

# Planning and Design Report

2419361 Ontario Inc.

934 Oxford Street West  
City of London



April 19, 2024



**Zelinka Priamo Ltd.**  
LAND USE PLANNERS

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## 1.0 INTRODUCTION AND SUMMARY

Zelinka Priamo Ltd., on behalf of 2419361 Ontario Inc., has submitted an application to the City of London to amend its Zoning By-Law to permit the redevelopment and intensification of the lands known municipally as 934 Oxford Street West (hereinafter referred to as the “subject lands”) for a 3-storey, 8-unit apartment building.

The purpose of this Planning and Design Report is to provide design details and evaluate the proposed Zoning By-Law Amendment application within the context of existing land use policies and regulations, including the Provincial Policy Statement (2020), The London Plan (City of London Official Plan, 2016), and the City of London Zoning By-law Z.-1.

This report concludes that the proposed Zoning By-Law Amendment application to permit the proposed development is appropriate and desirable for the following reasons:

- The proposed Zoning By-Law Amendment is generally consistent with the policies of the 2020 Provincial Policy Statement;
- The proposed Zoning By-Law Amendment generally maintains the purpose and intent of The London Plan, and fulfills the planned function of the “*Neighbourhoods*” Place Type;
- The proposed Zoning By-Law Amendment will make efficient use of underutilized lands within an established, built-up area of the city; and,
- The proposed development provides a well-functioning site design and built form that is generally compatible with, and complementary to, the surrounding land uses.

Zelinka Priamo Ltd. submitted a Zoning By-law Amendment application on behalf of our client, the land owner of the “subject lands”, in November, 2023 to permit a 3.5-storey, 8-unit residential development. Through initial discussions with City staff, it was clear that they would not support approval of the application in that form. As a result of those discussions, revisions to the development plan were made which addressed City staff concerns, and for which they indicated general support.

Due to the timelines imposed by the Province last year which require a Council decision 90-days from the date an application is submitted, City staff had insufficient time to recirculate the revised proposal. The 3.5-storey, 8-unit proposal was ultimately refused, with a condition being that a subsequent Zoning By-law Amendment application could be submitted with no additional application fees which reflected the revisions mutually agreed-upon by City staff and the applicant.

The current development proposal reduces the building height from 3.5-storeys to 3-storeys, reorients the building to address the Oxford Street West frontage, and provides appropriate interior side yard setbacks to accommodate separation space and buffering with landscaping and/or fencing.

## 2.0 SUBJECT LANDS

The subject lands are located on the south side of Oxford Street West, between Juniper Street and Freele Street (Figure 1). The subject lands have a lot area of approximately 1,044m<sup>2</sup> (11,237ft<sup>2</sup>); a lot frontage of approximately 22.8m (75ft) along Oxford Street West; and, a lot depth of approximately 46m (151ft). The subject lands abut low-density residential uses in the form of single detached dwellings, to the east, south, and west; and, abut Oxford Street West to the north. Low-density residential uses are located opposite the subject lands, on the north side of Oxford Street West.

Figure 1 – Subject lands



The subject lands are currently occupied by a single detached dwelling. The dwelling is set well-back from the street with parking located in the front yard (Figure 2). A single-storey shed abuts the westerly property line, located to the rear of the single detached dwelling. The remainder of the rear yard is vacant and covered by grass, with trees abutting portions of the property's perimeter.

**Figure 2 – Subject lands, looking south from Oxford Street West right-of-way**



Vehicular access to the subject lands is provided by an asphalt driveway from Oxford Street West. A public pedestrian sidewalk and multi-use pathway is located within the Oxford Street West right-of-way, between the subject lands and vehicular lanes (Figure 3).

**Figure 3 – Subject lands and southerly portion of Oxford Street West right-of-way**

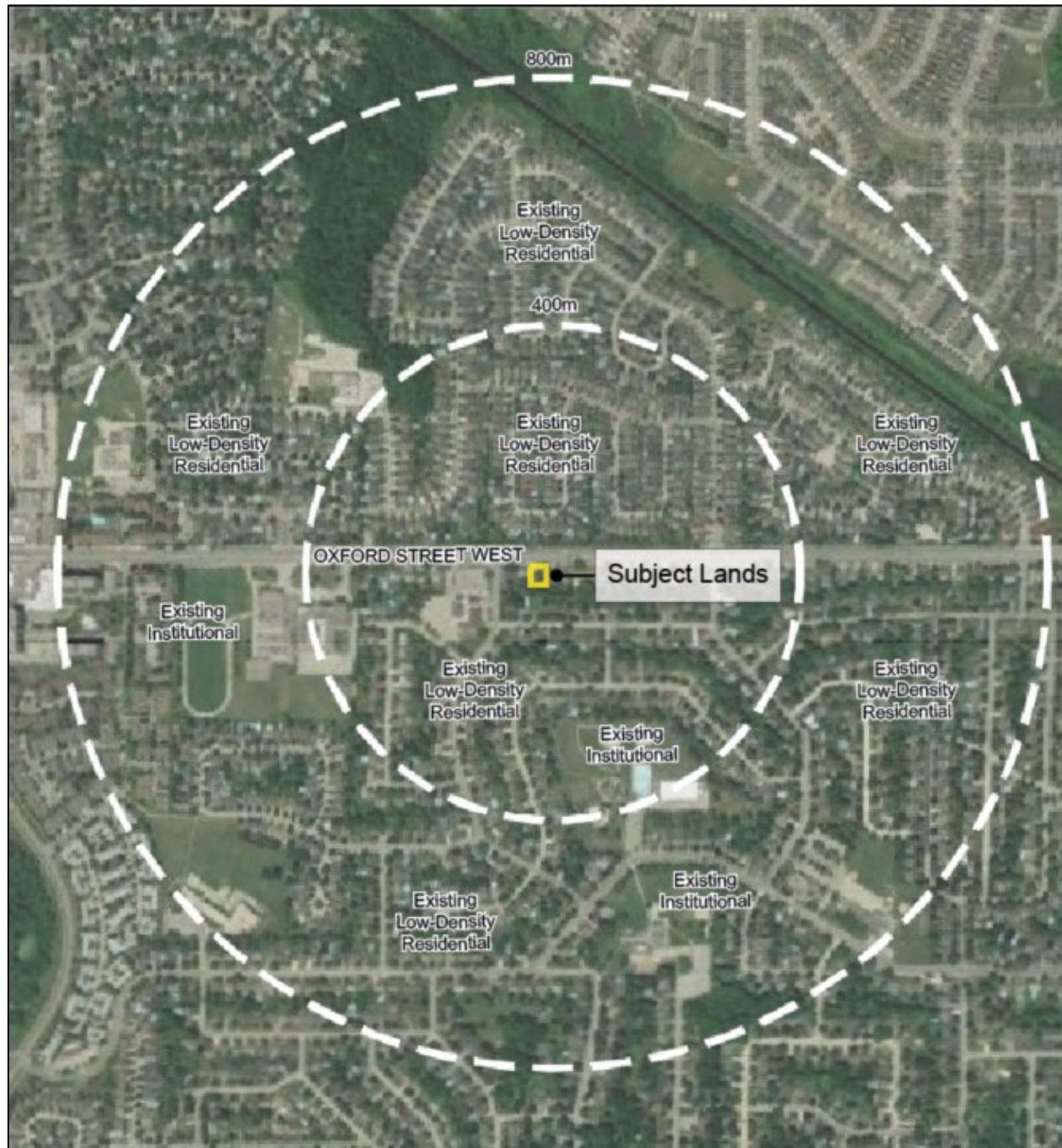


The subject lands are identified as being within the “*Neighbourhoods*” Place Type according to ‘Map 1 – Place Types’, with frontage along a “*Urban Thoroughfare*” Street Classification according to ‘Map 3 – Street Classifications’ in The London Plan; and, are zoned “*Residential 1 (R1-10) Zone*” in the City of London Zoning By-Law Z.-1.

### 3.0 SPATIAL ANALYSIS AND NEIGHBOURHOOD CONTEXT

The land uses within a 400m and 800m radii represent an approximate 5-minute and 10-minute walking distance respectively (Figure 4).

Figure 4 – Spatial Analysis



The existing streetscape along this segment of Oxford Street West primarily consists of low-density residential land uses in the form of single-detached dwellings.

The existing land uses within a 400m, 5-minute walk radius of the subject lands are as follows:

- North – Low-density residential uses in the form of single-detached dwellings.
- East – Low-density residential uses in the form of single-detached dwellings.
- West – Low-density residential uses, as well as institutional uses in the form of Oakridge Presbyterian Church and Oakridge Secondary School.
- South – Low-density residential uses, as well as institutional uses in the form of Oakridge Arena; Riverside Public School; and, Notre Dame Catholic Elementary School.

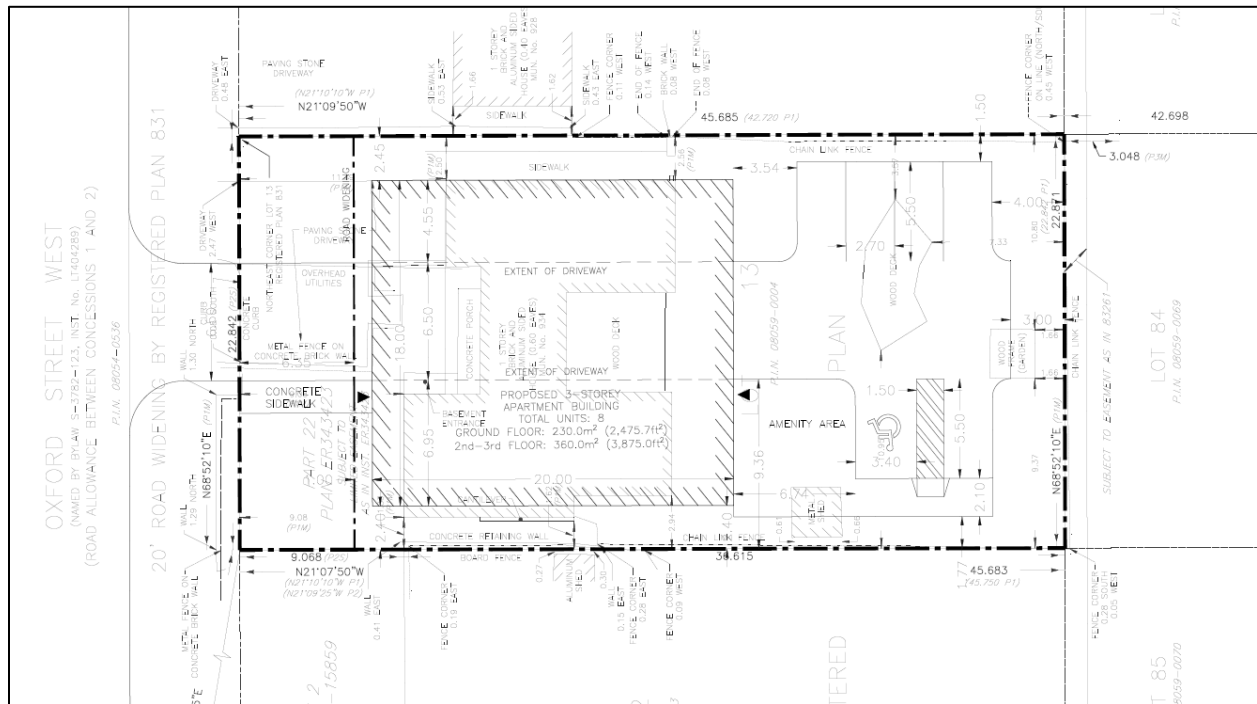
Lands within an 800m, 10-minute walking radius are similar to the lands within the 400m walking radius of the subject lands. Land uses include low-density residential uses to the north; low-density residential uses to the east; low-density residential and commercial (in the form of retail plazas) uses to the west; and low-density residential and institutional uses to the south.

## 4.0 PROPOSED DEVELOPMENT

### 4.1 Site Design

The proposed development consists of a 3-storey residential apartment building containing a total of 8 dwelling units (Figure 4). Surface parking (6 spaces) is proposed to the rear of the building.

Figure 4 – Conceptual Site Plan (excerpt)



The proposed apartment building is to be located towards the lot frontage, setback 7.0m from the front lot and 2.4m from both the easterly and westerly lot line. The building will have a footprint of approximately 360m<sup>2</sup>. The units inside of the building will each be approximately 74m<sup>2</sup> in size.

The proposed building is setback 7.0m from the lot line to accommodate the eventual required road-widening and provide an additional setback to generally maintain the established building line. The side yard setbacks provide sufficient setbacks for meaningful fencing and/or landscaping to enhance privacy.

Vehicular access is to be provided by a centrally-located porte-cochere / drive-thru style driveway from Oxford Street West. The driveway leads to a parking area in the rear yard of the subject lands. A total of 6 parking spaces are proposed for the development (5 standard spaces and 1 barrier-free parking space). Pedestrian connections are provided via a sidewalk proposed to connect to the existing pedestrian infrastructure found along Oxford Street West. A common, outdoor amenity area is provided to the rear of the proposed building, between the building and parking area.

To facilitate the proposed development, the existing single detached dwelling will be demolished.



## 4.2 Built Form

Given the applicable land use policies and objectives, the subject lands are underutilized in their current form. Intensification on the subject lands provides an opportunity to improve and enhance the existing public realm, and make efficient use of the lands for residential uses.

The subject lands are contextually appropriate in terms of size and location for a low-rise apartment building, given the subject land's location along a high-order road that contemplates mid-rise apartment buildings (up to 6-storeys) in The London Plan. The height of the 3-storey apartment building is appropriate and complementary to the surrounding community.

The proposed apartment is being positioned and designed to address the Oxford Street West streetscape and will interact well with the public realm and enhance the streetscape.

## 4.3 Massing and Articulation

The proposal provides for an appropriate scaled low-rise (3-storey) apartment building. The building height provides a compatible relationship with the built form of the community and the public realm by providing human-scale massing and a height that is sensitive to the building heights found in the surrounding context. While The London Plan does not regulate density with a numerical density limit (UPH), it does regulate density through building height. The existing land use policies contemplate mid-rise apartment buildings up to a maximum height of 6-storeys on the subject lands. Given this, this 3-storey height is appropriate for the subject lands.

No undue adverse visual impacts are anticipated from the proposed development on the surrounding low-density residential neighbourhood. Proper privacy measures, such as landscaping and fencing, will be implemented to minimize privacy and visual impacts on the abutting properties. The sloping and grading of the subject lands and surrounding area also will assist in minimizing the impact of the apartment's height, considering the grading of the subject lands is lower than the abutting property to the west. The grading change will help to minimize the perceived visual impact of building's height. Given the policy direction provided by The London Plan in this area of the City, the low-rise built-form height is encouraged.

## 5.0 PROPOSED ZONING BY-LAW AMENDMENT

The subject lands are zoned “*Residential R1(R1-10) Zone*” in the City of London Zoning By-Law, which permits only single detached dwellings. As such, a Zoning By-Law Amendment is required. The subject lands are proposed to be re-zoned to a site-specific, special regulation “*Residential R8 (R8-(\_)) Zone*”, with special provisions as follows:

- Minimum lot frontage of 22.8m (existing condition);
- Minimum interior side yard setback (easterly and westerly) of 2.4m; and,
- Maximum density of 80 units per hectare (UPH).

No other special regulations are required as the proposal conforms with the remaining regulations of the “*Residential R8 (R8-4) Zone*”. However, additional special regulations may be identified through the planning process.

## 6.0 PLANNING POLICY ANALYSIS

The following section of this Planning and Design Report provides analysis evaluating the proposed Zoning By-Law Amendment through applicable land uses policies and regulations, including the following:

- Provincial Policy Statement, 2020 (PPS);
- The London Plan; and,
- City of London Zoning By-Law Z.-1.

### 6.1 Provincial Policy Statement, 2020

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 development and the protection of resources. All planning applications, including Zoning By-Law Amendment applications, are required to be consistent with these policies. The proposed development, and associated Zoning By-Law Amendment, are generally consistent with the 2020 PPS as follows:

Provincial Policy Statement (2020) Policy Analysis Table	
<p><b><u>Section 1.1.1 Managing and Directing Land Use [...]</u></b></p> <p>Healthy, livable, and safe communities are sustained by:</p> <ol style="list-style-type: none"> <li>a) Promoting efficient development and land use patterns which sustain the financial well-being of the Province and Municipalities over the long term;</li> <li>b) Accommodating an appropriate affordable and market-based range and mix of residential, employment, institutional, recreation, parks and open space, and other uses to meet long-term needs;</li> <li>c) Promoting the integration of land use planning, growth management, transit-supportive development, intensification, and infrastructure planning to achieve cost-effective development patterns, optimization of transit investments, and standards to minimize land consumption and servicing costs.</li> </ol>	<p>The proposed low-rise residential apartment building provides an efficient and, as discussed later in this report, appropriate form of intensification for the subject lands that adds to the range and mix of housing types to help address the long-term housing needs of the City of London.</p> <p>The proposed redevelopment of the subject lands for a residential apartment building promotes vitality and regeneration by intensifying the residential use of the subject lands with a compact and more efficient form of development on an underutilized parcel that will make efficient use of municipal services and infrastructure.</p>
<p><b><u>Section 1.1.3.1 Settlement Areas</u></b></p> <p>Settlement areas shall be the focus of growth and development.</p>	<p>The subject lands are located within the settlement area of the City of London.</p>
<p><b><u>Section 1.1.3.2 Settlement Areas</u></b></p> <p>Land use patterns within settlement areas shall be based on the densities a mix of land uses which:</p> <ol style="list-style-type: none"> <li>a) Efficiently use land and resources;</li> <li>b) Are appropriate for, and effectively use the infrastructure and public service facilities</li> </ol>	<p>The proposed development broadens the range of residential forms and intensities in the immediate area. It makes efficient use of underutilized land, resources, infrastructure, and existing transportation networks by increasing the residential density on the subject lands.</p>

<p>which are planned or available, and avoid the need for their unjustified and/or economic expansion</p>	
<p><b><u>Section 1.1.3.4 Settlement Areas</u></b> Appropriate development standards should be promoted which facilitate intensification, redevelopment and compact form, while avoiding or mitigating risks to public safety and health,</p>	<p>The proposed development will utilize appropriate zoning regulations for this type of residential use. There are no risks to public health and safety associated with the proposed development.</p>
<p><b><u>Section 1.4 Housing</u></b> Planning authorities shall provide for an appropriate range and mix of housing options and densities to meet projected market-based and affordable housing needs of current and future residents of the residential market area by:</p> <ul style="list-style-type: none"> <li>c) Permitting and facilitating all types of residential intensification, including additional residential units, and redevelopment in accordance with policy 1.1.3.3;</li> <li>d) Directing 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;</li> <li>e) Establishing development standards for residential intensification, redevelopment and new residential development which minimize the cost of housing and facilitate compact form, while maintaining appropriate levels of public health and safety.</li> </ul>	<p>The proposed development contributes to the range and mix of housing types to accommodate future growth in the City of London. Appropriate intensification, as proposed, contributes to the efficient use of infrastructure and public services; promotes higher densities for new housing; efficiently uses land; minimizes housing costs; and facilitates compact housing form.</p>
<p><b><u>1.1.6.2 Sewage, Water, and Stormwater</u></b> Municipal sewage services and municipal water services are the preferred form of servicing for settlement areas to support protection of the environment and minimize potential risks to human health and safety. Within settlement areas with existing municipal sewage services and municipal water services, intensification and redevelopment shall be promoted wherever feasible to optimize the use of the services.</p>	<p>The proposed development will utilize full municipal services, as confirmed by the <i>Sanitary Design Brief</i> prepared by GRIT Engineering Inc. This is the Province's preferred method for intensification and redevelopment projects to proceed.</p>

Given the above, the proposed development and associated Zoning By-Law Amendment application is consistent with the policies of the 2020 Provincial Policy Statement.

## 6.2 The London Plan (City of London Official Plan, 2016)

The London Plan is a policy document providing long-range, comprehensive land use strategy for areas located within the municipal boundaries of the City. It provides the framework for land use decisions for all development within the City of London by protecting and enhancing the natural environment, directing, and managing growth patterns and facilitating visions of the city. The London Plan also provides an avenue through which Provincial policies are implemented in the local context.

The subject lands are within the “*Neighbourhoods*” Place Type in “Map 1 – Place Types” (Figure 5) with frontage along a “*Urban Thoroughfare*” street classification in “Map 3 – Street Classifications” in the London Plan, which contemplates the proposed development.



It is the intent of The London Plan to promote a mix and wide range of housing options in the City of London in order to accommodate future residential growth in the city in a manner that is efficient, affordable, and appropriate. An analysis of the proposed development in regards to The London Plan policies is described in the following table.

City Building and Building Design Policies	
<p><b>City Building and Building Design Policies</b></p> <p>197_ The built form will be designed to have a sense of place and character consistent with the planned vision of the place type, by using such things as topography, street patterns, lotting patterns, streetscapes, public spaces, landscapes, site layout, buildings, materials, and cultural heritage.</p> <p>199_ All planning and development proposals within existing and new neighbourhoods will be required to articulate the neighbourhood's character and demonstrate how the proposal has been designed to fit within that context.</p> <p>252_ The site layout of the new development should be designed to respond to its context and the existing and planned character of the area.</p> <p>284_ All planning and development proposals will be required to demonstrate how the proposed building is designed to support the planned vision of the place and establishes character and a sense of place for the surrounding area.</p>	<p>The proposed development provides a new form of housing to the surrounding neighbourhood that differs from the existing character. Although it differs from the existing character, the proposed development is still in keeping with the policies of The London Plan and is a permitted use in the "Neighbourhoods" Place Type.</p> <p>The proposed development will add a needed form of residential intensification to the existing neighbourhood. While the majority of the surrounding built form consists of single-detached dwellings, the introduction of a low-rise apartment will assist in achieving the City of London's goal of providing a variety and mix of housing types, with a built form that is compatible with the existing neighbourhood context.</p>
<p>253_ Site layout should be designed to minimize and mitigate impacts on adjacent properties.</p>	<p>The layout of the proposed development has utilized setbacks that provide appropriate space for privacy buffers, such as fencing and landscaping, minimizing the visual impact of the development to abutting properties.</p>
<p>256_ Building should be sited so that they maintain and reinforce the prevailing street wall or street line of existing buildings. Where a streetscape has not been built out, buildings should be sited with regard for the planned street wall or street line.</p> <p>268_ Sites shall be designed to provide a direct, comfortable, and safe connection from the principle building entrance.</p>	<p>The proposed 3-storey apartment building addresses Oxford Street West, creating an active frontage that is comfortable for pedestrians, while maintaining the existing street wall and line of the surrounding area.</p>
<p>272_ The impact of parking facilities on the public realm will be minimized by strategically locating and screening parking area. Surface parking should be located in the rear yard of the interior side yard.</p>	<p>The proposed apartment building is strategically located to assist in the screening of the rear surface parking area.</p>
<p><b>Place Type Policies – Neighbourhoods</b></p>	
<p>918_ How Will We Realize our Vision? 13. Intensification will respect existing neighbourhood character and offer a level of certainty, while providing for strategic ways to accommodate development to improve our environment, support local businesses, enhance our physical and</p>	<p>The proposed development is considered residential intensification as the development proposes a higher residential density than what currently exists.</p> <p>The proposed development is a generally compatible form of intensification that is sensitive to the existing context of the surrounding area of Oxford Street West. The proposed development</p>

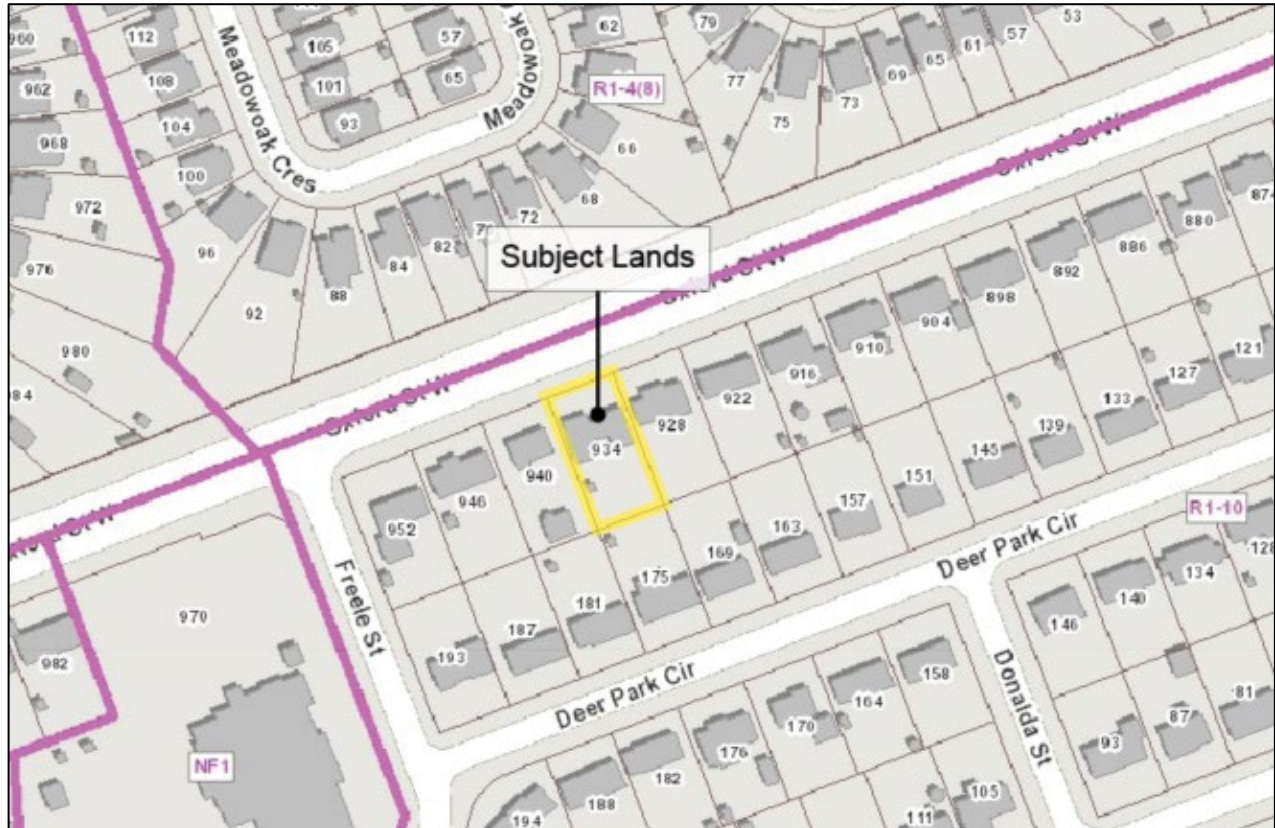
<p>social health, and create dynamic, lively, and engaging places to live.</p>	<p>supports better affordability, diversity, and an effective use of land than what currently exists.</p>
<p>937_ Residential intensification is fundamentally important to achieve the vision and key directions of The London Plan. Intensification within existing neighbourhoods will be encouraged to help realize our vision for aging in place, diversity of built form, affordability, vibrancy, and the effective use of land in neighbourhoods by adding to their planned and existing character, quality, and sustainability.</p>	<p>The proposed development is appropriately located and fits well within the neighbourhood along Oxford Street West, given the planned function of the street and fronting properties. As such, the proposed development provides a form of housing within the City of London that is much needed while assisting London in achieving its diversity and mix of housing goals by 2030.</p>
<p>940_ It is an important strategy of this plan to support all of these forms of intensification (forms laid out in Policy 939_), while ensuring that they are appropriately located and fit well within their neighbourhood.</p>	<p>While the proposed form of intensification differs from the existing housing forms in the surrounding neighbourhood, it is a needed form of housing for a growing area of London and is a contemplated and appropriate form of housing according to “<i>Neighbourhood</i>” Place Type policies in the London Plan. The mid-rise nature of the building will have minimal impacts on adjacent properties.</p>
<p>Neighbourhood Place Type Table 10: Low-rise apartment buildings are a permitted use along an Urban Thoroughfare.</p> <p>Neighbourhoods Place Type Table 11: Building heights permitted on an Urban Thoroughfare: Minimum of 2-storeys, standard maximum of 4-storeys, and upper maximum of 6-storeys</p>	<p>Considering the permissions of a property fronting onto an Urban Thoroughfare, the proposed 3-storey apartment building is permitted within the policies of the “<i>Neighbourhoods</i>” Place Type in the London Plan.</p>

The proposed development represents an appropriate form of residential intensification at an appropriate location and is in conformity with the policies and intent of the London Plan. The proposed development is thereby consistent with the planned function of the “*Neighbourhoods*” Place Type.

### 6.3 City of London Zoning By-law Z.-1

The subject lands are zoned “Residential R1 (R1-10) Zone” in the City of London Zoning By-Law (Figure 6). The “Residential R1 (R1-10) Zone” permits single-detached dwellings.

Figure 6 – Zoning



The proposed Zoning By-Law Amendment seeks to rezone the subject lands to a site-specific, special regulation “Residential R8 (R8-4(\_)) Zone” to permit an apartment building on the subject lands.

Table 1 provides a breakdown of the regulations of the “Residential R8 (R8-4)” zone and the requested site-specific “R8-4( )” zone. Site specific development standards are to be confirmed and refined subject to a review of the application by Staff through the approval process.



**Table 1 – Zoning Statistics**

Regulations	R8-4	R8-4( )
Lot Area (min.)	1,000m <sup>2</sup>	<b>1,044m<sup>2</sup></b>
Lot Frontage (min.)	30m	<b>*22.8m</b>
Front Yard Setback (min.)	7.0m	7.3m
Rear Yard Setback (min.)	4.5m	18.3m
Interior Side Yard Setback (min.)	4.5m	<b>*2.4</b>
Landscaped Open Space (min.)	30%	42%
Lot Coverage (max.)	40%	22%
Height (max.)	13.0m	<13.0m
Density (UPH) (max.)	75 UPH	<b>*80 UPH</b>
Parking (min.)	0.5 spaces per unit (8 x 0.5 = 4 spaces required)	6 spaces

**\*Denotes Required Special Provision**

The regulations proposed for the zone are standard, except for specific regulations relating to lot frontage, interior yard setbacks, and density as discussed in the following section.

### Lot Frontage

The proposed development provides a lot frontage of 22.8m, whereas the required minimum lot frontage of the R8-4 zone is 30.0m. Although the proposed lot frontage is less than the required minimum lot frontage, the site plan demonstrates that sufficient access to the site can be maintained with reduced frontage. Notably, the 22.8m lot frontage is an existing condition, not a result of the proposed development.

### Density

The proposed density for the subject lands is 80 UPH. While the London Plan does not regulate density, the City of London Zoning By-Law does, and as such, limits the overall density of the R8-4 Zone at 75 UPH. Density regulations are an effective planning tool utilized to encourage reasonable levels of residential intensification. A zoning regulation permitting up to 80 UPH is proposed to allow for all the units proposed in the apartment building, with a modest level of flexibility. By permitting the proposed density on the subject lands, it would allow for the appropriate scale of intensification and help to increase the city’s housing stock.

### Interior Side Yard Setback

The proposed development provides a 2.4m interior side yard setback, whereas the requirement is 4.5m. The intent of the minimum interior side yard setback is to ensure sufficient width for adequate access and spatial separation from abutting properties. A 2.4m setback is conducive to visual screening as there is sufficient width for fencing and landscape buffers to mitigate any potential privacy concerns. Proper landscaping measures will be implemented to ensure sufficient visual buffers for the abutting properties. While a 2.4m access is sufficient width for access to the

interior yards, the intent of the applicant is to fill these areas with landscaping. A conceptual landscape plan was not prepared at this time, but it is anticipated that fast-growing columnar evergreen trees will be planted to aid with visual screening.

### **Front Yard Setback**

The proposed development provides a 7.35m front yard setback. Notably, this setback accommodates the required road-widening dedication along Oxford Street West, and an additional 1.0m setback from the ultimate property line. This provides for a strong streetscape presence.

It is noted that these development standards were developed in consultation with City staff. The requested “*Residential R8 (R8-4(\_))*” zone with site-specific, special provisions, is intended to permit the redevelopment of the subject lands in a manner that is appropriate for the lands and compatible with abutting land uses.

## **7.0 ADDITIONAL CONSIDERATIONS**

### **7.1 Sanitary Design Brief**

A Sanitary Design Brief and capacity analysis was prepared by GRIT Engineering Inc. in support of the proposed development. For the analysis, GRIT used the proposed re-zoning information for the 3-storey apartment building to update the existing sanitary sewer design sheet to reflect the proposed flows in the sanitary sewer and remaining capacity.

For the estimated population of the site, GRIT used a population count of 2.5 people per unit for a total of 20 people on the site for the purposes of determining the proposed site sanitary flows. This model found that the existing sanitary sewers on Oxford Street West have a remaining capacity of 56 L/s under the proposed conditions. Therefore, the sanitary sewer on Oxford Street West has sufficient capacity for the proposed development.

## 8.0 CONCLUSIONS

The proposed Zoning By-Law Amendment seeks to permit a 3-storey, 8-unit apartment building on the subject lands. The subject lands are proximate to residential uses and are located along an *Urban Thoroughfare* within the *Neighbourhoods* Place Type. The proposal to redevelop the subject lands with a use that will provide efficient and cost-effective residential development provides a built-form and residential intensity that will be compatible with the surrounding residential uses and achieves the goals of residential intensification.

The subject lands are currently underutilized and not making efficient use of the lands, given the planned function along Oxford Street West in The London Plan. The London Plan specifically contemplates low- to mid-rise apartments through residential intensification. Furthermore, the introduction of a mix of housing forms and types on the subject lands support greater affordability and diversity than what currently exists in the surrounding area. The proposed development is appropriately located and should integrate well with the existing neighbourhood along Oxford Street West.

Based on the above, and as detailed throughout this Planning and Design Report, the proposed Zoning By-Law Amendment is consistent with the intent and policies as set forth in provincial and municipal planning documents. As such, the proposed amendment is appropriate and represents good land use planning.