Report to Planning and Environment Committee

To: Chair and Members

Planning & Environment Committee

From: John M. Fleming

Managing Director, Planning and City Planner

Subject: Application By: London Health Science Centre

825 Commissioners Road East

Public Participation Meeting on: March 19, 2018

Recommendation

That, on the recommendation of the Managing Director, Planning and City Planner, with respect to the application of London Health Science Centre relating to the property located at 825 Commissioners Road East, the proposed by-law <u>attached</u> hereto as Appendix "A" BE INTRODUCED at the Municipal Council meeting March 27, 2018 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan, to change the zoning of the subject property FROM a Regional Facility (RF) Zone, TO a Holding Regional Facility Special Provision (h-(*)*h-(**)*RF(_)) Zone;

Executive Summary

Summary of Request

The requested amendment is to permit an increased range of uses on the subject site through a special provision. The use of holding provisions will ensure that water servicing concerns are addressed by the owner prior to any new development occurring. The holding provisions will also restrict uses that are considered too intense for the current water servicing on the site and cannot be implemented until the water servicing issues are addressed by the owner. To limit the intensity of the permitted interim uses on the site the permitted interim uses will be restricted to the three smallest structures (Bruce, Huron and Perth Pavilions) that exist on the property and are not permitted in the Wellington Pavilion Building or by way of construction of new structures.

Purpose and the Effect of Recommended Action

The purpose and effect of the recommended amendment is to increase the range of permitted uses on the subject site in order to accommodate ReForest London and the Thames Talbot Land Trust who are seeking to create an Environment and Sustainability Centre for London called the Westminster Ponds Centre.

Rationale of Recommended Action

- 1. The recommended amendment is consistent with the PPS 2014.
- 2. The recommended amendment is consistent with the Regional Facilities policies of the Official Plan and Institutional Place Type policies.
- 3. The recommended amendment provides flexibility for the site to accommodate an appropriate range of uses to implement the future Westminster Ponds Centre.
- 4. The recommended amendment will facilitate the severance of this site from the larger LHSC parcel.

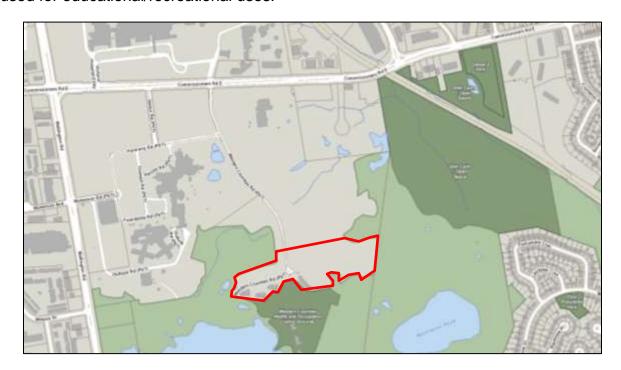
Analysis

1.0 Site at a Glance

1.1 Property Description

The subject site is currently part of a much larger parcel of land owned by London Health Science Centre which functions as the Parkwood Institute. The recommended rezoning is specific to the section of the property which will be severed to create a separate property in the future. The proposed parcel is located in the south part of the property, just north of the Westminster Ponds and is irregular in shape as it follows the natural features of the surrounding woods. These lands include 4 buildings, 3 of which

are in use. Currently Reforest London uses one of the structures and the others are used for educational/recreational uses.





Cultural Heritage

1.2 Current Planning Information (see more detail in Appendix D)

- Official Plan Designation Regional Facility
- The London Plan Place Type Institutional
- Existing Zoning Regional Facility Zone

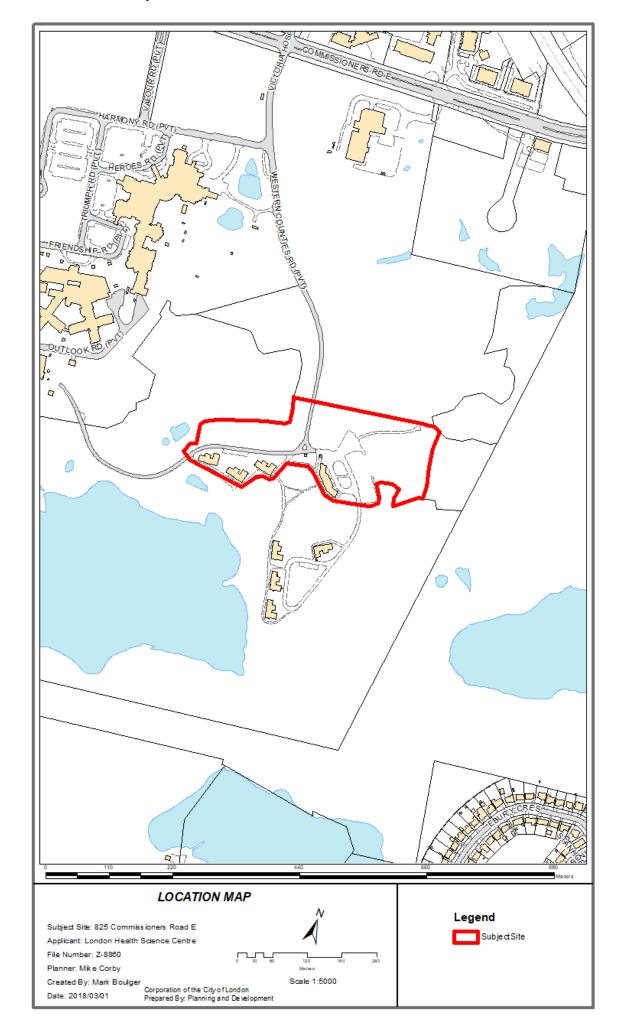
1.3 Site Characteristics

- Current Land Use -Charitable Office Space and accessory uses
- Frontage 0 metres (0 feet))
- Depth Irregular
- Area 6.025 hectares
- Shape Irregular

1.4 Surrounding Land Uses

- North Regional Facility (Victoria Hospital)
- East Open Space
- South Westminster Ponds
- West Parkwood Institute

1.5 Location Map



2.0 Description of Proposal

2.1 Development Proposal

The recommended rezoning will result in no new physical developments on the site. The recommended amendment will increase the range of permitted uses to include additional passive recreational type uses and uses in association with the future Westminster Ponds Centre. The intent of the Westminster Ponds Centre is to reuse the existing buildings and parking configuration on site.

3.0 Relevant Background

3.1 Planning History

The subject site is part of the Western Counties Health and Occupational Centre Grounds. These lands were formerly used by the Department of Veterans Affairs as a rehabilitation centre for returning World War II veterans. Over time its uses evolved to include a treatment centre for tuberculosis, a long term care facility for severely wounded and psychologically affected veterans and, by the time of its closure in the 1980s, a facility for domiciliary care of veterans (Official Plan, 13.5.5). Only 4 buildings remain on the subject site. These buildings are formally known as the Wellington Pavilion which is the largest structure on the site, the Perth Pavilion, Huron Pavilion and Bruce Pavilion which are all the same size and shape.

On May 28, 2013 City Staff recommended to add the Western Counties Health and Occupational Centre Grounds as a Listed Cultural Heritage Landscape and to adopt the Western Counties Health and Occupational Centre Cultural Heritage Plan in the Official Plan. The item was approved as Official Plan Policy 13.5.5. (Listed Cultural Heritage Landscapes (i)) and on March 2, 2016 Council added the property to the Inventory of Heritage Resources.

3.2 Requested Amendment

The requested amendment would permit an increased range of uses on the site to support the services provided by ReForest London and Thames Talbot Land Trust who have partnered to create an Environment and Sustainability Centre for London called the Westminster Ponds Centre. This requires a Zoning By-law amendment to add a special provision to the existing Regional Facility zone on the site which would provide for the following additional uses: Institutional uses; Office of a charitable non-profit organization and associated uses; Conservation lands; Conservation works; Cultivation of land for agricultural/horticultural purposes; Recreational buildings associated with conservation lands and public parks; Managed forest; Community centres; Recreational buildings; Sports fields; Playground; Passive recreation uses which include hiking trails and multi-use pathways; Private schools; Recreational buildings; Supervised residences; Greenhouses; as well as the following uses that may be permitted in association with an institutional use: Ancillary residential and/or hostels and accommodations, Offices; Eat-in restaurants or cafeterias; Wellness Centre, Retail Store and Outdoor Farmers.

3.3 Community Engagement (see more detail in Appendix B)

Through the circulation process no community concerns were raised. City Staff also had limited concerns with the proposed development however water servicing concerns were raised but have been addressed through the recommended holding provisions.

3.4 Policy Context (see more detail in Appendix C)

Provincial Policy Statement 2014

The Provincial Policy Statement promotes healthy and active communities by promoting the full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources. The PPS also encourages municipalities to minimize negative impacts on conservation reserves, and protected areas (1.5 Public Spaces, Recreation, Parks, Trails and Open Space).

The PPS protects natural features and areas for the long term while encouraging diversity and connectivity of natural features. The long-term ecological function and

biodiversity of natural heritage systems should be maintained, restored or, where possible, improved, recognizing linkages between and among natural heritage features and areas, surface water features and ground water features. (2.1 Natural Heritage, 2.1.1, 2.1.2). Significant built heritage resources and significant cultural heritage landscapes shall also be conserved. (2.6 Cultural Heritage and Archaeology, 2.6.1)

Official Plan

The subject site is located on lands designated as Regional Facilities which promotes the orderly development and distribution of institutional type facilities and to minimize any impacts that these facilities may have on adjacent land uses (6.2.1. Functional Categories of Regional and Community Facilities).

The Regional Facilities designation is primarily intended to provide for large institutional type facilities which service a regional function. Such uses include health care, correctional, educational, religious, military and major recreational and cultural facilities. Regional Facilities generally are limited in number, have service areas which extend beyond municipal boundaries, and attract large numbers of people on a regular basis. These facilities, by reason of their size, normally comprise major employment and activity centres in the City.

Section 6.2.2 (Permitted Uses) identifies that Regional Facilities designations main use will be institutional type uses which may be supported by a range of permitted secondary uses. The range of permitted uses include hospitals; universities; community colleges; major recreational facilities; cultural facilities; large religious institutions; military establishments; and correctional or detention centres. Uses permitted in the Community Facilities designation will also be permitted in the Regional Facilities designation. These uses health clinics and supervised residences. Community facilities which are allowed in the residential designations, such as community centres; day care centres; churches; elementary and secondary schools; branch libraries; fire stations; and police stations and similar public uses are also permitted in the Community Facilities designation.

Section 6.2.3 (Associated Secondary Uses) provides a limited range of secondary uses which are functionally associated with, or intended to serve, the needs of the main facility in a Regional or Community Facilities designation, and which do not detract from the development or function of the area, may be permitted. Regional Facilities are permitted associated secondary uses which include small convenience retail stores, such as variety stores and gift shops; personal service uses; financial institutions; and eat-in restaurants or cafeterias. Residential uses, apartment hotels and offices which are associated with the Regional Facility are also permitted.

The Official Plan identifies the subject site as a Cultural Heritage Landscape (13.5.5) that will be conserved under the policies of Section 13.5. of this Plan. As previously stated above, the subject site was the former Western Counties Health and Occupational Centre Grounds which is known today as the London Health Sciences Lands. The Western Counties Health and Occupational Centre Grounds refers to the former use of this site by the Department of Veterans Affairs as a rehabilitation centre for returning World War II veterans, one of only seven such sites in Canada. Prior to the rehabilitation use, the site was noted for its natural heritage features with respect to both its kettle ponds and forest.

The London Plan

The subject site falls under the Institutional Place Type of the London Plan. This place type acknowledges that Institutional uses will continue to grow and change over the life of this Plan and it is expected that some will evolve into a complex mix of research, education, health care, office, residential, retail, and service uses over time (1082).

The London Plan seeks to provide for flexibility and allow for change and evolution over time to help create the context for new mixes of uses that may be advantageous to institutions to help realize the vision for Institutional Place Types (1084).

The London Plan identifies that a wide range of institutional uses may be permitted. Accessory uses that are related to the use of these lands for institutional purposes may be permitted, including such things as: dormitories and residences, residential uses,

offices, laboratories, services, and, where appropriate, light industrial uses that are compatible within their institutional context and the surrounding neighbourhood and a limited amount of retail space may be permitted (1085)

4.0 Key Issues and Considerations

Through the circulation process no community concerns were raised. City Staff also had limited concerns with the proposed development however as water servicing concerns have been addressed through the proposed holding provisions.

4.1 Issue and Consideration # 1 – Water Servicing and Limiting Permitted Uses

The PPS identifies that municipal services are the preferred method of servicing for all forms of development within a settlement area to ensure human health and the natural environment are protected. In the absence of appropriate servicing, the PPS provides a hierarchy of how servicing should be provided for developments. (1.6.6 Sewage, Water and Stormwater). In the case of the subject site municipal servicing is provided however the subject site is serviced by a long oversized water main from Commissioners Road East. Due to the length and size of the pipe, the existing water servicing does not provide an adequate water supply for firefighting for the existing pavilions and does not meet current City Standards. Both, water pressure and flow are currently below the minimum limits required by the Ontario Building Code. Therefore the requested range of uses could create potential risks from a water quality and fire suppression standpoint.

It is recognized that a large percentage of the requested uses are passive in nature and many of the uses are related to outdoor uses, have limited impacts on the water system or are already permitted on the site. In order to facilitate the proposed rezoning Staff and the applicant have worked together to identify and recommend a range of less intense uses in the interim while the more intense uses would be restricted through a holding provision until such time as the water servicing deficiencies are addressed. A holding provision was also applied for and is being recommended to ensure no new physical development occurs and precludes the use of the largest building on the site (Wellington Pavilion) as the existing water servicing cannot support the intensity of uses that could be accommodated. The holding provisions will read as follows.

h-(*)

Purpose: To ensure that development occurs in a safe manner, no new structures shall be erected, or the use of the Wellington Pavilion Building be permitted until it is demonstrated to the City Engineer that the on-site water servicing meets current City standards, prior to the removal of the "h-(*)" symbol.

h-(**)

Purpose: To ensure that adequate provision of municipal water services, the "h-(**)" symbol shall not be deleted until it is demonstrated to the City Engineer that the on-site water servicing meets current City standards, prior to the removal of the "h-(**)" symbol.

Permitted Interim Uses: Conservation lands, Conservation works, Cultivation of land for agricultural/horticultural purposes, Greenhouses, Institutional uses, Managed forest, Office of a charitable non-profit organization and associated uses, Offices in association with an institutional use, Outdoor farmers market, Playground, Passive recreational uses which include hiking trails and multi-use pathways, Private Schools, Recreational Buildings, Recreational buildings in association with conservation lands and public parks, Sports fields without structures, Wellness Centre.

4.2 Issue and Consideration # 2 - Permitted Uses

Provincial Policy Statement, 2014 (PPS)

As previously mentioned the subject site is part of a larger cultural heritage landscape. These natural landscapes are strongly protected and promoted by the PPS which seeks to provide healthy and active communities by promoting the full range and equitable distribution of publicly-accessible built and natural settings for recreation, including facilities, parklands, public spaces, open space areas, trails and linkages, and, where practical, water-based resources (1.5.1 b,d). The goal of the Westminster Ponds Centre ["WPC"] is to create an Environment and Sustainability Centre for London which would directly implement the policies of the PPS given that the intent is to conserve the existing cultural heritage resources on the property and use and protect the surrounding natural setting for passive recreational uses, provide educational opportunities and implement trails and linkages throughout the natural landscape while paying respect to the site's history of nature appreciation and health care.

Official Plan

Regional Facilities are intended to provide for the orderly development and distribution of institutional type facilities and to minimize any impacts that these facilities may have on adjacent land uses. The primary use within these designations is large institutional type facilities which service a regional function. Such uses include health care, correctional, educational, religious, and major recreational and cultural facilities. The proposed WPC is intended to be a collection of the above-mentioned uses as health care, education, recreational and cultural facilities will all play an integral role in the services to be provided. The intent is that this range of uses will provide services that will attract groups and individuals on a regular basis both within the City of London and the region. No additional impacts on the surrounding lands natural features are anticipated as a result of the future severance of the site and recommended zoning amendment. The site is internal to the existing property and no new buildings are being permitted through the recommended amendment.

Due to the nature of institutional uses being recommended, associated secondary uses are also permitted. These uses are functionally associated with, or intended to serve, the needs of the main WPC facility and do not detract from the development or function of the area identified in Section 3.4. The recommended amendment provides a range of associated secondary uses which are considered in keeping with the policies of the Regional Facilities Associated Secondary Uses. The full range of uses to be implemented by the proposed zoning are identified below. Those uses that are considered associated secondary uses are those listed below "in association with an institutional use".

- i) Institutional uses
- ii) Recreational Buildings
- iii) Private Schools
- iv) Supervised Residents
- v) Ancillary residential and/or hostels and accommodations, in association with an Institutional use
- vi) Conservation lands
- vii) Conservation works
- viii) Cultivation of land for agricultural/horticultural purposes
- ix) Community Centres
- x) Greenhouses in association with an Institutional use
- xi) Managed forest
- xii) Office of a charitable non-profit organization and associated uses
- xiii) Offices in association with an institutional use
- xiv) Outdoor farmers market
- xv) Playground
- xvi) Passive recreational uses which include hiking trails and multi-use pathways
- xvii) Recreational buildings in association with conservation lands and public parks

- xviii) Restaurant in association with an Institutional use
- xix) Retail Store in association with an Institutional use
- xx) Sports fields without structures
- xxi) Wellness Centre in association with an Institutional use

The London Plan

Similar to the existing Regional Facilities policies, The London Plans Institutional Place Type acknowledges that Institutional uses will change over time and that these uses will evolve into mix of research, education, health care, office, residential, retail, and service uses. The proposed amendments are a reflection of how an Institutional use can evolve over time and the recommended amendment will provide flexibility through a mix of unique uses. As identified in section 3.4, the range of uses recommended for the subject site is consistent with the range of permitted uses identified in the London Plan. The proposed amendment is considered in keeping with the policies of the London Plan.

4.3 Issue and Consideration # 3 – Requested Special Provisions

Once severed, the subject site will no longer have frontage onto a City owned right-of-way. As a result, a special provision is required for a 0 metre lot frontage. Also to provide clarity on the potential scale and intensity of future uses a height restriction of 12 metres is being recommended as the current zoning currently permits a height of 40 metres. Finally a special provision to recognize the size of the site was requested and recommended by Staff. This will help ensure that no future severance of the lands can be undertaken. Therefore a special provision for a minimum lot area of 5 ha has been recommended.

More information and detail is available in Appendix B and C of this report.

5.0 Conclusion

The recommended amendment to increase the range of uses through a special provision with holding provisions to ensure that water servicing concerns are addressed is considered appropriate as it is consistent with the PPS 2014, the Regional Facilities policies of the Official Plan and the Institutional Place Type policies of The London Plan. The recommended amendment provides flexibility for the site to accommodate an appropriate range of uses to implement the future Westminster Ponds Centre.

Prepared by:	
	Mike Corby, MCIP, RPP Current Planning
Submitted by:	
	Michael Tomazincic, MCIP, RPP Manager, Current Planning
Recommended by:	
	John M. Fleming, MCIP, RPP Managing Director, Planning and City Planner

March 12, 2018 MC/mc

Appendix A

Bill No.(number to be inserted by Clerk's Office) (2018)

By-law No. Z.-1-18_____

A by-law to amend By-law No. Z.-1 to rezone an area of land located at 825 Commissioners Road East.

WHEREAS London Health Science Centre has applied to rezone an area of land located at 825 Commissioners Road East, 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 825 Commissioners Road East, as shown on the attached map comprising part of Key Map No. A.112, from a Regional Facility (RF) Zone to a Holding Regional Facility Special Provision (h-(*)*h-(**)*RF(_)) Zone.
- 2) Section Number 3.8 of the Holding "h" Zone is amended by adding the following Holding Provision's:
 - 3.8) h-(*)

Purpose: To ensure that development occurs in a safe manner, no new structures shall be erected, or the use of the Wellington Pavilion Building be permitted until it is demonstrated to the City Engineer that the on-site water servicing meets current City standards, prior to the removal of the "h-(*)" symbol.

3.8) h-(**)

Purpose: To ensure that adequate provision of municipal water services, the "h-(**)" symbol shall not be deleted until it is demonstrated to the City Engineer that the on-site water servicing meets current City standards, prior to the removal of the "h-(**)" symbol.

Permitted Interim Uses: Conservation lands, Conservation works, Cultivation of land for agricultural/horticultural purposes, Greenhouses, Institutional uses, Managed forest, Office of a charitable non-profit organization and associated uses, Offices in association with an institutional use, Outdoor farmers market, Playground, Passive recreational uses which include hiking trails and multi-use pathways, Private Schools, Recreational Buildings, Recreational buildings in association with conservation lands and public parks, Sports fields without structures, Wellness Centre.

- 3) Section Number 31.4 of the Regional Facility (RF) Zone is amended by adding the following Special Provision:
 -) RF() 825 Commissioners Road East
 - a) Permitted Uses
 - i) Institutional uses
 - ii) Recreational Buildings
 - iii) Private Schools
 - iv) Supervised Residents

- v) Ancillary residential and/or hostels and accommodations, in association with an Institutional use
- vi) Conservation lands
- vii) Conservation works
- viii) Cultivation of land for agricultural/horticultural purposes
- ix) Community Centres
- x) Greenhouses
- xi) Managed forest
- xii) Office of a charitable non-profit organization and associated uses
- xiii) Offices in association with an institutional use
- xiv) Outdoor farmers market
- xv) Playground
- xvi) Passive recreational uses which include hiking trails and multi-use pathways
- xvii) Recreational buildings in association with conservation lands and public parks
- xviii) Restaurant in association with an Institutional use
- xix) Retail Store in association with an Institutional use
- xx) Sports fields without structures
- xxi) Wellness Centre in association with an Institutional use

b) Regulation[s]

i) Lot Frontage 0 metres (0 feet) (minimum)

ii) Height 12 metre (39.4 feet) (maximum)

iii) Lot Area 5 hectares (12.35 acres) (minimum)

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.

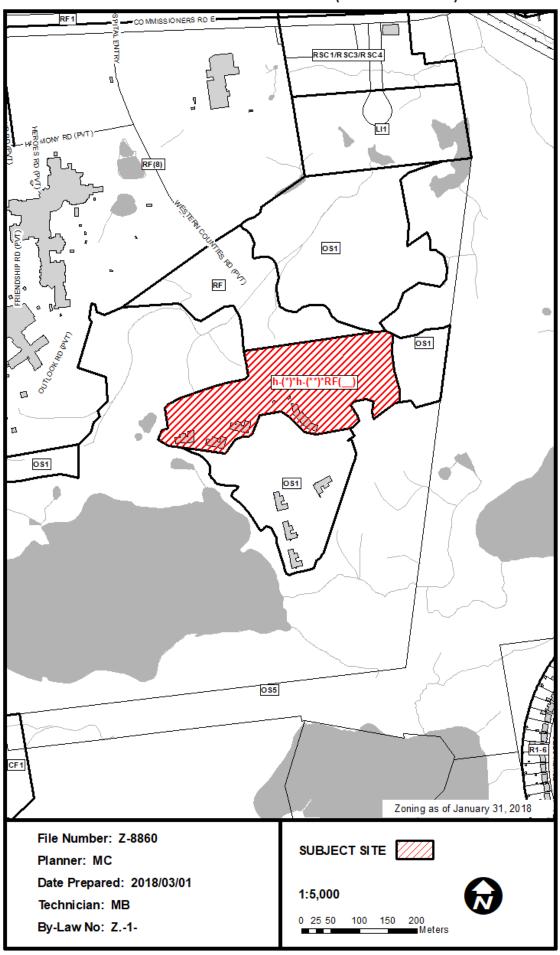
PASSED in Open Council on March 27, 2018.

Matt Brown Mayor

Catharine Saunders City Clerk

First Reading – March 27, 2018 Second Reading – March 27, 2018 Third Reading – March 27, 2018

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



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Appendix B – Public Engagement

Community Engagement

Public liaison: On December 13, 2017, Notice of Application was sent to 198 property owners in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on December 14, 2017. A "Planning Application" sign was also posted on the site.

2 replies were received

Nature of Liaison: The purpose and effect of this zoning change is to permit an increased range of uses to support the services provided by ReForest London and Thames Talbot Land Trust who have partnered to create an Environment and Sustainability Centre for London called the Westminster Ponds Centre.

Change Zoning By-law Z.-1 from a Regional Facility (RF) Zone which regulates large institutional type facilities which serve a regional function, to a Holding Regional Facility Special Provision (h-(_)*RF(_)) Zone to permit Institutional uses; Office of a charitable non-profit organization and associated uses; Conservation lands; Conservation works; Cultivation of land for agricultural/horticultural purposes; Recreational buildings associated with conservation lands and public parks; Managed forest; Community centres; Recreational buildings; Sports fields; Playground; Passive recreation uses which include hiking trails and multi-use pathways; Private schools; Recreational buildings; Supervised residences; as well as the following uses that may be permitted in association with an institutional use: Ancillary residential and/or hostels and accommodations, Offices; Eat-in restaurants or cafeterias; Medical/dental; Retail Store and Outdoor Farmers as additional uses. A holding provision is also being recommended to ensure that the adequate provision of municipal water services is available to service any new buildings on the site.

Responses: No concerns were raised by the public through the circulation process.

Telephone	Written
	Mahzan Dalawir
	860 Commissioners Rd. E
	London ON, N6C 5Y8
	Analee J.M. Ferreira on behalf of Margaret
	Ross
	845, 865, and 875 Commissioners Road
	East, London On

Agency/Departmental Comments

Development Services - February 7, 2018

Transportation

No comments for the re-zoning application.

The following items are to be considered during the consent application approval stage:

- A road widening dedication of 18.0m from centre line is required along Commissioners Road East.
- Easements for access will be required.

SWED

No comments for the re-zoning application.

The following items are to be considered during the consent application approval stage:

There is no municipal storm sewer to service 888, 894, 900, 918, 930, and 944
 Western Counties Road.

WADE

No comments for the re-zoning application.

The following items are to be considered during the consent application approval stage:

 The existing sanitary easement agreements will need to be updated to reflect the new parcel.

Additional comments may be provided upon future review of the site

Water Engineering Division - February 7, 2018

Since it is our understanding that the holding provisions will be applied and will have the effect of reducing potential intensification of the site, Water Engineering does not object to the proposed rezoning. The performance and maintenance of the existing private water pipes that service this property are solely the responsibility of the owner of the site and the City of London makes no claim to their condition or performance.

In order to lift the holding provision the owner will have to demonstrate to the City that their servicing meets current City standards. It is possible that a new service and connection will need to be made to an existing City high level watermain on Wellington Road to achieve this.

UTRCA - January 11, 2018

The subject lands are regulated by the UTRCA and the necessary Section 28 permit must be obtained prior to any site alteration or development being undertaken within the regulated area. Based on the circulated information, there does not appear to be any new development or site alteration proposed on the site and therefore, the UTRCA has no objections to this application.

Appendix C – Policy Context

The following policy and regulatory documents were considered in their entirety as part of the evaluation of this requested land use change. The most relevant policies, bylaws, and legislation are identified as follows:

PPS

- 1.5 Public Spaces, Recreation, Parks, Trails and Open Space
- 2.1 Natural Heritage (2.1.1, 2.1.2)
- 2.6 Cultural Heritage and Archaeology (2.6.1)

Official Plan

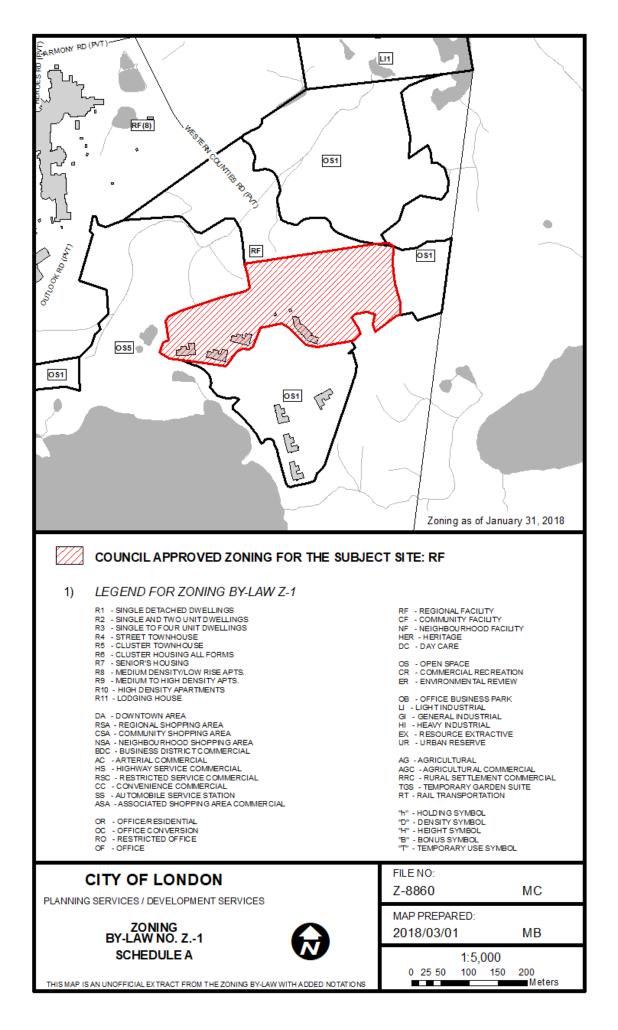
6.2.1. Functional Categories of Regional and Community Facilities6.2.2 (Permitted Uses)Section 6.2.3 (Associated Secondary UsesCultural Heritage Landscape (13.5.5)

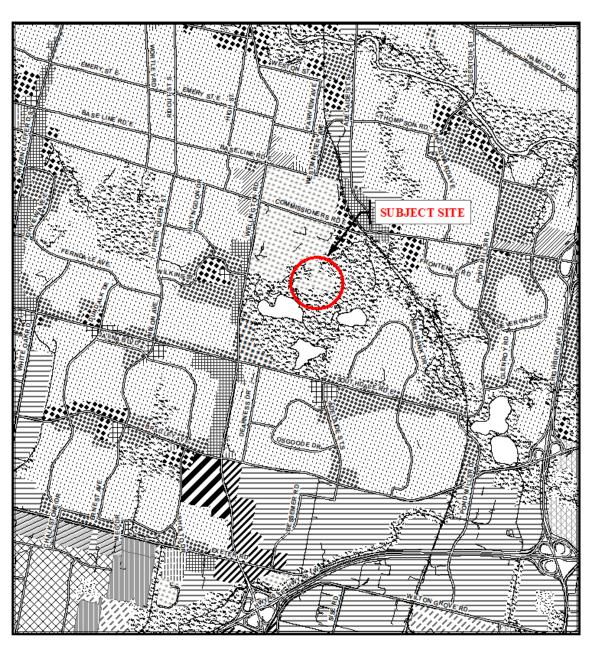
London Plan

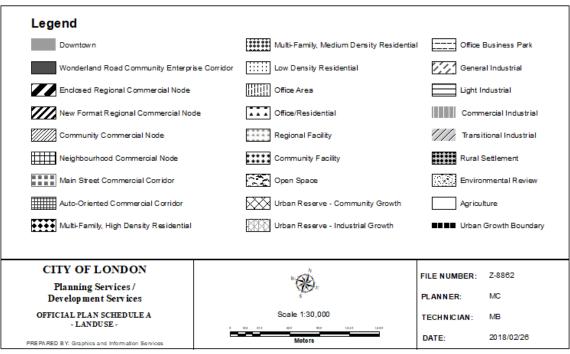
Institutional Role within City Structure – 1082 Vision – 1084 Permitted Uses – 1085

Appendix D - Relevant Background

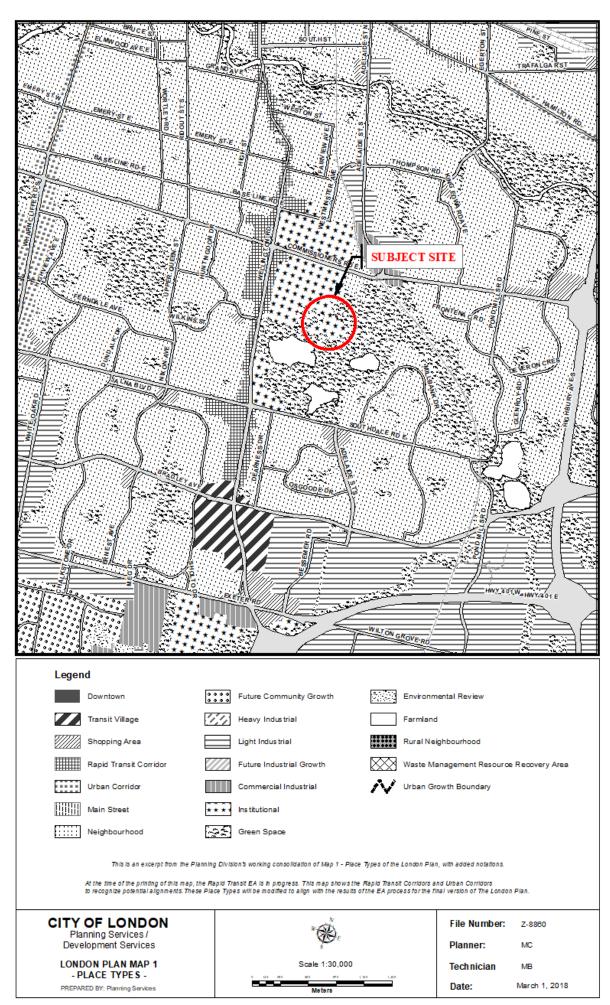
Additional Maps







PROJECT LOCATION: e:lplannin.g/projectslp_officialplan\workconsol00\excepts\mad_templates\scheduleA_b&w_8x14_with_SWAP.mxd



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