

Report to Planning and Environment Committee

To: Chair and Members
Planning and Environment Committee

From: Scott Mathers, MPA, P.Eng.
Deputy City Manager, Planning and Economic Development

Subject: Extendicare
447 Ashland Avenue (1156 Dundas Street)
File Number: SPA22-074 – Ward 4
Public Participation Meeting

Date: September 11, 2023

Recommendation

That, on the recommendation of the Director, Planning and Development, the following actions **BE TAKEN** with respect to the application of Extendicare relating to the property located at 447 Ashland Avenue (1156 Dundas Street):

- (a) The Planning and Environment Committee **REPORT TO** the Approval Authority the issues, if any, raised at the public meeting with respect to the application for Site Plan Approval to permit a new continuum-of-care facility; and
- (b) Council **ADVISE** the Approval Authority of any issues they may have with respect to the Site Plan Application, and whether Council supports the Site Plan Application.

Executive Summary

Summary of Request

The proposal is for a three (3) storey continuum-of-care facility (long-term care home) with 192 beds that offers housing and patient care services. The development proposal is subject to a public site plan meeting in accordance with the Holding (h-5) Zone regulations set out in the Z.-1 Zoning By-law.

Purpose and the Effect of Recommended Action

The recommended action is to report to the Approval Authority any issues or concerns raised at the public meeting with respect to the application for Site Plan Approval.

Rationale of Recommended Action

1. The proposed Site Plan is consistent with the *PPS 2020*, which directs growth to settlement areas and enhancing main streets.
2. The proposed Site Plan conforms to The Official Plan for the City of London 2016 - *The London Plan*, and the McCormicks Secondary Plan including, including but not limited to the policies of the mid-rise residential designation.
3. The proposed Site Plan complies with the regulations of the Z.-1 Zoning By-law.
4. The proposed Site Plan meets the requirements of the Site Plan Control Area By-law.

Linkage to the Corporate Strategic Plan

This recommendation supports the following Strategic Areas of Focus:

- **Housing and Homelessness**, by ensuring London's growth and development is well-planned and considers use, intensity, and form, and by increasing access to a range of quality, affordable, and supportive housing options that meet the unique needs of Londoners.

Analysis

1.0 Background Information

1.1 Previous Reports Related to this Matter

A.056/23: Minor Variance to permit an increased height of 13.5m above the maximum of 12.0m

B.010/23: Consent Application to sever 13,600 square metres for future continuum-of-care facility and retain 38,400 square metres for future development along Dundas Street.

39T-21508/O-9545/Z-9524: October, 2022: Report to Planning and Environment Committee for approval of a draft plan of subdivision, staff initiated amendments to The London Plan, the McCormick Area Secondary Plan and zoning by-law.

OZ-7601: November 2015: Report to Planning and Environment Committee – Draft McCormick Area Secondary Plan

OZ-8489: November, 2015: Report to Planning and Environment Committee – Amendments to Official Plan and Zoning By-law to pre-zone lands by the City.

November 11, 2014 Council approved By-law No. L.S.P.-3441-366 – by-law to designate 1156 Dundas Street to be of historical and contextual value or interest

December 9, 2009 Board of Control – Request for Expressions of Interest for Properties That Did Not Sell At a Municipal Tax Sale

1.2 Planning History

On December 8, 2015, Municipal Council adopted the McCormick Area Secondary Plan to guide the evolution of the former McCormick's Factory and adjacent lands into a vibrant mixed-use neighbourhood. At the same Council meeting, City staff also brought forward a report to amend the Official Plan and Zoning By-law to facilitate the redevelopment of the McCormick Factory property.



Image 1: Approved Policy Areas from 2015

The recommended amendments were approved by Municipal Council, which created 3 distinct areas, and extended Gleeson Street from Ashland Avenue to McCormick Boulevard. Area 1 is to retain and repurpose the original historic portion of the McCormick Factory building for mixed-use residential/commercial and parking. Area 2 includes the later additions to the McCormick building which have since been demolished and open space to be provided in the northwest corner. Mid-rise apartment buildings, a low-rise seniors apartment building, and townhouses are contemplated in Area 2. Area 3 contemplates low-rise residential uses and the extension of Gleeson Street.

In 2022, a request was made to modify the original proposal for the draft plan of subdivision that was submitted. The revised Draft Plan consists of one (1) medium density residential/commercial block (Block 1); three (3) medium density residential blocks (Blocks 2-4); one (1) park block (Block 7); one (1) future road block; one (1) road widening block (Block 5); one (1) road realignment block (Block 6); and three (3) reserve blocks, serviced by the extension of Gleeson Street; and for the approval of zoning by-law amendments associated with the blocks with the proposed plan of subdivision.

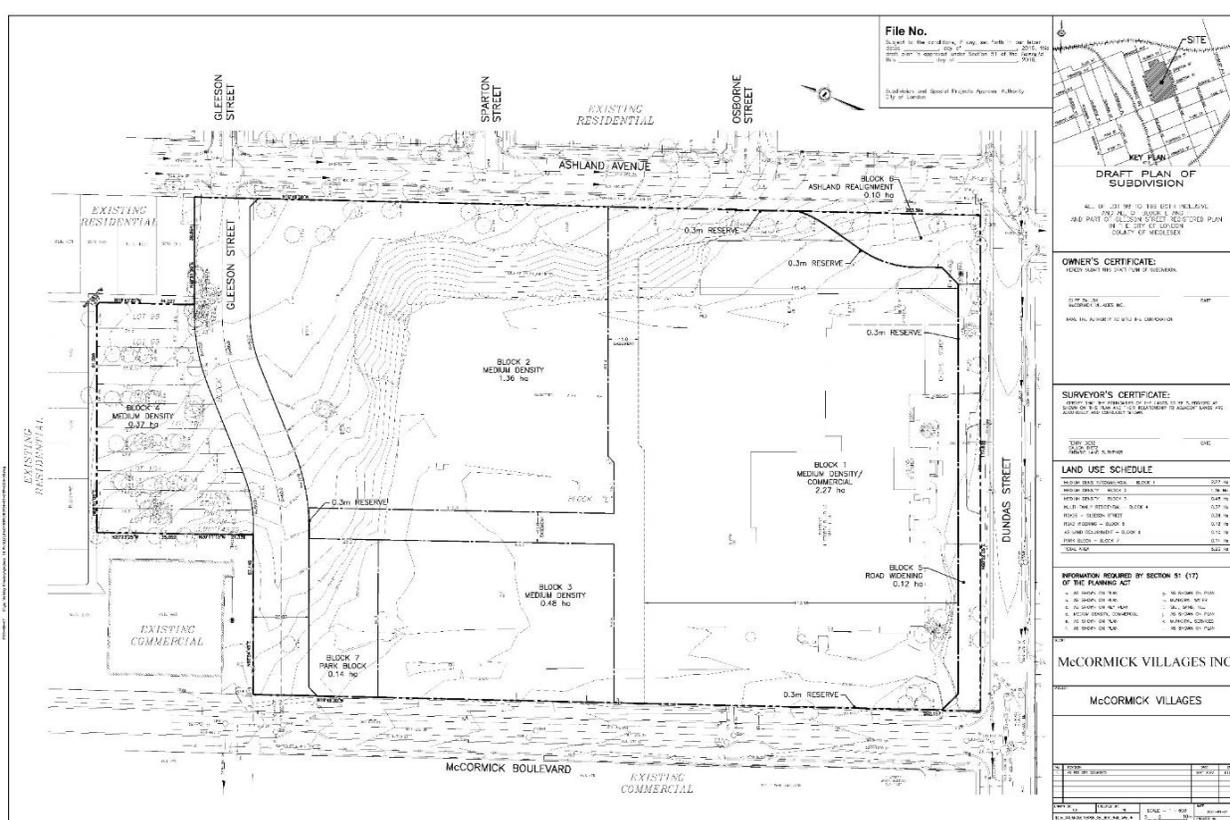


Image 2: Proposed Plan of Subdivision 2022

1.3 Property Description and Location

The site at 447 Ashland Avenue is a portion of the McCormick land holding at 1156 Dundas Street, which has a larger total area of approximately 5 hectares (12 acres) and includes the former McCormick Factory. The subject site is currently vacant and approximately 1.5ha in size. There is a significant change in grade which drops approximately 4.5m away from Ashland Avenue and approximately 3.0m from the future Gleeson Street to the southwest.

The former industrial property is a brownfield site that has been vacant for a number of years. The entire site is designated under Part IV of the *Ontario Heritage Act*. The lands are surrounded by an established residential neighbourhood to the north and east. Dundas Street forms the south boundary which is a Rapid Transit Corridor and mixed-use commercial corridor. Directly to the west, the lands consist of active and former industrial uses and office uses.



Image 3: Subject Site and Larger Land Holding

Site Statistics:

- Current Land Use: Vacant
- Frontage: 81.2m (266ft) Proposed
- Depth: Varies
- Area: 13,564sqm (146,001 sq ft) Proposed
- Shape: Irregular
- Located within the Built Area Boundary: Yes
- Located within the Primary Transit Area: Yes

Surrounding Land Uses:

- North – existing residential
- East – existing residential
- South – commercial/mixed-use
- West – industrial/office

Existing Planning Information:

- Existing London Plan Place Type: Neighbourhoods
- Existing Special Policies: 1058-1059 The London Plan
- Existing Secondary Plan: McCormicks Secondary Plan – Mid-rise Residential Designation
- Existing Zoning: h-5*h-67*h-120*h-149*h-203*h-204-h-205*R6-5(41); h-5*h-67*h-120*h-149*h-203*h-204*h-205*R6-4(41)*H15

Additional site information and context is provided in Appendix “C”.

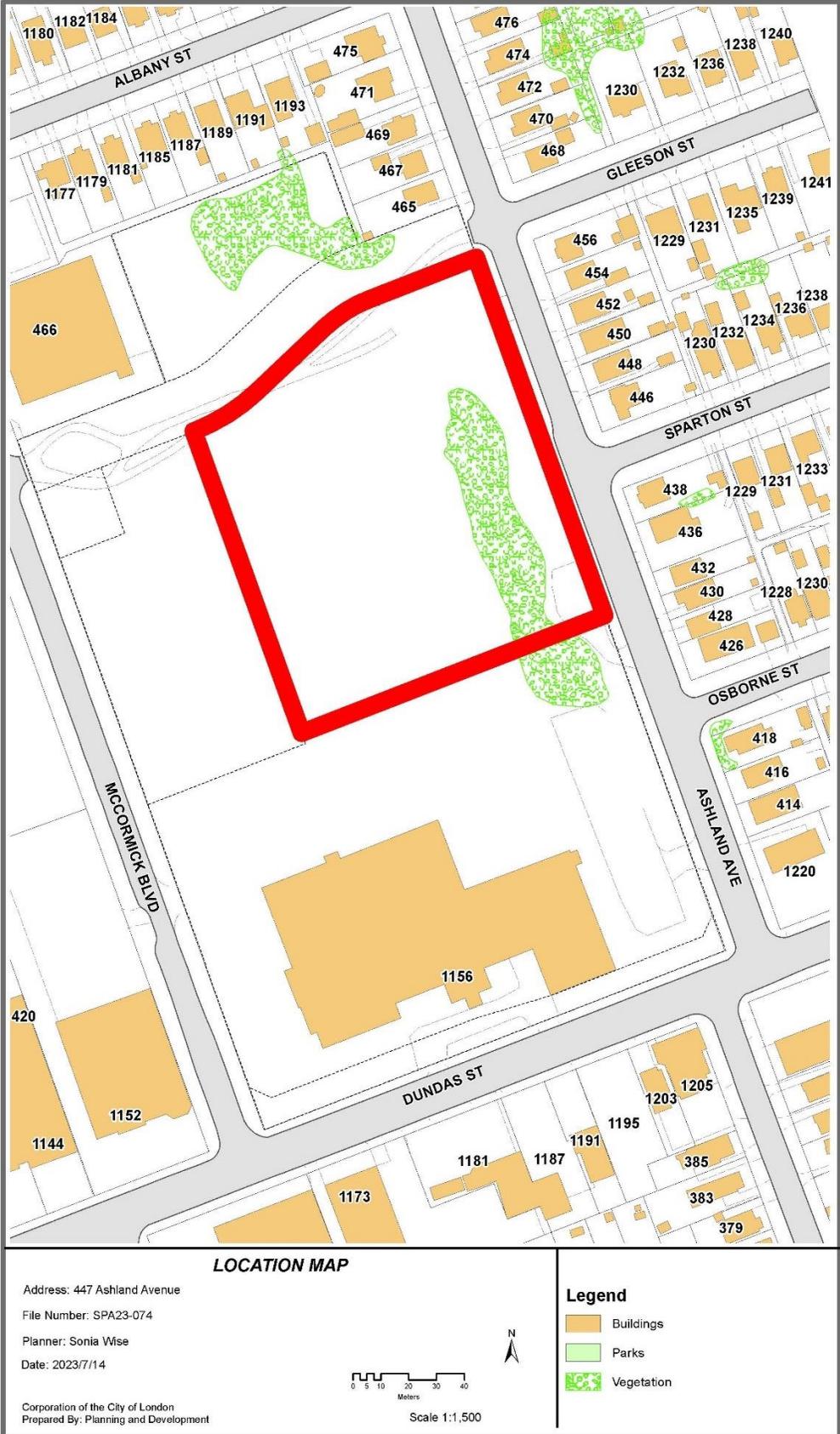


Image 4: Streetview looking west toward Gleeson St and east along Ashland Ave



Image 5: Streetview of former factory from Ashland Ave into the site

Location Map:



2.0 Discussion and Considerations

2.1 Development Proposal

The proposed development is for a three (3) storey continuum-of-care facility with 192 beds. The primary building entrance for residents and visitors is located along Ashland Avenue where there is a vehicular drop-off area and some surface parking. An interior courtyard provides secure outdoor open space for residents.



Image 6: Rendering along Ashland Avenue – Front of Building

The site is accessed from two main driveways along Ashland Avenue with access to the drop off area, the loading area and parking spaces. There are 79 parking spaces including 4 barrier-free parking spaces. A secondary driveway is provided from Gleeson Street to facilitate truck maneuvering and turning movements for the garbage and servicing trucks.

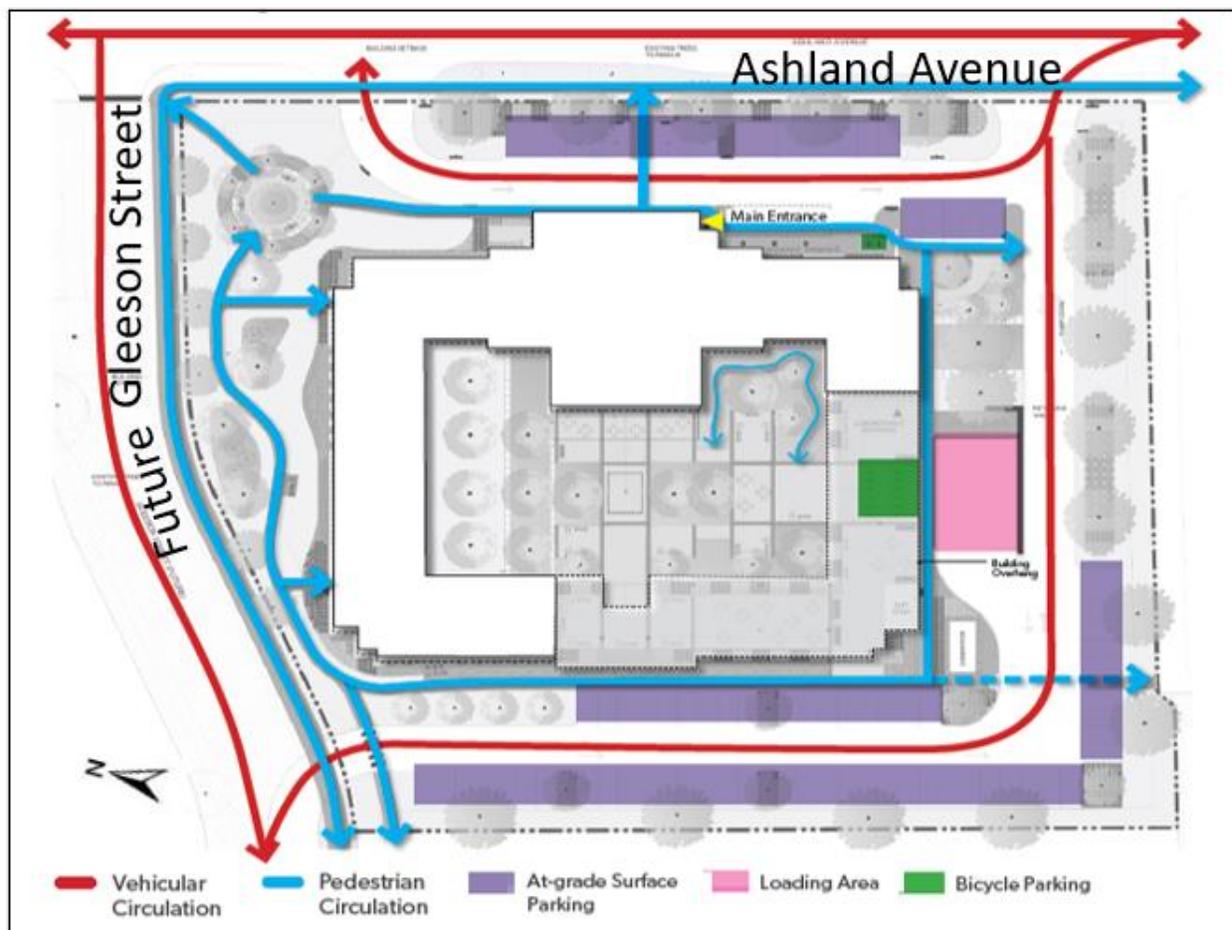


Image 7: Circulation Diagram

provides housing forms to meet the needs of current and future residents (1.1.3.1, 1.1.3.2 & 1.4.3).

The London Plan, 2016

The subject lands are within the Neighbourhoods Place Type with frontage along a Neighbourhood Street: Ashland Avenue. The larger land holding also includes lands to the south within the Rapid Transit Corridors Place Type along the frontage of a Rapid Transit Boulevard: Dundas Street.

There are specific policies; 1058 and 1059, that apply to lands north of the original McCormick Factory building and south of the extension of Gleeson Street. The policies permit a maximum total density of up to 125 units per hectare and building heights of 3-5 storeys within the Neighbourhoods Place Type.

McCormick Secondary Plan

The McCormick Secondary Plan contains more specific direction than the base policies of The London Plan. The subject site is located within the Mid-Rise Residential Designation which permits a variety of housing types, building forms, heights and densities to promote the efficient use of land and provide a variety of housing options. The plan has been reviewed in its entirety and it is staff's opinion that the proposed Site Plan application conforms to the McCormick Secondary Plan policies.

Z-1 Zoning By-law

The site is within a holding Residential R6 Special Provision h-5*h-67*h-120*h-149*h-203*h-204-h-205*R6-5(41); h-5*h-67*h-120*h-149*h-203*h-204*h-205*R6-4(41)*H15 zone. A variance application A.056/23 was submitted to request an increased height of 13.5m above the 12.0m permitted. The by-law has been reviewed in its entirety and it is staff's opinion that the proposed Site Plan application is in conformity with the Z.-1 Zoning By-law. A separate application to remove holding provisions will be required.

3.0 Financial Impact/Considerations

There are no financial impacts or considerations.

4.0 Key Issues and Considerations

4.1 Integration with Subdivision 39T-21508

The subject site at 447 Ashland Ave is a portion of a larger site which was previously occupied by the McCormick Factory municipally addressed as 1156 Dundas Street. There is an associated subdivision which shows this site as a separate block, though is under an active appeal by the property owner. The applicant for 447 Ashland Avenue is pursuing the division of land and development of the site through a consent to sever and site plan applications ahead of the OLT appeal. Matters that are relevant to both the site plan and subdivision such as servicing, road widening, new road creation, park pathways, etc. are being considered and coordinated between the two processes.

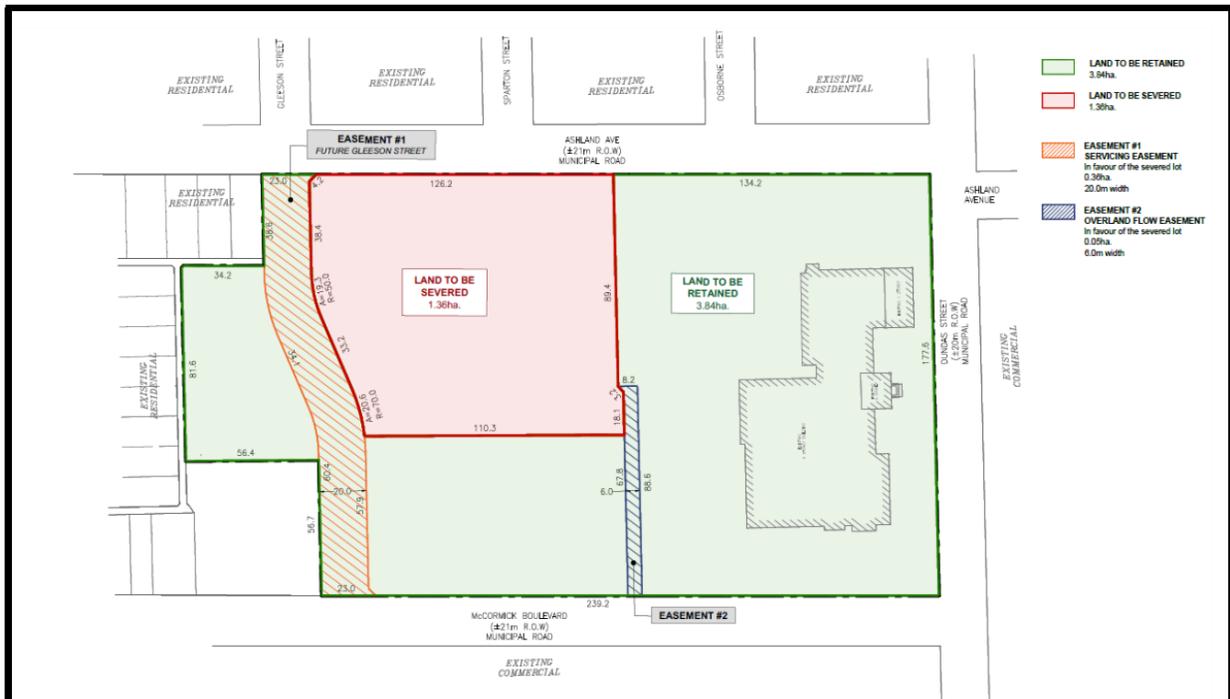


Image 9: Proposed Severance of Site Shown in Red

4.2 Height

A specific policy in The London Plan allows for up to three (3) storeys on the east side of Ashland Avenue and five (5) storeys on the west side of McCormick Boulevard in the Neighbourhoods Place Type. The McCormick Secondary Plan provides more specific guidance than the policies of The London Plan and contemplates up to 4 storeys in the mid-rise residential designation for this site.

There is a three storey building proposed along the Ashland Avenue and Gleeson Street frontages, with a basement level towards the southwest of the building due to the topography of the site. The existing zoning for the majority of the site allows for a height up to 12.0m for the east, with the west portion of the site permitting up to 15.0m. A minor variance application was submitted to permit an increase of 1.5m for a total height of 13.5m. The additional 1.5m of height is not large enough to create an additional storey and provides flexibility for a three storey building design.

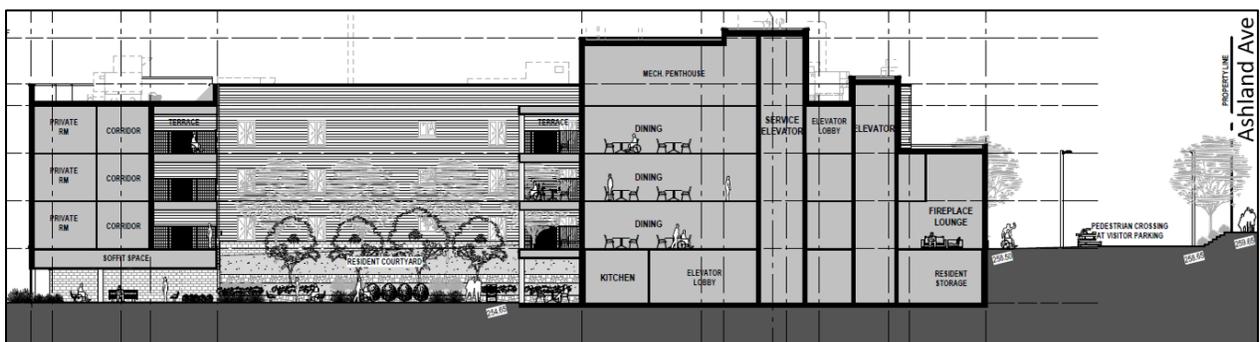


Image 10: South Cross-Section showing grade changes

The remainder of the building at the basement level is open to the courtyard with the ground floor extended above. The exposed portion of the basement level consists of outdoor seating and landscaping, as well as designated bicycle parking, a staff entrance and loading located along the south.

4.3 Servicing

Site servicing will be provided from McCormick Boulevard through the partial construction of Gleeson Street. A proposed 200mm water main on Gleeson Street will connect into the existing 300mm watermain on McCormick Boulevard and to the 150mm watermain on Ashland Avenue to create a looped system. Sanitary servicing will be provided from the 200mm sewer connected to Gleeson Street. The portion of the future Gleeson Street abutting McCormick Boulevard will provide a secondary access into the site in the interim and will be fully built and assumed as part of the subdivision.

There is a small parking area and paratransit pick-up/drop-off area located along Ashland Avenue to provide convenient access into the building. The majority of the parking area is located to the south and west of the existing building which is largely screened from the edge of the roads by the built form. Landscaping is provided along Ashland Avenue which softens the edge and provides further screening of the parking areas.

Landscaped areas and trees should be planted at regular intervals to soften the appearance of parking areas and provide shade during the summer and reduce the heat island effect.

Landscaped islands are proposed within the parking area at regular intervals to provide shade, manage stormwater and reduce the heat island effect of the parking area. Additional tree planting is proposed at the perimeter of the site along the west and south boundaries and additional landscaping is proposed throughout.

Built Form – Medium Density Residential

Design of buildings should form a well-defined and continuous street edge to create a pedestrian oriented environment.

The proposed development will establish a continuous streetwall along the west side of Ashland Avenue and south of Gleeson Street. The majority of vehicle parking is located behind the building to minimize the dominance of vehicles. Pedestrian connections are proposed along Gleeson Street and to connect to the municipal sidewalk on Ashland Avenue to facilitate pedestrian movements.

Built form should be street-oriented on all public right-of-ways with buildings located at or near the property line and front entrances oriented to the street.

The proposed building is located at the street edge along Gleeson Street with a 6.2m setback, and oriented to and near the street edge along Ashland Avenue with a 17.6m setback. A parking area and paratransit pick-up and drop-off area is located between the building and street edge along Ashland Avenue to provide convenient access for residents and visitors and ensure the front entrance is at the street edge and not internal to the site.

New residential buildings will be compatible with the dwellings in the surrounding neighbourhood through street-oriented design, setbacks, form and materials.

The proposed three (3) storey building aligns with the existing character of the surrounding area and proposes contemporary building materials and colours to be harmonious with existing and planned development. The front elevation of the building has a two-storey projection which breaks up the overall massing of the façade along Ashland Avenue and creates visual interest.



Image 12: Rendering of East Façade along Ashland Avenue

4.5 Trees and Landscaping

The subject site is currently vacant and was previously paved with surface gravel from the former industrial use. There are limited clusters of vegetation existing on the subject site that were described as unremarkable in the Tree Management Plan and recommended to be removed where in conflict with the proposed development. The project requires 22 proposed deciduous trees to compensate for distinctive tree trunk diameter lost in tree removals due to construction. The proposal is to plant 65 new trees, including 7 conifers.

New landscaping is proposed along the edges of the site along Ashland Avenue, and the extended Gleeson Street. There are a diverse range of common areas provided that are in keeping with the directions of Ontario's Long-term care home design standards. An amenity area with seating and landscaping is proposed at the corner of Ashland Avenue and Gleeson Street, and near the front entrance of the building. There is an outdoor internal courtyard that provides shared space for residents with hard and soft landscaping, sky views and sunlight.

4.6 Holding Provisions

A number of holding provisions apply to the lands which were applied in 2015 through the Official Plan and Zoning By-law Amendment Applications. The holding provisions are as follows:

h-5: The purpose of the "h-5" holding provision is to ensure that development takes a form compatible with adjacent land uses, agreements shall be entered into following public site plan review specifying the issues allowed for under Section 41 of the *Planning Act, R.S.O. 1990, c. P.13*, prior to the removal of the "h-5" symbol.

h-67: To address concerns of site contamination, a Record of Site Condition shall be carried out by a qualified professional and submitted to the Ministry of the Environment. The City of London will remove the "h-67" holding provision once the Ministry is satisfied that the Record of Site Condition is satisfactory.

h-120: To ensure the orderly development of lands, the 'h-120' requires a Traffic Impact Study to be completed and accepted, and the recommendations be implemented through a development.

h-149: To ensure the orderly development of the lands, sanitary and stormwater servicing reports have been prepared and confirmation that sanitary and stormwater management systems are implemented.

h-203: to ensure the orderly development of lands, a development agreement associated with a plan of subdivision that provides for the dedication and construction of Gleeson Street to municipal standards, between Ashland Avenue and McCormick Boulevard as proposed in the Concept I as part of a future development proposal.

h-204: To encourage high quality urban design for the redevelopment of the former McCormick factory site, a development which, with minor variations is consistent with the conceptual site plan attached as Schedule 1 to the amending by-law and with the Urban Design Guidelines attached as Schedule 2.

h-205: a Land Use compatibility report associated with a site plan is undertaken to provide direction on how the proposed sensitive land uses can be appropriately designed, buffered or separated from the existing major facilities to prevent or mitigate potential adverse impacts.

A separate application to remove holding provisions will be required. Once it has been demonstrated how each of the holding provisions have been satisfied, they will be removed. Any mitigation measures or recommendations identified for the removal of the holding provision(s) will be integrated into the site plan review process and development agreement.

Conclusion

The site plan review process is underway for the development of a proposed continuum-of-care facility. Comments provided through the consultation process and at the public participation meeting will be considered by the approval authority prior to site plan approval. There are no major concerns related to lighting, garbage, traffic, urban design or landscaping. The application, as proposed, is consistent with the Provincial Policy Statement, 2020, The London Plan, the McCormick Secondary Plan, the Z.-1 Zoning By-law and Site Plan Control By-law.

Prepared by: Sonia Wise, MCIP, RPP
Senior Planner, Site Plans

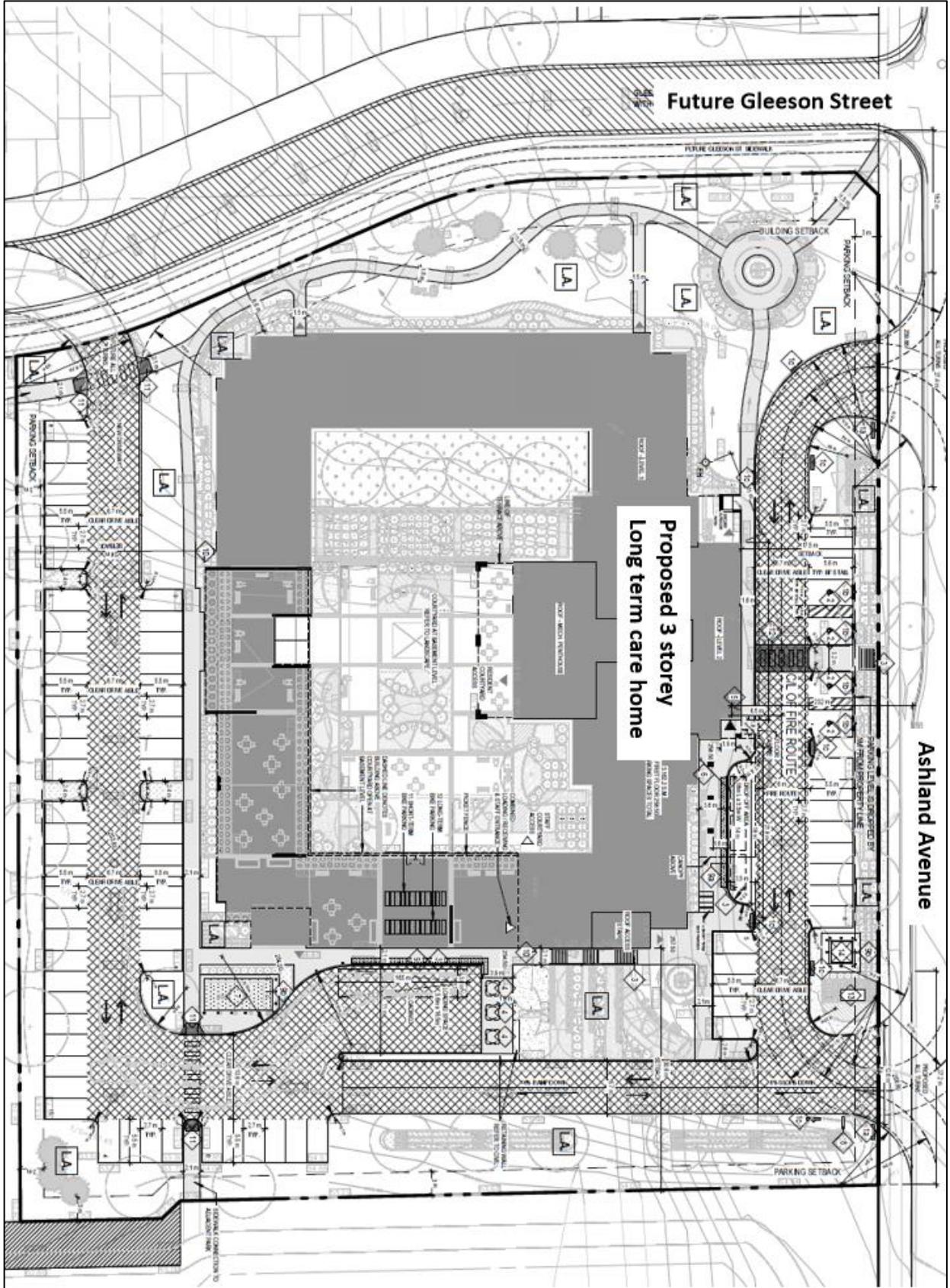
Reviewed by: Michael Pease, MCIP, RPP
Manager, Site Plans

Recommended by: Heather McNeely, MCIP, RPP
Director, Planning and Development

Submitted by: Scott Mathers, MPA, P.Eng.
Deputy City Manager, Planning and Economic
Development

Copy: Britt O'Hagan, Manager, Current Development
Ismail Abushehada, Manager, Development Engineering

Appendix A – Plans and Elevations



Appendix B – Public Engagement

Public liaison: On August 15, 2023, Notice of Application and Public Meeting was sent to 147 residents and property owners in the surrounding area. Notice was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on August 24, 2023.

No replies were received

Nature of Liaison: Application for Site Plan Approval by Extendicare to permit a 3 storey building with a height of 13.5m for a long-term care facility with 192 beds, 79 vehicle parking spaces and 27 bicycle parking spaces. The zoning on this site includes a holding provision that requires a public site plan meeting before the Planning and Environment Committee.

Appendix C - Site and Development Summary

A. Site Information and Context

Site Statistics

Current Land Use	Vacant
Frontage	81.2m (266ft) Proposed
Depth	Varies
Area	13,564sqm (146,001 sq ft) Proposed
Shape	Irregular
Within Built Area Boundary	Yes
Within Primary Transit Area	Yes

Surrounding Land Uses

North	Existing low-rise residential
East	Existing low-rise residential
South	Commercial/mixed-use
West	Industrial/office

Proximity to Nearest Amenities

Major Intersection	Dundas Street & Ashland Avenue
Dedicated cycling infrastructure	Dundas Street (<1,000m)
London Transit stop	Dundas Street (300m)
Public open space	Future Park (65m)
Commercial area/use	Dundas Street (300m)
Food store	Superstore (1,500m)
Primary school	NA
Community/recreation amenity	Boyle Community Centre (700m)

B. Planning Information and Request

Current Planning Information

Current Place Type	Neighbourhoods (Rapid Transit Boulevard)
Current Special Policies	1058 & 1059
Current Zoning	h-5*h-67*h-120*h-149*h-203*h-204-h-205*R6-5(41); h-5*h-67*h-120*h-149*h-203*h-204*h-205*R6-4(41)*H15

C. Development Proposal Summary

Development Overview

Three storey continuum-of-care facility with 192 beds and 79 parking spaces.
--

Proposal Statistics

Land use	Continuum-of-Care Facility
Height	Three (3) Storeys (13.5m)
Residential units	192 beds
Density	48 Units per hectare
Gross floor area	11,747m ²
Building coverage	24%
Landscape open space	40%

Mobility

Parking spaces	79
Secured bike parking spaces	12 indoor spaces, 15 outdoor
Completes gaps in the public sidewalk	Yes (Gleeson)
Connection from the site to a public sidewalk	Yes (Ashland)
Connection from the site to a multi-use path	Yes future abutting through subdivision

Environmental Impact

Tree removals	22
Tree plantings	65
Tree Protection Area	No
Loss of natural heritage features	No
Species at Risk Habitat loss	No
Minimum Environmental Management Guideline buffer met	NA
Existing structures repurposed or reused	No
Green building features	Energy efficient design and native and drought-tolerant landscaping

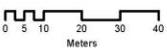
Appendix D – Additional Maps



LOCATION MAP

Address: 447 Ashland Avenue
File Number: SPA23-074
Planner: Sonia Wise
Date: 2023/7/14

Corporation of the City of London
Prepared By: Planning and Development

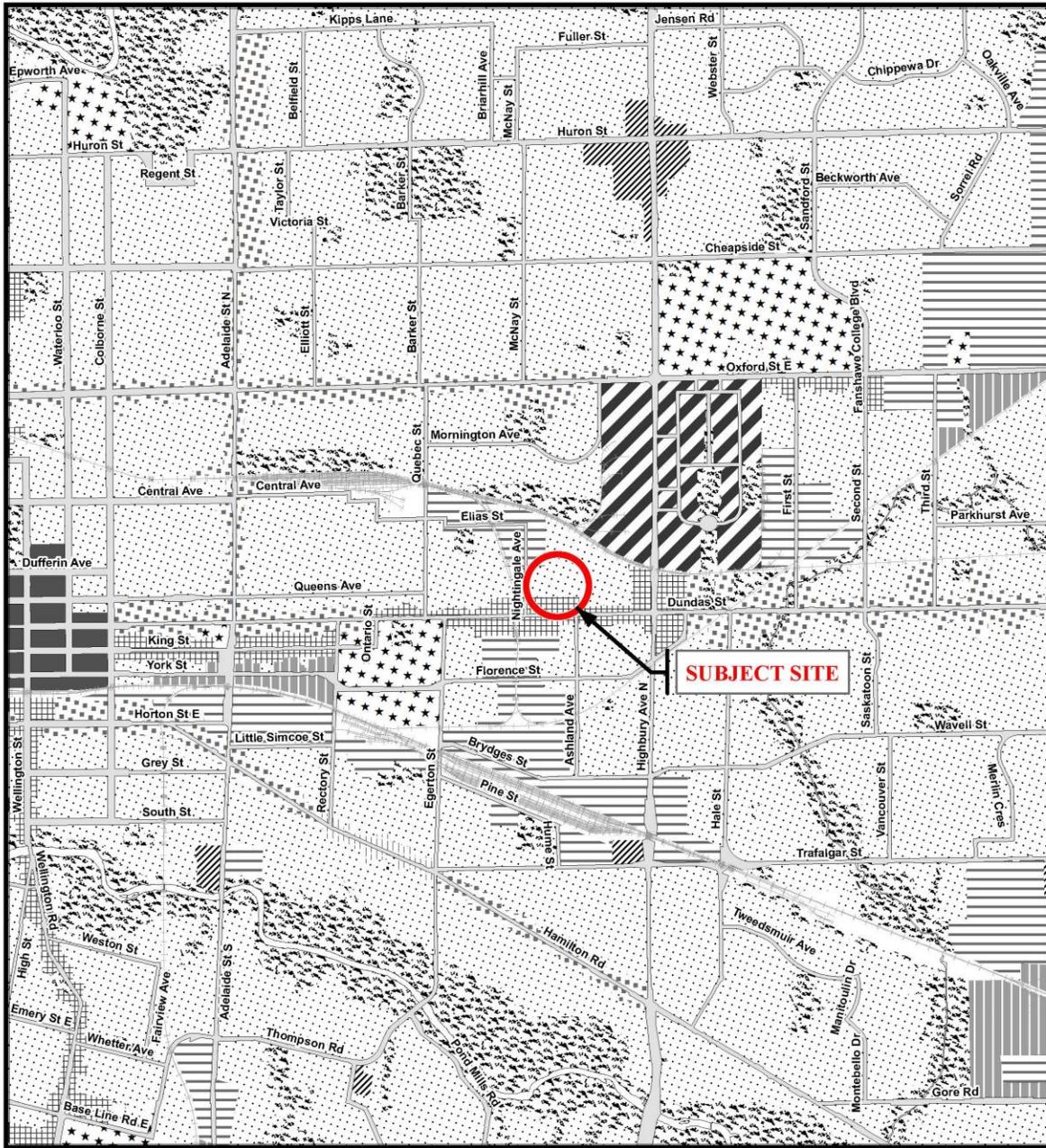


Scale 1:1,500



Legend

 Assessment Parcels



Legend

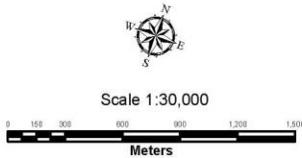
- | | | |
|------------------------|--------------------------|---|
| Downtown | Future Community Growth | Environmental Review |
| Transit Village | Heavy Industrial | Farmland |
| Shopping Area | Light Industrial | Rural Neighbourhood |
| Rapid Transit Corridor | Future Industrial Growth | Waste Management Resource Recovery Area |
| Urban Corridor | Commercial Industrial | Urban Growth Boundary |
| Main Street | Institutional | |
| Neighbourhood | Green Space | |

This is an excerpt from Planning & Development's working consolidation of Map 1 - Place Types of the London Plan, with added notations.

**CITY OF LONDON
Official Plan**

**LONDON PLAN MAP 1
- PLACE TYPES -**

PREPARED BY: Planning & Development

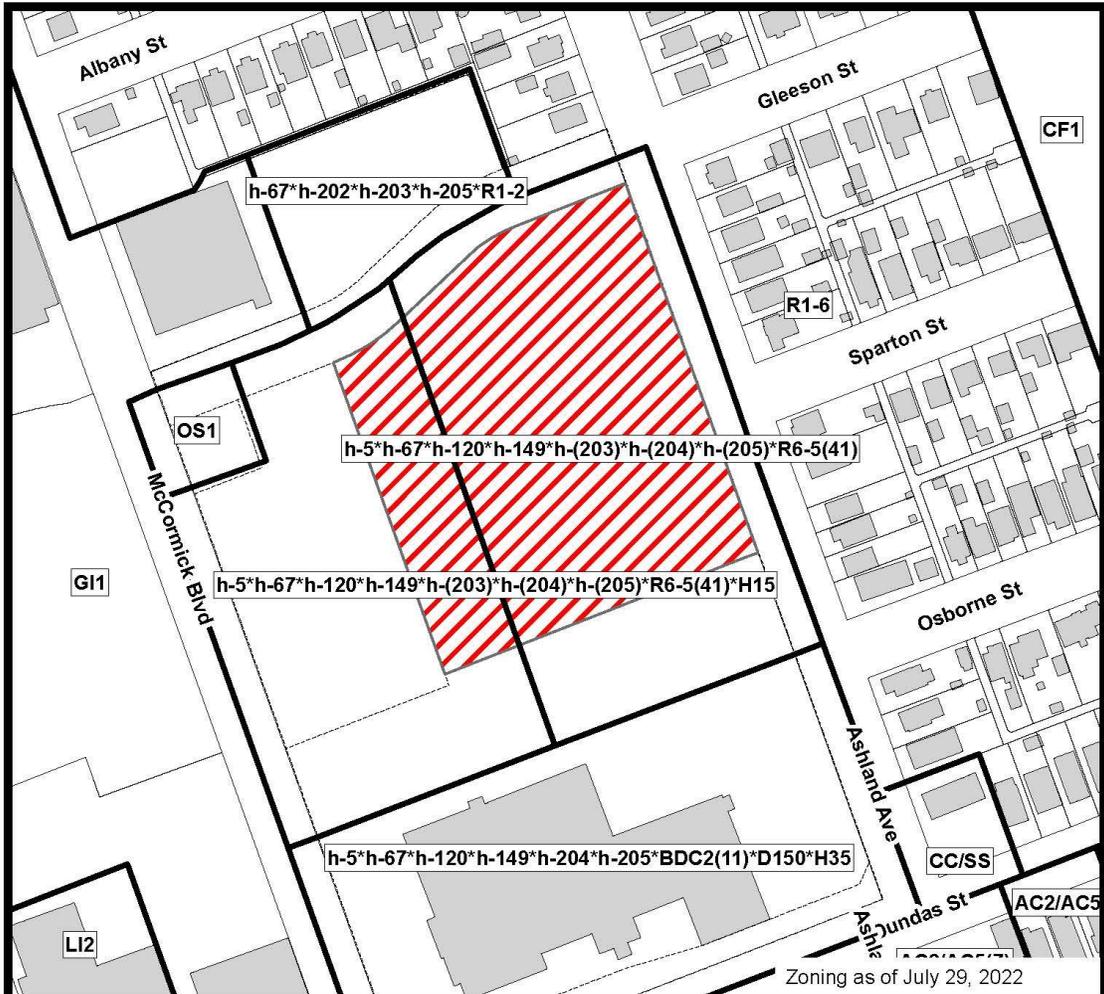


File Number: SPA23-074

Planner: SW

Technician: JI

Date: 2023/7/14



Zoning as of July 29, 2022



COUNCIL APPROVED ZONING FOR THE SUBJECT SITE:

**h-5*h-67*h-120*h-149*h-203*h-204*h-205*R6-5(41) and
h-5*h-67*h-120*h-149*h-203*h-204*h-205*R6-5(41)*H15**

1) **LEGEND FOR ZONING BY-LAW Z-1**

- R1 - SINGLE DETACHED DWELLINGS
- R2 - SINGLE AND TWO UNIT DWELLINGS
- R3 - SINGLE TO FOUR UNIT DWELLINGS
- R4 - STREET TOWNHOUSE
- R5 - CLUSTER TOWNHOUSE
- R6 - CLUSTER HOUSING ALL FORMS
- R7 - SENIOR'S HOUSING
- R8 - MEDIUM DENSITY/LOW RISE APTS.
- R9 - MEDIUM TO HIGH DENSITY APTS.
- R10 - HIGH DENSITY APARTMENTS
- R11 - LODGING HOUSE

- DA - DOWNTOWN AREA
- RSA - REGIONAL SHOPPING AREA
- CSA - COMMUNITY SHOPPING AREA
- NSA - NEIGHBOURHOOD SHOPPING AREA
- BDC - BUSINESS DISTRICT COMMERCIAL
- AC - ARTERIAL COMMERCIAL
- HS - HIGHWAY SERVICE COMMERCIAL
- RSC - RESTRICTED SERVICE COMMERCIAL
- CC - CONVENIENCE COMMERCIAL
- SS - AUTOMOBILE SERVICE STATION
- ASA - ASSOCIATED SHOPPING AREA COMMERCIAL

- OR - OFFICE/RESIDENTIAL
- OC - OFFICE CONVERSION
- RO - RESTRICTED OFFICE
- OF - OFFICE

- RF - REGIONAL FACILITY
- CF - COMMUNITY FACILITY
- NF - NEIGHBOURHOOD FACILITY
- HER - HERITAGE
- DC - DAY CARE

- OS - OPEN SPACE
- CR - COMMERCIAL RECREATION
- ER - ENVIRONMENTAL REVIEW

- OB - OFFICE BUSINESS PARK
- LI - LIGHT INDUSTRIAL
- GI - GENERAL INDUSTRIAL
- HI - HEAVY INDUSTRIAL
- EX - RESOURCE EXTRACTIVE
- UR - URBAN RESERVE

- AG - AGRICULTURAL
- AGC - AGRICULTURAL COMMERCIAL
- RRC - RURAL SETTLEMENT COMMERCIAL
- TGS - TEMPORARY GARDEN SUITE
- RT - RAIL TRANSPORTATION

- "h" - HOLDING SYMBOL
- "d" - DENSITY SYMBOL
- "H" - HEIGHT SYMBOL
- "B" - BONUS SYMBOL
- "T" - TEMPORARY USE SYMBOL

CITY OF LONDON

PLANNING SERVICES / DEVELOPMENT SERVICES

**ZONING
BY-LAW NO. Z-1
SCHEDULE A**



THIS MAP IS AN UNOFFICIAL EXTRACT FROM THE ZONING BY-LAW WITH ADDED NOTATIONS

FILE NO:

SPA23-074

SW

MAP PREPARED:

2023/07/14

Jl

1:2,000

0 10 20 40 60 80

Meters