

NOVEMBER 27, 2024

PLANNING JUSTIFICATION REPORT

Proposed Official Plan Amendment & Zoning By-law Amendment
1958 Duluth Crescent Subdivision
London, Ontario

Prepared For:

Municipal Housing Development (“MHD”)

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1. INTRODUCTION

1.1 Purpose

Monteith Brown Planning Consultants (“MBPC”), on behalf of our client, Municipal Housing Development, City of London (“MHD”), is pleased to submit site-specific applications to amend the London Plan (City of London Official Plan) and City of London Zoning By-law No. Z.-1 as it applies to Blocks 5 and 7 of the Duluth Crescent Subdivision (“Duluth Subdivision”) at 1958 Duluth Crescent (“subject lands”) in London, Ontario. The Duluth Subdivision was Draft Plan Approved by the City of London on January 9, 2024.

The proposed planning approvals seek to provide a general uplift in height permission for Blocks 5 and 7 of the Duluth Subdivision to support the goals of the London Plan for growing “*inward and upward*”, and to respond to the recent Heights Framework Review of the London Plan completed by the City in recognition of the City’s unprecedented growth, the ongoing housing crisis and demand for housing supply, infrastructure needs, and contemporary development trends. Further, specifically for Block 5, the proposed planning approvals seek to support refined development plans for two new five (5) storey residential apartment buildings on the Block that will introduce a range of housing forms and intensities into the Duluth Subdivision, and support a mix of market rate and affordable housing opportunities.

The intent of this report is to analyze the land use planning merits of the proposed Official Plan Amendment and Zoning By-law Amendment to determine the appropriateness of the proposed development. The proposal will be analyzed within the context of the surrounding community and the relevant planning documents, including the new Provincial Planning Statement 2024, the London Plan, and the City of London Zoning By-law No. Z.-1.

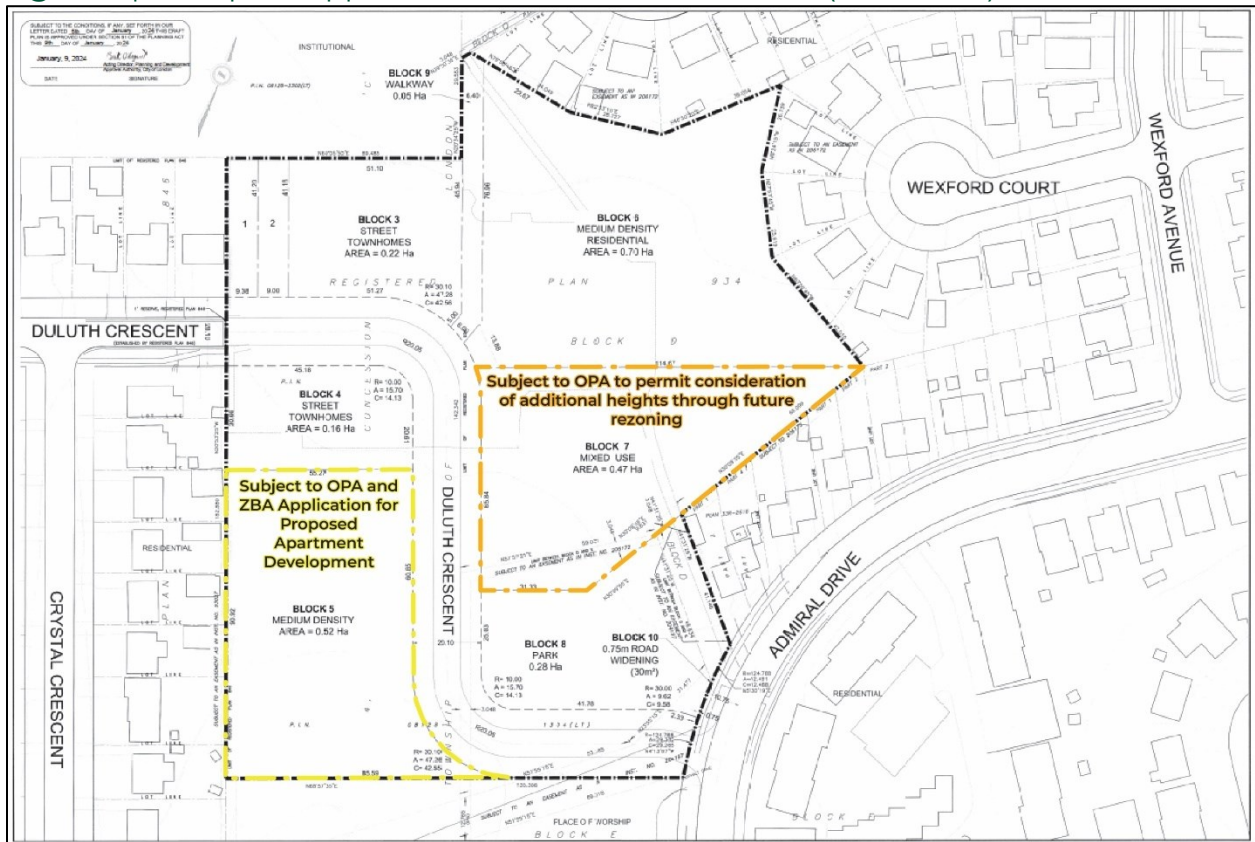
1.2 Previous Planning Applications

MBPC was previously retained by MHD to file applications for a Draft Plan of Subdivision, and joint Official Plan and Zoning By-law Amendment, to re-designate and re-zone the subject lands as part of a larger land holding formerly used as the St. Robert Catholic Elementary School. The purpose of that retainer was to prepare the site for re-development as a mixed-use and mixed-density residential community with a focus on the provision of a range of affordable housing initiatives. Those applications were submitted to the City of London on July 7, 2023. The Draft Plan of Subdivision (39T-23504) was conditionally approved by the City on January 9, 2024, while the supporting Official Plan Amendment (OPA 90) and Zoning By-law Amendment (Z.-1-233152) were approved and adopted by City Council on November 7, 2023.

The approved Draft Plan of Subdivision is illustrated in **Figure 1**. A full size copy of the Plan is provided as part of the complete application submission package.

Since the time of the approvals of the above noted planning applications, it is understood that MHD has been working toward the clearing of draft plan conditions and the programming of blocks for development in partnership with local developers. At this time, an agreement has been entered into between the City and Wastell Homes Inc. (“Wastell”) for the development of the Block 5 lands within the Duluth Subdivision for two mid-rise apartment buildings. Details regarding the development proposal are further provided in Section 2 of this Planning Justification Report.

Figure 1 | Excerpt of Approved Draft Plan of Subdivision (39T-23504)



Source: MBPC, 2023

1.3 Site Description

The Duluth Subdivision lands are located north-east of the intersection of Clarke Road and Trafalgar Street in east London and are the former location of the St. Robert Catholic Elementary School, which was closed and decommissioned in 2018 and subsequently demolished in 2021. The property is irregularly shaped, with an area of approximately 2.98 Ha (7.36 acres), approximately 20 metres of frontage on Duluth Crescent, and approximately 43 metres of frontage on Admiral Drive.

The aerial photograph shown in **Figure 2**, below, identifies a baseball diamond and soccer field on the subject lands which have since been removed from the site along with the former Catholic elementary school building. Vehicular access is provided from the existing terminus (dead-end portion) of Duluth Crescent (shown in **Figure 3**, below).

Figure 2 | Subject Lands



Source: MBPC, 2024

Figure 3 | View Looking East at the Terminus of Duluth Crescent



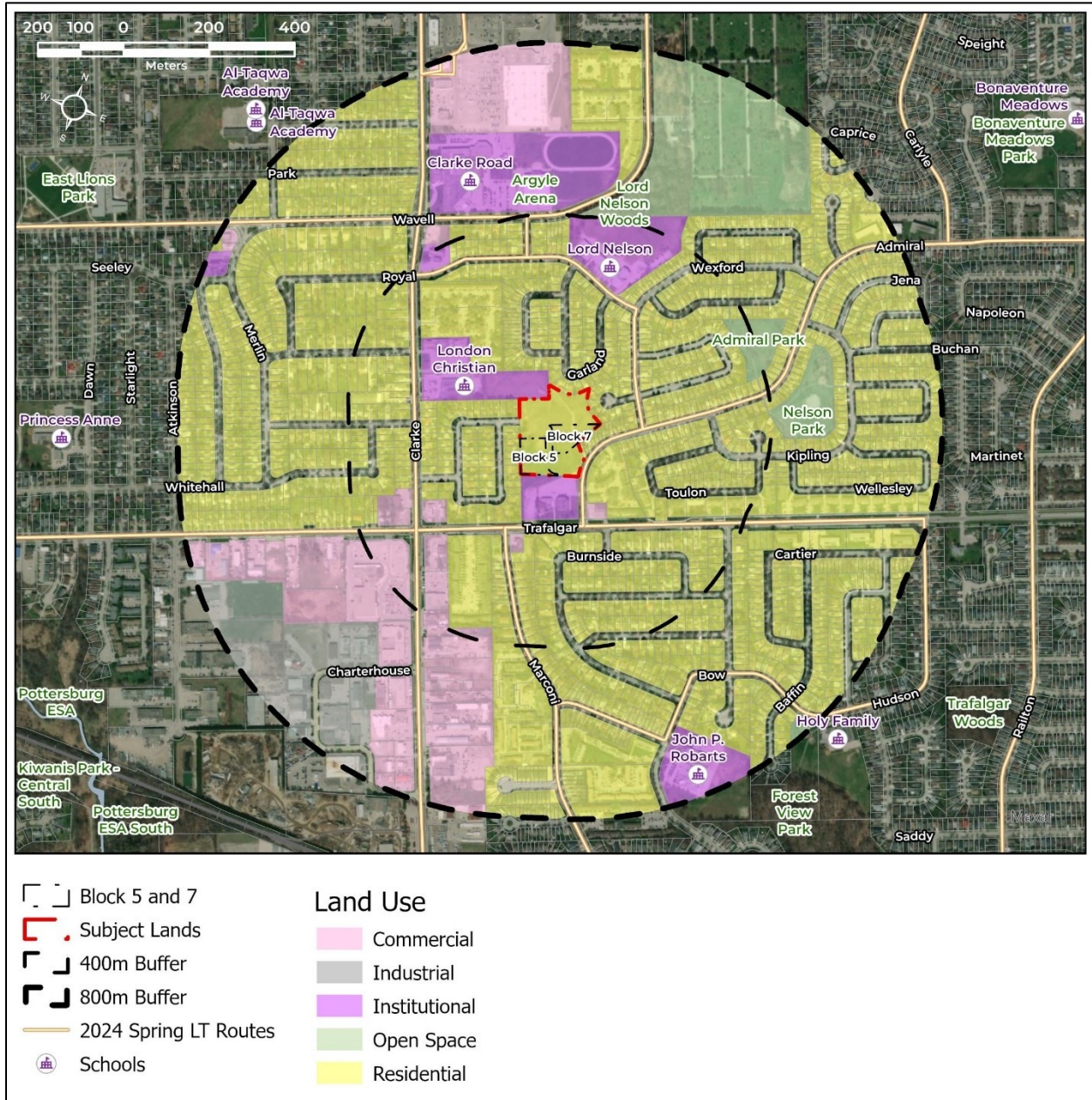
Source: Google Maps Street View (Image capture: October 2022)

1.4 Land Use Context

The subject lands are directly adjacent to London Christian Elementary School and single-detached dwellings to the north (with a pathway connection to Garland Crescent at the northern edge of the site); single- and semi-detached dwellings and Admiral Drive to the east; Mary Immaculate Parish to the south; and single-detached dwellings and the terminus of Duluth Crescent to the west (see **Figure 4**, below).

The property is more generally located within a predominantly residential area, in close proximity to parks (Admiral Park and Nelson Park, to the northeast); a public elementary school (Lord Nelson Public School to the north); and commercial services (a commercial hub (i.e., Nelson Plaza Shopping Mall) at the intersection of Clarke Road and Trafalgar Street, which includes a grocery store, small retail stores, and restaurants). A number of other community facilities and commercial services are located to the north of Wavell Street, including Clarke Road Secondary School, Argyle Arena, and the Argyle Mall (just outside the 400m radius shown on **Figure 4**, below).

Figure 4 | Land-Use Context Map (400- & 800-metre Radius)



Source: MBPC, 2024

2. DEVELOPMENT PROPOSAL

2.1 Block 5

The City, in partnership with Wastell, are seeking to develop Block 5 for two five (5) storey, mid-rise, 60-unit apartment buildings (120 units total). The proposed building is designed to provide for a mix of affordable and market rate studio units (51 units) and one bedroom units (9 units). More specifically, each apartment building will provide 44 studio units and 6 one bedroom units at an affordable rent rate (83% of total units within each building), while the remaining 7 studio units and 3 one bedroom units will be provided at market rent (17% of total units within each building).

Notwithstanding the proposed 5-storey apartment buildings, an amendment to the London Plan is being sought to permit an upper maximum height of six (6) storeys for both Blocks 5 and 7, to allow greater flexibility in built form in response to the ongoing housing crisis and demand for housing supply, to respond to infrastructure needs, and to support the goals of the London Plan for growing *“inward and upward”*. The uplift also responds to the recent amendments to the London Plan to allow greater heights, higher density, mixed-use and more connected development to be permitted in London (See Section 2.2 below for more details).

The ground floors of the mid-rise apartment buildings are anticipated to include first floor residential units, lobby vestibule with mailboxes, amenity room (including kitchenette), universal accessible washroom, long-term bike storage room, common-use laundry room and garbage /recycling storage. The mechanical/electrical room, water room, and janitor’s room are also provided on the ground floor of each apartment building.

Consistent with the required parking requirements in the Zoning By-law, a total of 61 parking spaces are proposed via surface parking, providing a parking ratio of 0.5 parking spaces per unit. The proposed parking is provided at the rear of Block 5, screened from the public right-of-way (“ROW”) (Duluth Crescent extension), to provide for an attractive public realm at the pedestrian scale. Parking at the rear of the buildings also provides a buffer between the proposed apartments and existing single-detached dwellings fronting onto Crystal Crescent west of the subject lands. The parking area is anticipated to be screened by enhanced landscaping, to be refined at the time of Site Plan Approval.

Long-term bicycle parking spaces are provided inside each building, as well as outside via enclosed bike shelters; short-term outdoor bicycle parking (12 spaces) is provided at the rear of each proposed apartment building, adjacent to the vehicular parking.

Outdoor amenity area is provided via outdoor pavilion/gazebos on the north and south side of the property, at the rear of the site.

The apartment buildings are positioned on the easterly portion of the site, and oriented with minimum front yard setbacks along the Duluth Crescent street frontage, to contribute to the establishment of a well-defined and continuous street edge, a positive street-oriented and pedestrian-oriented design, an activated street frontage and presence, and an 'eyes-on-the-street' approach. The position of the buildings also allows for sufficient rear yard setbacks from adjacent established, low-density residential development in the existing subdivision to the west of Block 5, to alleviate concerns for scale and intensity.

The building design is anticipated to be refined through the subsequent Site Plan Approval Process. It is anticipated that the use of a variety of different materials and articulation will aid in the reduction of the overall massing of the buildings and create a pleasant and interesting pedestrian environment while articulating large expanses of blank walls along public streets. Site landscaping will also be refined through the Site Plan Approval process, but any proposed landscaping is anticipated to help soften the intensity of the development.

The proposed development will contribute to the provision of an appropriate range and mix of housing options and densities within the community and represents a key opportunity to introduce new building forms to this area.

The Conceptual Site Plan, Floor Plans, and Renderings for Block 5, prepared by architects Tillmann Ruth Robinson ("TRR") (2024), are shown in **Figures 5 to 10**, below. Full size copies of the Conceptual Site Plan Floor Plans, and Renderings are provided as part of the complete application submission package.

2.2 Block 7

For Block 7, the former approved Draft Plan of Subdivision, Official Plan Amendment, and Zoning By-law Amendment discussed in Section 1.2, above, contemplated the development of a four (4) storey, mixed-use apartment building which contained ground floor community facility and limited secondary commercial space (serving the subdivision and the surrounding neighbourhood), with a total of 56 apartment units on the upper floors, ranging from 1 to 4 bedroom units. The approved Official Plan Amendment (OPA 90) and Zoning By-law Amendment (Z.-1-233152) specifically permits an upper maximum height of four (4) storeys on the property – which includes Block 5 and Block 7.

At this time, there are no development plans for Block 7.

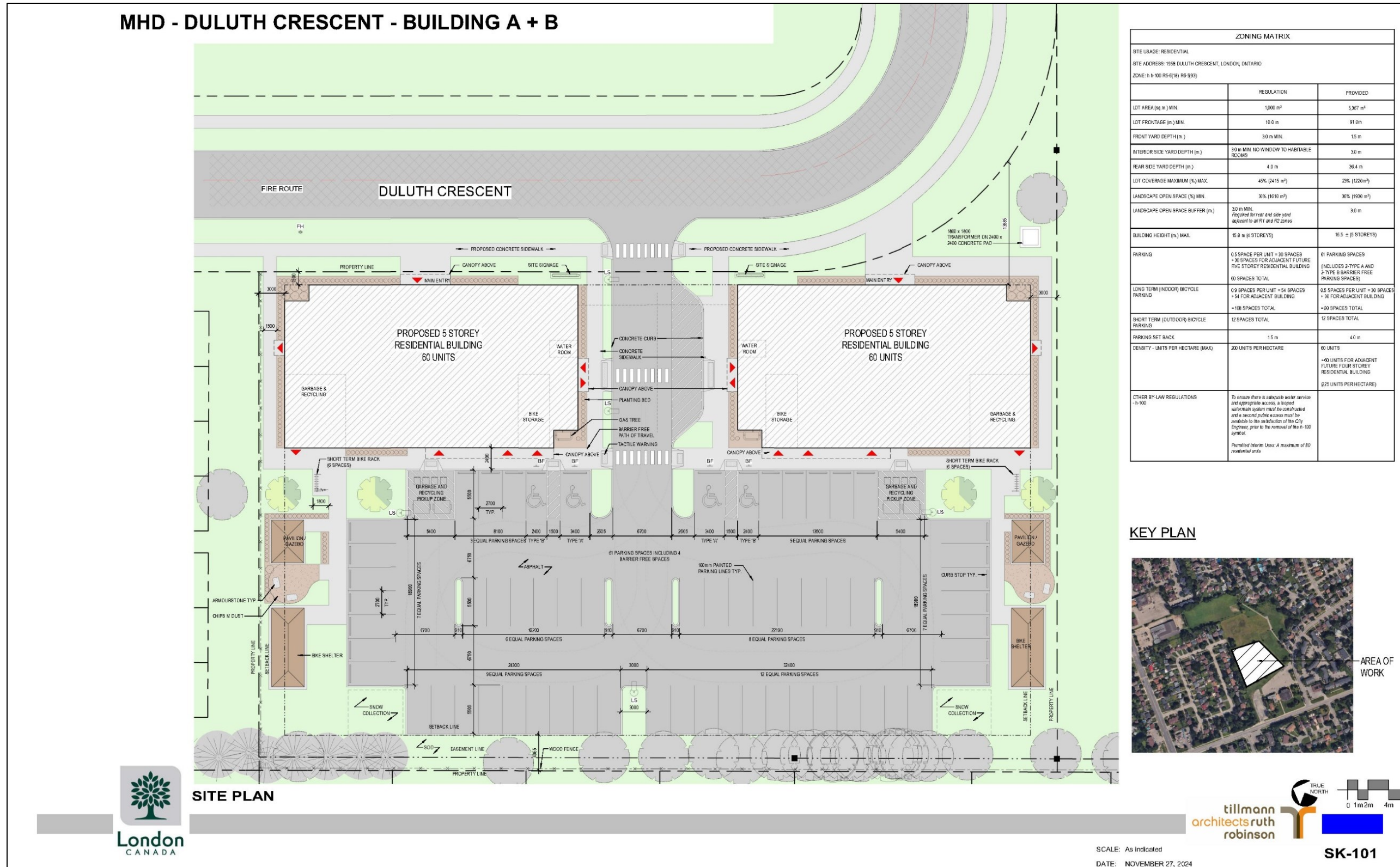
The City recently undertook a Heights Framework Review of the London Plan (analysis undertaken by SvN Architects and Planners), as a result of the unprecedented growth experienced in London (above the presumed population growth rate adopted by

Council in 2016 as part of the London Plan), the ongoing housing crisis, provincial governments recent legislation changes, and the removal of the bonusing provision from the *Planning Act* which the height framework relied upon. A Staff Report, dated September 10, 2024, was taken to Council, recommending that amendments to the London Plan be approved which included the increasing of maximum permitted building heights to increase opportunities for intensification and redevelopment and to support a higher number of dwelling units throughout the City. Specifically, **all urban Place Types** (i.e., Downtown, Transit Village, Rapid Transit Corridor, Urban Corridor, Major Shopping Area, Shopping Area, and Main Street) were **recommended for an uplift in maximum permitted height**. Neighbourhoods (on Major Streets in the Primary Transit Area) and Neighbourhoods (on Neighbourhood Connectors in the Primary Transit Area) were recommended for an uplift in maximum permitted height to 8 storeys and 4 storeys, respectively. City Council approved OZ-9726, OZ-9727, O-9752, & O-9753 (Heights Review/Transit Village/Major Shopping Area), highlighting the commitment to accelerate housing supply and taking the necessary steps to facilitate **London's housing pledge target of 47,000 new homes by 2031**.

In response to the approved amendments for increased heights discussed above, similarly to Block 5, MHD is also seeking a site-specific Official Plan Amendment to uplift the permitted upper maximum height for Block 7 from four (4) storeys to six (6) storeys. Although the Block 7 lands are within the Neighbourhoods Place type but not within a Primary Transit Area, the uplift in maximum permitted height will serve to assist London in meeting its critical housing needs, support infill and intensification to build "*inward and upward*", accelerate housing supply, and be more consistent with provincial policies and contemporary development trends. In addition, the London Plan (Policy 919_5) recognizes that properties fronting onto parks may be allows a broader range of uses and greater intensity of development.

Although no development is currently proposed for Block 7, the expanded height provision will allow flexibility in future site programming and be subject to a potential future zoning amendment and a comprehensive Site Plan Control process to ensure appropriate development and design standards are met, keeping in mind the surrounding context and ensuring no adverse impacts to the character of the established residential development in the surrounding neighbourhood.

Figure 5 | Conceptual Site Plan - Block 5



Source: TRR, 2024

Figure 6 | Conceptual Floor Plan (Level 1)



Source: TRR, 2024

Figure 7 | Conceptual Floor Plan (Level 2-5)



Source: TRR, 2024

Figure 8 | Birds-Eye View Rendering, Looking South-East at Rear Façade of Apartment Buildings



Source: TRR, 2024

Figure 9 | Perspective Rendering, Looking North-West at Front Façade along Duluth Crescent (extension)



Source: TRR, 2024

Figure 10 | Perspective Rendering, Looking South-East at Rear Façade of Apartment Buildings and Parking Area



Source: TRR, 2024

3. PLANNING FRAMEWORK AND ANALYSIS

The following section provides an overview and analysis of the existing planning framework, identify the key policies and by-laws that relate to the subject lands, and discuss the Official Plan and Zoning By-law Amendments required to permit the proposed development.

3.1 Provincial Planning Statement, 2024

On August 20, 2024, the Ontario government released the Provincial Planning Statement, 2024 (“2024 PPS”), introducing fundamental changes in how growth planning is carried out in the Province. The 2024 PPS is anticipated to consolidate and replace the primary policy documents that govern land use planning in southern Ontario, being the former Provincial Policy Statement (2020) and A Place to Grow: Growth Plan for the Greater Golden Horseshoe.

The 2024 PPS came into effect on October 20, 2024, and applies to all decisions in respect of the exercise of any authority that affects a planning matter made on or after that date.

Building Homes, Sustaining Strong and Competitive Communities

The proposed planning approvals are consistent with PPS policies with respect to building homes and sustaining strong and competitive communities by proposing growth and development within the City’s Urban Growth Boundary, through infill and intensification on an underutilized and vacant institutional property, and providing for a range and mix of housing and densities which efficiently use land and resources, optimize existing infrastructure and public service facilities, and are transit supportive (Policy 2.3.1.1, 2.31.2, 2.3.1.3, 2.4.1.1).

The proposed development will contribute to the provision of a range and mix of affordable (accessible and equitable) and market rate residential housing options, in proximity to active transportation facilities and transit routes (#2A (Natural Science – Trafalgar Heights/Bonaventure); #3 (Downtown – Argyle Mall); #5 (Byron– Argyle Mall); #7 (Westmount Mall – Argyle Mall); and #35 (Argyle Mall – Trafalgar Heights)), in proximity to commercial, employment, parks, and recreational uses, as well as other residential uses, to support a mixed-use neighbourhood and the achievement of complete communities (Policy 2.1.6, 2.4.1.1, 2.4.1.2, 2.4.1.3).

To support energy conservation, air quality and climate change (Policy 2.9.1), the proposed development will support the achievement of compact, transit-supportive, and complete communities, support energy conservation and efficiency through appropriate built form and site design, and take into consideration approaches for sustainable development, including, but not limited to, opportunities for bicycle parking spaces, increased glazing for buildings to improve availability of natural light and ventilation internally, enhanced landscaping, and the potential use of full cut-off

LED lighting to minimize energy consumption; these design elements will be considered at the time of Site Plan Approval for each development block.

Infrastructure and Facilities

The proposed development is intended to be supported by municipal services (water and wastewater) and infrastructure (existing municipal roads, maintained year-round), and the lands are adequately located in proximity to infrastructure and public service facilities for the effective and efficient delivery of emergency management services, to ensure the protection of public health and safety (Policy 3.1.1, 3.1.3). More specifically, London Fire Station 10 is located approximately 1.8 kilometres east of the subject lands, along Trafalgar Street, and the London Police Headquarters is located approximately 6.7 kilometres west of the subject lands, at the Dundas Street and Adelaide Street North intersection.

The subject lands are also located in proximity to a number of parks and open spaces, including Admiral Park and Nelson Park to the northeast, and East Lion Park and Kiwanis Park to the northwest. A new public park block (0.28 hectares) is proposed in the south-easterly portion of the Duluth Subdivision, enhanced by detailed landscape treatment to be refined at the Site Plan Approval stage. The intent of the park block is to provide for outdoor public amenity and recreational space for those within the development site as well as those within the surrounding neighbourhood (Policy 3.1.4, 3.9.1).

As previously discussed, full municipal services are available for the proposed development, to promote the efficient use and optimization of existing services and to support protection of the environment and minimize potential risks to human health and safety (Policy 3.6).

Wise Use and Management of Resources

The subject lands are not located within or adjacent to Natural Heritage or Natural Hazard areas, and thus it is not anticipated that the proposed development will impact long term protection of natural features (Policy 4.1.1), nor have any impact on water resource systems (Policy 4.2).

With respect to the general agriculture policies of the PPS (Policy 4.3), the proposed infill development is contemplated within the built-up area of the City of London Urban Growth Boundary, and thus will not remove land from the prime agricultural areas within Oxford County.

As part of the original applications, a Stage 1-2 Archaeological Assessment for the subject lands was completed by Lincoln Environmental Consultants (“LEC”) (2020) which did not identify any archaeological resources (Policy 4.6). This report was entered into the register in July 2020. Further, the subject lands are not located on, or

adjacent to, protected heritage properties or properties with built heritage resources or cultural heritage landscapes (Policy 4.6).

Protecting Public Health and Safety

The subject lands are not located on, or adjacent to, hazardous lands, hazardous sites, or human-made hazards (i.e., mine hazards, oil, gas and salt hazards, former mineral mining operations, sites with contaminants)(Policy 5.2, 5.3).

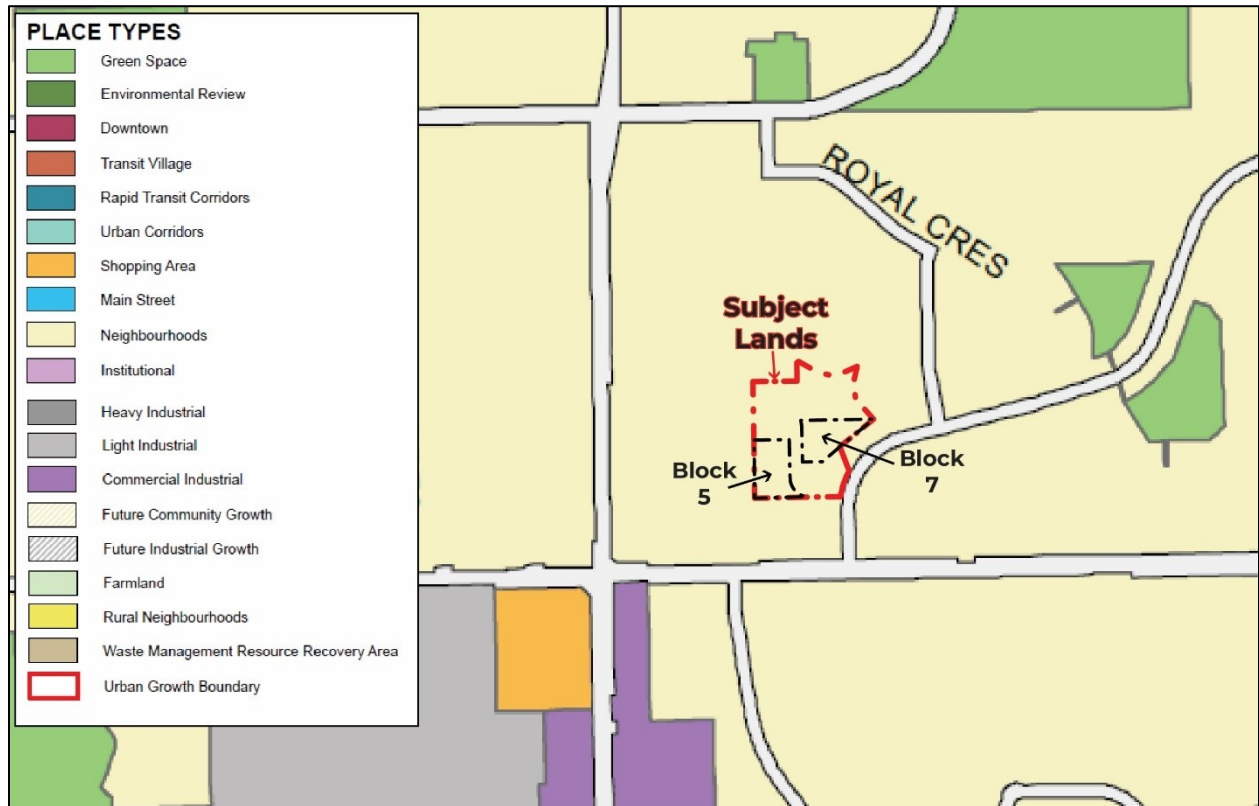
Summary

In light of the above, the proposed Official Plan and Zoning By-law Amendments are consistent with the policies in the 2024 PPS.

3.2 London Plan (City of London Official Plan)

Map '1' of the London Plan identifies that the property is located within the 'Neighbourhoods' Place Type (see **Figure 11**, below).

Figure 11 | Excerpt from 'Map 1 – Place Types', the London Plan



Source: London Plan

In general, the 'Neighbourhoods' Place Type is intended to provide a diversity of housing choices with attractive streetscapes, buildings, and public spaces, creating

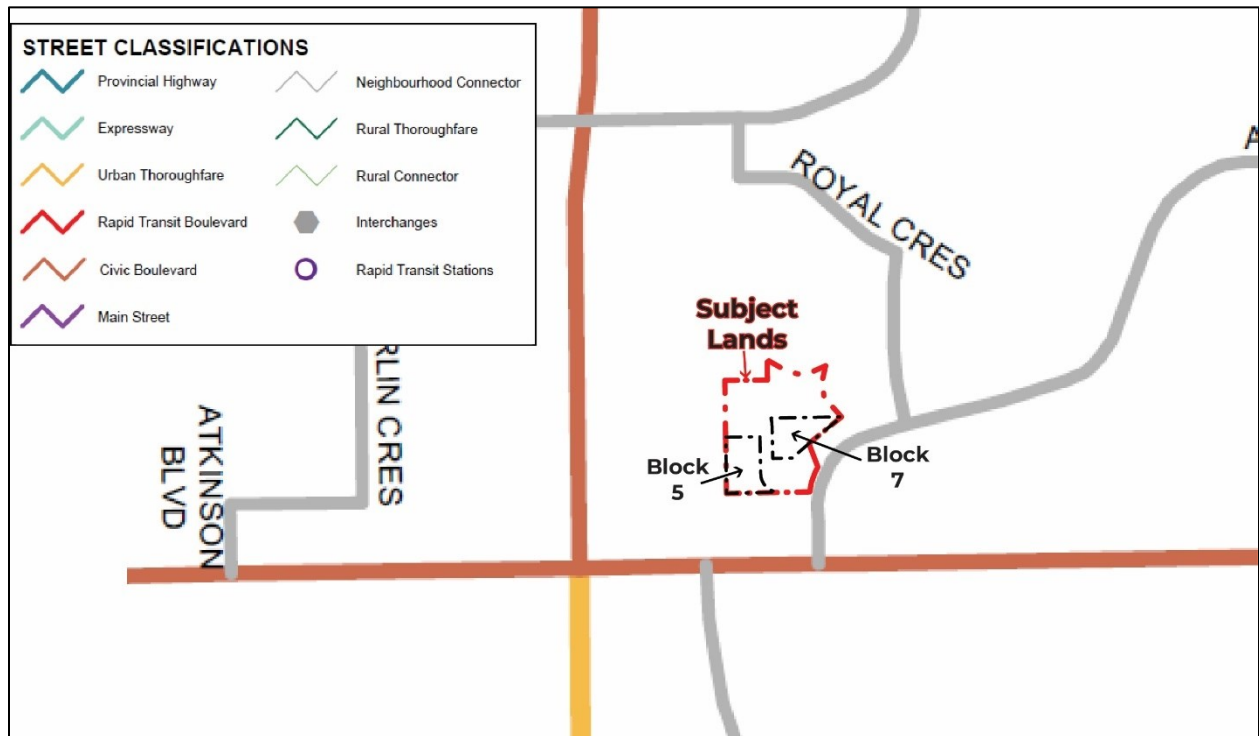
“vibrant, exciting places to live” (Policy 916). A diversity and mix of residential forms are intended to be provided within this Place Type (including affordable housing) as well as small-scale community facilities (including but not limited to day care centres, branch libraries, schools, and community centres) and public parks (Policies 918, 930).

Residential intensification within ‘Neighbourhoods’, *“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 social health, and create dynamic, lively, and engaging places to live”* (Policy 918_13.). Overall, the London Plan policies *“are designed to encourage robust growth in London over the next 20 years and to direct this growth to strategic locations”* and *“support a compact form of development”* (Policies 65, 66). The London Plan emphasizes *“growing ‘inward and upward’”*, with a target of 45% of all new residential development located within the Built-Area Boundary of the City (Policies 79, 81).

Although the London Plan does not provide policies regarding permitted densities in ‘Neighbourhoods’, the plan does encourage purposeful, sensitive, and compatible residential intensification within existing neighbourhoods, including infill (developing one or more new residential units on vacant lots) and redevelopment (the removal of existing buildings in favour of one or more new buildings that house a greater number of dwelling units than what currently exists) (Policies 83, 506, 937, 938, 939_1, 940).

Permitted uses for specific properties within the ‘Neighbourhoods’ designation depend on the classification of the higher-order street on which the property has frontage, as identified on Map ‘3’ of the London Plan (Policy 919.2). In this case, Block 5 and Block 7 will have frontage on the extension of Duluth Crescent (as part of the Draft Approved Plan), which is considered a ‘Neighbourhood Street’ (see **Figure 12**, below, noting that ‘Neighbourhood Streets’ are not shown on Map ‘3’ of the London Plan). The two Blocks are also in proximity to Admiral Drive (a ‘Neighbourhood Connector’) and adjacent to the proposed parkland Block. As previously mentioned, the London Plan (Policy 919_5) recognizes that properties fronting onto parks may be allowed a broader range of uses and greater intensity of development.

Figure 12 | Excerpt from 'Map 3 – Street Classifications', the London Plan



Source: London Plan

Permitted uses for properties fronting onto Neighbourhood Streets are listed as follows: single-detached, semidetached, duplex, and converted dwellings; townhouses; secondary suites; home occupations; and group homes with a minimum height of one storey and a maximum height of 2.5 storeys (Tables 10, 11).

Notwithstanding the permitted uses and intensity discussed above, OPA90 implemented a Site Specific Policy for the property. The policy is provided below:

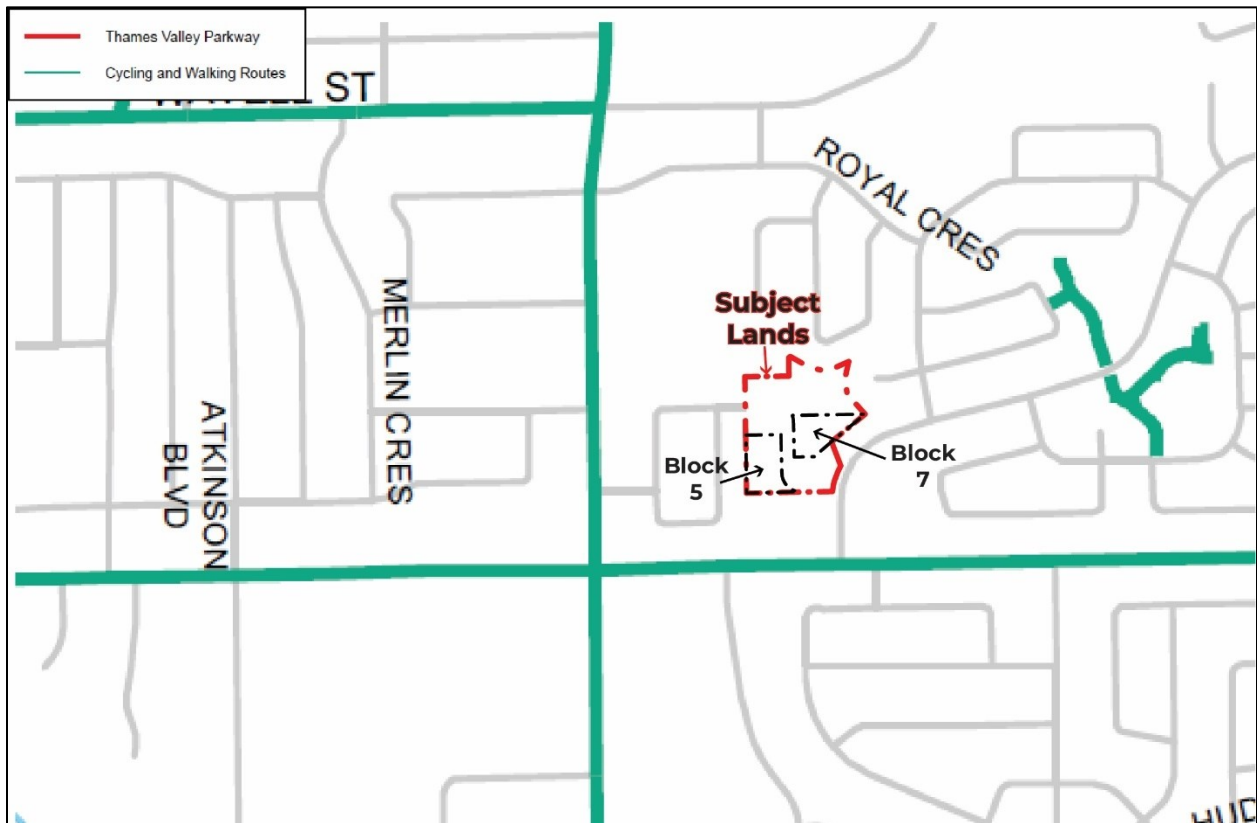
1958 DULUTH CRESCENT

1057D_ For the lands in the Neighbourhoods Place Type located at 1958 Duluth Crescent, as shown on Map 7 – Specific Policy Areas, apartment buildings, small-scale community facilities and mixed use buildings shall be permitted in addition to the uses identified in Table 10, with an upper maximum height of 4 storeys. (OPA 90)

As such, Block 5 and Block 7 are permitted heights up to 4 storeys as of right.

The subject lands are also located within a short distance of 'Cycling and Walking Routes' along Trafalgar Street and Clarke Road, as identified on Map '4' of the London Plan (see **Figure 13**, below). There are currently sidewalks on both sides of Trafalgar Street and Clarke Road (but no bicycle lanes).

Figure 13 | Excerpt from 'Map 4 – Cycling and Walking Routes', the London Plan



Source: London Plan

There are no existing natural heritage features or natural hazards within or adjacent to the subject lands, as identified on Maps 5 and 6 of the London Plan.

Proposed Official Plan Amendment

Based on the refined development proposal for Block 5, and the recent changes to the London Plan as part of the City-initiated Heights Framework Review, a site-specific policy amendment to the London Plan is being sought for an uplift in maximum permitted height in the London Plan for both Blocks 5 and 7. Specifically, the Official Plan Amendment would amend the existing site-specific policy that applies to the property (1958 Duluth Crescent) to allow an upper maximum height of 6 storeys on these two blocks, whereas the policy currently permits 4 storeys.

There is no change proposed to the existing land use designation(s) that currently apply to the subject lands.

The following discussion provides justification for the proposed Official Plan Amendment.

The London Plan identifies a number of planning challenges that are foundational to the City's response to how we will grow as a community over the life of the Plan. These challenges include, but are not limited to:

- London's population will increase substantially over the next 20 years (and is forecasted to grow by over 243,300 persons by 2051);
- Managing the cost of growth, specifically, very compact forms of growth could save billions in infrastructure costs and tens of millions of dollars in operating costs;
- A growing seniors population;
- Affordability challenges; and,
- Climate change.

The proposed development for Block 5 will serve to increase the supply of both market-rate and affordable housing in a compact form and on full municipal services within the City's Urban Growth Boundary and the Built Area Boundary. The proposed uplift in height for Blocks 5 and 7 will allow for the lands to be developed for mid-rise apartments to accommodate a greater residential mix of housing forms and densities, with an emphasis on intensification and the City's "*inward and upward*" focus in a time where the supply of housing and in particular, affordable housing, has reached a state of crisis in the City, and the Province as a whole.

The London Plan also identifies Key Directions and Strategies in which the proposed amendment is supportive of, including:

- Plan Strategically for a Prosperous City (Policy 55)

The proposed applications will support growth that revitalizes the urban neighbourhood and promotes higher-density market-rate and affordable housing opportunities through cost-efficient growth patterns.

- Celebrate and support London as a culturally rich, creative, and diverse city (Policy 57)

The proposed development for Block 5 will provide an opportunity for a great mix of housing, with an emphasis on affordable housing, into the existing Argyle neighbourhood, to attract a diverse population to the neighbourhood and City, including newcomers. The uplift in height for Blocks 5 and 7 further support the opportunity for greater flexibility and opportunity for mix of housing choices.

- Become one of the greenest cities in Canada (Policy 58)

It is anticipated that the proposed development for Block 5 will promote sustainable forms of development by providing a higher-density, mixed-use compact urban form development on existing full municipal services. The Duluth Subdivision is conveniently located within walking distance to public transit and active transit

opportunities, along with commercial, institutional, and employment services, supportive of more sustainable forms of mobility and to meet the daily and weekly needs of residents in the Argyle community. The proposed development will also support energy conservation and efficiency through appropriate built form and site design, and take into consideration approaches for sustainable development, including, but not limited to, opportunities for bicycle parking spaces, increased glazing for buildings to improve availability of natural light and ventilation internally, enhanced landscaping, and the potential use of full cut-off LED lighting to minimize energy consumption; these design elements will be considered at the time of Site Plan Approval for each development block.

- Build a mixed-use compact city (Policy 59)

The proposed development for Block 5 will focus on higher-intensity, compact development, that provides a greater mix of housing choice and supply to the neighbourhood – which is predominantly low-density – to promote complete neighbourhoods that support aging in place. The uplift in height for Blocks 5 and 7 emphasizes the “*inward and upward*” notion that guides the London Plan, and takes advantage of existing services and facilities to reduce the City’s need to grow outward.

Block 5 and Block 7 are also adjacent to the proposed public parkland block proposed as part of the approved Draft Plan, providing opportunity for passive surveillance. In addition, the London Plan (Policy 919_5) recognizes that properties fronting onto parks may be allowed a broader range of uses and greater intensity of development.

- Place a new emphasis on creating attractive mobility choices (Policy 60)

As previously identified, the property’s convenient location to public transit and active transit opportunities within walking distance is supportive of more sustainable forms of mobility. Sidewalks along the extension of Duluth Crescent into the site, as well as sidewalk connections to Admiral Drive and Garland Crescent further create pedestrian connectivity and mobility opportunities. Block 5 has been designed to include private pedestrian connections internal to the site, which connect to the sidewalks along the extension of Duluth Crescent.

- Build strong, healthy and attractive neighbourhoods for everyone (Policy 61)

The proposed development for Block 5, as part of the greater Duluth Subdivision, will contribute to a complete neighbourhood by providing a housing supply mix (predominantly affordable with a limited amount of market-rate) and density to the neighbourhood that would meet the needs of people of all ages, incomes and abilities, close to employment, commercial, institutional, and recreational amenities. Although no development plans are fixed for Block 7 at this time, it is contemplated that a mixed-use residential and small-scale community facility / limited secondary commercial uses (accessory to the main permitted residential use), is envisioned for

that Block to further support the development contributing to a complete neighbourhood.

- Make wise planning decisions (Policy 62)

The proposed development on Block 5, and the uplift in height for both Blocks 5 and 7, effectively responds to the ongoing housing crisis and housing supply shortages in the City, and provide for alternative housing forms in a predominantly low-density residential area, as a way to adapt to change in the City. More specifically, the proposed inclusion of a significant proportion of affordable housing units in the Block 5 will contribute to the Provincial target of 47,000 units and the City's Housing Stability Action Plan (2019-2024) to achieve the Council endorsed target of 3,000 new affordable housing units by 2026. The proposed applications are consistent with the Provincial Planning Statement, and conform to the general intent and purpose of the London Plan.

Further to the discussion above, the proposed development for Block 5 contributes to key elements of the City's vision for the 'Neighbourhood' Place Type, including but not limited to:

- Contributing to the strong neighbourhood character, sense of place and identity;
- Providing attractive streetscapes, buildings and public spaces;
- Offering a diversity of housing choices allowing for affordability and giving people the opportunity to remain in their neighbourhoods as they age if they choose to do so;
- Providing site design that is safe, comfortable, convenient, and offers attractive alternatives for mobility;
- Easy access to daily goods, services, and employment opportunities close by; and,
- Taking advantage of on-site and in proximity parks, pathways, and recreational opportunities that strengthen community identity and serve as connectors and gathering places (Policy 916).

These key elements of the City's vision are implemented through the proposed development for Block 5 (as well as the height uplift for Blocks 5 and 7) in the following ways, per Policy 918 of the London Plan:

- *Through the review of all planning and development applications, neighbourhoods will be designed to create and enhance a strong neighbourhood character, sense of place and identity.*

The greater Duluth Subdivision contemplates a mix of single-detached, townhouse, and low-rise apartment and mixed use buildings for the site, which appropriately respects the existing low rise residential character of the surrounding Argyle community, while also advancing an infill and intensification project that

accommodates compact urban form and higher-density in keeping with the London Plan policies.

The greater Duluth Subdivision has been designed to minimize impacts on the identity and character of the surrounding area. Examples of this thoughtful design include the location of single-detached dwelling lots in the north-westerly portion of the property, where Duluth Crescent currently terminates and is proposed to be extended. This allows for a sensitive transition into higher density uses through matching of like-units and stepping building height and intensity as development moves further from the established built form.

The uplift in maximum permitted height for Blocks 5 and 7 supports opportunity to address the unprecedented growth experienced in London and the need to meet critical housing needs, an opportunity to accelerate greater housing supply – including affordable housing, and be more consistent with provincial policies and contemporary development trends through infill and intensification. The proposed development for Block 5, and any future development on Block 7, will advance a site design that pulls development to the Duluth Crescent frontage (which is intended to extend through the Duluth Subdivision), away from neighbouring established, low-density residential development. Enhanced rear and side building setbacks and landscape buffering and fencing measures from neighbouring backyards (subject to Site Plan Control) are proposed, to beautify the pedestrian realm and provide a natural privacy buffer to adjacent land uses. This will also help soften intensity and alleviate concerns for privacy.

There are several examples throughout the City of London where six storey apartments have co-existed harmoniously with adjacent low-density residential development, including Topaz Luxury Rental Apartments at 1020 Coronation Drive, Apartment Building at 227 Cathcart Street, and the Weatherfield Apartments (7-storeys) at 650 Waterloo Street.

In addition, as previously discussed, Block 5 and Block 7 are also adjacent to the proposed public parkland block proposed as part of the approved Draft Plan, providing opportunity for passive surveillance. The London Plan (Policy 919_5) recognizes that properties fronting onto parks may be allows a broader range of uses and greater intensity of development.

- Neighbourhoods will be planned for diversity and mix and should avoid the broad segregation of different housing types, intensities, and forms.

The proposed development for Block 5, as part of the greater Duluth Subdivision, will contribute to planning a neighbourhood for a diversity and mix of housing types, intensities, and forms, and to provide a mixed housing choice and supply to the neighbourhood. Block 7, through the previous planning approvals, also plans for diversity and mix by providing opportunity for non-residential uses (in a mixed-use

form) through ground floor, small-scale community facility and secondary limited commercial uses accessory to the main permitted residential use.

- Affordable housing will be planned for, and integrated into, all neighbourhoods.

The proposed development for Block 5 incorporates both market-rate and affordable housing opportunities.

- Street networks within neighbourhoods will be designed to be pedestrian, cycling and transit- oriented, giving priority to these forms of mobility.

The extension of Duluth Crescent through the Duluth Subdivision is planned to include a sidewalk network on each side to meet the City's complete streets and mobility goals, providing connection to Admiral Drive as well as Garland Crescent through a proposed pedestrian pathway connection. In doing so, residents of the proposed development and surrounding neighbourhood will have an opportunity to enjoy various forms of mobility. Private sidewalks within Block 5 will also provide connections to the extension of Duluth Crescent.

As previously mentioned, the Duluth Subdivision is well-served by public transit, as the subdivision lands are located with approximately 400m of transit stops for five City of London bus routes, specifically #2A (Natural Science – Trafalgar Heights/Bonaventure); #3 (Downtown – Argyle Mall); #5 (Byron – Argyle Mall); #7 (Westmount Mall – Argyle Mall); and #35 (Argyle Mall – Trafalgar Heights). The property is also in close proximity to active transportation opportunities such as the Cycling and Walking Route along Trafalgar Street and Clarke Road, as identified on Map '4' of the London Plan.

- Public parks and recreational facilities will be designed to support a strong sense of identity and place and to serve as a meeting place with appropriate infrastructure to attract and support neighbourhood residents of all ages and demographics.

A public park block (0.28 hectares) is proposed in the south-easterly portion of the Duluth Subdivision, enhanced by detailed landscape treatment to be refined at the Site Plan Approval stage. The intent of the park block is to provide for outdoor public amenity and recreational space for those within the development site as well as those within the surrounding neighbourhood. The subdivision is also well-served by a range of recreational and community facilities generally within walking distance, including Argyle Arena to the north, East Lions Community Centre to the north-west and Admiral Park and Nelson Park to the east. Indoor and outdoor private amenity areas are also provided throughout the proposed development in Block 5.

- Neighbourhoods will be designed to protect the Natural Heritage System, adding to neighbourhood health, identity and sense of place.

Map '5' and '6' of the London Plan do not identify any natural heritage features, natural resources or natural hazards on the subdivision lands or adjacent areas. However, it is anticipated that appropriate landscaping, including street trees, will be incorporated into the design of the greater Duluth Subdivision.

The proposed development for Block 5, and any future development for Blocks within the greater Duluth Subdivision (including Block 7), will have regard for the City Design Policies in the London Plan by:

- Proposing a site layout that responds to the context of the existing and planned character of the surrounding area, and minimizes impacts on adjacent properties (Policy 252; Policy 253);
- Proposing a site layout that promotes connectivity and safe movement between, and within, sites for pedestrians, cyclists, and motorists (Policy 255);
- Building configuration that maintains and reinforces the prevailing street wall or street line of existing buildings, and of which are sited with minimal setbacks from public ROW to create a street edge, establish a sense of enclosure and comfortable pedestrian environment (Policy 256; Policy 259);
- Locating surface parking in the rear or interior side yards (in this case, internal to the site) to minimize the visual impact of parking areas on the public realm (Policies 272);
- Providing outdoor amenity spaces (Policy 295); and,
- Providing for a diversity of design materials to visually break up massing, reducing visual bulk and add interest to the building design (Policy 301).

It is noted; however, that urban design features will be further addressed and refined through the Site Plan Control process.

In light of the above, the proposed Official Plan Amendment conforms to the general intent and purpose of the London Plan.

3.3 Area Studies

There are no area studies applicable to the subject lands.

3.4 City of London Zoning By-law No. Z-1

The City of London zones Block 5 as a compound 'Residential R5, Zone Variation 6, Special Provision 18' ('R5-6(18)') and 'Residential R6, Zone Variation 5, Special Provision 93' ('R6-5(93)') zone, and Block 7 as a compound 'Residential R6, Zone Variation 5, Special Provision 95' ('R6-5(95)') zone (See **Figure 14**).

The 'R5-6(18)' and 'R6-5(93)' zones permit a range of residential uses, including semi-detached dwellings, duplex dwelling, triplex dwellings, fourplex dwellings, standard and cluster townhouse dwellings, standard and cluster stacked townhouse dwellings,

and apartment buildings. The 'R6-5(95)' zone permits the same uses as the R5-6(18) and 'R6-5(93)' zones, as well as assembly halls, community centres, libraries, day care centres, personal service establishments, restaurants, excluding a drive through facility, and retail stores. Both the 'R6-5(93)' and 'R6-5(95)' zones specifically exclude single-detached dwellings as a permitted use.

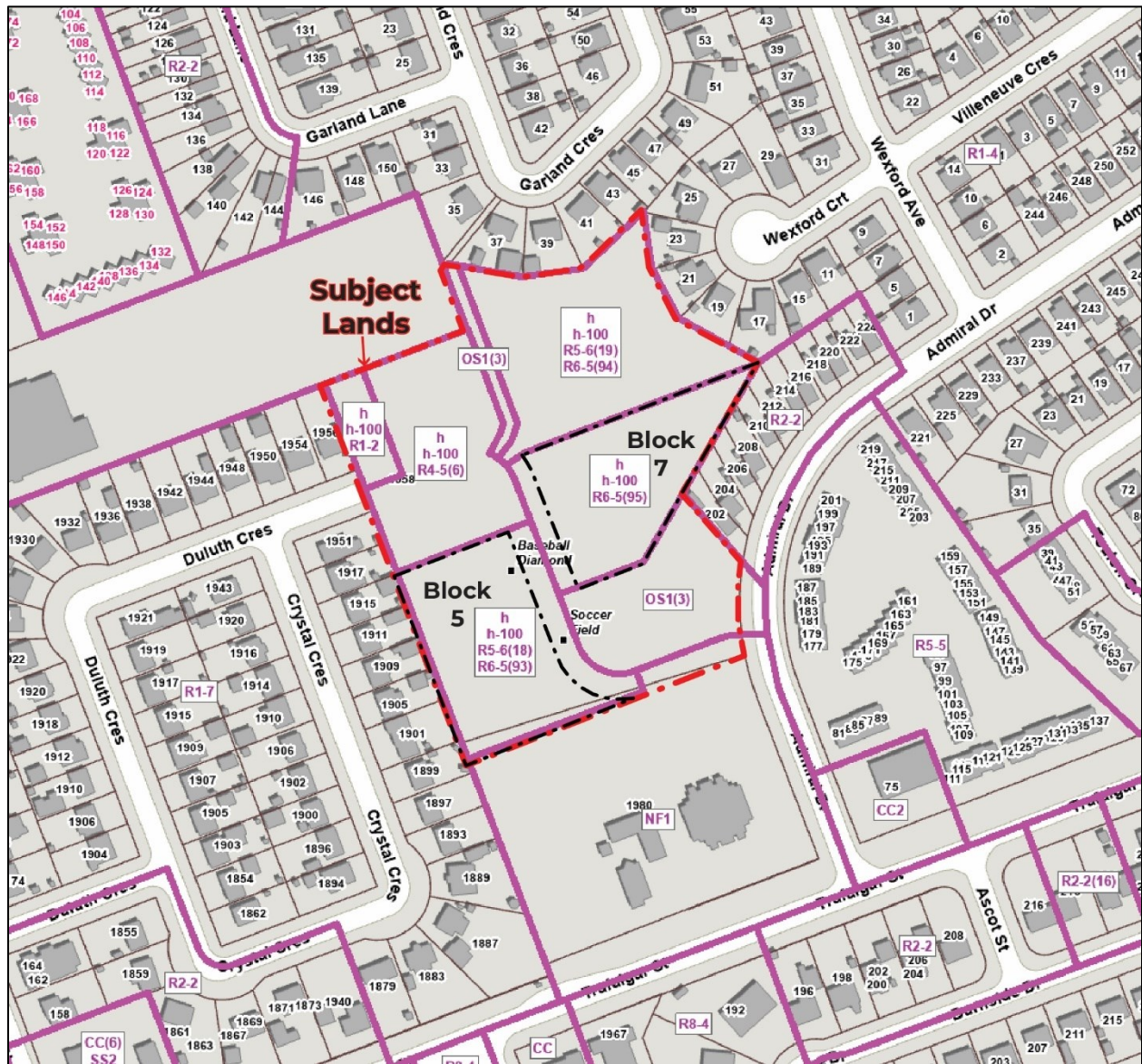
The Special Provision zones noted above permit site-specific zone regulations as they relate to lot frontage, side yards, and density,

Both blocks also have the following Holding ('h') zones applied to them:

h Purpose: To ensure the orderly development of lands and the adequate provision of municipal services, the "h" symbol shall not be deleted until the required security has been provided for the development agreement or subdivision agreement, and Council is satisfied that the conditions of the approval of the plans and drawings for a site plan, or the conditions of the approval of a draft plan of subdivision, will ensure a development agreement or subdivision agreement is executed by the applicant and the City prior to development. Permitted Interim Uses: Model homes are permitted in accordance with Section 4.5(2) of the By-law.

h-100 Purpose: To ensure there is adequate water service and appropriate access, a looped watermain system must be constructed and a second public access must be available to the satisfaction of the City Engineer, prior to the removal of the h-100 symbol. Permitted Interim Uses: A maximum of 80 residential units.

Figure 14 | Zoning Map



Source: City of London

Proposed Zoning By-law Amendment

To support the proposed development plans for Block 5, an amendment to the City's Zoning By-law is required. The proposed zoning by-law amendment would **AMEND** the existing 'R5-6(18)' and 'R6-5(93)' that applies to Block 5 to permit the following:

- A decrease in front yard depth (minimum) to 1.5 metres, whereas 3.0 metres is required;
- An increase in building height (maximum) to 16.5 metres, whereas 15.0 metres is permitted;

- Removal of the front yard depth (maximum) regulation of 6.0 metres under the R5-6(18);
- An increase in density (maximum) to 225 units per hectare, whereas 200 units per hectare is permitted; and,
- Notwithstanding Section 4.27 of the City of London Z.-1 Zoning By-Law, yard encroachments up to 0.0m from the lot line are permitted for balconies, architectural features, terraces, patios, porches and canopies, whereas 1.5 metres is permitted provided the projection is no closer than 3.0 metres to a lot line.

The existing zoning for Block 7 is not proposed to be amended. Further, the existing Holding zones are not proposed to be removed.

The proposed amendments intend to provide for higher-density residential development that is compact in form, represents intensification development through appropriate infill of a portion of an underutilized institutional property, and makes efficient use of the property and the existing services and provides for affordable housing.

Reduced Front Yard Depth

The request for a reduced front yard depth is to locate parking internal to the site, away from the street frontages, and to site the apartment blocks within minimal setbacks from the public ROW to create a street edge, and to establish a sense of enclosure and comfortable pedestrian environment. A 1.5 metre minimum front yard depth has been approved in other R5 and R6 zones including, but not limited to, the R5-5(6), R5-7(21), R5-7(24), R5-7(29), R5-7(35), R6-5(47), and R6-5(103) zone.

Increase in Building Height

The increase in maximum height for Blocks 5 and 7 is to accommodate six (6) storeys in height for the mid-rise apartment buildings, introducing a greater range and mix of housing forms to the neighbourhood to create a complete community. The siting of buildings close to the extension of Duluth Crescent at Admiral Drive abutting and in close proximity to the public park block, as well as the proposed landscape buffering measures at the side and rear yards, are anticipated to alleviate concerns of privacy, visual impacts and intensity to neighbouring low-density residential uses. A significant rear yard setback (36.4 metres) is maintained by locating parking to the rear of the site, to separate the apartment buildings from the existing, established low-density residential (along Crystal Crescent) west of Block 5.

As previously mentioned, Block 5 and Block 7 are also adjacent to the proposed public parkland block proposed as part of the approved Draft Plan, providing opportunity for passive surveillance. In addition, the London Plan (Policy 919_5) recognizes that properties fronting/abutting onto parks may be allowed a broader range of uses and greater intensity of development.

Removal of Front Yard Depth Regulation

The By-law currently prescribes a maximum front yard depth of 6.0 metres for lands zoned R6-5(93). However, due to the curvature of the extension of Duluth Crescent, Block 5 forms an irregular shape whereby the proposed development provides for a front yard depth of 1.5 metres in the northeast corner, and increases to 13.9 metres in the southeast corner (See Site Plan in **Figure 5** in Section 2 of this Report). The removal of the maximum front yard depth regulation for this Block allows for the development to provide a continuous built edge, despite the curvature of the road and block in the southeast portion of the Block.

Increase in Density

The increase in density will allow for the uplift in residential unit supply on the subject lands, which includes affordable housing, to aid in the City's target of accelerating housing supply and the supply of affordable housing units as a result of the ongoing housing crisis.

The intensity of the site associated with the proposed increase in density will be alleviated by providing for an appropriate development that is – subject to Site Plan Approval – complementary to the architectural style of the surrounding neighbourhood, providing for detailed architectural elements (i.e., the interplay of materials and colours, accentuated façade elements, and vision glazing to facilitate passive surveillance) to break up the massing of the building, and enhanced landscaping to beautify the pedestrian realm and to provide a buffer and screening to adjacent properties. The increase in residential density is also supported by the sites convenient location to existing public transit routes, commercial facilities, and public recreation areas, and other desirable facilities and services.

The increase in density will not result in a deficiency in parking, lot coverage, or landscaped open space.

Yard Encroachment

Recognizing the siting of the buildings close to the ROW in keeping with London Plan policies, a reduced yard encroachment is being sought to allow any building features such as balconies, architectural features, terraces, patios, porches and canopies, to encroach up to the front property line of Block 5.

Typically, encroachment is governed by the Zoning by-law only up to the property line with an encroachment agreement required for any actual encroachment into the City right-of-way. Encroachment agreements are a common tool for signage and elements that remain in the city right-of way following the acquisition or dedication of lands for road widening.

The extension of Duluth Crescent provides for a large ROW to allow for sufficient distance between the front of the building and the municipal sidewalk and curb-edge. As such, the distance allows any projection from the building to remain distant from the sidewalk and street leaving them clear and open with reduced risk of interference from any projections.

A similar yard encroachment provision has been applied to the Old Victoria Hospital Re-Development Lands.

See **Table 1** below for the amended 'R5-6(18)' and 'R6-5(93)' zones discussed above. Block 5 satisfies all other regulations of the existing 'R5-6(18)' and 'R6-5(93)' zones.

Table 1 | Amended 'R5-6(18)' and 'R6-5(93)' Zone Provisions

Black Text – Original zoning provision

Red Text – Proposed special provision

Regulation	Standard R5-6(18) Zone	Standard R6-5(93) Zone	Amended R5-6(18) / R6-5(93) Zone
Permitted Use	Cluster townhouse dwellings; Cluster stacked townhouse dwellings.	All uses within the R6-5 zone variation with the exception of single-detached dwellings.	No change
Lot Area (minimum)	1000 square metres	850 square metres	No change
Lot Frontage (minimum)	30.0 metres In infilling situations, the frontage requirement may be reduced to 10.0 metres provided that no buildings are located in any part of the lot less than 30.0 metres in width.	10 metres	No change
Front Yard Depth (minimum)	3.0 metres	3.0 metres	1.5 metres
Front Yard Depth (maximum)	6.0 metres	6.0 metres	REMOVE PROVISION
Exterior Side Yard Depth (minimum)	6.0 metres	6.0 metres	No change
Interior Side Yard Depth (minimum)	0.5 metres per 1.0 metres of main building height, or fraction thereof, but in no case less than 3.0 metres when the end wall of a unit contains no windows to habitable rooms, or 6.0 metres when the wall of a unit contains windows to habitable rooms. 3.0 metres where the end wall of an end unit facing the rear yard and/or interior side yard may contain a window(s) to habitable rooms on the group floor only and no access points to the dwelling unit along the end wall facing the rear yard and/or the interior side yard. 4.5 metres minimum when the wall of a unit contains windows to habitable rooms.	0.4 metres per 1 metre of main building height or fraction thereof, but in no case less than 3 metres when the end wall of a unit contains no windows to habitable rooms, or 6.0 metres when the wall of a unit contains windows to habitable rooms. 4.5 metres minimum when the wall of a unit contains windows to habitable rooms.	No change
Rear Yard Depth (minimum)	0.5 metres per 1.0 metres of main building height, or fraction thereof, but in no case less than 3.0 metres when the end wall of a unit contains no windows to habitable rooms, or 6.0 metres when the wall of a unit contains windows to habitable rooms. 3.0 metres (9.8 feet) where the end wall of an end unit facing the rear yard and/or interior side yard may contain a window(s) to habitable rooms on the group floor only and no access points to the dwelling unit along the end wall facing the rear yard and/or the interior side yard.	0.4 metres per 1 metre of main building height or fraction thereof, but in no case less than 3 metres when the end wall of a unit contains no windows to habitable rooms, or 6.0 metres when the wall of a unit contains windows to habitable rooms.	No change
Landscaped Open Space (minimum)	30%	30 %	No change
Landscaped Open Space Buffer (minimum)	3.0m required for rear and interior side yard adjacent to all R1 and R2 zones which may not be used for any other purpose other than landscaped open space.	3.0m required for rear and interior side yard adjacent to all R1 and R2 zones which may not be used for any other purpose other than landscaped open space.	No change

Lot Coverage (maximum)	45%	45%	No change
Height (maximum)	15 metres	15 metres	16.5 metres
Density – Units Per Hectare (maximum)	200 uph	200 uph	225 uph
Parking	0.5 spaces per unit	0.5 spaces per unit	No change
Yard Encroachment	1.5 metres provided the projection is no closer than 3.0 metres to the lot line.	1.5 metres provided the projection is no closer than 3.0 metres to the lot line.	0.0 metres from the lot line for balconies, architectural features, terraces, patios, porches and canopies

4. PROPOSED PLANNING APPROVALS

4.1 Official Plan Amendment

In response to the approved amendments for increased heights as part of the City-initiated Heights Framework Review of the London Plan, and recognizing the unprecedented growth experienced in London, the ongoing housing crisis and demand for housing supply, infrastructure needs, and to support the goals of the London Plan for growing “*inward and upward*”, an amendment to the Official Plan is being sought to permit an uplift in maximum permitted height for Blocks 5 and 7.

No change is proposed to the existing Place Types that apply to the subject lands.

Specific Policies for the Neighbourhoods Place Type – Proposed Text

1958 DULUTH CRESCENT

1057D_ For the lands in the Neighbourhoods Place Type located at 1958 Duluth Crescent, as shown on Map 7 – Specific Policy Areas, apartment buildings, small-scale community facilities and mixed use buildings shall be permitted in addition to the uses identified in Table 10, with an upper maximum height of 4 storeys. *On those lands denoted as Block 5 and Block 7 on Draft Approved Plan 39T-23504, an upper maximum height of 6 storeys is permitted.*

4.2 Zoning By-law Amendment

To support the proposed development plans for Block 5, an amendment to the City's Zoning By-law is required. The proposed zoning by-law amendment would **AMEND** the existing ‘R5-6(18)’ and ‘R6-5(93)’ that applies to Block 5 with special provisions for yard depths, building height, long-term bicycle parking, density, and yard encroachment. The **NEW** special provisions for the ‘R5-6(18)’ and ‘R6-5(93)’ zones are listed below.

Specific Special Provisions – Proposed Text

R5-6(18) 1958 Duluth Crescent (Southwest Apartment Block 5, Draft Approved Plan 39T-23504)

a. Regulations

- i) Front Yard Depth (m) Minimum: 1.5
- ~~ii) Front Yard Depth (m) Maximum: 6.0~~
- iii) Interior Side Yard Depth (m) Minimum: 4.5 metres minimum when the wall of a unit contains windows to habitable rooms.
- iv) Height (m) Maximum: 16.5

- v) Density Units Per Hectare (Maximum): 225
- vi) Landscaped Open Space Buffer (m) Minimum: 3.0m required for rear and interior side yard adjacent to all R1 and R2 zones which may not be used for any other purpose other than landscaped open space.
- vii) Yard Encroachments: Notwithstanding Section 4.27 of the City of London Z.-1 Zoning By-Law, yard encroachments up to 0.0m from the lot line are permitted for balconies, architectural features, terraces, patios, porches and canopies.

R6-5(93) 1958 Duluth Crescent (Southwest Apartment Block 5, Draft Approved Plan 39T-23504)

b. Regulations

- i) Permitted Uses: All uses within the R6-5 zone variation with the exception of single-detached dwellings.
- ii) Front Yard Depth (m) Minimum: 1.5
- ~~iii) Front Yard Depth (m) Maximum: 6.0~~
- iv) Interior Side Yard Depth (m) Minimum: 4.5 metres minimum when the wall of a unit contains windows to habitable rooms.
- v) Height (m) Maximum: 16.5
- vi) Density Units Per Hectare (Maximum): 225
- vii) Landscaped Open Space Buffer (m) Minimum: 3.0m required for rear and interior side yard adjacent to all R1 and R2 zones which may not be used for any other purpose other than landscaped open space.
- viii) Yard Encroachments: Notwithstanding Section 4.27 of the City of London Z.-1 Zoning By-Law, yard encroachments up to 0.0m from the lot line are permitted for balconies, architectural features, terraces, patios, porches and canopies.

5. CONCLUSION

Based on the above analysis, the proposed Official Plan and Zoning By-law Amendments are consistent with the Provincial Planning Statement (2024), maintain the general intent and purpose of the London Plan and City of London Zoning By-law, and represents sound land-use planning.

Respectfully submitted,

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