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File: OZ-8459
Planner: Eric Lalande

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	APPLICATION BY: ATLAS HEALTHCARE (LONDON) LTD. 462-472 SPRINGBANK DRIVE PUBLIC PARTICIPATION MEETING ON JUNE 1, 2015

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the application of Atlas Healthcare (London) Ltd. relating to the property located at 462-472 Springbank Drive:

- (a) the proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on June 16, 2015 to amend the Official Plan to change the designation of the subject lands **FROM** a Multi-Family, High Density Residential designation **TO** an Office Area designation;
- (b) the proposed by-law attached hereto as Appendix "B" **BE INTRODUCED** at the Municipal Council meeting on June 16, 2015 to amend Zoning By-law No. Z-1, in conformity with the Official Plan as amended in part (a) above, to change the zoning of the subject property **FROM** an Arterial Commercial Special Provision (AC2(2)) Zone and Arterial Commercial Special Provision (AC2(7)) Zone, **TO** a holding Office Special Provision (h-11•OF5()) Zone;
- (c) The Site Plan Approval Authority **BE REQUESTED** to consider the following design issues through the site plan process:
 - i) Fencing along property line adjacent to the school yard be implemented to mitigate access and noise impacts;
 - ii) Locate and orient the building in a position and form which spans as much of the street frontage as possible to reduce the exposure of the parking area to the street and locate the building entrance on the north façade or corner location that is highly visible from the street to activate the street edge;
 - iii) Screen the remaining parking area that is exposed to the street through the use of landscaping and a low masonry wall to provide a strong street-wall and attractive view from the public realm;
 - iv) Preserve the existing tree carving currently situated at the entrance of 462 Springbank Drive and maintain it as an amenity to the area

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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City of London Office Study Recommendations (November 1994) – These recommendations implement the results of the 1993 Office Study with a goal of ensuring that major office developments continue to be directed to downtown locations

November 2007 – 462 Springbank Drive (Z-7422) - The purpose and effect of the amendment was to allow for the development of a garden store on the subject site.

December 2009 – 460 Springbank Drive (Z-7695) – The purpose and effect of the amendment was to allow for the development of and a medical office building and associated pharmacy.

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LOCATION MAP

Subject Site : 462-472 Springbank Drive
Applicant: Atlas Healthcare (London) Ltd.
File Number : OZ-8459

Planner : EL
Created By : TT
Date : 2015/05/08
Scale : 1:1,500

Legend

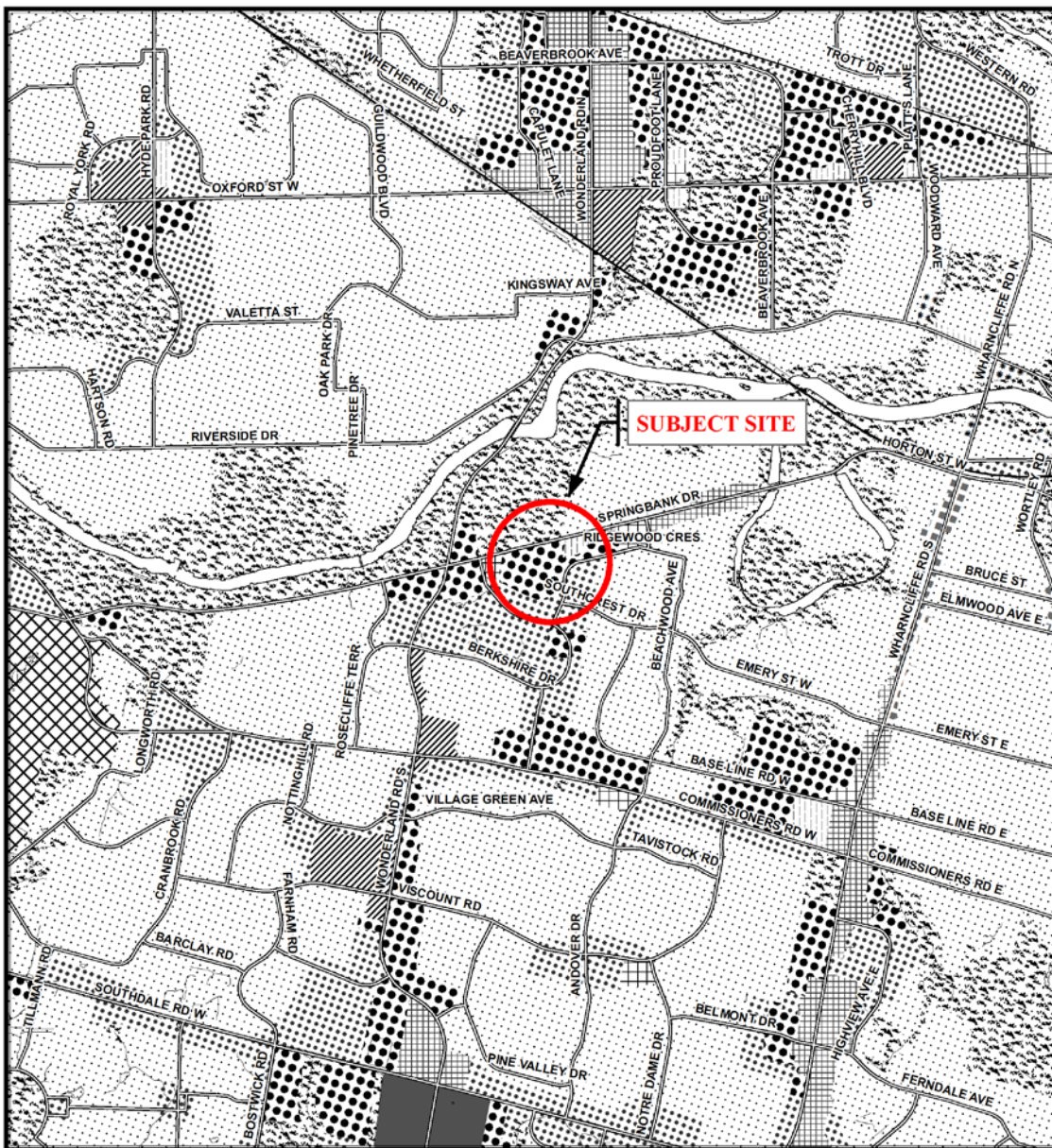
 Subject Site

Prepared by : Graphics & Information Services , Planning Division
Corporation of the City of London
File=planning/projects/p_locationmaps/MXD



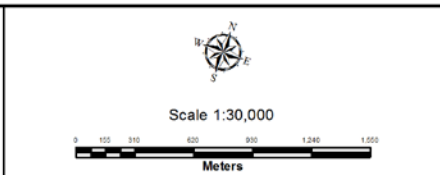
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Legend	
Downtown	Office/Residential
Wonderland Road Community Enterprise Corridor	Office Business Park
Enclosed Regional Commercial Node	General Industrial
New Format Regional Commercial Node	Light Industrial
Community Commercial Node	Regional Facility
Neighbourhood Commercial Node	Community Facility
Main Street Commercial Corridor	Open Space
Auto-Oriented Commercial Corridor	Urban Reserve - Community Growth
Multi-Family, High Density Residential	Urban Reserve - Industrial Growth
Multi-Family, Medium Density Residential	Rural Settlement
Low Density Residential	Environmental Review
Office Area	Agriculture
	Urban Growth Boundary

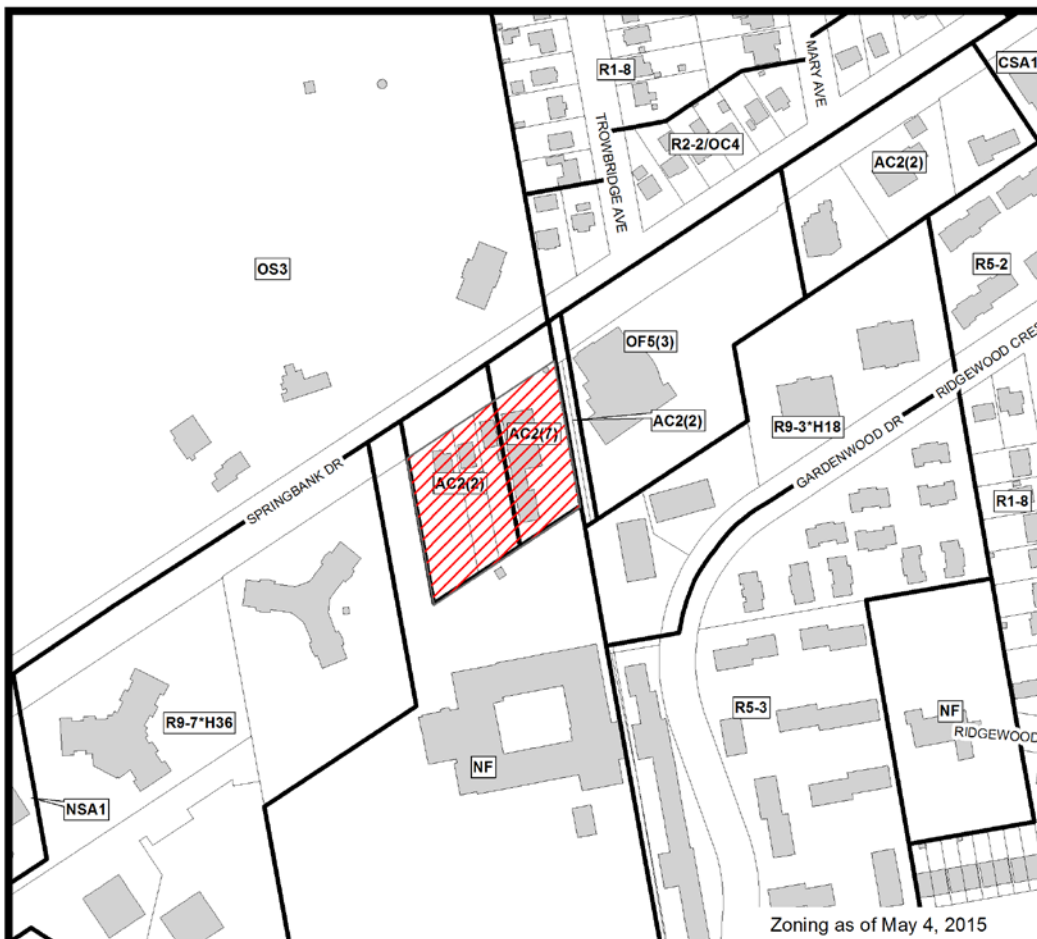
CITY OF LONDON
Department of
Planning and Development
OFFICIAL PLAN SCHEDULE A
- LANDUSE -
PREPARED BY: Graphics and Information Services



FILE NUMBER: OZ-8459
PLANNER: EL
TECHNICIAN: TT
DATE: 2015/05/08

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COUNCIL APPROVED ZONING FOR THE SUBJECT SITE: AC2(2)/AC2(7)

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

- | | |
|--|---|
| <ul style="list-style-type: none"> 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 | <ul style="list-style-type: none"> 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, ENVIRONMENTAL AND ENGINEERING 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:
OZ-8459 EL

MAP PREPARED:
2015/05/08 TT



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PURPOSE AND EFFECT OF RECOMMENDED ACTION

The purpose and effect of this amendment is to change the Official Plan and Zoning By-law to permit a 3,900m² Medical/dental Office building on the subject lands.

RATIONALE

The recommended amendment, based on the rationale contained in this report:

1. is consistent with the Provincial Policy Statement, 2014;
2. conforms to the general intent of the Official Plan;
3. conforms to the general intent of the Zoning By-law;
4. provides the opportunity for redevelopment of underutilized lands to a use at a scale and intensity that is compatible with the surrounding area.
5. the proposed use is for a purpose-built Medical/dental Office building which does not compete with the Downtown for general office space
6. the existing building located within the same Office Area designation is purpose-built, and almost exclusively used, for Medical/dental uses and therefore there is no anticipated impact on office space in the Downtown

BACKGROUND

Date Application Accepted: February 24, 2015	Agent: Michelle Doornbosch, Zelinka Priamo
REQUESTED ACTION: Official Plan amendment to redesignate the lands to “Office Area” and Zoning By-law Amendment from Arterial Commercial Special Provision (AC2(2)) Zone and Arterial Commercial Special Provision (AC2(7)) Zone to Office Area Special Provision (OF5()) Zone. The Site specific regulations include Gross Floor Area (maximum) 3,900 m ² for Offices, Front Yard Depth (Minimum) 3.0 m, and Parking (minimum) 210 spaces.	

SITE CHARACTERISTICS:
<ul style="list-style-type: none"> • Current Land Use – Residential / Office Conversion / Garden Centre • Frontage – 97.8 m (321 ft) • Depth – 81 m (266 ft) • Area – 0.73 ha (1.8 ac) • Shape – Irregular

SURROUNDING LAND USES:
<ul style="list-style-type: none"> • North - Cemetery • South - Elementary School • East - Medical Office Centre • West - High Density Residential

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OFFICIAL PLAN DESIGNATION: (refer to Official Plan Map)
<ul style="list-style-type: none"> Multi-Family, High Density Residential
EXISTING ZONING: (refer to Zoning Map)
<ul style="list-style-type: none"> Arterial Commercial Special Provision (AC2(2)) Zone and Arterial Commercial Special Provision (AC2(7)) Zone

PLANNING HISTORY

The subject lands comprise 4 lots zoned Arterial Commercial Special Provision. The lots were purchased and consolidated under the same ownership. The existing use at 462 Springbank Drive is a commercial retail use (garden centre). 468 and 470 Springbank Drive are currently residential dwellings nearing the end of their economic value, and 472 Springbank Drive is currently operating as an office for the owner of the subject lands.



Images: (left) existing condition 462 Springbank Dr. (right) existing condition 464-472 Springbank Dr.

The subject site is abutting to an existing medical/dental office building (460 Springbank Drive, and known as Springbank Medical Centre) that was constructed subsequent to a change in designation and zoning from Arterial Commercial to Office Area approved by Council in 2009. The zoning for the abutting medical centre permits a total GFA of 4,585m² as well as reduced zoning regulations including reductions to the minimum parking to permit 205 spaces where 305 would have been required.

The operation of the existing Springbank Medical Centre includes lift gates that restrict access for vehicle parking and associated parking fees. As a result of these parking restrictions, off-site parking impacts occurred in the Trowbridge Avenue and Mary Avenue area requiring the use of “No Parking” signs and special on-street parking permits to mitigate the impacts of patrons opting for free, on-street parking in the residential area rather than pay for parking on-site.



Images: (left) Springbank Medical Centre (right) Permit Parking Sign on Trowbridge Drive.

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In 2013, Council passed an amendment to the Zoning By-law, which among other matters, prohibited the use of any fee to remove restrictions to any driveway or entrance to access a required parking space.

SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

Upper Thames River Conservation Authority: *“No Objections”*

Bell Canada: *“..an easement may be required to service the subject property, depending on a review of more detailed applications...”* (such as the Site Plan Approval Process).

Transportation Engineering: *“A transportation impact assessment was included with the application that indicated a left turn lane was warranted on Springbank Dr. for the sites access. There is an existing eastbound left turn lane on Springbank Dr. for Trowbridge Ave that will need to be shortened so the westbound left turn lane for this site can be constructed. It will be important that the access be located no closer to Trowbridge Ave than indicated in the proposed site plan for both left turn lanes to be accommodated. Therefore, a holding provision for access should be placed on this site and not lifted until access and turn lane requirements are provided to the satisfaction of the City Engineer. These and other issues including access design and road widening requirements will be discussed through the Site Plan Review Process.”*

London Hydro: *“No Objections”*

Water Engineering: *“Water Engineering has no objections with regards to the OP & Zoning By-law amendment. It shall be noted that all existing water services are to be capped and abounded at the watermain as part of the demolition of the existing building all to the satisfaction of the City Engineer. Water (domestic and fire) for the proposed development is available from the existing 400mm municipal watermain on Springbank Drive.”*

Wastewater and Drainage Engineering: *“The municipal sanitary outlet for the subject lands is the 200mm sanitary sewer on Springbank Drive. A 150mm diameter sanitary p.d.c. @1% will be required. WADE has no objection with respect to this application.”*

Urban Forestry: *“There is a tree carving at the entrance, on the private lands of Springbank Garden Centre. It is part of the Tourism London tree carving tour. Any decisions on removing or moving it should be made with Tourism London.”*

Urban Design:

- *“Locate and orient the building to lessen the exposure of the parking area to the street. Consideration should be given to a building form that spans as much of the street frontage as possible*
- *Where parking is exposed, it should be screened by landscaping and a low masonry wall, to provide a strong street-wall and attractive view of the development from the public realm.*
- *A main entrance to the building should be provided on the north facade or a corner location and highly visible from the public street. A wide walkway should be provided from the public sidewalk to the primary building entrance to allow safe and convenient access for pedestrians.*
- *Detailed urban design comments will be provided as part of the Site Plan process.*
- *This application was reviewed by the Urban Design Peer Review Panel on April 15, 2015.”*

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PUBLIC LIAISON:	On March 10, 2015, Notice of Application was sent to 63 property owners in the surrounding area. Notice of Application was also published in the <i>Public Notices and Bidding Opportunities</i> section of <i>The Londoner</i> on March 11, 2015. A "Possible Land Use Change" sign was also posted on the site.	2 replies were received
Nature of Liaison: The purpose and effect of the requested Official Plan and Zoning By-law amendments is to allow for redevelopment of the subject lands to accommodate a medical/dental office building.		
Responses: (see attached)		

ANALYSIS

NATURE OF APPLICATION

The requested amendments include changing the Official Plan and Zoning By-law to permit the development of a 3,825.75 m² medical office building. The proposed development includes 212 parking spaces both above and below ground. The proposed amendment includes a reduction in the required front yard depth from 9.32 m (for a four-storey building located on an arterial road) to 3.0 m, and a reduction in the required number of parking spaces from 256 spaces to 210 spaces.

The application requests that a maximum gross floor area of 3,900 m² be applied where a 5,000m² would typically be permitted by the general regulations of this zone. It should be noted that the policies for Office Areas limit total gross floor area based on the designation rather than on an individual site specific basis.

PROVINCIAL POLICY STATEMENT

The *Provincial Policy Statement, 2014* (PPS) provides policy direction on matters of provincial interest related to land use planning and development. The PPS is intended to be read in its entirety and the relevant policies are to be applied to each situation. Specifically to this application, Policy 1.1.3.2 states that, "*Land use patterns within settlement areas shall be based on densities and a mix of land uses which:*

1. *efficiently use land and resources;*
2. *are appropriate for, and efficiently use, the infrastructure and public service facilities which are planned or available, and avoid the need for their unjustified and/or uneconomical expansion;*
3. *minimize negative impacts to air quality and climate change, and promote energy efficiency;*
4. *support active transportation;*
5. *are transit-supportive, where transit is planned, exists or may be developed; and*
6. *are freight-supportive"*

The requested amendment for a medium-scale Medical/dental Office located along an arterial road that accommodates public transit and freight and more efficiently utilized the subject lands is consistent with the policies of the PPS.

Policy 1.1.3.3. of the PPS states that, "*Planning authorities shall identify appropriate locations and promote opportunities for intensification and redevelopment where this can be accommodated....and the availability of suitable existing or planned infrastructure...required to accommodate projected needs.*" The PPS defines "Intensification" as "...*the development of a property, site or area at a higher density than currently exists through...redevelopment*". The intensification of the subject site through the redevelopment of these previously developed lands

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in an area of the City where the infrastructure is sufficient to support the proposed development is consistent with the policies of the PPS.

Furthermore, the PPS promotes healthy, liveable and safe communities by promoting efficient development and land use patterns, promoting cost-effective development patterns and standards to minimize land consumption. The PPS provides guidance for development within Employment areas which includes Industrial and Office designations, for which the latter has been requested as part of this amendment. Section 1.3.1 provides direction to the municipality support an appropriate mix and range of employment and institutional uses to promote economic development as well as providing opportunities for a diversified economic base by maintain a range and choice of suitable sites for employment uses. Further, Section 1.3.2.1 protects employment areas for current and future uses and ensuring infrastructure is provided to support projected needs.

The proposed development is consistent with the Provincial Policy Statement, 2014 by developing within the settlement area, where existing services are available and provides greater opportunities for economic opportunities while be compatible development.

OFFICIAL PLAN

The Official Plan provides direction with regards to land use and development within the City of London. Policies contained in the Plan are intended to direct land use and development patterns. The Plan is intended to be read in its entirety and various policies may be considered when evaluating the appropriateness of a change in land use. Specifically, the requested amendment provides a range of applicable policies that should be considered when evaluating the proposed development.

The subject lands are currently designated “Multi-Family, High Density Residential” (MFHDR) which permits a range of Residential uses, as well as small-scale offices as a secondary use. The requested amendment is to change the subject lands to an “Office Area” designation which permits a full range of office uses and ancillary services.

RESIDENTIAL POLICIES

While the request is to amend the designation to Office Area it should be noted that the existing MFHDR policies would permit the consideration of a small-scale office building up to 2,000 m², provided appropriate siting, buffering and other potential impacts are considered. Section 3.6.8 of the Residential Designation policies highlight the requirements for evaluation and note that a Zoning By-law amendment would be required.

“3.6.8. New Office Development

Small-scale, free-standing office buildings may be permitted as secondary uses in the Multi-Family, Medium and Multi-Family, High Density Residential designations, subject to the following provisions”:

“Location:

- i) Office developments shall be located on an arterial or primary collector road. In established neighbourhoods, office developments will only be permitted in areas where the residential amenity of properties fronting onto the arterial or primary collector road has been substantially reduced.”*

The subject lands are located along an arterial road (Springbank Drive). The subject lands are used as a Garden Centre, office, and existing residential use are in disrepair. The subject lands are separated from the existing high density residential apartment buildings to the west of the subject site by an access to an elementary school, located south of the subject lands. To the north of Springbank Drive is a cemetery. The residential amenity for single detached dwellings in this part of Springbank Drive has seen a recent decline as is evidenced by the state of the existing dwellings which are nearing the end of their economic life.

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“Buffering:

- ii) Provision shall be made for landscaping, privacy screening, building setbacks and other appropriate measures necessary to protect the amenity of adjacent residential properties.”*

The site is not immediately adjacent to other residential use, however, the proposed development includes buffering and landscaping to protect and enhance the prominence of the use along Springbank Drive.

“Scale, Appearance:

- iii) The proposed building shall be sensitive to the scale and appearance of adjacent residential uses.”*

The adjacent Medical/dental Office building to the west, is four-storeys in height and the apartment buildings range from six to eleven storeys in height. The proposed development includes a four-storey development that would maintain height and scale with the existing built form found along the south side of Springbank Drive in this area.

The requested amendment is seeking a change to Office Area to accommodate a medium-scale, free-standing office building. It should be noted that the existing Multi-family, High Density Residential policies for the subject lands provides a framework that would support one or more small-scale, free standing office buildings, based on the local and existing conditions of the area. Given the total land area that has been assembled as part of this application, the subject site could theoretically accommodate the same amount of total GFA as recommended as part of this amendment. However, the existing policies would not permit the total proposed GFA to be accommodated within a single medium-scale office building.

Therefore, while the proposed use may be contemplated by the existing designation, the intensity of the proposed building exceeds that which is contemplated by the Official Plan and as a result the requested amendment includes a change to an Office Area designation which would be a more appropriate land use designation to accommodate the proposed development.

OFFICE POLICIES

The requested amendment includes a change from MFHDR to Office Area. Section 5.1.2 Office Area Objectives set out that these areas:

- i) “Accommodate small and medium-scale office uses within purpose designed office buildings at appropriate locations.*

The proposed development includes a 3,825 m2 building that would be classified as a medium-scale building. The proposed building is a purpose-designed, free-standing building.

- ii) Encourage the development of high quality office buildings which are compatible with surrounding land uses.*

The quality of design and urban form is supported by the Urban Design Peer Review Panel and Urban Design Staff included in this report with some suggested improvements related to building citing and orientation as well as main building entrance. Development of high quality office buildings will be implemented primarily through the Site Plan Approval process. Design concepts submitted with the application denote similar design features as the existing Springbank Medical Centre.

- iii) Accommodate general office development along major roads which serve as entryways to the City.”*

Springbank Drive is a major road, classified as an arterial road, connecting the City in an east-west direction. It accommodates a significant portion of traffic from the Byron area and the

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Downtown, where it changes to Horton Street and Hamilton Road further west funneling traffic from entryways to the City.

When evaluating the size and scale of Office buildings, Section 5.2.4 provides for a breakdown of office use types:

“Office buildings in Office Area designations shall be low to medium rise in height, and of a scale that will minimize the impact on, and can be integrated with, surrounding uses. Office buildings shall be permitted up to a medium scale in the Office Area designation. The Zoning By-law will control the scale of development through building height, lot coverage, floor area, and setback regulations.

For the purpose of this Plan, office development of less than 2,000 square metres (21,529 sq.ft.) gross floor area will normally be considered “small scale”, and office development between 2,000 square metres (21,529 sq.ft.) and 5,000 square metres (53,921 sq.ft.) gross floor area will normally be considered “medium scale”.

This policy is specifically intended to identify the size and scale of development in Office Areas, and more specifically limiting the scale of office development outside of the Downtown. The policy limits the total amount of gross floor area within a single building up to a medium scale, identified as being a maximum of 5,000 m².

The intent of this policy is to direct major office development, that over 5,000m², towards the Downtown. The intent of this policy does not reflect the nature of Medical/dental Office uses which do not compete with the Downtown for general office space. Furthermore, the existing Springbank Medical Centre building, located within the same Office Area designation, is purpose-built and almost exclusively used for Medical/dental uses. Therefore there is no anticipated impact with an expansion to the current Office Area designation on office space in the Downtown.

The proposed development is seeking to establish a 3,900 m² medical/dental office building. The requested amendment and proposed scale of development would be consistent with the Office Area policies as part of a stand-alone designation however, the requested Official Plan amendment is considered as an *expansion* to the existing designation to the east thereby requiring additional policy review.

Section 5.2.6 (Applications to Expand or Add Office Areas) offers specific policy direction for the proposed development. *“... Proposals for new Office Area designations will be evaluated on the basis of:*

“Demand

- i) The total projected demand for office space in the City and the likely impact of the proposed development on the demand for office space in the Downtown.”*

The proposal is for a Medical/dental Office building that does not compete for office space with the Downtown. Regardless if in the future, all or a portion of the proposed building is converted for non-Medical/dental Office uses, the Official Plan recognizes Downtown as the primary location for large-scale office developments while permitting small- and medium-scale office uses elsewhere. The recommended amendment seeks to limit the GFA to 3,900m² to ensure that the proposed development remains at a scale that is less than the maximum envisioned by the medium-scale policies. The combination of the proposed use and intensity are not anticipated to cause an impact on the demand for office space in the Downtown.

“Supply

- ii) The supply of vacant land or vacant buildings in the City which are zoned for office use.”*

While the supply of land for medical office use is available, the availability of office space for the form of development that is being requested is not available or already developed. As such,

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through land assembly in a location adjacent to existing similar uses the requested amendment fills a void in the marketplace that cannot be accommodated on other sites.

“Economic Opportunities

- iii) *The potential economic opportunities to be gained from providing a broader range of office types and locations in the City.”*

The recommended amendment ultimately will not be providing a broader range of office uses than are currently contemplated as secondary uses. The proposed amendments are primarily seeking to increase the total gross floor area of the proposed building (from a small-scale to a medium-scale), which is intended to have a greater economic impact by consolidating services into a single free-standing building.

“Compatibility

- iv) *The compatibility of the proposed office development with surrounding land uses.”*

The proposed free-standing Medical/dental Office building is intended to be similar to the existing building at 460 Springbank Drive adjacent to the subject lands. The proposed use is not expected to have significant land use impacts. The proposed use would be compatible with the existing medical centre to the east. The high density apartment buildings to the west are self-contained and separated by an access to the elementary school to the south, access to the site would be controlled along Springbank Drive. No impacts are anticipated with regards to the Cemetery, located on the north side of Springbank Drive. Some concern has been expressed from the school to the south about the potential for conflicts between the two uses. As part of the Staff recommendation, the Site Plan Approval Authority has been requested to consider the installation of fencing along the property line adjacent to the school yard to mitigate access and noise impacts.

The existing medical centre has shown to have created land use impacts on the nearby residential area with regards off-site to client parking. This was as a result of clients seeking free parking due to the Springbank Medical Centre charging fees for parking spaces. Council has enacted a by-law prohibiting the restriction to accessing required parking. Transportation Staff have expressed that any barrier to required parking spaces should be eliminated to ensure that required parking spaces are accessible and can fully serve the primary land use on the subject lands. Staff is of the opinion that the proposed use is compatible with adjacent land uses and that the Site Plan Approval process can ensure that parking areas are provided appropriately.

“Criteria

- v) *Compliance with the appropriate policies or permitted uses, location, scale, and form of development.”*

Section 5.2.3. Location Criteria of the Official Plan provides policy direction with regards to appropriate locations for office areas. The proposed development has frontage on Springbank Drive, an arterial road, which serves as a major connection to the Downtown and the Byron Area. The subject lands along with the Springbank Medical Centre are adjacent to the Arterial Commercial and Community Shopping area west of Kernohan Parkway. Further, Springbank provides opportunities for public transit with the #5 Springbank Bus Route providing stop within walking distance.

“Municipal Services

- vi) *The availability of municipal services to accommodate the proposed use.”*

Municipal Services are available along Springbank Drive and are able to accommodate the proposed medical/dental office building.

Planning Impact Analysis

- vii) *Planning Impact Analysis, according to the provisions of Section 5.4.*

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Section 5.4 of the Official Plan provides criteria by which changes in the use of land will be evaluated:

- (a) *the size and shape of the parcel of land on which a proposal is to be located, and the ability of the site to accommodate the intensity of the proposed use; and*

The subject lands are comprised of 4 lots that were assembled to provide for the scale and intensity proposed. The lands are flanked on two sides by the flag shaped lot located adjacent to the south and west and serves as an access to Springbank Drive and by the existing Medical Centre to the east.

- (b) *“the potential traffic generated by the proposed change, considering the most intense land uses that could be permitted by such a change, and the likely impact of this additional traffic on City streets, pedestrian and vehicular safety, and on surrounding properties;”*

A Traffic Impact Assessment was submitted as part of the proposed amendment application. Transportation staff has reviewed the assessment and provided comments that would suggest impacts from the proposed development can be mitigated based on the location of access points to the subject lands. The proposed development must maintain an access sufficiently distant from the school access to the west, while maintaining a sufficient left turning lane so as to not conflict with other uses or lane stacking for Trowbridge Avenue traffic. Transportation staff was satisfied with the location as shown on the concept plan submitted with the proposed amendment.

- (c) *“impact of the proposed change on the transportation system, including transit.”*

Improvements to Springbank to designate turning lanes would be required at the developer’s expense noted and controlled through the Site Plan Approval process.

- (d) *the height, location and spacing of any buildings in the proposed development, and any potential impacts on surrounding land uses;*

The proposed four-storey development is consistent with the scale of development adjacent to the subject lands along Springbank Drive. The reduction in front yard depth is encouraged to bring the massing and building to the street as proposed on the submitted concept plan.

- (e) *“the potential impact of the development on surrounding natural features and heritage resources;”*

There are no identified natural or heritage features on or surrounding the subject lands. No impacts are anticipated by the proposed development.

- (f) *compliance of the proposed development with the provisions of the City’s Official Plan and Zoning By-law, Site Plan Control By-law, and Sign Control By-law;*

The recommended action establishes a land use designation that is consistent with the Official Plan criteria for a Medical/dental Office that is compatible with the surrounding context and includes site-specific zoning regulations to limit the scale of the proposed development to that of a medium-scale.

- (g) *measures planned by the applicant to mitigate any adverse impacts on surrounding land uses and streets which have been identified as part of the Planning Impact Analysis*

The proposed development includes screening and buffering the required parking area from the street using landscaping measures. Additional fencing is proposed and

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Planner: Eric Lalonde**

requested to be included as part of the Site Plan Approval process. Final building orientation and design as highlighted through the Urban Design Peer Review Panel will also be finalized through the Site Plan Approval Process.

Further, Section 5.2.5 (Form and Design) encourages a nodal form of office development. *“It is intended that development in Office Area designations shall maintain a nodal form through the clustering of small and medium scale office buildings. Notwithstanding this intent, individual office buildings may also be recognized. It is also intended that the design of development within Office Areas shall provide a high level of aesthetics and visual prominence, particularly where located on major entryways to the City.”*

Specifically, clustering office uses together is encouraged by the Official Plan and the proposed development maintains a nodal form of office development by extending an existing Office Area that currently provides the same use. Urban design and visual aesthetics have been commented upon by Urban Design staff and suggested changes will be evaluated through the Site Plan Approval Process.

Staff is of the opinion that the proposed development of a medical/dental office would be appropriate based on the existing conditions in the area and consistency with the Official Plan criteria for office uses.

ZONING BY-LAW

The subject lands are currently an Arterial Commercial Special Provision (AC2(2)) Zone and Arterial Commercial Special Provision (AC2(7)) Zone. The current zone permits a range of uses which include: medical/dental Offices, Offices, and Clinics. While the Medical/dental Office use requested as part of this application is already permitted under the existing zone, the regulations of the existing zoning would limit any use to a maximum of 300 m², and permit a minimum front yard depth of 0.0m².

The proposed amendment seeks to amend the Zoning By-law to an Office Special Provision Zone. The Office zone is an appropriate zone to implement the requested office designation. The requested amendment includes special provisions related to gross floor area, front yard depth and required parking.

The proposed development is requesting that a maximum of 3,900 m² be permitted on the subject lands notwithstanding that the Office (OF5) Zone permits a scale of up to 5,000 m². The Office (OF5) Zone requires a front yard requires front yard depth from 9.32 m (for a four-storey building located on an arterial road) Staff support the requested reduction to permit a maximum of depth of 3.0 m. The requested reduction in front yard depth is to provide a building that addresses the street and match the street-wall created by the existing Springbank Medical Centre to the east. Providing a consistent presence along the arterial road facilitates a high quality public realm and is supported by Staff.

The proposed amendment includes a reduction in required parking. The proposed development would require 256 parking spaces where 210 spaces are proposed. The reduction has been reviewed by Transportation Staff and have no identified concern with the reduction provided that clear access is maintained to the require spaces.

OTHER ISSUES

BARRIERS TO REQUIRED PARKING

The existing Springbank Medical Centre to the east of the subject lands was the subject of concern related to on-street parking that created impacts on the adjacent Trowbridge Avenue and Mary Avenue neighbourhood by requiring a fee for on-site parking. As a result, a series of Parking Permit signs were placed to mitigate the impacts of clients parking on nearby residential streets and walking to the Springbank Medical Centre.

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**File: OZ-8459
Planner: Eric Lalonde**

Council subsequently has passed by-laws prohibiting a fee-based service for parking spaces. Transportation Staff has expressed a concern that barriers to required parking may be installed, to restrict access to the site. Staff is recommending that the physical access to the parking area be reviewed as part of the Site Plan Approval Process.

METHADONE CLINIC CONCERN

As part of the public liaison process, a question was raised regarding the possibility of a methadone clinic being located on the subject lands. It should be noted that the Official Plan and Zoning By-law provide a policy framework and regulations regarding locational criteria for these uses. Methadone Clinics and Methadone Pharmacies are defined as separate uses within the Zoning By-law. The proposed application does not include a request to permit either of these uses. Further, the locational criteria maintain that a separation distance of 300 meters from any school be maintained. The subject lands would not qualify based on the elementary school directly adjacent and is not supported in this location.



TREE CARVING

The northeast corner of the subject lands currently has a prominent tree carving. This tree is identified as part of the Tourism London tree carving tour. The proposed development has noted that the tree carving is to be maintained, as part of future development. No concerns are raised provide that the tree carving continues to be maintained.



CONCLUSION

The proposed development is consistent with the Provincial Policy Statement, 2014 by developing within the settlement area, where existing services are available and provides greater opportunities for economic opportunities while be compatible development.

The proposed use is currently contemplated by the existing Multi-family, High Density Residential designation, and the requested amendment seeks to increase the *intensity* of the proposed use that would be contemplated in a single building by the current designation. As a result the requested amendment includes a change to an Office Area designation which would be a more appropriate land use designation to accommodate the proposed development.

Therefore, the recommended action, based on the rationale contained in this report, is consistent with the Provincial Policy Statement, 2014 and conforms to the general intent of the Official Plan and Zoning By-law. Further, the recommended action provides the opportunity for redevelopment of underutilized lands to a use at a scale and intensity that is compatible with the surrounding area. Staff is of the opinion that the proposed development represents sound land use planning.

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File: OZ-8459
Planner: Eric Lalande

PREPARED BY:	SUBMITTED BY:
ERIC LALANDE, PLANNER II, CURRENT PLANNING	MICHAEL TOMAZINCIC, MCIP, RPP MANAGER, CURRENT PLANNING
RECOMMENDED BY:	
JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER	

April 7, 2015
EL/el
"Attach"

Responses to Public Liaison
Bibliography
Appendix "A" – Draft Official Plan Amendment
Appendix "B" – Draft Zoning By-law Amendment

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File: OZ-8459
Planner: Eric Lalande

Responses to Public Liaison Letter and Publication in “The Londoner”

<u>Telephone</u>	<u>Written</u>
	Andrew Kidd, North West Healthcare Properties.
	Danielle Kettle, TVDSB

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File: OZ-8459
Planner: Eric Lalonde



Laura Elliott, Director of Education and Secretary

2015 March 24th

The Corporation of the City of London
Planning Service
PO Box 5035
London, ON
N6A 4L9

Attention: Eric Lalonde, Planner II, Current Planning

RE: Notice of Application to Amend the Official Plan & Zoning By-Law.

On behalf of the Thames Valley District School Board, I would like to take the opportunity to comment on the requested Official Plan and Zoning By-law amendment to allow for redevelopment of the subject lands to accommodate a medical/ dental office. The rezoning of the existing designation from Multi Family, High Density Residential to Office Area with the category of clinics/ pharmacies and not clinics/ pharmacy methadone does not require the medical dental clinic to be within 300.00 m of a school as outlined in the Official Plan for the City of London. The TVDSB has concerns regarding the proximity to Woodland Heights PS. In order to ensure continued student safety, the Thames Valley District School Board respectfully requests that a sound attenuation fence be constructed along any and all property directly abutting Woodland Heights Public School and that it be a minimum of six feet in height.

If you have any questions, please don't hesitate to contact me.

Sincerely,

Karen Dalton
Associate Director
Learning Support Services
Thames Valley District School Board
1250 Dundas Street
London, Ontario N5W 5P2
(452-2000 X20083)

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File: OZ-8459
Planner: Eric Lalonde



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April 17, 2015

Private and Confidential

Delivered Via Fax: 519.661.5397
& Via Email: elalande@london.ca

City of London
Planning Services
P.O. Box 5035
London ON N6A 4L9

Attention: Eric Lalonde, Planner II

Dear Mr. Lalonde:

Re: Notice of Application to Amend the Official Plan & Zoning By-Law
Applicant: Romlex International Inc.
Location: 462-472 Springbank Drive
File OZ-8459

NorthWest Healthcare Properties REIT ("NW") are the owners of the Springbank Medical Centre (the "SMC") at 460 Springbank Drive in London. The SMC was purchased by NW from Romlex International Inc. ("Romlex") on March 30th 2012

Romlex has now applied for an Official Plan and Zoning By-Law Amendment (collectively, the "Amendments") in relation to the above-noted property (which are immediately adjacent to the SMC) in order to accommodate a medical/dental office building.

Background

NW is the largest national owner and manager of health care real estate in Canada (with over 70 buildings). NW brings value to the City of London by its investment in the community, its unique focus on medical office buildings and its relationships in healthcare. NW and NorthWest International Healthcare Properties REIT together hold assets in excess of \$2 billion. They are both publicly traded companies with a conservative long term management approach to owning and managing medical office buildings.

NW typically invests in properties like the SMC with a view to making a serious commitment to the community. Its strategy is to hold such assets long term with careful management that is specialized on medical office buildings, owning more than one asset in the community, and inserting itself into the healthcare community with support and relationships.

When NW bought the SMC from Romlex, it never would have imagined that Romlex would propose to buy the neighbouring property to build a medical office building thereon.

Detrimental Effects

From NW's experience in the medical office building asset class, and through the assets it owns and has owned in the London market, NW believes that the proposed project by Romlex would create an oversupply in the area to the detriment of health services in London and the real estate

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File: OZ-8459
Planner: Eric Lalande

Page 2

that houses the related tenants. The proper management of medical office buildings is inextricably entwined with proper and efficient health care service delivery. Getting the right combination of physicians along with allied health care services including pharmacy, imaging, lab, radiology, audiology and others in a collaborative environment is essential – and very difficult to do. Fracturing these services and patient flow between buildings creates inefficiencies, poorer quality of care, greater costs and overtime, as well as poor management and upkeep of the related buildings.

NW also owns the Oxford Health Centre where over the last several years it has made significant efforts and commitments to bringing it up from 50% to over 80% occupied. To this end, NW has invested in creating a managed practice solution for family physicians that has attracted additional physicians to London and the surrounding area. NW does this, not as a profit centre, but rather as an attractor to bringing in new physicians to the community and NW's buildings which benefits the City, its residents and the health care system in London. Without NW's initiative, there would still be significant vacant space in the Oxford Health Centre, which is a bellwether for the medical office space market in London.

NW is therefore of the opinion that the Amendments being sought for 462-472 Springbank Drive by Romlex would create unnecessary additional space in the medical office building market in London, would fracture the tenants between too many buildings in the area and create a disjointed health service and would do an overall disservice to the community.

Conclusion

The Amendments being proposed, if adopted by the City, will have a detrimental effect, not just upon NW, but upon the entire City of London and, specifically, its healthcare sector.

Finally, please be aware that we wish to be notified, in writing, of the adoption or refusal of the Amendments.

Should you have any questions, please do not hesitate to contact our office.

Yours truly,

NORTHWEST HEALTHCARE PROPERTIES

per:



Andrew Kidd
Senior Vice President, Development

- c. [Eric Davis, Miller Thomson LLP \(via email: edavis@millerthomson.com\)](mailto:edavis@millerthomson.com)
[Steve O'Melia, Miller Thomson LLP \(via email: somelia@millerthomson.com\)](mailto:somelia@millerthomson.com)

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File: OZ-8459
Planner: Eric Lalande

**Bibliography of Information and Materials
OZ-8459**

Request for Approval:

City of London Official Plan/Zoning By-law Amendment Application Form, completed by Atlas Healthcare (London) Ltd., February 18, 2015

Reference Documents:

Ontario. Ministry of Municipal Affairs and Housing. *Planning Act, R.S.O. 1990, CHAPTER P.13*, as amended.

Ontario. Ministry of Municipal Affairs and Housing. *Provincial Policy Statement*, 2014.

City of London. *Official Plan*, June 19, 1989, as amended.

City of London. *Zoning By-law No. Z.-1*, May 21, 1991, as amended.

Zelinka Priamo Ltd. *Planning Justification Report*, February 17, 2015.

F.R. Berry & Associates. *Transportation Impact Assessment* – February, 2015.

a+Link Architecture Inc./Zelinka Priamo Ltd. *Urban Design Brief* – February 17, 2015.

Correspondence: (all located in City of London File No. OZ-8459. unless otherwise stated)

City of London -

Abushehada, I., City of London Development Services. Memo to E. Lalande. May 11, 2015.

Rowland, S., City of London Urban Forestry. E-mail to E. McNeely. March 11, 2015.

O’Hagan, B., City of London Urban Design. Memo to E. Lalande. April 22, 2015.

Sooley, L., City of London Urban Design. Memo to E. Lalande. April 30, 2015.

Departments and Agencies -

Creighton C., UTRCA. Letter via email to E. Lalande. April 15, 2015.

Wilson, A., UDPRP. Letter to E. Lalande. April 30, 2015.

Irving D., Ministry of Natural Resources (MNR). Various e-mail with M. Enright of Dillon Consulting. September 12, 2007 to September 18, 2007.

Raffoul, L., Bell. Letter via email to E. Lalande. March 30, 2015.

Other:

Site visit March 27, 2015 and photographs of the same date.

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File: OZ-8459
Planner: Eric Lalonde

Appendix "A"

Bill No. (number to be inserted by Clerk's Office)
2015

By-law No. C.P.-1284-_____

A by-law to amend the Official Plan for the City of London, 1989 relating to 462-472 Springbank Drive.

The Municipal Council of The Corporation of the City of London enacts as follows:

1. Amendment No. (to be inserted by Clerk's Office) to the Official Plan for the City of London Planning Area – 1989, as contained in the text attached hereto and forming part of this by-law, is adopted.
2. This by-law shall come into effect in accordance with subsection 17(38) of the *Planning Act, R.S.O. 1990, c.P.13*.

PASSED in Open Council on June 16, 2015.

Matt Brown
Mayor

Catharine Saunders
City Clerk

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File: OZ-8459
Planner: Eric Lalande

AMENDMENT NO.

to the

OFFICIAL PLAN FOR THE CITY OF LONDON

A. PURPOSE OF THIS AMENDMENT

The purpose of this Amendment is to change the designation of certain lands described herein from Multi-Family, High Density Residential to Office Area on Schedule “A”, Land Use, to the Official Plan for the City of London.

B. LOCATION OF THIS AMENDMENT

1. This Amendment applies to lands located at 462-472 Springbank Drive in the City of London.

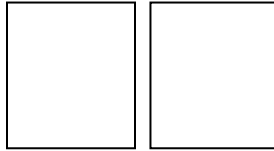
C. BASIS OF THE AMENDMENT

1. The amendment is consistent with the Provincial Policy Statement, 2014;
2. The amendment conforms to the general intent of the Official Plan;
3. The amendment conforms to the general intent of the Zoning By-law;
4. The amendment provides the opportunity for redevelopment of underutilized lands to a use at a scale and intensity that is compatible with the surrounding area.
5. the proposed use is for a purpose-built Medical/dental Office building which does not compete with the Downtown for general office space
6. the existing building located within the same Office Area designation is purpose-built, and almost exclusively used, for Medical/dental uses and therefore there is no anticipated impact on office space in the Downtown

D. THE AMENDMENT

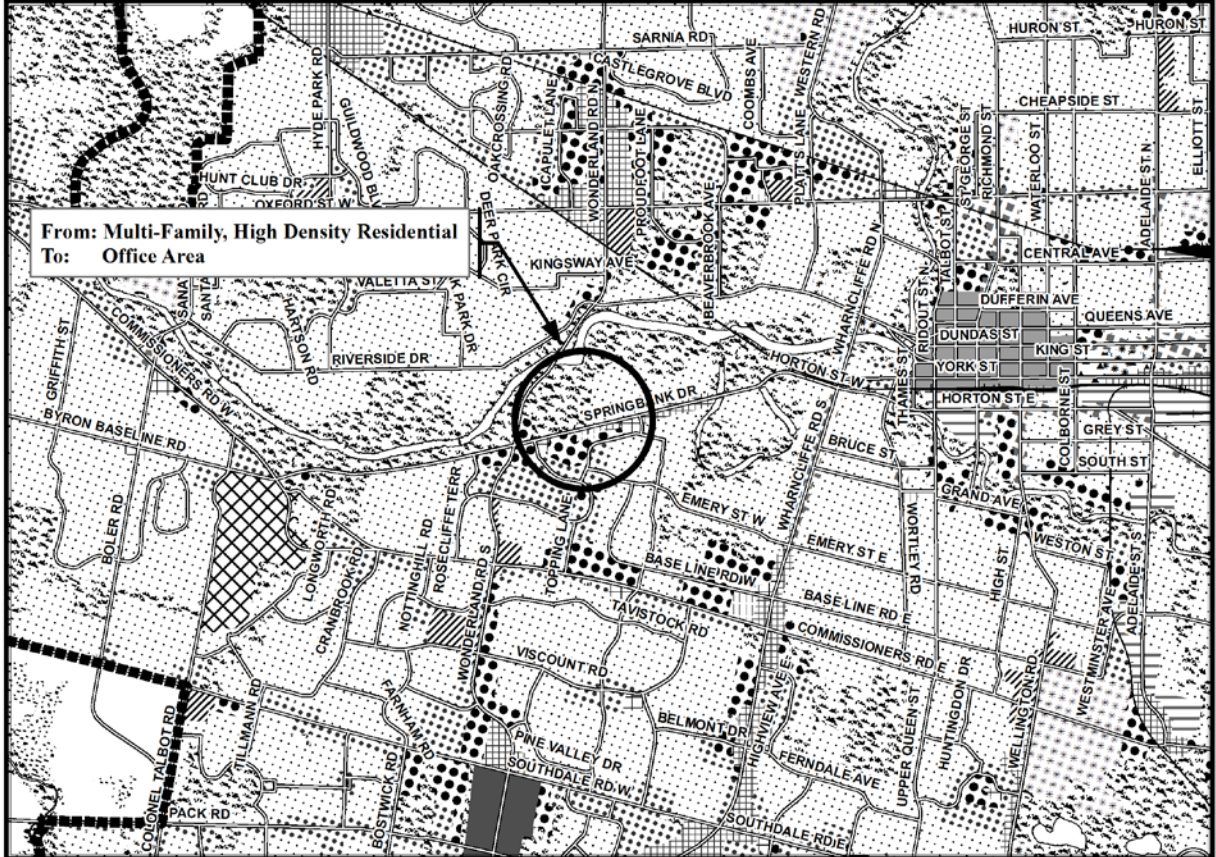
The Official Plan for the City of London is hereby amended as follows:

1. Schedule “A”, Land Use, to the Official Plan for the City of London Planning Area is amended by designating those lands located at 462-472 Springbank Drive in the City of London, as indicated on “Schedule A” attached hereto from Multi-Family, High Density Residential to Office Area.



File: OZ-8459
Planner: Eric Lalonde

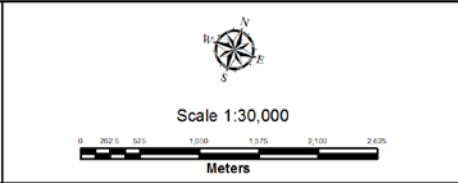
AMENDMENT NO:



Legend			
	Downtown		Office/Residential
	Wonderland Road Community Enterprise Corridor		Office Business Park
	Enclosed Regional Commercial Node		General Industrial
	New Format Regional Commercial Node		Light Industrial
	Community Commercial Node		Regional Facility
	Neighbourhood Commercial Node		Community Facility
	Main Street Commercial Corridor		Open Space
	Auto-Oriented Commercial Corridor		Urban Reserve - Community Growth
	Multi-Family, High Density Residential		Urban Reserve - Industrial Growth
	Multi-Family, Medium Density Residential		Rural Settlement
	Low Density Residential		Environmental Review
	Office Area		Agriculture
			Urban Growth Boundary

This is an excerpt from the Planning Division's working consolidation of Schedule A to the City of London Official Plan, with added notations.

**SCHEDULE A
TO
OFFICIAL PLAN**
AMENDMENT NO. _____
PREPARED BY: Graphics and Information Services



FILE NUMBER: OZ-8459
PLANNER: EL
TECHNICIAN: TT
DATE: 2015/05/08

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File: OZ-8459
Planner: Eric Lalande

Appendix "B"

Bill No. (number to be inserted by Clerk's Office)
2015

By-law No. Z.-1-15_____

A by-law to amend By-law No. Z.-1 to rezone an area of land located at 462-472 Springbank Drive.

WHEREAS Atlas Healthcare (London) Ltd has applied to rezone an area of land located at 462-472 Springbank Drive, as shown on the map attached to this by-law, as set out below;

AND WHEREAS upon approval of Official Plan Amendment Number (number to be inserted by Clerk's Office) this rezoning will conform to the Official Plan;

THEREFORE the Municipal Council of The Corporation of the City of London enacts as follows:

- 1) Schedule "A" to By-law No. Z.-1 is amended by changing the zoning applicable to lands located at 462-472 Springbank Drive, as shown on the attached map comprising part of Key Map No. A106, from an Arterial Commercial Special Provision (AC2(2)) Zone and Arterial Commercial Special Provision (AC2(7)) Zone to a holding Office Special Provision (h-11•OF5()) Zone.
- 2) Section Number 19.4 of the Office (OF) Zone is amended by adding the following Special Provision:

)	OF5()	462-472 Springbank Drive	
	a)	Regulations:	
		i) Total Gross Floor Area (Maximum)	3,900 square metres (41,979 square feet)
		ii) Parking Spaces (Minimum)	210 Spaces
		iii) Front Yard Depth (Minimum)	3.0 metres (9.8 feet)

The inclusion in this By-law of imperial measure along with metric measure is for the purpose of convenience only and the metric measure governs in case of any discrepancy between the two measures.

This By-law shall come into force and be deemed to come into force in accordance with Section 34 of the *Planning Act, R.S.O. 1990, c. P13*, either upon the date of the passage of this by-law or as otherwise provided by the said section.

PASSED in Open Council on June 16, 2015.

Agenda Item # Page #

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File: OZ-8459
Planner: Eric Lalande

Matt Brown
Mayor

Catharine Saunders
City Clerk

First Reading – June 16, 2015
Second Reading – June 16, 2015
Third Reading – June 16, 2015

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File: OZ-8459
Planner: Eric Lalande

AMENDMENT TO SCHEDULE "A" (BY-LAW NO. Z.-1)

