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**File: Z-8738**  
**Planner: Melissa Campbell**

<b>TO:</b>	<b>CHAIR AND MEMBERS PLANNING &amp; ENVIRONMENT COMMITTEE</b>
<b>FROM:</b>	<b>JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER</b>
<b>SUBJECT:</b>	<b>APPLICATION BY: REVERA INC. 3350 AND 3460 MORGAN AVENUE PUBLIC PARTICIPATION MEETING ON JUNE 6, 2017</b>

<b>RECOMMENDATION</b>
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That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the application of Revera Inc. relating to the property located at 3350 and 3460 Morgan Avenue:

- (a) the proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on June 12, 2017 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan, to change the zoning of the subject property **FROM** a Holding Community Shopping Area Special Provision (h•h-11•h-63•h-82•h-95•h-100•h-105•h-135•CSA5(3)) Zone, **TO** a Holding Residential R7 (h•h-11•h-21•h-63•h-82•h-95•h-100•h-105•h-135•R7•D27•H8) Zone.
- (b) The Site Plan Approval Authority **BE REQUESTED** to consider the following design issues through the site plan process:
  - i) Locate parking in the rear and/or side yards of the Continuum-of-Care Facility, and screen any parking areas that are visible from the public street.
  - ii) The design of the amenity space (in front of the building) should respond to the curved street. Consider developing the landscape treatment, including any fencing or landscaped wall, to enhance the street edge.
  - iii) Include articulated building facades and rooflines, and use a coordinated, high quality material palette.
  - iv) Ensure windows are proportional to the facades they are on, and minimize large blank walls.
  - v) Ensure a strong pedestrian connection between the main building entrance and the public sidewalk on Morgan Avenue.
  - vi) The development of the site be generally in keeping with the revised site plan attached as Appendix "B".

<b>PREVIOUS REPORTS PERTINENT TO THIS MATTER</b>
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June 20, 2013 – Report to Planning Committee on application from Sifton Properties Limited for Official Plan Amendment and Zoning By-law Amendment (OZ-8087) relating to property located at 1311, 1363 and 1451 Wharncliffe Road South.

May 6, 2009 – Report to Planning Committee on application from Sifton Properties Limited for Draft Plan of Subdivision Approval, Official Plan Amendment and Zoning By-law Amendment (39T-07510/Z-7457/O-7466) relating to property located at 1311, 1363 and 1451 Wharncliffe Road South.

September 12, 2005, May 30, 2005, May 9, 2005, and April 25, 2005 – Report to Planning Committee on Bostwick East Area Plan (O-6872).

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**PURPOSE AND EFFECT OF RECOMMENDED ACTION**

The purpose and effect of this zoning change is to permit a Continuum-of-Care Facility on the subject site. Other permitted uses include a Senior Citizen Apartment Buildings, Handicapped Persons Apartment Buildings, Nursing Homes, Retirement Lodges, and Emergency Care Establishments.

**RATIONALE**

1. The recommended amendment is consistent with the 2014 Provincial Policy Statement which encourages a range and mix of land uses, and directs municipalities to permit all forms of housing required to meet the needs of current and future residents, including special need requirements.
2. The recommended amendment is consistent with the policy direction in the London Plan that envisions Shopping Areas becoming mixed-use areas. The proposed development is in keeping with the planned form and intensity of Shopping Areas.
3. The recommended amendment conforms to the 1989 Official Plan, and will implement the Community Commercial Node policies. Community facilities, such as the proposed Continuum-of-Care Facility, are permitted through Zoning By-law Amendments.
4. The Southwest Area Secondary Plan does not provide specific policy direction or guidance for lands in the Commercial designation in the Central Longwoods Residential Neighbourhood that would supersede the Community Commercial Node policies in the Official Plan. The proposed development is consistent with the Urban Design policies in the Southwest Area Secondary Plan.
5. The subject site is an appropriate size and configuration to accommodate the proposed use in keeping with the standard Residential R7 Zone regulations.

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### LOCATION MAP

Subject Site: 3350 & 3460 Morgan Avenue  
 Applicant: Revera Inc.  
 File Number : Z-8738

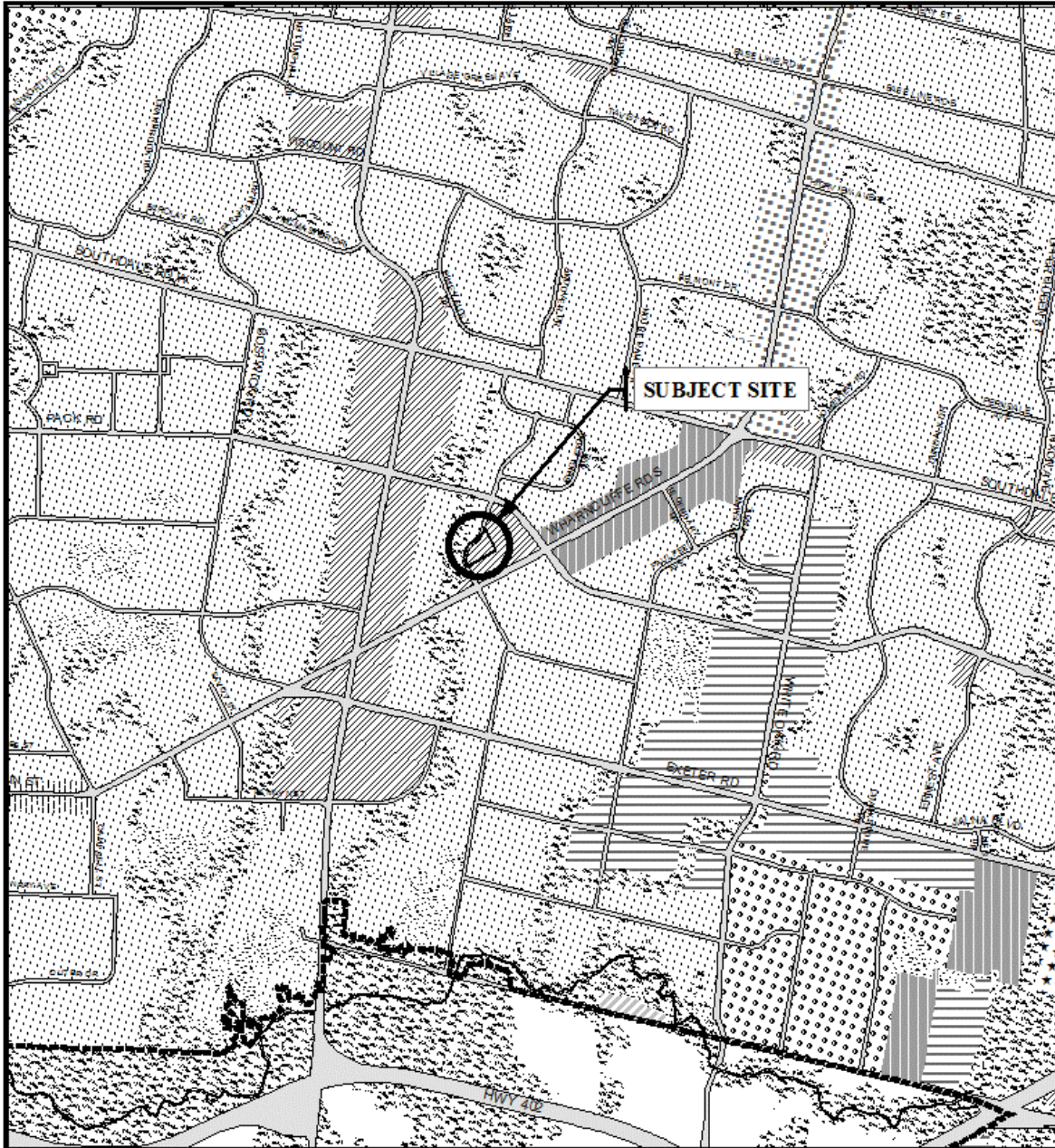
Planner : MC  
 Created By : JTS  
 Date : 2017/05/15  
 Scale : 1:2000

### Legend



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File: Z-8738  
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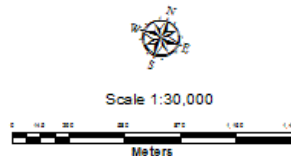
**Legend**

- |                        |                          |   |
|------------------------|--------------------------|---|
| 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 the Planning Division's working consolidation of Map 1 - Place Types of the London Plan, with added notations.*

*At the time of the printing of this map, the Rapid Transit EA is in progress. This map shows the Rapid Transit Corridors and Urban Corridors to recognize potential alignments. These Place Types will be modified to align with the results of the EA process for the final version of The London Plan.*

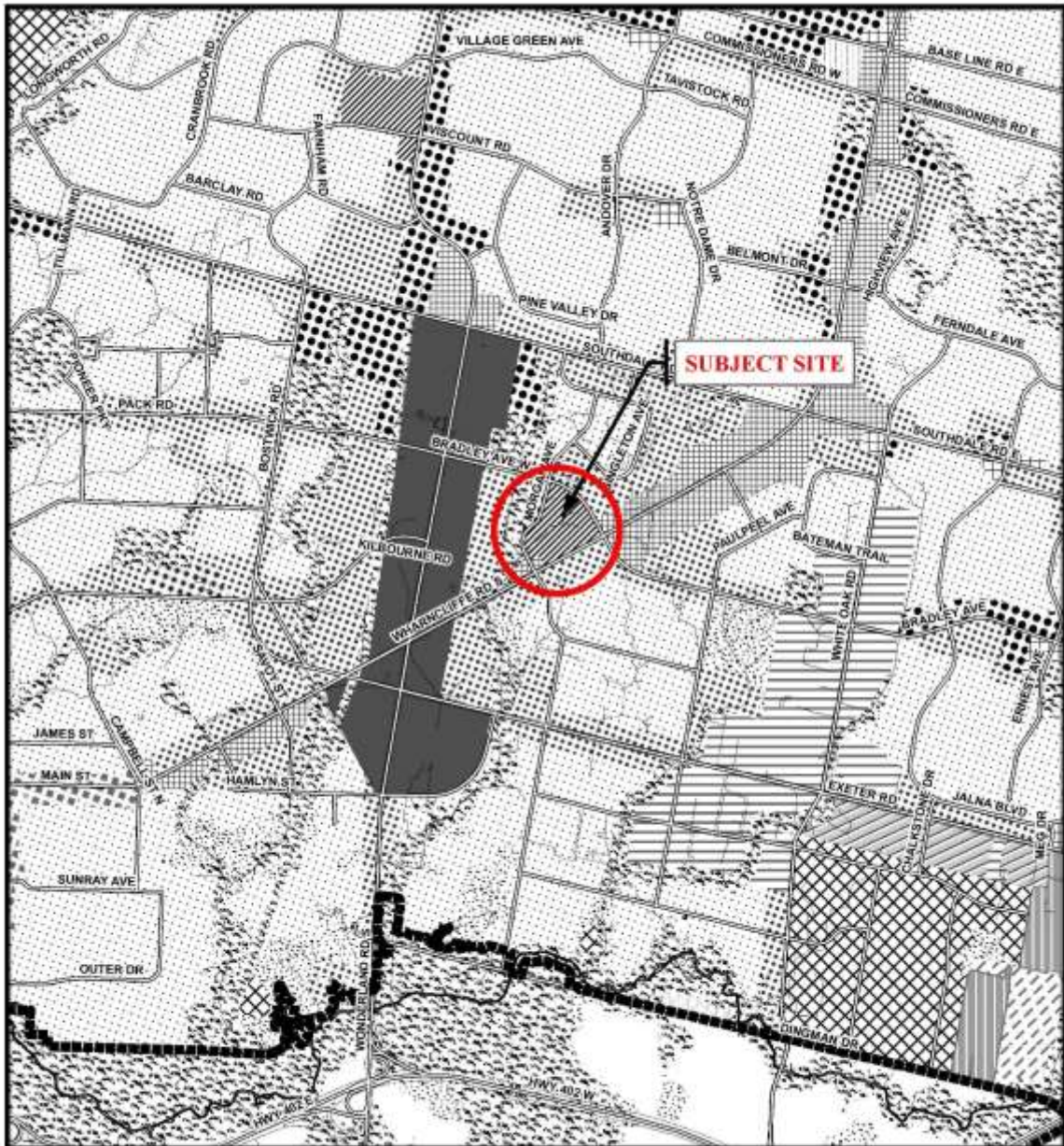
**CITY OF LONDON**  
 Planning Services  
 LONDON PLAN MAP 1  
 - PLACE TYPES -  
 PREPARED BY: Planning Services



**File Number:** Z-8738  
**Planner:** MC  
**Technician:** JTS  
**Date:** May 15, 2017

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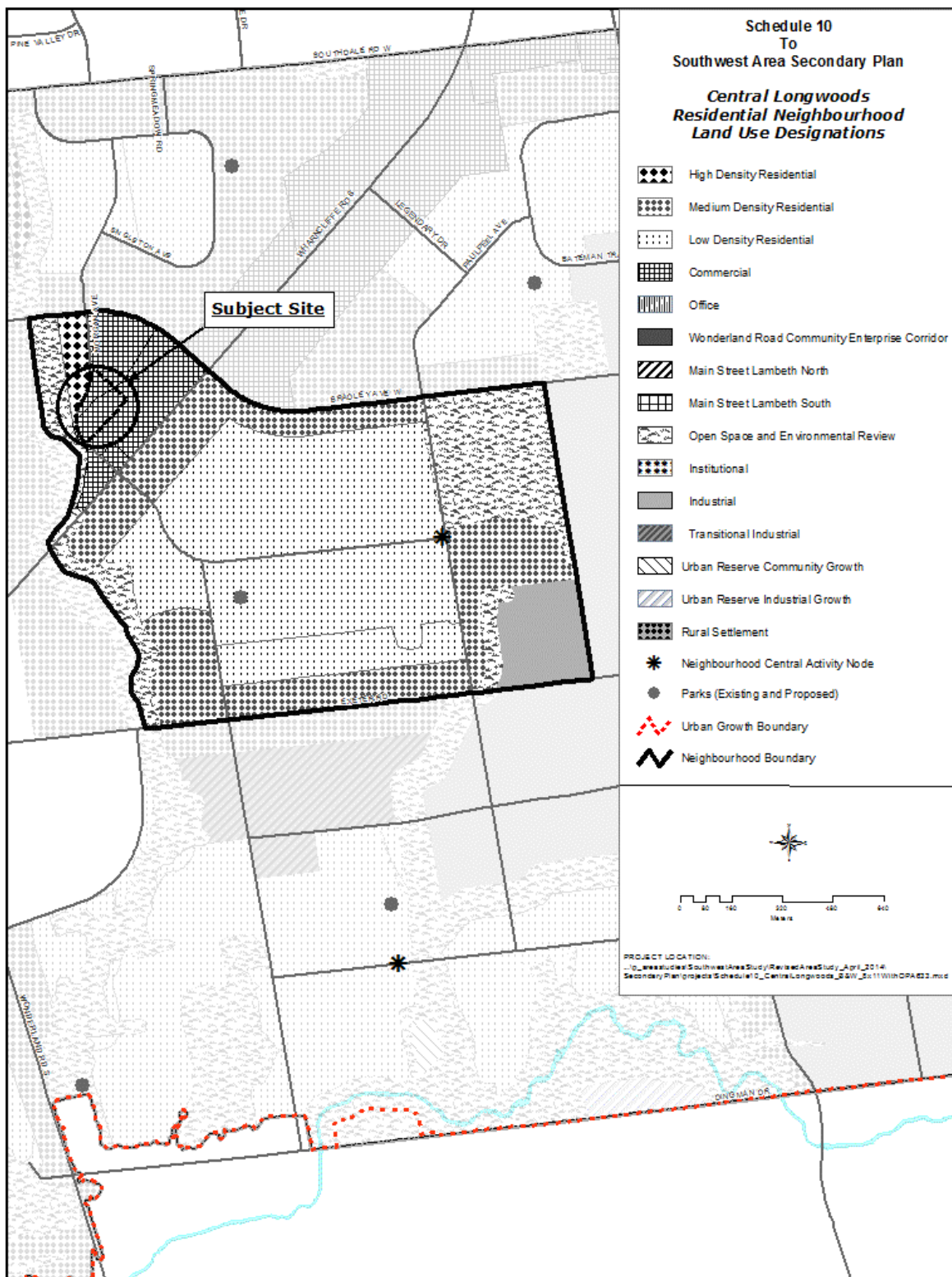
File: Z-8738  
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<p><b>Legend</b></p> <table border="0"> <tr> <td> Downtown</td> <td> Multi-Family, Medium Density Residential</td> <td> Office Business Park</td> </tr> <tr> <td> Wonderland Road Community Enterprise Corridor</td> <td> Low Density Residential</td> <td> General Industrial</td> </tr> <tr> <td> Enclosed Regional Commercial Node</td> <td> Office Area</td> <td> Light Industrial</td> </tr> <tr> <td> New Format Regional Commercial Node</td> <td> Office/Residential</td> <td> Commercial Industrial</td> </tr> <tr> <td> Community Commercial Node</td> <td> Regional Facility</td> <td> Transitional Industrial</td> </tr> <tr> <td> Neighbourhood Commercial Node</td> <td> Community Facility</td> <td> Rural Settlement</td> </tr> <tr> <td> Main Street Commercial Corridor</td> <td> Open Space</td> <td> Environmental Review</td> </tr> <tr> <td> Auto-Oriented Commercial Corridor</td> <td> Urban Reserve - Community Growth</td> <td> Agriculture</td> </tr> <tr> <td> Multi-Family, High Density Residential</td> <td> Urban Reserve - Industrial Growth</td> <td> Urban Growth Boundary</td> </tr> </table>			Downtown	Multi-Family, Medium Density Residential	Office Business Park	Wonderland Road Community Enterprise Corridor	Low Density Residential	General Industrial	Enclosed Regional Commercial Node	Office Area	Light Industrial	New Format Regional Commercial Node	Office/Residential	Commercial Industrial	Community Commercial Node	Regional Facility	Transitional Industrial	Neighbourhood Commercial Node	Community Facility	Rural Settlement	Main Street Commercial Corridor	Open Space	Environmental Review	Auto-Oriented Commercial Corridor	Urban Reserve - Community Growth	Agriculture	Multi-Family, High Density Residential	Urban Reserve - Industrial Growth	Urban Growth Boundary
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<p><b>CITY OF LONDON</b>                  Department of                  Planning and Development                  OFFICIAL PLAN SCHEDULE A                  - LANDUSE -</p> <p>PREPARED BY: Graphics and Information Services</p>	<p style="text-align: center;">                       Scale 1:30,000                        Meters                 </p>	<p>FILE NUMBER: Z-8738                  PLANNER: MJC                  TECHNICIAN: JTS                  DATE: April 11, 2017</p>																											

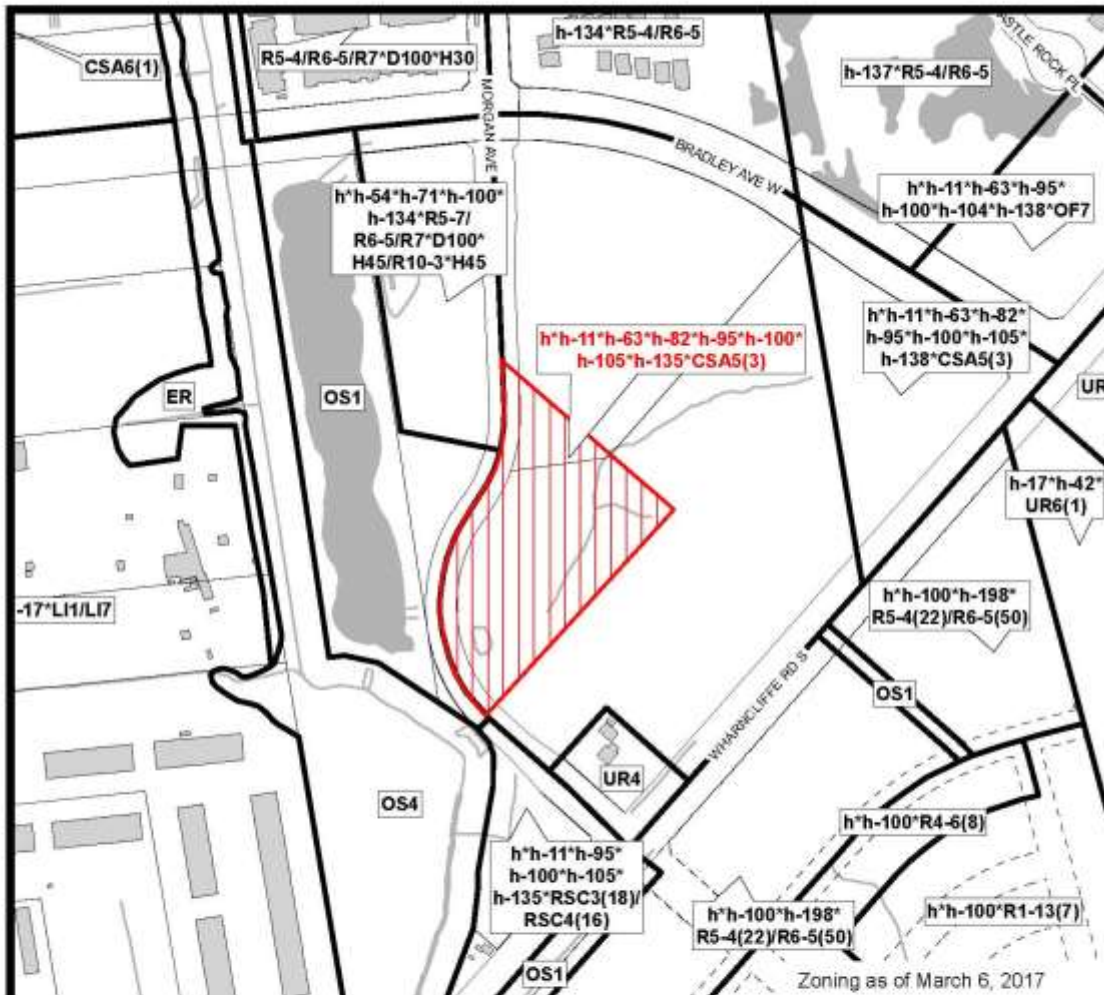
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**COUNCIL APPROVED ZONING FOR THE SUBJECT SITE:**

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

- |  |   |
|--|---|
| <ul style="list-style-type: none"> <li>R1 - SINGLE DETACHED DWELLINGS</li> <li>R2 - SINGLE AND TWO UNIT DWELLINGS</li> <li>R3 - SINGLE TO FOUR UNIT DWELLINGS</li> <li>R4 - STREET TOWNHOUSE</li> <li>R5 - CLUSTER TOWNHOUSE</li> <li>R6 - CLUSTER HOUSING ALL FORMS</li> <li>R7 - SENIOR'S HOUSING</li> <li>R8 - MEDIUM DENSITY/LOW RISE APTS.</li> <li>R9 - MEDIUM TO HIGH DENSITY APTS.</li> <li>R10 - HIGH DENSITY APARTMENTS</li> <li>R11 - LODGING HOUSE</li> <br/> <li>DA - DOWNTOWN AREA</li> <li>RSA - REGIONAL SHOPPING AREA</li> <li>CSA - COMMUNITY SHOPPING AREA</li> <li>NSA - NEIGHBOURHOOD SHOPPING AREA</li> <li>BDC - BUSINESS DISTRICT COMMERCIAL</li> <li>AC - ARTERIAL COMMERCIAL</li> <li>HS - HIGHWAY SERVICE COMMERCIAL</li> <li>RSC - RESTRICTED SERVICE COMMERCIAL</li> <li>CC - CONVENIENCE COMMERCIAL</li> <li>SS - AUTOMOBILE SERVICE STATION</li> <li>ASA - ASSOCIATED SHOPPING AREA COMMERCIAL</li> <br/> <li>OR - OFFICE/RESIDENTIAL</li> <li>OC - OFFICE CONVERSION</li> <li>RO - RESTRICTED OFFICE</li> <li>OF - OFFICE</li> </ul> | <ul style="list-style-type: none"> <li>RF - REGIONAL FACILITY</li> <li>CF - COMMUNITY FACILITY</li> <li>NF - NEIGHBOURHOOD FACILITY</li> <li>HER - HERITAGE</li> <li>DC - DAY CARE</li> <br/> <li>OS - OPEN SPACE</li> <li>CR - COMMERCIAL RECREATION</li> <li>ER - ENVIRONMENTAL REVIEW</li> <br/> <li>OB - OFFICE BUSINESS PARK</li> <li>LI - LIGHT INDUSTRIAL</li> <li>GI - GENERAL INDUSTRIAL</li> <li>HI - HEAVY INDUSTRIAL</li> <li>EX - RESOURCE EXTRACTIVE</li> <li>UR - URBAN RESERVE</li> <br/> <li>AG - AGRICULTURAL</li> <li>AGC - AGRICULTURAL COMMERCIAL</li> <li>RRC - RURAL SETTLEMENT COMMERCIAL</li> <li>TGS - TEMPORARY GARDEN SUITE</li> <li>RT - RAIL TRANSPORTATION</li> <br/> <li>"Y" - HOLDING SYMBOL</li> <li>"D" - DENSITY SYMBOL</li> <li>"H" - HEIGHT SYMBOL</li> <li>"B" - BONUS SYMBOL</li> <li>"T" - TEMPORARY USE SYMBOL</li> </ul> |
|--|---|

**CITY OF LONDON**  
PLANNING, ENVIRONMENTAL AND ENGINEERING SERVICES

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



FILE NO:  
Z-8738 MC

MAP PREPARED:  
April 11, 2017 JTS

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0 20 40 80 120 160  
Meters

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**BACKGROUND**

<b>Date Application Accepted:</b> February 2, 2017	<b>Agent:</b> Gary Blazak
<p><b>REQUESTED ACTION:</b> Change Zoning By-law Z.-1 from a Holding Community Shopping Area Special Provision (h•h-11•h-63•h-82•h-95•h-100•h-105•h-135•CSA5(3)) Zone which permits community-scaled commercial uses and community facilities including, but not limited to, assembly halls, automotive uses (restricted), commercial schools, commercial recreation centres, daycare centres, financial institutions, personal service establishments, private schools, supermarkets, restaurants, retail stores, and offices in shopping centres, strip plazas and stand-alone buildings, to a Holding Residential R7 Special Provision (h•h-11•h-21•h-63•h-82•h-95•h-100•h-105•h-135•R7( )•D45•H8) Zone which permits senior citizen apartment buildings, handicapped persons apartment buildings, nursing homes, retirement lodges, continuum-of-care facilities and emergency care facilities to a density of 45 units per hectare and a height of 8.0 meters. City staff have identified through their review of the application that the density of the proposal is actually 27 units per hectare as reflected in the recommended amendment.</p>	

<b>SITE CHARACTERISTICS:</b>
<ul style="list-style-type: none"> <li>• <b>Current Land Use</b> – Vacant</li> <li>• <b>Frontage</b> – 210 meters (689 feet)</li> <li>• <b>Depth</b> – Irregular</li> <li>• <b>Area</b> – 1.62 hectares (4 acres)</li> <li>• <b>Shape</b> – Irregular</li> </ul>

<b>SURROUNDING LAND USES:</b>
<ul style="list-style-type: none"> <li>• <b>North</b> - Vacant Multi-Family High Density Residential and Vacant Commercial</li> <li>• <b>South</b> - Vacant Commercial</li> <li>• <b>East</b> - Vacant Commercial</li> <li>• <b>West</b> - Open Space (Stormwater Management Pond)</li> </ul>

<b>OFFICIAL PLAN DESIGNATION:</b> (refer to Official Plan Map)
<ul style="list-style-type: none"> <li>• Community Commercial Node</li> </ul>
<b>THE LONDON PLAN PLACE TYPE:</b>
<ul style="list-style-type: none"> <li>• Shopping Area</li> </ul>
<b>SOUTHWEST AREA SECONDARY PLAN</b> (refer to SWAP Map)
<ul style="list-style-type: none"> <li>• Commercial (Central Longwoods Residential Neighbourhood)</li> </ul>
<b>EXISTING ZONING:</b> (refer to Zoning Map)
<ul style="list-style-type: none"> <li>• Holding Community Shopping Area Special Provision (h•h-11•h-63•h-82•h-95•h-100•h-105•h-135•CSA5(3)) Zone</li> </ul>



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**PLANNING HISTORY**

The subject site is included in both the City’s Bostwick East Planning Area and Phase 4 of the Andover Trails Plan of Subdivision (39T-07510) by Sifton Properties Limited (“Sifton”). The Bostwick East Area Plan was a developer-led Area Plan that was approved by City Council in 2005. Phase 4 of the Andover Trails Plan of Subdivision was approved by City Council in 2009 with a concurrent Official Plan Amendment and Zoning By-law Amendment (Z-7457/O-7466).

Phase 4 of the Andover Trails Plan of Subdivision was to consist of multi-family residential uses and restricted service commercial uses on two (2) multi-family, high density residential blocks, two (2) multi-family, medium density residential blocks, two (2) commercial blocks and two (2) park blocks. A subsequent Official Plan Amendment and Zoning By-law Amendment (OZ-8018) by Sifton was approved by City Council in 2013 to permit an expanded commercial area within Phase 4 and an expanded range of commercial uses. This change is reflected in the current planning permissions that apply to the subject site.

On July 29<sup>th</sup>, 2016 a Consent was granted (B.011/16) to Sifton to sever the subject site from other lands generally bounded by Morgan Avenue, Bradley Avenue West and Wharncliffe Road South. The purpose of the Consent is to establish the subject site as a separate legal parcel that Revera Inc. can develop for a Continuum-of-Care Facility. As a Consent condition, the subject site must be appropriately zoned to permit the Continuum-of-Care Facility.

**SIGNIFICANT DEPARTMENT/AGENCY COMMENTS**

April 3, 2017: Upper Thames River Conservation Authority (“UTRCA”) – the UTRCA has no objections to this application.

March 24, 2017: City of London, Wastewater and Drainage Engineering (“WADE”) – WADE has no objection to this application.

March 22, 2017: City of London, Urban Forestry – Urban Forestry has no comment.

March 21, 2017: City of London, Transportation Planning and Design (“Transportation”) – Transportation is requesting a holding provision (h-21) for access to the satisfaction of the City Engineer. Details regarding access design will be discussed in greater detail through the Site Plan Approval process.

March 20, 2017: City of London, London Fire Services – Fire Services will comment on the Site Plan Approval application.

March 28, 2017: City of London, Urban Design Peer Review Panel (“UDPRP”) - the proposed development was reviewed by the City’s Urban Design Peer Review Panel on March 15, 2017. The Panel’s comments focused on: conformity with the Urban Design policies in the Southwest Area Plan; opportunities to better integrate the proposed development into the topography of the site and the surrounding environment; improving the relationship between the servicing/loading area and the street; reducing the amount of paved surface area and mitigating emphasis placed on parking and loading spaces; completing the proposed building massing where a “clipped” roof is proposed; and expressing the proposed materials in finer detail and the use of materials to distinguish building wings from one another. The Panel’s comments have been attached as Appendix “F” to this report for further reference.

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<b>PUBLIC LIAISON:</b>	On March 15, 2017, Notice of Application was sent to 26 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 16, 2017. A “Possible Land Use Change” sign was also posted on the site.	1 reply was received
<p><b>Nature of Liaison:</b> The purpose and effect of the requested Zoning By-law amendment is to permit a continuum-of-care facility.</p> <p>Change Zoning By-law Z.-1 from a Holding Community Shopping Area Special Provision (h•h-11•h-63•h-82•h-95•h-100•h-105•h-135•CSA5(3)) Zone which permits community-scaled commercial uses and community facilities including, but not limited to, assembly halls, automotive uses (restricted), commercial schools, commercial recreation centres, daycare centres, financial institutions, personal service establishments, private schools, supermarkets, restaurants, retail stores, and offices in shopping centres, strip plazas and stand-alone buildings, to a Holding Residential R7 Special Provision (h•h-11•h-63•h-82•h-95•h-100•h-105•h-135•R7( )•D45•H8) Zone which permits senior citizen apartment buildings, handicapped persons apartment buildings, nursing homes, retirement lodges, continuum-of-care facilities and emergency care facilities to a density of 45 units per hectare and a height of 8.0 meters. City staff have identified through their review of the application that the density of the proposal is actually 27 units per hectare as reflected in the recommended amendment.</p>		
<p><b>Responses:</b> The response requested clarification regarding the purpose of the Zoning By-law Amendment.</p>		

<b>ANALYSIS</b>
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**Subject Site Description**

The subject site is irregular shaped with a curvilinear (S-shaped) front lot line that is located on the east side of Morgan Avenue between Bradley Avenue West and Wharncliffe Road South. The subject site has approximately 225 meters (738 feet) of frontage along Morgan Avenue and is approximately 1.62 hectares (4.00 acres) in size. The subject site is proposed to be severed from other lands generally bounded by Morgan Avenue, Bradley Avenue West and Wharncliffe Road South that are approximately 9.80 hectares (24.22 acres) in size including the subject site. The subject site slopes from a higher point of elevation in the northwest to a lower point of elevation in the southeast.

The subject site and lands in the immediate vicinity of the subject site are vacant, except for a stormwater management pond that is located on the west side of Morgan Avenue. The vacant lands to the north of the subject site (on the west side of Morgan Avenue) are planned for multi-family, high density residential uses and the vacant lands to the north, to the east, and to the south of the subject site (on the east side of Morgan Avenue) are planned for commercial uses. There are newly constructed single-detached dwellings, street townhouses, cluster townhouses and apartment buildings located to the north of the subject site and north of Bradley Avenue West. There is also a “remnant” single detached dwelling located south of the subject site at the northeast corner of the intersection of Morgan Avenue and Wharncliffe Road South.

**Nature of the Application Proposal**

Although, the current policy and regulatory framework that guides the uses and development of the subject site identifies commercial uses as the intended primary permitted use, the policies (in particular the newer policy direction in the London Plan) support commercial areas becoming mixed-use areas. Community facilities, such as the proposed Continuum-of-Care Facility, are permitted as secondary permitted uses through a Zoning By-law Amendment. The applicant has

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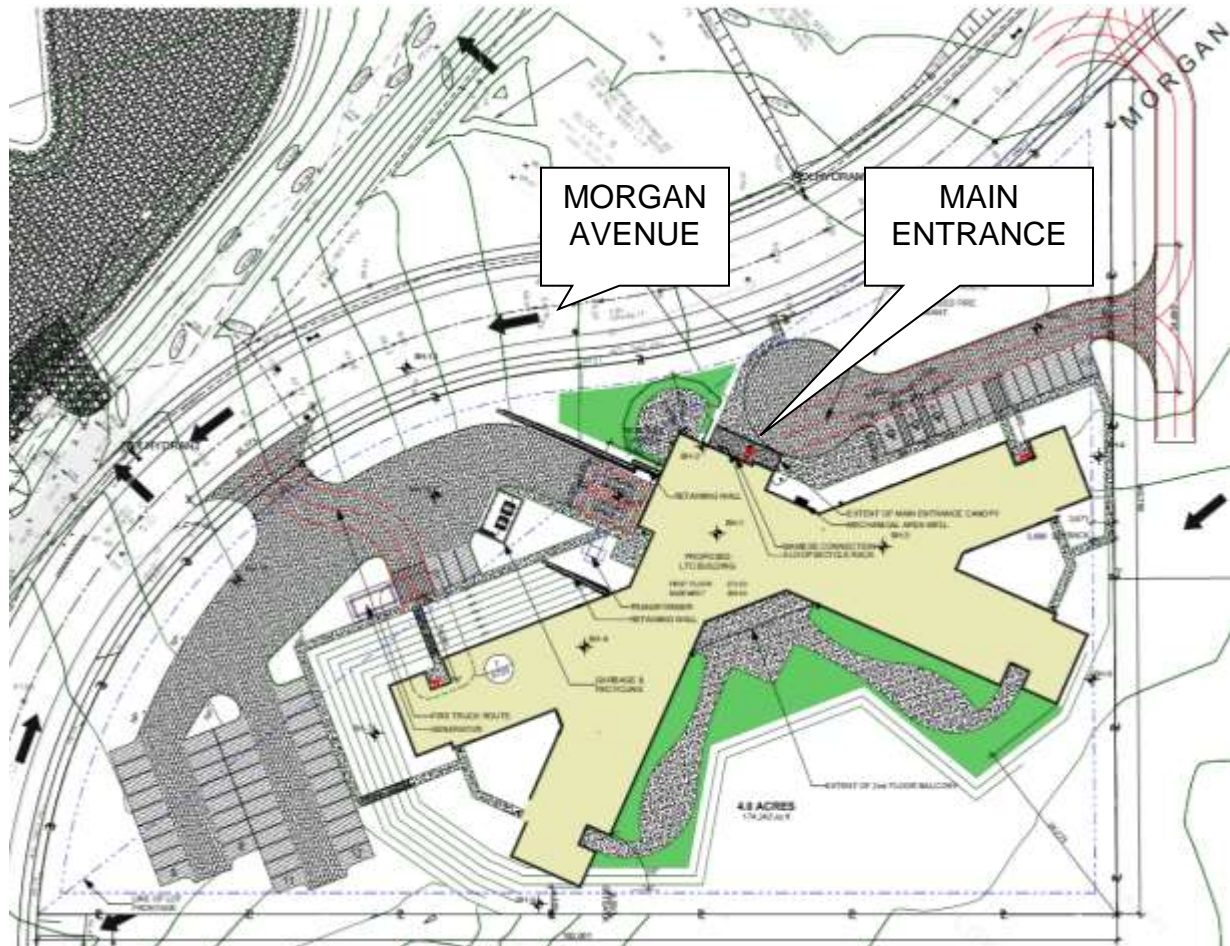
requested a Zoning By-law Amendment to permit a Continuum-of-Care Facility on the subject site to a maximum density of 45 units per hectare and a maximum height of 8.0 meters. City staff have identified through their review of the application that the density of the proposal is actually 27 units per hectare, using the rate set out in Zoning By-law Z.-1 of three (3) beds equalling one (1) unit, as reflected in the recommended amendment. The proposed building will have four (4) residential wings that are each two (2)-storeys in height that connect to a central service hub. The proposed facility will have approximately 128 resident beds.

Original Development Proposal

As originally submitted by the applicant the development proposal for the subject site showed the proposed building in need of a reduced interior (north) side yard setback from the standard minimum interior side yard requirement of the requested Residential R7 Zone (see Figure 1). The proposed building was orientated with the building “hub” and the main building entrance perpendicular to the adjacent street-edge.

The on-site parking areas and the loading areas associated with the main building entrance and the service operations of the building “hub” were shown in locations that would be highly visible from the street-edge; locations which would not be in keeping with good urban design principles nor the Urban Design policies in the Southwest Area Secondary Plan (“SWAP”) as discussed in greater detail in the analysis section of this report. The resident’s outdoor amenity space was shown to the rear of the building adjacent to the commercial lands to the east.

There were two (2) vehicular access points proposed; one (1) direct vehicular access point from Morgan Avenue located at the southerly limit of the subject site, and one (1) vehicular access point located at the northerly limit of the subject site shared with the abutting commercial lands in order to reduce the number of direct vehicular access points from Morgan Avenue.



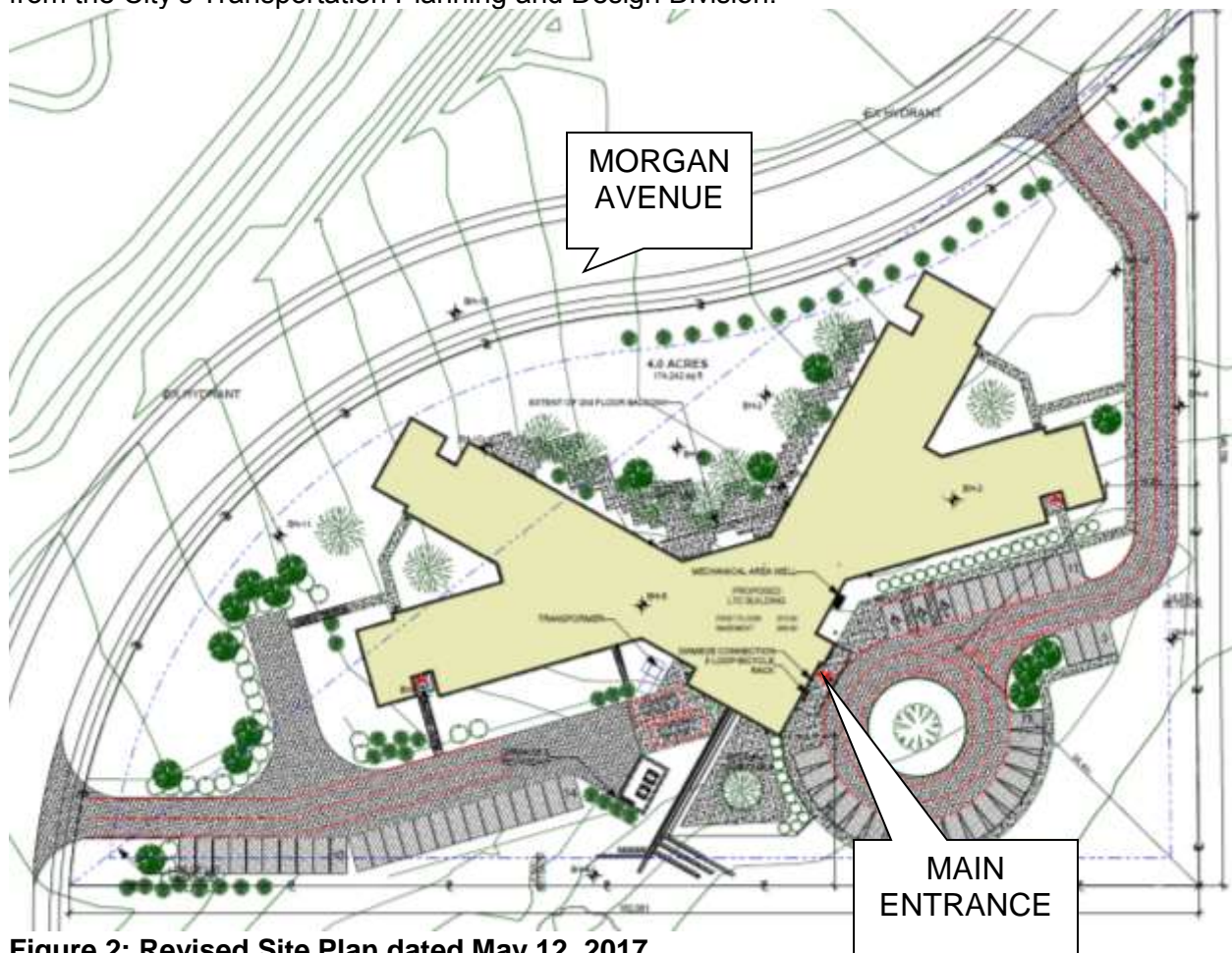
**Figure 1: Original Site Plan dated January 26, 2017.**

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Revised Development Proposal

Through the Zoning By-law Amendment process City staff have worked with the applicant to revise the development proposal in order to be consistent with the Urban Design policies in SWAP and to respond to the comments of the UDPRP where possible. The revised site plan (see Figure 2) shows the proposed building rotated 180° from the original development proposal and the proposed building positioned at the minimum required front yard setback as a result of efforts by the applicant to remove all on-site parking areas from the front of the proposed building adjacent to the street-edge and relocate the on-site parking areas to the rear of the proposed building. As a result, much less emphasis is placed on on-site parking areas. The landscaped open space areas in-front of the proposed building on the revised site plan also provide opportunities to further screen on-site parking areas and loading areas from view along most of Morgan Avenue. With regards to Section 20.5.3.6.9 iii) g) in SWAP that provides guidance on the location and configuration of parking, a recent in force amendment provides greater flexibility for City Staff to consider when parking areas for large buildings should be underground. City Staff in evaluating the proposed parking areas have considered the specialized function of the proposed Continuum-of-Care Facility and the surrounding context. Two (2) vehicular access points are shown on the revised site plan; both are proposed to be direct access points from Morgan Avenue with input from the City’s Transportation Planning and Design Division.



**Figure 2: Revised Site Plan dated May 12, 2017.**

Provincial Policy Statement 2014

The Provincial Policy Statement (“PPS”) 2014, provides policy direction on matters of provincial interest related to land use planning and development. Section 3 of the Planning Act requires that decisions affecting planning matters “shall be consistent” with policy statements issued under the Act.

Section 1.1.1 in the PPS (*Managing and Directing Land Use to Achieve Efficient and Resilient Development of Land Use Patterns*) encourages healthy, livable and safe communities which are sustained by an appropriate range and mix of residential (including housing for older persons), employment and institutional uses (including long-term care homes) to meet long-term needs.

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Section 1.4.3. in the PPS (*Housing*) directs municipalities to provide for an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents, permitting and facilitating all forms of housing required to meet the social, health and well-being requirement of current and future residents, including special needs requirements.

The recommended amendment will permit the development of a Continuum-of-Care Facility on the subject site which will add to the range and mix of land uses as well as the housing types in the area, to meet special needs requirements, including, but not necessarily limited to, seniors.

### **London Plan**

The London Plan is the Council adopted, Ministry approved with modifications, new Official Plan for the City of London. It sets out a new policy direction for land use planning in London, which emphasizes growing inward and upward. City staff have considered whether the requested Zoning By-law Amendment and development proposal is consistent with the London Plan.

The London Plan includes the subject site in the “Shopping Area” Place Type and “Bostwick East Specific Policy Area”. The policies that pertain to the Bostwick East Special Policy Area only have implications for the “Neighbourhoods” Place Type, and are not relevant to the subject site.

### **Use**

The recommended amendment to permit the development of a Continuum-of-Care Facility on the subject site is consistent with the vision of Shopping Areas becoming mixed-use areas in Policy 871\_ and would introduce a residential care facility within the Shopping Area bound by Bradley Avenue West, Wharnccliffe Road South and Morgan Avenue. Policy 877\_ 1. list institutional and residential uses among the range of uses permitted within Shopping Areas.

### **Form**

The form policies for Shopping Areas aim to improve large commercial blocks so that the blocks are more pedestrian-oriented environments that are permeable and comfortable for pedestrians, transit users and cyclists, and less auto-oriented environments. Policy 879\_ 2. c. encourages better connections for all users through commercial sites. Rotating the proposed building 180° such that the main building entrance is no longer adjacent to the street-edge will require a strong pedestrian connection between the public sidewalk and the main building entrance; however, this revised orientation does allow for practical walkway connections between the main building entrance on the subject site and the adjacent commercial lands to the east.

The London Plan policies are in addition to the Southwest Area Secondary Plan (“SWAP”) policies that also provide guidance on form issues, such as the location and screening parking to provide for pedestrian-oriented environments. When considering the two policy documents, the more detailed or alternative policy direction in SWAP would supersede the policies in the London Plan.

### **Intensity**

Policy 878\_1. encourages more intense and efficient use of Shopping Areas. The proposed Continuum-of-Care Facility would increase the activity within the Shopping Area, particularly outside of traditional hours of business for commercial uses, and is a more intense and efficient use of land and municipal infrastructure (e.g. roads, sanitary and storm sewers, watermains and parks) and services (e.g. public transit) than commercial uses alone.

Policy 878\_ 2. permits buildings up to four (4)-storeys in height in Shopping Areas, or six (6)-storeys in height through the approval of a Bonus Zone. The proposed Continuum-of-Care Facility is proposed to be two (2) storeys in height and is in keeping with the permitted height in Shopping Areas.

The development proposal for the subject site is in keeping with the new policy direction in the London Plan that envisions Shopping Areas moving towards mixed-use developments that make more efficient use of land and infrastructure as opposed to traditional shopping centres planned for in older policy documents.

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**1989 Official Plan**

Like its successor the London Plan, the 1989 Official Plan (“Official Plan”) contains policies that guide the use and development of land within the City of London. It is the “in-force” Official Plan and includes the subject site in the “Community Commercial Node” designation. The more detailed or alternative policy direction in SWAP also supersedes the policy direction in the 1989 Official Plan.

**Use**

The Community Commercial Node is intended to provide for a broad range of goods and services that are needed on a regular basis. The primary permitted uses include all types of retail outlets, and a limited range of service and office uses. Community facilities, such as the proposed Continuum-of-Care Facility, may be permitted through a Zoning By-law Amendment.

**Intensity**

The Community Commercial Node designation is intended for development that ranges in size between 13,000 sq. m to 50,000 sq. m of commercial gross floor area (Policy 4.3.6.5). The recommended amendment would reduce the available land area on which to achieve the above-noted gross floor area range, but it is expected that given the wide range of commercial gross floor area permitted the gross floor area would still be achievable on the balance of the commercial lands in the area, so that the planned function of the Community Commercial Node would not be affected. The zoning on individual sites and/or areas may be for less than the upper limit of the gross floor area range in the Official Plan. The Community Commercial Node policies in the Official Plan do not provide specific density limits for residential or institutional uses, the intensity of which, would not be expressed in terms of commercial gross floor area.

**Form**

Community Commercial Nodes can have the form of either an enclosed shopping centre or an unenclosed strip plaza (Policy 4.3.7.4). Free-standing buildings are encouraged along the street frontage to improve the design of the street-edge. The proposed Continuum-of-Care Facility would be a free-standing building on the subject site located along the street frontage in conformity to the policies.

The requested Zoning By-law Amendment is subject to the requirements of a Planning Impact Analysis (“PIA”). A proposed change to land use (i.e. commercial to residential or institutional), requires the application of a PIA, and will be evaluated on the basis of criteria relevant to the proposed change. Relevant to the present proposal, these criteria are:

- **The compatibility of proposed uses with surrounding land uses, and the likely impact of the proposed development on present and future land uses in the area;**

The proposed Continuum-of-Care Facility is a residential care facility that provides a community based service that is compatible with the existing and planned surrounding residential land uses. The siting of Continuum-of-Care Facility adjacent to residential land uses has historically exhibited land use compatibility elsewhere in the City.

The sensitivity of the proposed Continuum-of-Care Facility to emissions of noise, odour, dust, vibration, and light etc. is not expected to create any additional constraints for the planned commercial land uses, beyond the constraints that already exist as a result of the existing and planned residential land uses in the surrounding area.

- **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 uses;**

The subject site is of a sufficient size and configuration to accommodate the proposed development. The revised site plan meets or exceeds the minimum lot area, coverage, landscaped open space and yard requirements of the requested Residential R7 Zone. The revised site plan is also able to accommodate on-site vehicular parking well in excess of the minimum required number of parking spaces for the proposed use (55 parking spaces;

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whereas, a minimum of 43 parking spaces are required).

➤ **The supply of vacant land or vacant buildings in the area which is designated and/or zoned for the proposed uses;**

In support of the Zoning By-law Amendment application, the applicant undertook a study of the vacant land and vacant building supply in the area that is designated and/or zoned to permit a Continuum-of-Care Facility. The applicant concluded there is no vacant land in the area which is already designated and/or zoned for the proposed use and City staff are in agreement with the conclusion of the applicant.

➤ **The location of vehicular access points and the potential traffic generated by the proposed change and the likely impacts on City streets, pedestrian and vehicular safety, and on surrounding properties;**

Two (2) vehicular access points are shown on the revised site plan and the location of these access points were selected by the applicant with input from City staff. The City's Transportation and Design Division has requested a holding provision (h-21) for access to the satisfaction of the City Engineer to ensure the coordination of vehicular access points from Morgan Avenue as the surrounding area develops. The location and design of the proposed vehicular access points will be discussed in greater detail through the Site Plan Approval process.

The capacity of the road network surrounding the subject site was addressed previously through the planning of the Andover Trails Plan of Subdivision. The commercial uses currently permitted on the subject site have the potential to generate significant amounts of traffic, and draw on residents from the community as well as the broader travelling public passing by on Wharncliffe Road South. The City's Transportation Planning and Design Division did not identify any concerns with the capacity of Morgan Avenue that abutts the subject site to accommodate the traffic anticipated to be generated by the proposed change in use.

➤ **The height, location and spacing of any buildings in the proposed development, and the integration of these uses with present and future land uses and any potential impacts on surrounding land uses;**

The proposed building is two (2) storeys in height and the revised site plan shows the building positioned close to the street-edge to provide a desired "sense of enclosure" that will contribute to a pedestrian-friendly environment. The proposed low-rise form is consistent with the existing housing forms located north of the subject site and north of Bradley Avenue West.

The applicant has worked with the City staff to relocate all on-site parking areas as shown on the revised site-plan to the rear of the proposed building . As revised, the building and the outdoor amenity space for residents would be the predominate feature in the Morgan Avenue streetscape. Having rotated the building 180° (from the original development proposal), the outdoor amenity space for residents is shown adjacent to Morgan Avenue, opposite the existing stromwater management pond and multi-use pathway. This arrangement is particularly complementary, and will provide residents with extended views beyond the subject site. As noted above, the revised site plan shows the on-site parking areas to the rear of the proposed building and adjacent to planned commercial lands that are also likely to develop with surface parking areas. The site's topography has been utilized by the applicant to separate the residential space from the service space. The service space is provided on a lower level with separate grade level access on the southerly side of the proposed building separate from the main building entrance. The proposed change in use and development proposal is not expected to have any serious adverse impacts for the surrounding land uses and the development proposal has been revised to complement surrounding land uses where it can.

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**File: Z-8738**  
**Planner: Melissa Campbell**

➤ **The potential impact of the proposed development on surrounding natural features and heritage resources;**

The subject site is well removed from the natural heritage features associated with the Pincombe Drain located west of the subject site and on the west side of Morgan Avenue. The stormwater management pond provides a naturalized buffer between the Pincombe Drain and the subject site. The UTRCA has no objections to the proposed application in proximity to the drain.

➤ **Impacts of the proposed change on the planned transportation system, including transit**

The development proposal will serve to strengthen the existing transportation system. The proposed land use will support public transit by introducing an employment generator to assist with ridership in the area.

**Southwest Area Secondary Plan**

The Southwest Area Secondary Plan (“SWAP”) provides the primary policy guidance regarding the use and development of land within the SWAP boundary. SWAP includes the subject site in the “Commercial” designation in the “Central Longwoods Residential Neighbourhood”. In SWAP there are no policies specific to the Commercial designation for that neighbourhood that would supersede the Community Commercial Node policies in the Official Plan.

SWAP policies relevant to the subject site are the general Urban Design policies that relate to Development Design (Section 20.5.3.6.9 i)) and Building and Site Design (Section 20.5.3.6.9 iii)). These policies direct that all development within the SWAP boundary be pedestrian-oriented and transit supportive (as opposed to auto-oriented) and have a strong built-form relationship to the street. Specifically, buildings are to provide a “sense of enclosure” by minimizing the setback of buildings to the street, and by providing taller buildings where the street is wide. On-site parking areas are to be designed to reduce their visual impact on the street, and may require screening through the use of features such as low fences, walls, and landscaping. A recent in force amendment to Section 20.5.3.6.9 iii) g) provides greater flexibility for City Staff to consider when parking areas for large buildings, such as high-rise residential buildings, office buildings and mixed-use buildings should be underground. It is important to note that the proposed Continuum-of-Care Facility functions differently than a standard typical residential building, and serves a population with different standards and needs than the general population. The surrounding context includes commercial lands to the east that are also likely to include surface parking areas. Given the function of the proposed building and the surrounding context, the proposed parking areas are appropriate for the use and are in keeping with the parking policies in SWAP as recently amended.

Staff have worked with the applicant through the Zoning By-law Amendment process to arrive at a revised development proposal that satisfies the Urban Design policies in SWAP. The revised site plan shows the building positioned at the minimum required front yard setback, consistent with the policy direction to provide a strong built-form relationship to the street and a sense of enclosure along the street. There are no parking areas proposed in front of the proposed building, instead large landscape areas in front of the proposed building provide opportunities to screen on-site parking areas and servicing and loading areas from view along the majority of the Morgan Avenue frontage. Much less emphasis is placed on parking and the automobile than in the original development proposal. Although, positioning the main building entrance to face Morgan Avenue would help to orient the building to the street, a Continuum-of-Care Facility has specific operational requirements that require a single secure main building entrance near on-site parking areas to ensure the safety of residents with dementia and to provide access for residents with limited mobility. Consistent with the policy direction in SWAP, the on-site parking areas are located to the rear of the proposed building, as is the main building entrance. Direction will be provided to the Site Plan Authority through this report for consideration of urban design issues.



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**Planner: Melissa Campbell**

**Zoning By-law Z.-1**

The current Holding Community Shopping Area Special Provision (h•h-11•h-63•h-82•h-95•h-100•h-105•h-135•CSA5(3)) Zone that applies to the subject site is intended to implement the policy direction in the Official Plan and permits community-scaled commercial uses and community facilities, but not the proposed Continuum-of-Care Facility.

The recommended amendment proposes to change the current Holding Community Shopping Area Special Provision (h•h-11•h-63•h-82•h-95•h-100•h-105•h-135•CSA5(3)) Zone to a Holding Residential R7 (h•h-11•h-21•h-63•h-82•h-95•h-100•h-105•h-135•R7( )•D27•H8) Zone to facilitate the development of the proposed Continuum-of-Care Facility to a maximum density of 27 units per hectare and a maximum building height of 8.0 meters. The holding provisions on the subject site relate to servicing and site plan matters and the applicant has not requested that the holding provisions be removed at this time. The Residential R7 Zone provides for and regulates apartment buildings for seniors and similar structures for seniors and special populations that may have different standards and needs than typical standard residential developments. Special provisions for reduced yard depths required by the original development proposal are no longer required as the revised development proposal can meet the standard minimum requirement for the Residential R7 Zone.

**CONCLUSION**

The recommended amendment is consistent with the 2014 Provincial Policy Statement that encourages a range and mix of land uses and directs municipalities to plan for all forms of housing required to meet the needs of current and future residents, including special need requirements. The recommended amendment is in keeping with the new policy direction in the London Plan that envisions Shopping Areas developing as mixed-use areas to make more efficient use and land and infrastructure. The recommended amendment conforms to the Official Plan and will implement the Community Commercial Node policies that contemplate community facilities such as the proposed Continuum-of-Care Facility. The revised development proposal for the subject site is consistent with the Urban Design policies in the Southwest Area Secondary Plan and can be implemented keeping with the standard Residential R7 Zone regulations. The recommended amendment and revised development proposal are not expected to cause any serious adverse impacts for the existing or proposed surrounding land uses and represent good land use planning.

<b>REPAIRED BY:</b>	<b>SUBMITTED BY:</b>
<b>MELISSA CAMPBELL, MCIP, RPP CURRENT PLANNING</b>	<b>MICHAEL TOMAZINCIC, MCIP, RPP MANAGER, CURRENT PLANNING</b>
<b>RECOMMENDED BY:</b>	
<b>JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER</b>	

May 25, 2017  
MJC/mjc

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**File: Z-8738**  
**Planner: Melissa Campbell**

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

<u>Telephone</u>	<u>Written</u>
N/A	Greg Bierbaum, Old Oak Properties (email response)

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**File: Z-8738**  
**Planner: Melissa Campbell**

**Bibliography of Information and Materials**  
**Z-8738**

**Request for Approval:**

City of London Zoning By-law Amendment Application Form, completed by Gary Blazak for Revera Inc., February 2, 2017.

**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. The London Plan, December 28, 2016, as modified.

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

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

Blazak, G., Gary Blazak Planning Consultant (BLAST Inc.). Memo to M. Campbell. May 18, 2017.

Gary Blazak Planning Consultant (BLAST Inc.). *Planning Justification Report*, October 27, 2016.

MMMC Inc. Architects. *Urban Design Brief*, October 19, 2016.

Stantec Consulting Ltd. *Preliminary Servicing Report*, August 12, 2016

**Correspondence: (all located in City of London File No. Z-8738)**

**City of London**

Dyer, A., Urban Design Peer Review Panel. Memo to M. Campbell. March 28, 2017.

Roobroeck, R., Development Services. Memo to M. Campbell. March 24, 2017.

Moore R., Wastewater and Drainage Division. email to M. Campbell. March 24, 2017.

Hodgins, K., Urban Forestry. email to M. Campbell. March 22, 2017.

Giesen, A., Transportation Planning and Design. email to M. Campbell. March 21, 2017.

Dick, R., Fire Prevention. email to M. Campbell. March 20, 2017.

**Departments and Agencies -**

Creighton C., UTRCA. Letter to M. Campbell. April 3, 2017.

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**File: Z-8738  
Planner: Melissa Campbell**

**Appendix "A"**

Bill No. (number to be inserted by Clerk's Office)  
2017

By-law No. Z.-1-17\_\_\_\_\_

A by-law to amend By-law No. Z.-1 to  
rezone an area of land located at 3350 and  
3460 Morgan Avenue.

WHEREAS Revera Inc. Has applied to rezone an area of land located at 3350 and  
3460 Morgan Avenue, as shown on the map attached to this by-law, as set out below;

AND WHEREAS this rezoning conforms 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 3350 and 3460 Morgan Avenue, as shown on the attached map comprising part of Key Map No. A111, from a Holding Community Shopping Area Special Provision (h•h-11•h-63•h-82•h-95•h-100•h-105•h-135•CSA5(3)) Zone to a Holding Residential R7 (h•h-11•h-21•h-63•h-82•h-95•h-100•h-105•h-135•R7•D27•H8) Zone.

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 13, 2017.

Matt Brown  
Mayor

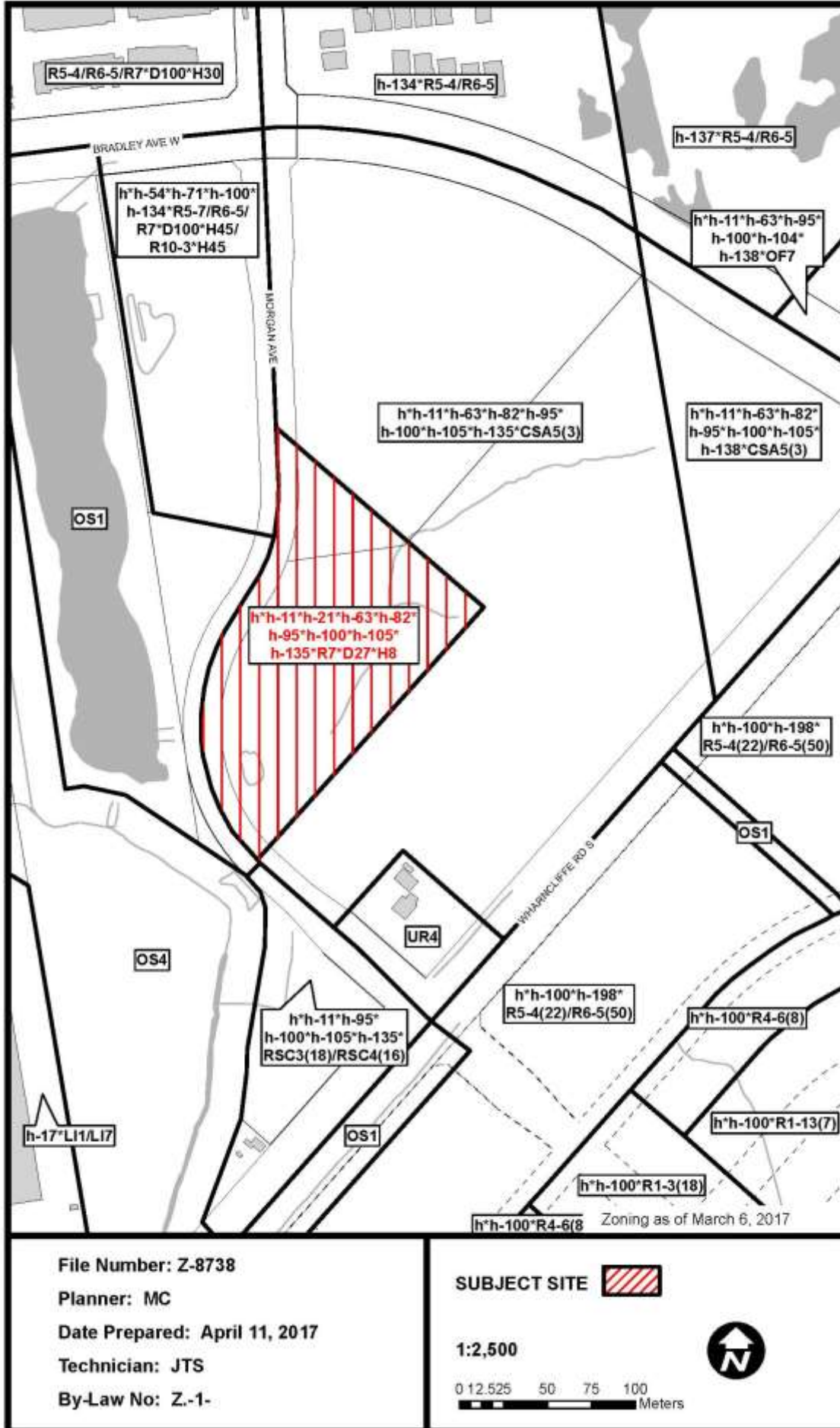
Catharine Saunders  
City Clerk

First Reading – June 13, 2017  
Second Reading – June 13, 2017  
Third Reading – June 13, 2017

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File: Z-8738  
Planner: Melissa Campbell

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







File: Z-8738  
Planner: Melissa Campbell

Appendix "D" - Conceptual Rendering View North

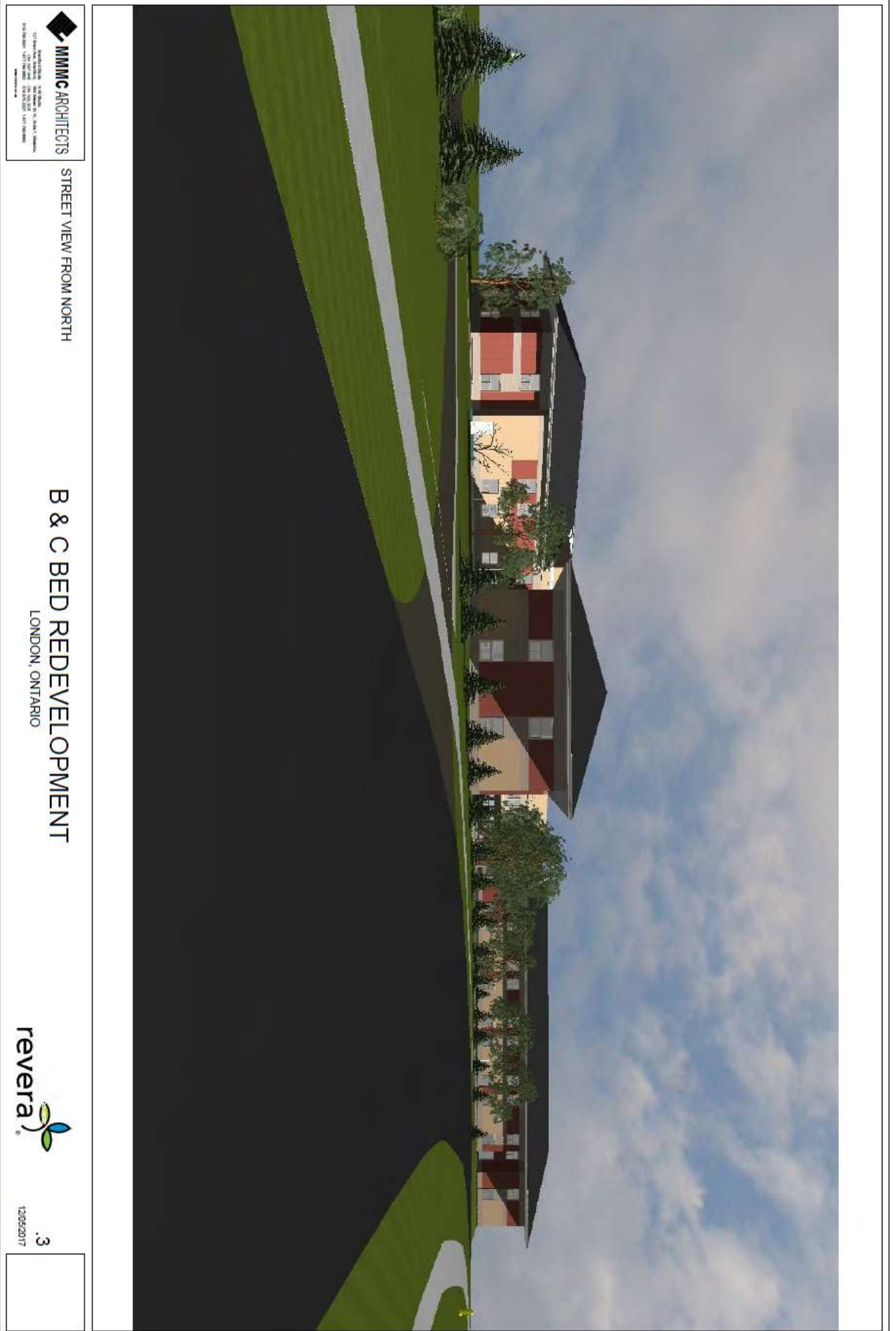




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File: Z-8738  
Planner: Melissa Campbell

Appendix "E"- Conceptual Rendering View South



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File: Z-8738  
Planner: Melissa Campbell

**Appendix "F"- Urban Design Peer Review Panel Comments**



# Memo

**To:**            **Proponents**

- Gary Blazak, Planner, BLAST Inc.
- Peter Ciuciura, Architect, Revera Inc.
- Dwight Lander, Architect, MMMC

**City of London Personnel**

- Britt O'Hagan, Urban Designer
- Melissa Campbell, Planner

**From:**        **Urban Design Peer Review Panel (UDPRP)**

- Adrian Dyer, Architect, Chair
- Jason McIntyre, Architect
- John Nicholson, Architect
- Sung Ae Sim, Landscape Architect (absent)
- Jordan Kemp, Urban Planner
- Janine Oosterveld, Urban Planner (absent)

**RE:    Zoning By-Law Amendment: 3460 Morgan Avenue – Retirement Residence Presentation & Review, March 15, 2017**

1. The current proposal does not take into account the location, site aspect, geometries, approach, levels, or parking within it's design. The proposal would benefit from a more in depth study in how it could integrate into the site, and surrounding environment better.
2. The use of a floor plan that while noted by the proponent as successful on other sites in Ontario, does not address the needs of this particular site.
3. Proposal places emphasis on parking and service spaces, locating them in along the frontage, which is not in line with good urban design practices.
4. Although the site levels vary greatly, the proposal seems to maintain the same grade across the scheme. It would be a positive design move to utilize the grade as part of the design.
5. There seems to be quite a significant distance between the resident parking and the entrance. Locating this parking closer would be beneficial to the residents.
6. Very poor relationship of the loading/ service area to the street noted. It is highly visible. Explore screening or rework.
7. Poor vehicular entry and pedestrian experience at the main entry.
8. Endeavour to allow the roof massing to be "complete" without "chopped" massing.
9. Consider more transparent/ different treatment between wings.

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10. Show design development of materials and their relationship rather than simply say it will be done.
11. This proposal does not appear to support the urban design policies set out in the Southwest Area Secondary Plan, particularly with respect to creating attractive pedestrian-friendly environments with strong built-form relationships.
12. The building has no relationship to the public street. The proposed "hub" of the building (i.e., where all of the wings intersect) is organized perpendicular to the street and forms a triangular relationship. Redesign the main entrance of the building so that there is a better relationship to the public realm.
13. Reconsider the use of the "wings" for the building. It does not need to be either a courtyard or a "wings" approach – there are many built form solutions that would likely satisfy the MOHLTC's design requirements. In any case, the views to the "horizon" will be replaced with surface parking once the abutting commercial blocks are developed.
14. The parking lot and loading areas are the key elements of the view to the development, driving north along Morgan Avenue. Understanding the need to locate parking near the entrance (for visitors), it should either be moved out of the view of the public street where possible or heavily landscaped.
15. Reduce the amount of paved surface. On the west side, only space for a 6.0m-wide drive aisle is necessary, but the entire "curve" of the site is paved. On the east side, remove the bulb or provide some vegetated "island".
16. The panel recommends that this project should be reviewed again with the panel.

This UDPRP review is based on City planning and urban design policy, the submitted brief, and noted presentation. It is intended to inform the ongoing planning and design process, and in this instance, the proposed development, based upon the review by the panel is an appropriate solution for the site and a sensitive response to the existing urban context.

Sincerely on behalf of the UDPRP,



Adrian Dyer, BArch, ARB (reg), DATD, Chair, City of London Urban Design Peer Review Panel