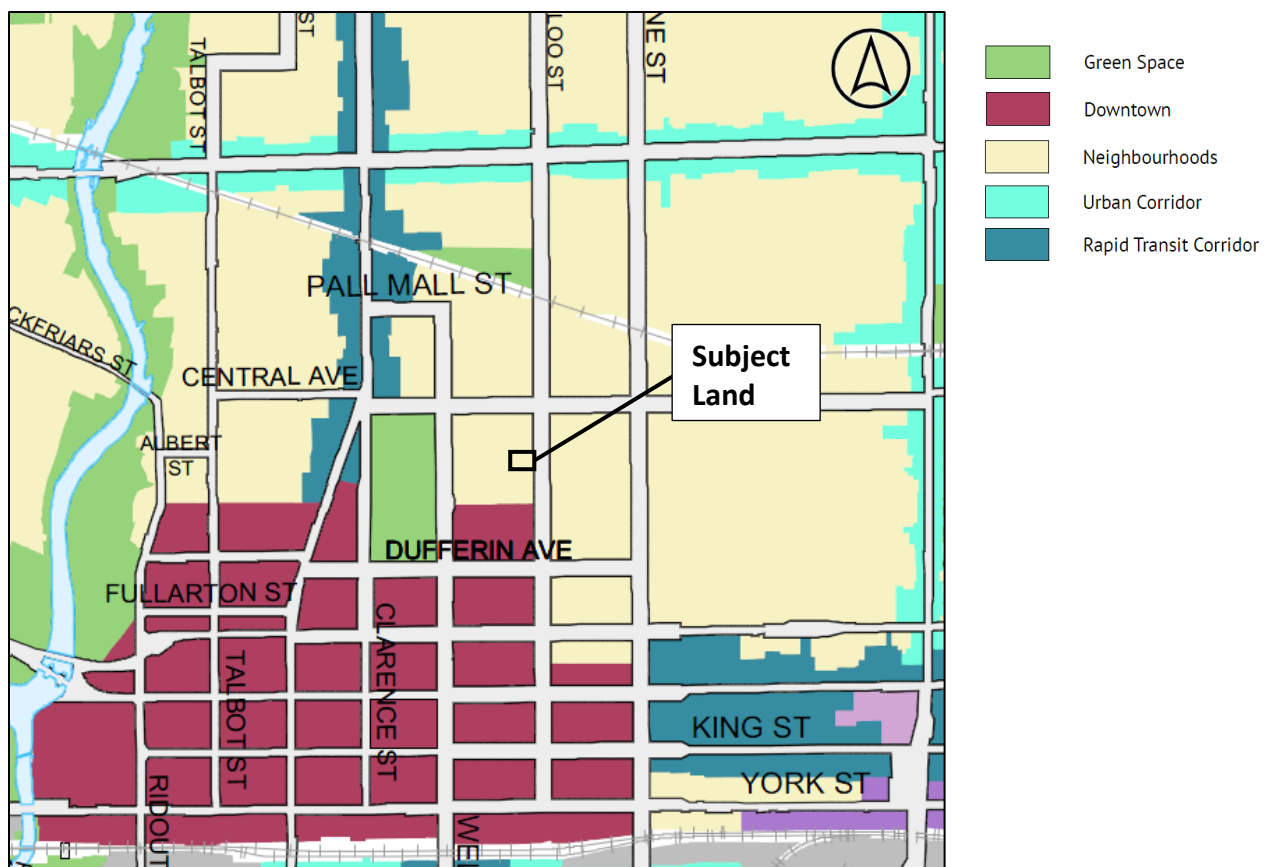


Figure 6 The London Plan, Map 1, Place Types

4.3 West Woodfield Heritage Conservation District Plan

The site is located within the West Woodfield Neighbourhood that is designated as a Heritage Conservation District. The Plan encourages the retention of heritage buildings and their attributes and provides guidance on redevelopment and intensification projects, encouraging development that is sympathetic to the District’s overall character and streetscape and preferring additions to the rear of existing heritage buildings.

Major renovations, such as building conversions and building additions, within the Woodfield Neighbourhood are to be carefully considered through Site Plan Control (section 5.4) and architecturally sympathetic in design to the original architecture of the existing building as well as the adjacent properties (Chapter 8).



Figure 7 West Woodfield Heritage Conservation District Plan Boundary

4.4 City of London Zoning By-Law

The subject lands are zoned “Residential” (R3-2(6)) and “Office Conversion” (OC4) within the City of London Zoning By-Law (**Figure 8**). A Temporary Zone (T-73) has been placed on the Site and has since lapsed, expiring after seven (7) months beginning May 31, 2016.

The OC4 Zone permits the “Offices” land use in existing buildings where *“the Official Plan policies require that a residential component be maintained in the structure by requiring the retention of at least one*

dwelling unit in the existing residential building.” There are two “Offices” located within the two existing buildings, approximately 32 m² and 29 m² in area, with at-grade access fronting onto Waterloo Street.

The R3-2 zone provides for and regulates a range of residential uses including single and semi-detached dwellings, triplex, and fourplex dwellings. The R3 Zone is generally utilized for low density inner-City, small lot developments, which would have been appropriate for the subject site when it consisted of two single detached dwellings on separate lots and may not longer be appropriate for the larger consolidated lot and the converted multi-family apartment building.

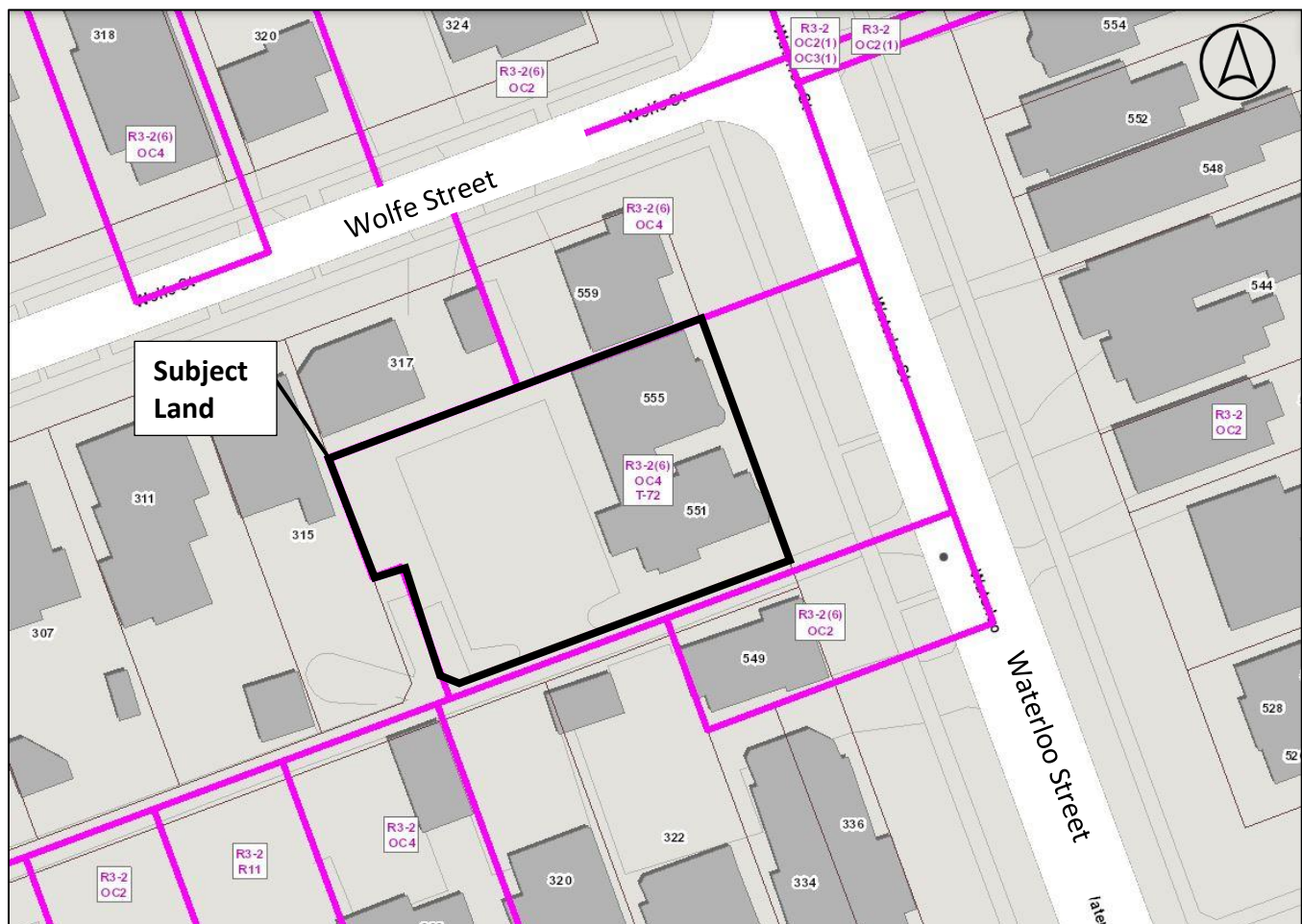


Figure 8 City of London Zoning By-Law Z.1 (CityMap)

5 DEVELOPMENT CONCEPT

The Russell development proposal comprises a three 3- storey addition at the rear of the two existing residential buildings on the large combined property, to create two new residential dwelling units. The building addition would be located on the west side (behind) the existing buildings, not well seen from view from Waterloo Street (refer to **Appendix B**).

There would be a minor increase in residential units from 8 to 10 units in total, at a net residential density of 72 units per hectare (UPH). The unit breakdown within the building would consist of one 1-bedroom units, 4 2-bedroom units, and five 3-bedroom units, providing a variety of dwelling sizes.

A total of 16 at-grade parking spaces would be located to the rear of the site and accessed by a public lane along the south side accessing from Waterloo Street. Additional landscaping and trees would be located along the rear and side yards, abutting existing residential lots, to provide visual screening, privacy and security from resident/visitor parking. There would be several pedestrian entrances to the building provided from the rear parking lot as well as from Waterloo Street.

The proposed addition would also provide private amenity space for the two new units via balcony space. The site also benefits from its central location and proximity to Victoria Park that is one block to the west, providing ample public open space in a highly walkable Neighbourhood with sidewalks on both sides of all streets.

Figure 9 and **Figure 10** demonstrate perspectives prepared by A+Link Architecture (A+Link) illustrating the pedestrian views from the front on Waterloo Street and from the rear on the public lane. The building addition expresses a similar architectural style and complementary building materials used to embrace the existing building and existing character of the street. See **Appendix C** Architectural Renderings – A+Link for additional renderings.

6 PROPOSED APPLICATION

The development proposal outlined above requires an amendment to the City of London Zoning By-Law. It is proposed that the zoning of the subject lands be changed from **“Residential (R3-2(6))” Zone** to **“Residential (R8-4(*))” Zone**. Based on the proposed 3-storey buildings with 10 residential units and a density of 72 UPH, the R8-4 zone is appropriate. In order for the existing front and side yard setbacks to conform to the R8-4 Zone, the following site-specific provisions are requested:

- Minimum Side Yard (North) Setback: 0.5 m
- Minimum Side Yard (South) Setback: 4.0 m
- Minimum Front Yard Setback: 0 m
- Maximum Building Height: 10 m
- Maximum Floor Area: 1,600 m²
- Minimum Vehicle Marking: 16 spaces



Figure 9 Massing model of existing front building facades—view from east (A+Link)



Figure 10 Massing model of proposed rear addition—view from west (A+Link)



Figure 11 Massing model of proposed rear addition (A+Link)



Figure 12 View from rear yard of neighbouring property (317 Wolfe Street) looking at subject site (A+Link)

7 SUPPORTING STUDIES

7.1 Heritage Impact Assessment

The potential heritage impact of the proposed rear building addition has been assessed for its impacts against the London Plan and West Woodfield Heritage Conservation District (HCD) Plan Policies and

Guidelines and the mitigating approaches analysed as per the Provincial Policy Statement (PPS). The full Heritage Impact Assessment is found in **Appendix E**.

Building location, height, density, and massing of proposed development provide the highest levels of impact on cultural heritage assets. The proposal retains the existing structures and reinforces the architectural merit of the existing B-Rated property as part of the streetscape within the context of the West Woodfield HCD.

The addition is located to the rear of the building, with the proposed height, massing and form similar to that of the original buildings, including the use of gable-pitched rooflines that reflect the adjacent buildings. The proposed design integrates the existing buildings with a contemporary addition that is both subordinate to and discernible from the original buildings.

The existing pedway connecting the two residences at the second storey between the south elevation will be replaced with a more sensitive glass linkage at all stories to allow for the integration of the new units on all levels and the rear access to the parking from each unit via the exit stair.

In conclusion, the addition does not negatively affect the views, vistas or other heritage elements of nearby and adjacent properties, specifically adjacent properties at 549 and 559 Waterloo Street based on the assessment of the addition. The rear addition is sensitive to historical architectural detailing and massing and pays homage to the existing conditions of the site.

8 PLANNING POLICY FRAMEWORK

8.1 Provincial Policy Statement (PPS)

The Provincial Policy Statement (PPS), issued under the authority of Section 3 of the Planning Act “provides policy direction on matters of provincial interest related to land use planning” in order to ensure efficient, cost-efficient development and the protection of resources. The proposed development is consistent with the PPS and more specifically supports the following policies:

- The subject lands are located within a built-up, mixed-use area and are proposed to be connected to municipal services (Sections 1.1.3.1 and 1.1.3.2) and, as such, the proposed development promotes cost-effective development to minimize land consumption and servicing by utilizing existing facilities (Sections 1.1.1.e and 1.6.6.2).
- The proposed development is considered intensification under the PPS, which makes efficient use of land and existing services and will not create adverse impacts on surrounding uses (Sections 1.1.3.3 and 1.1.3.4);

- The proposed development makes efficient use of land in an existing built-up area which can support additional residential density (Section 1.1.3.6);
- The proposed development provides an appropriate residential intensification that supports the range of housing options in the form of 1,2, and 3 bedroom units, meeting the housing needs in the Central Area of London in an well suited for increased density (Sections 1.4.1 and 1.4.3).
- The use of existing municipal infrastructure and services (sewage, water and stormwater) are being optimized through the an appropriate intensification in the Central Area of London (Section 1.6.6)
- A land use pattern, density and mix of uses is proposed that minimizes the length and number of vehicle trips and supports the current and future use of transit and active modes of transportation (Section 1.6.7.4)
- The proposed development will have no impacts on adjacent and proximate properties designated under the Ontario Heritage Act, as demonstrated in a Heritage Impact Statement (Sections 2.6.1, 2.6.3).

Based on the above, the proposed Zoning By-Law Amendment is consistent with the policies of the 2020 Provincial Policy Statement.

8.2 The London Plan

The City of London policies and schedules of the new Official Plan are currently under appeal to the Local Planning Appeal Tribunal (formerly Ontario Municipal Board) and are not fully in effect. Notwithstanding, the following discussion describes how the proposal aligns with the policy direction and development provisions of The London Plan as approved by the Ministry of Municipal Affairs.

The subject lands are designated within the “Neighbourhoods Place Type” in Map 1 and located on Waterloo Street, which is classified as a “Neighbourhood Connector” Map 3. Table 10 lists the permitted uses for lots fronting onto Neighbourhood Connectors in the Central London, including low-rise apartments up to 4-storeys in height, identified in Table 11.

Policies 79 – 81 encourage residential intensification, including redevelopment of vacant or underutilized sites, particularly within Central London with an intensification target of 45% of new residential dwellings.

Policies of the London Plan regarding development within the Woodfield Neighbourhood (Policies 1033-1038) and Near Campus Neighbourhoods (Policies 962-970) are discussed in the following Section 8.3 1989 City of London Official Plan.

In the opinion of the writer, the proposed development conforms with the policies of the London Plan.

8.3 1989 City of London Official Plan

The 1989 City of London Official Plan (OP) provides high level land use policies which apply to all lands within the City of London. All development applications within the City of London are required to be in conformity with the policies and objectives of the OP.

The lands are designated Low Density Residential (LDR) in the Official Plan – Schedule A – Land Use. Accordingly, the proposed development comprises a small scale residential development. The proposed small scale (10-unit) multi-family building is able to satisfy Official Plan general objectives for the LDR residential designation (section 3.1.1), as follows:

- Contributes to providing for a supply of residential land;
- Supports the provision a variety of dwelling choice;
- Directs infill residential development in an appropriate area;
- Minimizes the potential for land use compatibility problems;
- Enhances the quality of the residential environment;
- Promotes residential development that makes efficient use of land and services.

Policies for Residential Intensification

Section 3.2.3 sets out the land use policies for Residential Intensification under the Low Density Residential designation, as defined as *“the conversion or expansion of existing residential buildings to create new residential units or accommodations”*. Residential Infill development is encouraged through Section 3.2.3.2 which permits low rise apartments with a density of up to 75 UPH within the Low Density Residential designation.

Section 3.2.3.7 requires the availability and adequacy of municipal infrastructure to support Residential Intensification, including:

- Supply of off-street parking – the site provides 16 off-street parking stalls for the 10 residential units and 2 businesses.
- Outdoor recreation opportunities – The site is located one block east of Victoria Park, providing a large public amenity space in walking distance.
- Traffic impacts – the proposed increase of 2 units in the Central Area is minimal in nature and will not cause adverse impacts to nearby accesses/intersections.
- Full municipal service – the development will optimize full municipal services already provided to the site. Extension or expansion of municipal services would not be required.

The proposed development satisfies these 4 criteria.

Policies for the Woodfield Neighbourhood

The Woodfield Neighbourhood Specific Residential Area is defined in Section 3.5.4 and provides that, *“infill and intensification where such development is clearly compatible with the character, scale and intensity of the low density residential Neighbourhood in this area. Area-specific zoning regulations such as, but not limited to, maximum floor area ratio, maximum dwelling size and on-site parking limitations may be applied to ensure that future development meets this objective.”*

The proposed development would be sensitive to the characteristics of the adjacent properties and will retain their heritage values, attributes and integrity. The proposed building addition will not be visible at the front of the building and will not alter, isolate or obstruct heritage attributes of the existing buildings. The existing built form, façade, front setback, massing, and architectural elements that contribute to the heritage character of the streetscape and adjacent heritage properties will be conserved. The rear yard is used for parking at present.

In this regard, the proposed infill project maintains a compatible streetscape that is sympathetic to the character, scale and intensity of the surrounding residential Neighbourhood. Further, site-specific zoning regulations are requested to ensure that a desirable development is achieved.

Policies for Near Campus Neighbourhoods

The following criteria are used to evaluate appropriate intensification in Near Campus Neighbourhoods that are not comprised of one or more of the following (Policy 3.5.19.5):

- i. *Developments within low density residential Neighbourhoods that have already absorbed significant amounts of Residential Intensification and/or Residential Intensity and are experiencing cumulative impacts that undermine the vision for Near-Campus Neighbourhoods;*
- ii. *Developments proposed along streetscapes and within Neighbourhoods that are becoming unsustainable due to a lack of balance in the mix of short- and long-term residents;*
- iii. *Residential Intensity that is too great for the structure type that is proposed;*
- iv. *Inadequately sized lots that do not reasonably accommodate the density and intensity of the proposed use;*
- v. *Proposed lots and buildings requiring multiple variances that, cumulatively, are not in keeping with the spirit and intent of the zoning that has been applied;*
- vi. *A lack of on-site amenity area;*
- vii. *Inadequate parking areas to accommodate expected level of Residential Intensity;*
- viii. *Excessive proportions of the site devoted to parking areas and driveways;*
- ix. *Built forms or building additions which are not consistent in scale and character with the Neighbourhood, streetscape and surrounding buildings;*

- x. *Developments which continue an ad-hoc and incremental trend towards Residential Intensification within a given street, block, or Neighbourhood, rather than a proactive, coordinated, and planned approach toward Residential Intensification.*

The site is located in the Central Area, in close proximity to the Downtown, that is designed to accommodate higher traffic volumes and residential density. The proposed development is a minor increase of intensity, adding 2 additional units to an existing 8 unit multi-family building that is served by transit, public parks, and other amenities within walking distance. The proposed site utilizes the two existing single detached homes and will construct a rear addition of 160 m² in area, or 11% of the site area.

The addition is contained within the rear of the existing building and is complimentary to height, scale, materials, and architectural style of neighbouring buildings, representing a minor increase of intensity that is appropriate for the site and in keeping with the surrounding character. The proposed development conforms to the goals of Near Campus Neighbourhoods policies under 3.5.19.

In general, the following elements allow for the proposed built form to be compatible with the existing streetscape of the surrounding Neighbourhood:

- **Front Façade** - The proposed development would construct an addition to the rear of the existing buildings at 551 – 555 Waterloo Street, maintaining the façades of the two 3-storey single detached homes that reflect the rhythm and original character of surrounding dwellings and provide front patios and direct street-oriented entrances to the street to foster pedestrian activity levels similar to surrounding development patterns.
- **Roofline** - The proposed building addition is designed to incorporate a similar roof pitch and peak at the rear of the building, similar to the established roof style of the existing buildings and does not extend above the existing roofline, maintaining a comfortable human-scale on Waterloo Street.
- **Materials** - The rear façade design, while being distinct from the predominant heritage architecture, utilizes complimentary materials, colours and architectural elements found within the Neighbourhood in a manner which is sensitive to the heritage character of the area but is representative of its time.
- **Building Height** - The proposed 3-storey building is situated adjacent to a 3-storey apartment building to the south and a 2.5 storey single detached home to the north. The existing building and proposed addition provides an effective transition between the adjacent buildings, maintaining a pleasant and uninterrupted streetscape.

The proposed Zoning By-Law Amendment to permit the building addition would comply with the 1989 City of London Official Plan policies noted above.

8.4 West Woodfield Heritage Conservation District Plan

The West Woodfield Heritage Conservation District Plan (WWHCDP) provides more specific guidelines than the policies of the Official Plan and reflects the City's intent for the Woodfield Heritage Conservation District to redevelop in a specific manner, with particular emphasis on high-quality infill that reflects and enhances the overall community. The relevant goals of the WWHCDP include:

- *Recognize, protect, enhance and appreciate West Woodfield's cultural heritage resources, including buildings, landscapes and historical connections, and value their contribution to the community*
- *Avoid the destruction and/or inappropriate alteration of the existing building stock, materials and details*
- *Maintain and enhance the visual, contextual and pedestrian oriented character of West Woodfield's streetscape and public realm*
- *Maintain the low-density residential character of the West Woodfield Heritage Conservation District as the predominant land use, while recognizing that certain areas of the District already have or are intended for a wider range of uses*

Consistent with the policies of Section 4.2.1. Alterations & Additions, the proposed development maintains the original building facades fronting onto Waterloo Street, thereby preserving the architectural character, with an addition to the rear of two buildings that maintain the sense of two single detached dwellings from Waterloo Street. As such, the proposed development is sensitive to the vision and objectives of the Plan.

The vision for the Woodfield community is centered on preserving the historic and single detached residential character of the Neighbourhood; the of the existing buildings would be maintained. For additional information, refer to **Appendix E** Heritage Impact Assessment (HIA) – A+Link submitted under separate cover.

9 CITY OF LONDON ZONING BY-LAW

A Residential (R3-2(6)) Zone is applied to the site that permits a maximum floor area ratio of 50% with a maximum floor area of 440 m². The proposed addition increases the floor area ratio to 114% with a floor area of 1,558 m²; therefore, a Zoning By-law Amendment to re-zone the subject lands to a site specific "Residential (R8-4(*)) Zone is requested to permit the proposed redevelopment with the following site-specific provisions:

- Minimum Side Yard (North) Setback: 0.5 m;

- Minimum Side Yard (South) Setback: 4.0 m;
- Minimum Front Yard Setback: 0 m
- Maximum Building Height: 10 m
- Maximum Floor Area: 1,600 m²
- Minimum Vehicle Marking: 16 spaces

The R8-4 Zone is generally applied to multi-family, medium density residential sites with areas larger than 1,000 m² and permits a residential density of 75 UPH. Consistent with the Official Plan, higher forms of infill development is appropriate within low density residential designated sites in Central London, as long as it is appropriate and sympathetic to the streetscape and surrounding context.

The intent of the special provisions are to ensure that the existing building and parking are in conformity with the R8-4 zone and to ensure that an appropriate infill development does not over intensify, so as to limit its built form and be sympathetic to the surrounding heritage district/buildings.

10 REQUIREMENTS FROM PRE-APPLICATION CONSULTATION

Appendix A contains the Record of Pre-application Consultation. Subsequent to its preparation, City discussions have determined that a TREE PRESERVATION STUDY is not required and that the Archaeological Assessment Stage 1 – 2 on the entire property can be deferred until the Spring when field excavation is possible. Two emails about these respective matters are contained in **Appendix A** as well.

11 CLOSING

Given the above, the proposed Zoning By-Law Amendment to create 2 additional units, 10 units total, by constructing a 3-storey building addition at the rear of two culturally significant buildings is consistent with the 2020 PPS, maintains the intent of the Official Plan/London Plan, conforms to the guidelines of the West Woodfield Heritage District Plan, and represents good planning for the following reasons:

- The proposal is consistent with the policies of the Provincial Policy Statement, 2020, which promotes healthy, liveable and safe communities by accommodating an appropriate intensification of residential uses;
- The proposal is consistent with the City of London Official Plan and The London Plan relating to the policies and objectives for Low Density Residential and Neighbourhoods Place Type, respectively, for lands within Central London including policies for the Woodfield Neighbourhood and Near-Campus Neighbourhoods;
- The proposed Zoning By-Law Amendment to allow for the redevelopment of the subject lands will result in an efficient and aesthetically pleasing use of land;
- the proposed development is of a height, scale and intensity which is consistent with the criteria for infill development within the Low Density Residential designation in Central London;

- The proposal seeks to retain two buildings which have been identified as having significant heritage value and is listed on the City's Inventory of Heritage Resources;
- Based on a review of the existing and proposed built form, massing and architectural treatments, it has been demonstrated that the proposed development is sensitive to its heritage context and compatible with the West Woodfield Heritage Conservation District;
- The proposed site-specific provisions sought through the Zoning By-Law Amendment are appropriate for the subject lands and will result in a use and built form that will complement and enhance adjacent and surrounding land uses both now and in the future; and
- The recommended use represents sound land use planning as it allows for an appropriate Residential Intensification of a municipally serviced parcel, well served by public transit, in walking distance of large public open space and the Downtown core.

For the reasons noted above, and throughout this report, the proposed Zoning By-Law Amendment is consistent with the intent and policies of the PPS, Official Plan, and the London Plan; is consistent with the long-term vision for the Woodfield Neighbourhood; is a desirable form of infill development for the subject lands; and represents good planning practice.

Strik, Baldinelli, Moniz Ltd.

Planner • Civil • Structural • Mechanical • Electrical



Laverne Kirkness, BES, RPP, MCIP
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Nick Dyjach, CPT
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