

Report to Planning and Environment Committee

To: Chair and Members
Planning & Environment Committee

From: G. Kotsifas P. Eng.,
Managing Director, Development & Compliance Services and
Chief Building Official

Subject: Sifton Properties Limited
146 Exeter Road
(Richardson Subdivision 39T-15501, Block 30 and a portion of
Block 31, Wharncliffe Road frontage))

Public Participation Meeting on: January 21, 2019 at 4:00PM

Recommendation

That, on the recommendation of the Senior Planner, Development Services based on the application of Sifton Properties Limited relating to the property located at 146 Exeter Road, the proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on January 29, 2019 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 Residential R5 Special Provision/Residential R6 Special Provision (h*h-100*h-198*R5-4(22)/R6-5(50)) Zone, **TO** a Holding Residential R5 Special Provision/Residential R6 Special Provision/Residential R7 Special Provision (h*h-100*h-198* R5-4(22)/R6-5(50)/R7(__)*D45*H17) Zone.

Executive Summary

Summary of Request

The requested amendment is to rezone a portion of land within a draft plan of subdivision by adding an additional Residential (R7) Zone to permit a long term care facility in addition the existing range of residential uses permitted. The Applicant has also requested a density of 45 units per hectare, and a maximum height of 17 metres.

Purpose and the Effect of Recommended Action

The purpose and effect of the recommended amendment will allow for a three storey long term care facility with 163 beds.

Rationale of Recommended Action

- i) The recommended amendment is consistent with the *Provincial Policy Statement (PPS), 2014*, which encourages healthy, livable and safe communities by accommodating an appropriate range and mix of residential uses (including second units, affordable housing, and housing for older persons), encourages settlement areas to be the main focus of growth and development, and provide for a range of housing types and densities to meet projected requirements of current and future residents;
- ii) The recommended amendment is consistent with the objectives and policies of the London Plan, and the policies of the "Neighbourhoods" Place Type for Use, Intensity, and Form;
- iii) The recommended amendment is consistent with the objectives and policies of the Southwest Area Secondary Plan, as it encourages Seniors and Special Populations Housing within the Medium Density Residential Designation;
- iv) The proposed amendment meets the policies of the 1989 Official Plan and the use is consistent with the Multi-Family, Medium Density Residential designation; and,

- v) The proposed special provisions for reduced front and exterior side yard and reduced interior and rear yard setbacks are supported to encourage and foster improved design for the site.

Analysis

1.0 Site at a Glance

1.1 Property Description

The property is legally described as Part of Lot 34, Concession 2 in the geographic Township of Westminster in the City of London. The overall parcel to be rezoned is 1.21 hectares in size (3 acres). The municipal address is 146 Exeter Road. Lot frontage (assumed to be on Street A based on zoning definitions) for the site is 73 metres (239.5 ft.). Access to the site will be internally from Street B (not yet a registered street). The site is characterized as being relatively flat with elevations ranging from approximately 264 metres to 269 metres, sloping downwards towards the southerly limits of the site. Agricultural uses (crop production) occurred on this portion of the site until 2017. There are no structures on the site. No vegetation, other than remnants of former crops, exists on the site with the exception of a small number of remnant hedgerow trees / shrubs, most of which were removed as per a site alteration agreement in 2018. UTRCA mapping identifies a small portion of the site at the southern limits as being within the Conservation Authority Regulated Areas. These areas correspond to the regulatory limit of the Pincombe Drain which exists farther to the west. It is recognized that permits from the UTRCA will be required in advance of development occurring.

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

- Official Plan Designation – Multi-Family, Medium Density Residential
- The London Plan Place Type – Neighbourhoods
- Existing Zoning – Holding Residential R5 Special Provision/Residential R6 Special Provision (h*h-100*h-198*R5-4(22)/R6-5(50)) Zone

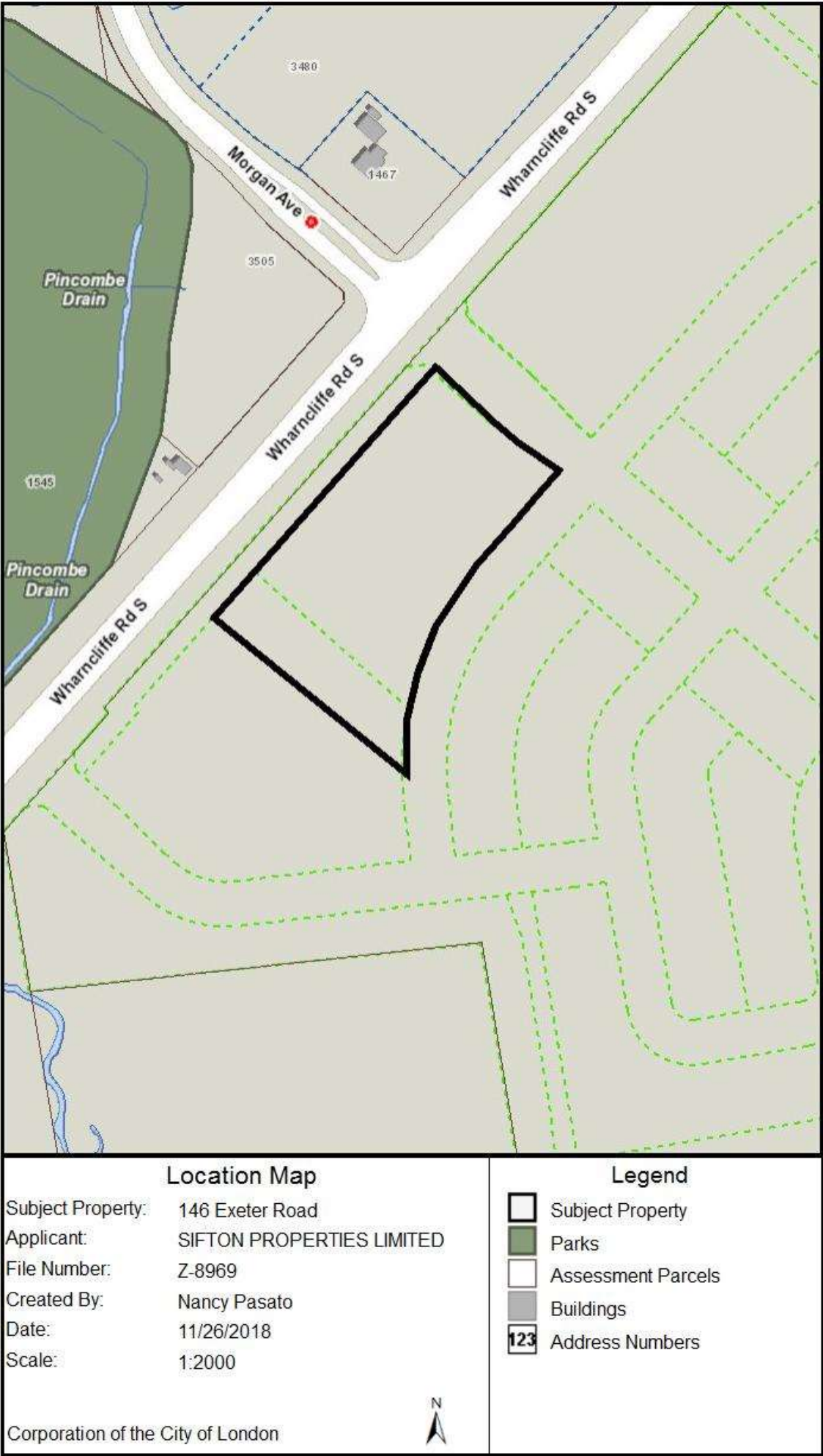
1.3 Site Characteristics

- Current Land Use – vacant
- Frontage – varies - 73 metres (239.5 feet) along secondary collector/neighbourhood connector; 114.3 metres (375 feet) adjacent to Block 31
- Depth – 148.2 metres (486.2 feet) (Wharncliffe Road South)
- Area – 1.21 hectares (3 acres).
- Shape – rectangular/irregular

1.4 Surrounding Land Uses

- North – Wharncliffe Road, vacant (future commercial uses)
- East – Vacant (future low density and multi-family residential)
- South – Vacant (future low density and multi-family residential)
- West – Wharncliffe Road, vacant (future commercial uses)

1.5 Location Map



2.0 Description of Proposal

2.1 Development Proposal

The proposed concept plan for the site illustrates a long-term care facility that is three (3) storeys in height with 160 beds on the site. However, the requested zoning proposes to retain the existing townhouse/cluster forms of housing to provide flexibility for the ultimate site plan, should market conditions identify a need for a broader range of housing forms.

The proposed site plan (included in Appendix B) and preliminary building concept and elevations incorporates the following elements:

- Access to the site internally from Shiraz Road, due to separation distance requirements from the intersection of Wharncliffe Road and Street A .
- A three-story building, consisting of 4 wings extending from a central service and entrance area. Two of the wings are parallel to and in close proximity to Wharncliffe Road and will provide views to the street and architectural interest along Wharncliffe.
- Facade articulation and building setbacks provide visual interest and break up the mass of the building. Outdoor amenity areas along both Wharncliffe Road and Street A frontages also provide activity at the street level for residents and those passing by.
- The main entrance and street orientation occurs along Street B, with the proposed building showing a range of materials and facade articulation.
- The majority of parking is situated internally or along the frontage of Street B.
- Substantial landscaping is proposed to help screen views of the parking from the street.
- Extensive landscaping and outdoor amenity area will be situated adjacent to Wharncliffe Road and Street A.
- It is anticipated that further refinements of the building design and elevations will occur during the site plan approval process. Additional detail regarding the site plan and building design is contained in the Urban Design Brief submitted in conjunction with the rezoning application.

3.0 Relevant Background

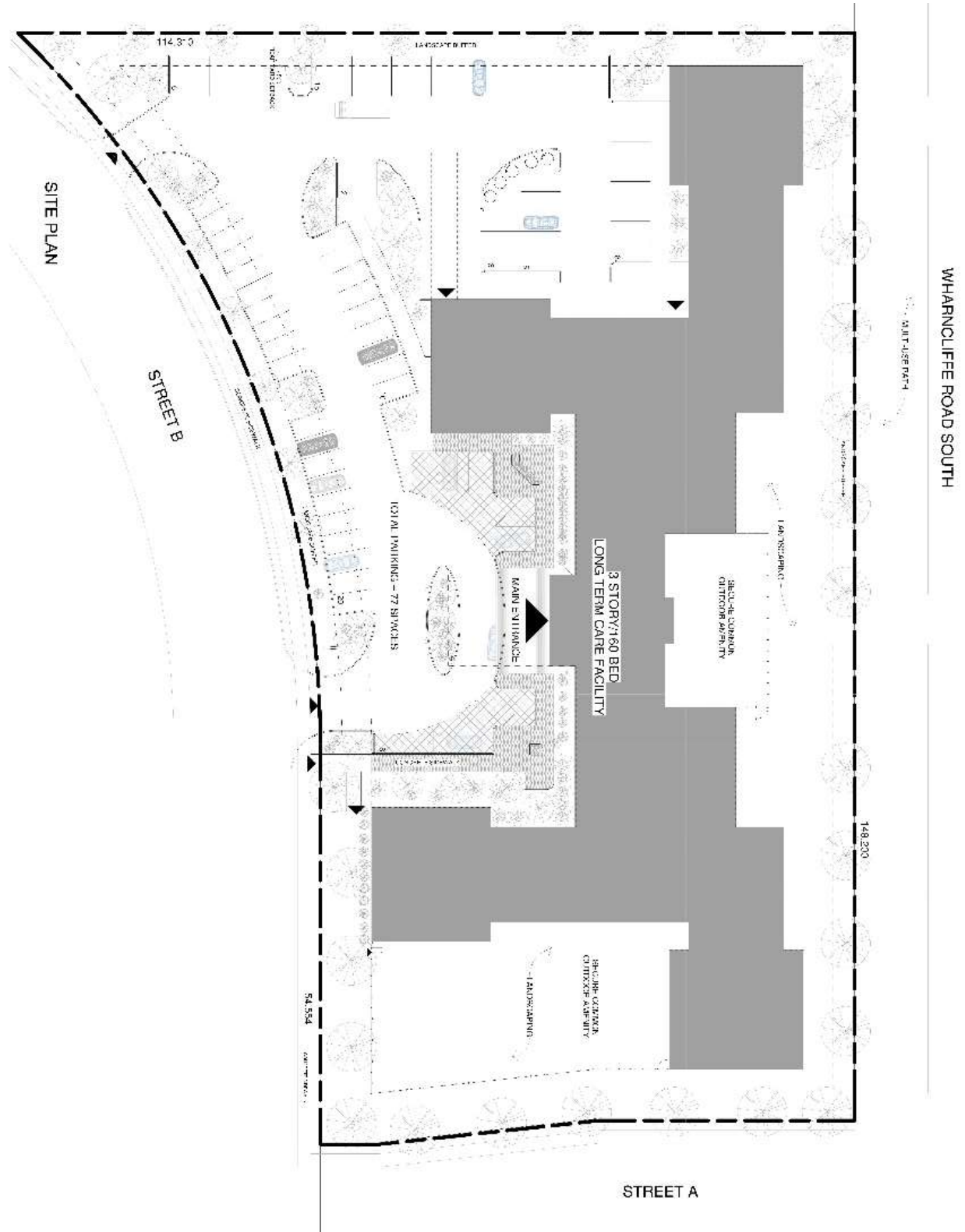
3.1 Planning History

The Southwest London Area Plan (SWAP) was initiated in 2009 and presented to Planning Committee on April 26, 2010. The Area Plan was intended to provide a comprehensive land use plan, servicing requirements and a phasing strategy for future development within the Urban Growth Area south of Southdale Road, east of Dingman Creek and north of the Highway 401/402 corridor. On November 20, 2012, Municipal Council passed By-Law No. C.P.-1284-(st)-331 to approve Official Plan Amendment 541 (relating to the Secondary Plan). The Secondary Plan was appealed by numerous parties on the basis that it was incomplete and incapable of providing direction expected of a secondary plan and for various site specific land use issues. The outcome of the appeal resulted in changes to the plan. The plan (with amendments) was approved by the Ontario Municipal Board on April 29, 2014.

A draft plan of subdivision (file 39T-15501/Z-8470) was submitted for the lands located at 132, 146 and 184 Exeter Road on March 12, 2015. After several revisions and a recirculation, a public meeting was held on December 12, 2016. Municipal Council approved the plan and the associated zoning by-law amendment, and the Approval Authority granted draft approval on January 27, 2017. The approved plan consists of 25 low density blocks, 18 medium density blocks, 2 park blocks, 4 multi-use pathway blocks, 1 stormwater management block, 1 future stormwater management or

residential block, 1 light industrial block, 2 open space blocks, 1 school block, 1 future road block, as well as several 0.3 m reserves and road widenings, all served by 4 new secondary collector roads, and 11 new local streets. The subject site encompasses all of Block 30 and a portion of Block 31 within the draft approved plan.

Proposed Site Plan



Proposed Elevations (South and Wharncliffe Road)



Rendering – Entrance along Street B



Rendering – Entrance



3.2 Requested Amendment

The Applicant has requested the addition of the R7 Zone to Block 30 and a portion of Block 31. The current R5 and R6 Zoning permits a range of cluster and multi-family housing, including medium density cluster housing uses such as single detached, semi-detached, duplex, triplex, apartment buildings, townhouses and stacked townhouses, at a minimum density of 30 units per hectare, and maximum density of 75 units per hectare, and a maximum height of 12.0 metres. The addition of the R7 Zone to the site will permit a range of senior's accommodations, such as senior citizen apartment buildings; handicapped persons apartment buildings; nursing homes; retirement lodges; continuum-of-care facilities; emergency care establishments, in addition to the currently permitted uses.

The Applicant has requested a density of 45 units per hectare, and a maximum height of 17 metres. The Zoning By-law calculates density for Nursing Homes, Rest Homes, Retirement Lodges, Continuum-of-Care Facilities, Emergency Care Establishments and Hospitals as three beds equal to one dwelling unit. For example, a 0.75 ha lot zoned Residential R7 permits a density of 150 units per hectare. With three beds equalling one unit, the nursing home could contain 337 beds (0.75 ha. x 150 uph. x 3 beds). In this instance, the applicant has requested a density of 45 units per hectare, which based on the area of the site (1.21 ha) and multiplied by 3, equals a possible 163 beds for this development. A height of 17 metres (56 feet) is requested to allow for flexibility in architectural design and to ensure there is sufficient space for HVAC equipment, architectural detailing, and various forms of roof structures/treatments. The Applicant has indicated at this time that they wish to develop a three storey building. Special provisions have also been requested for a reduced front and exterior side yard of 4.5 metres (14.8 feet) in place of 7.0 metres, and reduced interior and rear yard depth of 4.5 metres (14.8 feet) in place of 7.2 metres. This will provide greater flexibility for final site plan design and urban design measures, if necessary.

The Applicant has not requested any holding provisions for the site, however, the current zoning includes several holding provisions approved during the subdivision process that will be retained.

3.3 Community Engagement (see more detail in Appendix B)

There were no comments received during the community consultation period.

3.4 Policy Context (see more detail in Appendix C)

Provincial Policy Statement 2014

The Provincial Policy Statement (PPS) 2014 provides policy direction on matters of provincial interest related to land use and development. Section 1.1 Managing and Directing Land Use to Achieve Efficient and Resilient Development and Land Use Patterns of the PPS encourages healthy, livable and safe communities. The PPS identifies that healthy and liveable communities are sustained by accommodating an appropriate range and mix of residential uses (including second units, affordable housing, and housing for older persons) (1.1.1(b)). It also promotes cost-effective development patterns and standards to minimize land consumption and servicing costs. The PPS encourages settlement areas (1.1.3 Settlement Areas) to be the main focus of growth and development. Appropriate land use patterns within settlement areas are established by providing appropriate densities and mix of land uses that efficiently use land and resources along with the surrounding infrastructure, public service facilities and are also transit-supportive (1.1.3.2).

The PPS also promotes an appropriate range and mix of housing types and densities to meet projected requirements of current and future residents (1.4 Housing). It directs planning authorities to permit and facilitate all forms of housing required to meet the social, health and wellbeing requirements of current and future residents, and direct the development of new housing towards locations where appropriate levels of infrastructure and public service facilities are or will be available to support current and projected needs. It encourages densities for new housing which efficiently use land, resources, and the surrounding infrastructure and public service facilities, and support the use of active transportation and transit in areas where it exists or is to be developed.

The PPS ensures consideration is given to culturally significant heritage properties and that they are protected from adverse impacts by restricting development and site alteration on adjacent lands to protected heritage property unless it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.” (2.6.3.).The subject lands are not located within an area identified as having potential archaeological significance .There are no known Natural Hazards or Human-Made Hazards issues associated with this application (3.0).

The recommended amendment will permit the development of a long term care facility on the subject site which will add to the range and mix of uses in the area.

London Plan

The London Plan is the new Official Plan for the City of London (Council adopted, approved by the Ministry with modifications, and the majority of which is in force and effect). *The London Plan* policies under appeal to the *Local Planning Appeals Tribunal* (Appeal PL170100) and not in force and effect are indicated with an asterisk throughout this report. *The London Plan* policies under appeal are included in this report for informative purposes indicating the intent of City Council, but are not determinative for the purposes of this planning application.

The London Plan provides direction to build a mixed-use compact city by ensuring a mix of housing types within our neighbourhoods so that they are complete and support aging in place. (59_5)

The London Plan also provides direction to build strong, healthy and attractive neighbourhoods for everyone by designing complete neighbourhoods by meeting the needs of people of all ages, incomes and abilities, allowing for aging in place and accessibility to amenities, facilities and services. (61_2)

The subject site is located within the *‘Neighbourhoods’ Place Type in the London Plan, and is located on a Civic Boulevard (Wharncliffe Road South). The subject site’s location on the Civic Boulevard permits a wider range of housing types in a form that can include buildings up to four (4) storeys*.

*Use

The recommended amendment to permit the development of a long term care facility is consistent with the vision of the Neighbourhoods Place Type (Table 10)*. Similar uses, such as low-rise apartments, and emergency care establishments, are permitted along Civic Boulevards. Although the London Plan does not specifically mention long-term care facilities as a permitted use, the form and intensity (discussed below) and similarities to emergency care establishments (in terms of impact, parking and traffic) are permitted at this location.

*Intensity

*Policy 935_ 1. and *Table 11 provides the range of permitted heights in the Neighbourhoods Place Type based on street classification.

Overall, the proposed three storey height of this development meets the intensity requirements for the subject site. Density will be limited to 45 units per hectare, which is also in keeping with the density considerations under the 1989 Official Plan. Special provisions are also considered to reduce front, interior and rear yard setbacks, in order to facilitate a higher quality design.

*Form

*Policy 936_2 discourages rear lotting and noise walls to protect amenity areas. The proposed long term care facility will not rear lot onto the Civic Boulevard or the proposed Neighbourhood Connector to the north.

The London Plan policies are in addition to the Southwest Area Secondary Plan (“SWAP”) policies that also provide guidance on form issues, such as building form, parking locations, landscaping, etc. When considering the two policy documents, the more detailed or alternative policy direction in SWAP would supersede the policies in the London Plan.

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.

Through the General Policies of the SWAP, 20.5.3.1 ii), Seniors and Special Populations Housing is encouraged in the Medium Density Residential Designation, which should be located within or in close proximity to the Wonderland Boulevard Neighbourhood or areas of intensive residential development. The City may pre-zone specific areas of the Multi-Family, Medium Density Residential designation to permit small-scale nursing homes, homes for the aged, rest homes, and continuum of- care facilities. This site is in close proximity of the Wonderland Neighbourhood and can provide a low rise smaller scale form of housing, which is encouraged.

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)) are also included in the SWAP. No formal application for site plan has been submitted, however the preliminary design has been reviewed by the Urban Design Peer Review Panel and criteria for site plan submission has been provided and included in the recommendations clause of the report (and analysis has been provided under the “Key Issues and Considerations” section). 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.

SWAP includes the subject site in the “Medium Density Residential” designation in the “Central Longwoods Residential Neighbourhood”. The intent of the Low and Medium Density Residential designations is to encourage a mix of housing types, forms and

intensities throughout the Central Longwoods Neighbourhood and within individual developments, at an intensity that is higher than is found in more recent suburban neighbourhoods. This is to be achieved by requiring a minimum density of development and encouraging the integration of a range of housing types within individual developments. The primary permitted uses in the Medium Density Residential designation will be permitted in the Low and Medium Density Residential designations, including low density forms such as single detached, semi-detached and duplex dwellings, triplexes and fourplexes, and higher intensity uses, such as low rise apartments. The Central Longwoods Residential Neighbourhood requires development within the Medium Density Residential (MDR) designation to be at a minimum density of 30 units/ha and a maximum density of 75 units/ha.

The Applicant has requested reductions in front, rear and side yards to ensure any proposed building will meet the intent of the SWAP. 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 proposed site plan shows the building positioned at the minimum required 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 along Wharncliffe Road, instead large landscape areas provide opportunities to screen on-site parking areas and servicing and loading areas from view along the majority of the Wharncliffe Road frontage. A long-term 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. Additional matters for site plan design review are described further in this report.

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. The subject site is designated "Multi-Family, Medium Density Residential". The more detailed or alternative policy direction in SWAP also supersedes the policy direction in the 1989 Official Plan.

The requested Zoning By-law Amendment is subject to the requirements of a Planning Impact Analysis ("PIA"). The proposed long term care facility provides a community based service that is compatible with the existing and planned surrounding residential land uses. The subject site is of a sufficient size and configuration to accommodate the proposed development. The development meets or exceeds the minimum lot area, coverage, landscaped open space and yard requirements of the requested Residential R7 Zone. The site is also able to accommodate on-site vehicular parking. A long-term care facility is also located on the north/west side of Wharncliffe Road and Morgan Avenue, but otherwise, there are no other lands designated and/or zoned to permit a long term care facility. Two (2) vehicular access points are shown on the proposed site plan. The location and design of the proposed vehicular access points will be discussed in greater detail through the Site Plan Approval process. No issues were raised with respect to the capacity of the road network surrounding the subject site. The proposed building is three (3) storeys in height and the site plan shows the building positioned close to Wharncliffe Road to provide a desired "sense of enclosure" that will contribute to a pedestrian-friendly environment. The proposed low-rise form is consistent with the height requirements of the Official Plan. The subject site is removed from the natural heritage features (wetland complex) located to the south. An Environmental Impact Study (EIS) was completed through the subdivision application process and the extent of the natural heritage features and buffers were zoned accordingly through that process (OS5). No additional setbacks are required. The UTRCA has no objections to the proposed application but has indicated that a Section 28 permit will be required. 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.

Zoning By-law No.Z.-1

The current Holding Residential R5/R6 Special Provision (h*h-100*h-198*R5-4(22)/R6-5(50)) Zone permits medium density cluster housing uses such as single detached, semi-detached, duplex, triplex, apartment buildings, townhouses and stacked townhouses, at a maximum height of 12.0 metres, with a special provision for a minimum density of 30 units per hectare and a maximum density of 75 units per hectare. These zones permit a wide range of housing forms. The special provision to require minimum and maximum densities is as per the SWAP.

The recommended amendment proposes to add an R7 Special Provision (R7(____)*D45*H17) Zone to the existing zoning to facilitate the development of the proposed long term care facility, to a maximum density of 45 units per hectare and a maximum building height of 17.0 meters (three storeys). The Residential R7 Zone provides for and regulates senior citizen apartment building, handicapped persons apartment buildings, nursing homes, retirement lodges, continuum of care facilities (long term care facility) and emergency care establishments. These uses are low rise in nature and are generally contemplated through the 1989 Official Plan and The London Plan. The proposed density of 45 units per hectare (based on the 3:1 ratio of beds to units, as per the zoning by-law) is in keeping with the density requirements for the Multi-Family Medium Density Residential designation in the 1989 Official Plan. The request for a 17m building height is also in keeping with the form requirements of the London Plan, which require a minimum two storeys and a maximum of four storeys along a Civic Boulevard (Wharncliffe Road). These additional height provisions (two-four stories) will be specified in the special provisions. The proposed special provisions for reduced front and exterior side yard (4.5m, whereas 7m is required) and reduced interior and rear yard setbacks (4.5m, whereas 7.2m (based on 17m height) is required) are supported to encourage and foster improved design for the site.

Staff are also recommending a special provision to clarify the frontage of the site as Wharncliffe Road. Through The London Plan, the frontage for a site is to be the highest order street (in this case, Wharncliffe Road – a Civic Boulevard). However, in the current Zoning By-Law, the frontage is considered to be the shortest lot line that abuts a street. In order to reflect regulations which are in keeping with The London Plan, a special provision will be added which recognizes that Wharncliffe Road is the frontage for the subject lands.

The existing holding provisions that were added to the Zone through the subdivision application will be retained on the subject site.

More information and detail on applicable planning policy is available in Appendix C of this report.

Matters for Site Plan Approval

As part of the circulation process, additional considerations have been raised by the Urban Design Peer Review Panel and our internal Urban Design Staff. The following design issues will be addressed through the site plan process:

- i) Incorporate further building articulation, massing and material changes that create a human scale rhythm along the Wharncliffe Rd and Street 'A' frontages;
- ii) Further develop the Wharncliffe Road facing elevation, as this is the primary frontage along the higher order street - ensure blank walls are minimized and explore opportunities to activate the street edge by including active in ground floor uses such as, but not limited to, entrances, lobbies, common rooms, amenity areas, etc.;
- iii) Further develop the proportion of the elevations to de-emphasize the height and massing, in particular explore opportunities for alternative roof design that could simplify this portion of the building;
- iv) Ensure any fencing surrounding the outdoor amenity areas is low and transparent, in order to establish a visual connection between these areas

- and the public realm; and,
- v) Provide a wider landscape area to carry landscape design around the parking area.

4.0 Key Issues and Considerations

4.1 Issue and Consideration # 1- Urban Design

As shown on the previous renderings and proposed site plan, the Applicant has submitted a concept showing a three storey building with a gross floor area of approximately 3,472 m² (37,372.3 ft²). The ground floor will include a wing for services common to the entire long-term care residence such as the kitchen, laundry, utility, etc. and a wing for one Resident Home Area consisting of resident bedrooms and common facilities such as care staff work area, dining room, lounge, activity room, bathing facilities, etc. The two upper floors will hold two Resident Home Area wings each. The long-term care home will accommodate five (5) Resident Home Areas for 160 residents. The design goals and objectives of this development are to create a place that visually and socially integrates with the developing Central Longwoods Residential Neighbourhood.

Through the process, design concepts and a proposed site plan were submitted to the Urban Design Peer Review Panel for review. The following comments were made:

- i) Overall, the Panel is supportive of the zoning bylaw amendment with the site comments for consideration through the detailed design. Further design comments could apply at the time of the site plan consultation.
- ii) The Panel questioned whether or not there are opportunities to shift the amenity areas internal to the site.
- iii) The Panel recognizes the challenge of designing a project with three street frontages.
- iv) Further investigate the proportion of the elevations to de-emphasize the height and massing.
- v) Provide a wider landscape area to carry landscape design around the parking area. Consider setbacks and whether shifting the building northerly could assist with enhancing buffer area to parking from Shiraz Street.
- vi) Consider opportunities to draw pedestrians into site through alternative treatment to asphalt driveway e.g. pavers/enlarging the pedestrian connection to front entry. The interface of the development with Wharncliffe Road needs further consideration, as it is the higher order street of the three, and planned to have a multi-use trail along the frontage. The Panel recognizes that there is a need to provide 'back of house' function, where it cannot be relocated landscaping and vegetation should be used to screen the blank wall condition.
- vii) The Panel is supportive of permeable fence to the amenity areas to visually connect the site to the community. Consider using rail fencing around the north amenity area fronting on to Wharcliffe Road rather than a wall to allow for visual connection to the public realm.
- viii) Landscape design to consider privacy of window units and the amenity area/programmable space.

As well additional Urban Design Comments were provided:

- Ensure this site and building design has regard for the Urban Design Guidelines developed for this subdivision. In particular as it relates to its gateway function into the community;
- Incorporate further building articulation, massing and material changes that create a human scale rhythm along the Wharncliffe Rd and Street 'A' frontages. In particular, along the west half of the building along Wharncliffe Rd and the portion of the building at the corner of Wharncliffe Rd and Street 'A';
- Further develop the Wharncliffe Road facing elevation, as this is the primary frontage along the higher order street. Ensure blank walls are minimized and explore opportunities to activate the street edge by including active in ground

- floor uses such as, but not limited to, entrances, lobbies, common rooms, amenity areas, etc.;
- Further develop the proportion of the elevations to de-emphasize the height and massing, in particular explore opportunities for alternative roof design that could simplify this portion of the building;
 - Ensure any fencing surrounding the outdoor amenity areas is low and transparent, in order to establish a visual connection between these areas and the public realm; and,
 - Provide a wider landscape area to carry landscape design around the parking area. In order to enhance the buffer area to parking from street 'B'.

Provincial Policy Statement, 2005 (PPS)

Built design is emphasized in the PPS by “encouraging a sense of place by promoting well-designed built form” (1.7.1 d) PPS). Generally, the proposal represents an attractive and appropriate built form in a newly developing area.

The London Plan/Southwest Area Secondary Plan

The London Plan and the SWAP included urban design objectives for all development. The London Plan incorporates specific objectives for City Design by focusing mainly on Character, Street Network, Streetscape, Public Spaces, Site Layout, Parking, and Buildings, in an effort to promoting well-designed buildings that fit and are compatible within their context, supporting active mobility and universal accessibility, and creating safe, accessible, attractive and vibrant public spaces that foster a sense of place.

Under the “Neighbourhoods” Place Type, the site is located on a Civic Boulevard (Wharncliffe Road South). The subject site’s location on the Civic Boulevard permits a wider range of housing types in a form that can include low rise apartment buildings up to four (4) storeys, and minimum of two (2) storeys.

The SWAP, Policy 20.5.3.9, also gives further urban design guidance for development.

Other Guidelines

As part of the subdivision application, an Urban Design Guideline was required to provide detailed urban design guidelines (for Architectural Control) for the entire subdivision, including all proposed building forms and implementation processes for low density and medium density blocks. Conceptual block plans for all medium density blocks detailing locations of buildings, parking areas, building orientation towards the public streets and open spaces, and streetscapes were also provided in the guidelines. These guidelines have been accepted by the City through the drawing review process and will be used for the evaluation of any future site plan application.

The use, intensity and form are consistent with The London Plan objectives, however, the design of the development will require additional considerations through a future site plan submission. Recommendations for further urban design considerations are included in the recommendation clause of this report. A holding provision (h-198) was applied through the subdivision process but is recommended to be retained for this development site. The holding provision will ensure that new development is designed and approved consistent with the design guidelines in the Southwest Area Plan, and will encourage street oriented development and discourage noise attenuation walls along arterial roads.

4.2 Issue and Consideration # 2 - Servicing

As part of the draft approval for the subdivision, servicing/engineering drawings will be required. This block is not part of Phase 1 of the servicing drawings, so no formal engineering drawings have been approved for this portion of the subdivision. Proposed servicing for the long term care facility should be in accordance with the engineering drawings for the subdivision and any submission through a future site plan application will need to ensure coordination with the ultimate servicing strategy for the subdivision.

5.0 Conclusion

The recommended amendment is consistent with the *Provincial Policy Statement (PPS), 2014*, which encourages healthy, livable and safe communities by accommodating an appropriate range and mix of residential uses (including second units, affordable housing, and housing for older persons), encourages settlement areas to be the main focus of growth and development, and provide for a range of housing types and densities to meet projected requirements of current and future residents. The proposed development is in conformity with the objectives and policies of the London Plan, and the policies of the “Neighbourhoods” Place Type for Use, Intensity, and Form. The recommended amendment is in conformity with the objectives and policies of the Southwest Area Secondary Plan, as it encourages Seniors and Special Populations Housing within the Medium Density Residential Designation, and it also conforms with the policies of the 1989 Official Plan and the use is consistent with the Multi-Family, Medium Density Residential designation. The proposed special provisions for reduced front and exterior side yard and reduced interior and rear yard setbacks are supported to encourage and foster improved design for the site. Urban Design considerations will be further addressed through a future site plan review and application.

Prepared & Recommended by:	<div>Nancy Pasato, MCIP, RPP Senior Planner, Development Services</div>
Reviewed by:	<div>Lou Pompilii, MPA, RPP Manager, Development Planning (Subdivision)</div>
Concurred in by:	<div>Paul Yeoman, RPP, PLE Director, Development Services</div>
Submitted by:	<div>George Kotsifas, P.ENG Managing Director, Development and Compliance Services and Chief Building Official</div>
Note: The opinions contained herein are offered by a person or persons qualified to provide expert opinion. Further detail with respect to qualifications can be obtained from Planning Services	

January 14, 2019
NP/np

Appendix A

Bill No. (number to be inserted by Clerk's Office)
2019

By-law No. Z.-1-19_____

A by-law to amend By-law No. Z.-1 to rezone
an area of land located at 146 Exeter Road.

WHEREAS Sifton Properties Limited has applied to rezone an area of
land located at 146 Exeter Road, 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 146 Exeter Road, as shown on the attached map
comprising part of Key Map No. A11, from a Holding Residential R5 Special
Provision/Residential R6 Special Provision (h*h-100*h-198*R5-4(22)/R6-5(50)) Zone to
a Holding Residential R5 Special Provision/Residential R6 Special Provision/Residential
R7 Special Provision (h*h-100*h-198* R5-4(22)/R6-5(50)/R7(____)*D45*H17) Zone.

2) Section Number 11.4 of the Residential R7 (R7) Zone is amended by
adding the following Special Provision:

- ____) R7() Portion of 146 Exeter Road
- a) Regulation[s]
- | | | |
|------|---|-------------------------------------|
| i) | Front and Exterior
Yard Depth
(Minimum) | 4.5 metres (14.8 feet) |
| ii) | Rear and Interior
Side Yard Depth
(Minimum) | 4.5 metres (14.8 feet) |
| iii) | Height
(Minimum)
(Maximum) | Two (2) storeys
Four (4) storeys |
| iv) | Notwithstanding the provisions of Section 2 "LOT LINE,
FRONT", the frontage for this lot will be deemed to be along
the Civic Boulevard/Arterial Road (Wharncliffe Road South). | |

3) 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.

4) 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. P.13*, either upon the
date of the passage of this by-law or as otherwise provided by the said section.

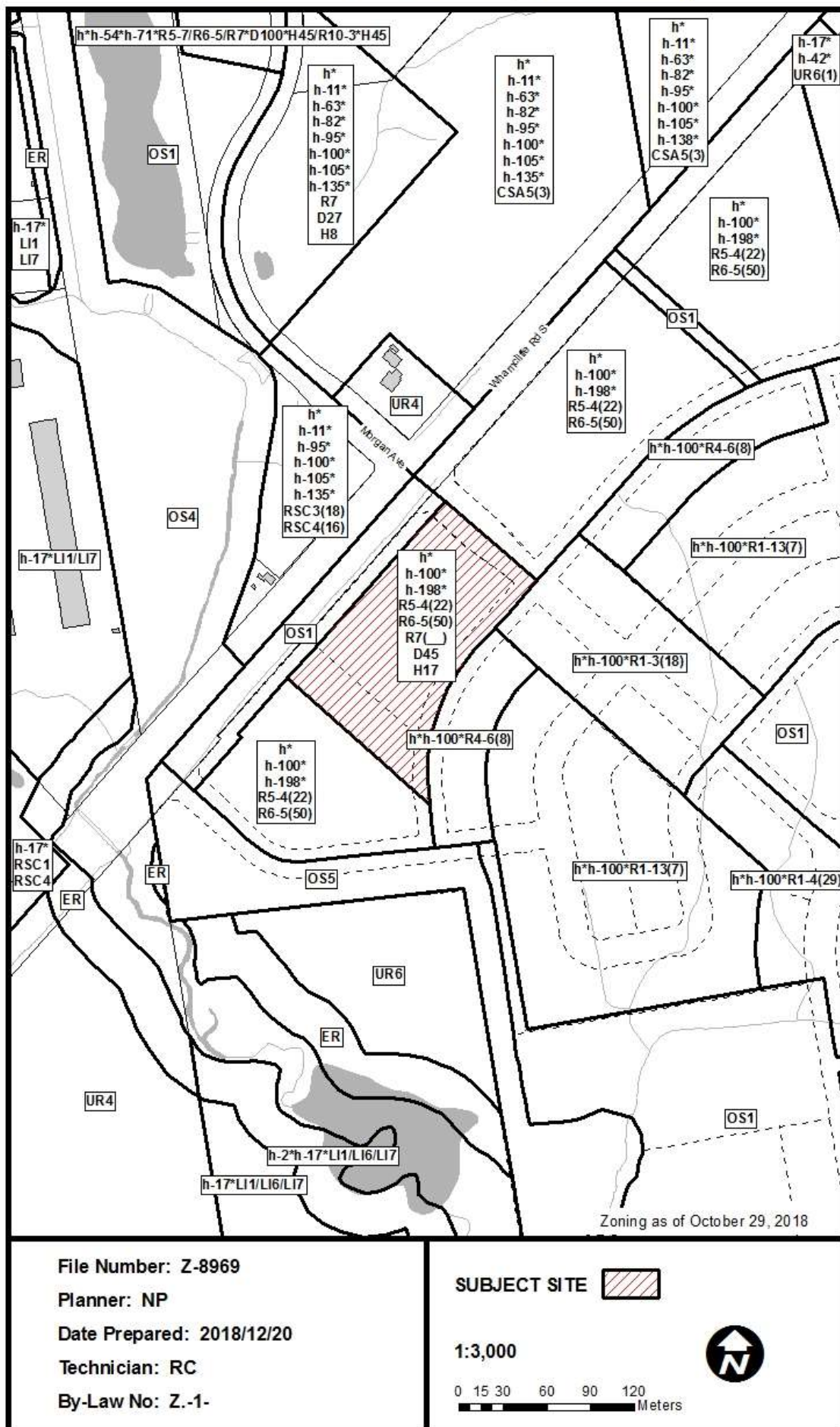
PASSED in Open Council on January 29, 2019.

Ed Holder
Mayor

Catharine Saunders
City Clerk

First Reading – January 29, 2019
Second Reading – January 29, 2019
Third Reading – January 29, 2019

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



Appendix B – Public Engagement

Community Engagement

Public liaison: On October 22, 2018, Notice of Application was sent to six (6) property owners in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on October 25, 2018. A “Planning Application” sign was also posted on the site.

No replies were received

Nature of Liaison: The purpose and effect of this zoning change is to permit a long term care facility. Possible change to Zoning By-law Z.-1 **FROM** a Holding Residential R5 Special Provision/Residential R6 Special Provision (h h-100 h-198 R5-4(22)/R6-5(50)) Zone **TO** a Residential R7 Special Provision (R7(_).D45.H17) Zone to permit 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 18 metres; with a special provision to permit a reduced front and exterior side yard depth and a reduced interior and rear yard setback.

Responses: No comments were received.

Agency/Departmental Comments

Engineering

The City of London’s Environmental and Engineering Services Department offers the following comments with respect to the aforementioned Zoning By-Law amendment application:

General

- Subdivision design drawings shows a multi-use pathway (block 43) running parallel to Wharncliffe Road towards Middleton Avenue. This pathway is not shown in the site plan concept and therefore revisions to the site layout or to the subdivision design will be needed to make them compatible.
- Access to the site may be in conflict with the proposed parking plan drawing 47.
- Coordination will also be required to ensure services and access from Richardson Subdivision Phase 1 are provided ahead of the site plan. Middleton Avenue and/or Southbridge Avenue appears to be part of future phases.
- It is to be noted that during Richardson Subdivision Phase 2 the applicant will be required to confirm the developments calculated fire flow demand. This is required to identify any required external works or upsizing of watermain to accommodate the proposed development to the satisfaction of the City Engineer at no cost to the City.

Wastewater

No comments for the re-zoning application.

Stormwater

No comments for the re-zoning application.

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

- The site is located within Richardson Subdivision Phase 1 (39T-15501). The City is currently revising the 4th subdivision of servicing drawings and therefore the design of the proposed three story long term care facility should be in accordance with the subdivision design, otherwise, the engineering drawings for the subdivision should be revised/updated to reflect the final site design (e.g. drawing 4 “Storm Area Plan 1” revised to eliminate one of the proposed storm sewer stubs to service areas P7 and P10). It is noted that the proposed three story long term care facility will be providing 68 parking spaces and therefore it will be our expectation to have an OGS (or equivalent devise) installed for MECP

water quality compliance and therefore having only one storm outlet will be expected.

Water

No comments for the re-zoning application.

Additional comments may be provided upon future review of the site.

Environmental and Parks Planning

No issues with the proposed zoning amendments. A pathway block is located along the frontage of this block adjacent on Wharncliffe Road.

Upper Thames River Conservation Authority (UTRCA)

The Upper Thames River Conservation Authority (UTRCA) has reviewed this application with regard for the policies in the Environmental Planning Policy Manual for the Upper Thames River Conservation Authority (June 2006). These policies include regulations made pursuant to Section 28 of the Conservation Authorities Act, and are consistent with the natural hazard and natural heritage policies contained in the Provincial Policy Statement (2014). The Upper Thames River Source Protection Area Assessment Report has also been reviewed in order to confirm whether the subject lands are located in a vulnerable area. The Drinking Water Source Protection information is being disclosed to the Municipality to assist them in fulfilling their decision making responsibilities under the Planning Act.

CONSERVATION AUTHORITIES ACT

As shown on the enclosed mapping, the subject lands are regulated by the UTRCA in accordance with Ontario Regulation 157/06 made pursuant to Section 28 of the Conservation Authorities Act. The Regulation Limit is comprised of the 120 metre area of interference surrounding a wetland. The UTRCA has jurisdiction over lands within the regulated area and requires that landowners obtain written approval from the Authority prior to undertaking any site alteration or development within this area including filling, grading, construction, alteration to a watercourse and/or interference with a wetland.

UTRCA ENVIRONMENTAL PLANNING POLICY MANUAL

The UTRCA's Environmental Planning Policy Manual is available online at:
<http://thamesriver.on.ca/planning-permits-maps/utrca-environmental-policy-manual/>
The policy which is applicable to the subject lands includes:

3.2.2 General Natural Hazard Policies

These policies direct new development and site alteration away from hazard lands. No new hazards are to be created and existing hazards should not be aggravated. The Authority also does not support the fragmentation of hazard lands which is consistent with the Provincial Policy Statement (PPS) and is intended to limit the number of owners of hazardous land and thereby reduce the risk of unregulated development etc. 3.2.6 & 3.3.2 Wetland Policies

New development and site alteration is not permitted in wetlands. Furthermore, new development and site alteration may only be permitted in the area of interference and /or adjacent lands of a wetland if it can be demonstrated through the preparation of an Environmental Impact Study (EIS) that there will be no negative impact on the hydrological and ecological function of the feature.

An EIS has been completed for the entirety of the subject lands at 146 Exeter Road. Should any further scoping be required for this proposal it will be determined through Site Plan Consultation and the Section 28 permitting process.

DRINKING WATER SOURCE PROTECTION, Clean Water Act

The Clean Water Act (CWA), 2006 is intended to protect existing and future sources of drinking water. The Act is part of the Ontario government's commitment to implement the recommendations of the Walkerton Inquiry as well as protecting and enhancing human health and the environment. The CWA sets out a framework for source protection planning on a watershed basis with Source Protection Areas established based on the watershed boundaries of Ontario's 36 Conservation Authorities. The Upper Thames River, Lower Thames Valley and St. Clair Region Conservation

Authorities have entered into a partnership for The Thames-Sydenham Source Protection Region.

The Assessment Report for the Upper Thames watershed delineates three types of vulnerable areas: Wellhead Protection Areas, Highly Vulnerable Aquifers and Significant Groundwater Recharge Areas. Mapping which identifies these areas is available at:

http://maps.thamesriver.on.ca/GVH_252/?viewer=tsrassessmentreport

Upon review of the current assessment report mapping, we wish to advise that the subject lands are not identified as being within a vulnerable area.

As indicated, the subject lands are regulated and a Section 28 permit may be required. We recommend that the applicant to contact a UTRCA Lands Use Regulations Officer regarding the Section 28 permit requirements for the proposed development.

Urban Design Peer Review Panel (UDPRP)

The Panel provides the following feedback on the submission to be addressed through zoning bylaw amendment application.

- Overall, the Panel is supportive of the zoning bylaw amendment with the site comments for consideration through the detailed design. Further design comments could apply at the time of the site plan consultation.
- The Panel questioned whether or not there are opportunities to shift the amenity areas internal to the site.
- The Panel recognizes the challenge of designing a project with three street frontages.
- Further investigate the proportion of the elevations to de-emphasize the height and massing.
- Provide a wider landscape area to carry landscape design around the parking area. Consider setbacks and whether shifting the building northerly could assist with enhancing buffer area to parking from Shiraz Street.
- Consider opportunities to draw pedestrians into site through alternative treatment to asphalt driveway e.g. pavers/enlarging the pedestrian connection to front entry. □ The interface of the development with Wharncliffe Road needs further consideration, as it is the higher order street of the three, and planned to have a multi-use trail along the frontage. The Panel recognizes that there is a need to provide 'back of house' function, where it cannot be relocated landscaping and vegetation should be used to screen the blank wall condition.
- The Panel is supportive of permeable fence to the amenity areas to visually connect the site to the community. Consider using rail fencing around the north amenity area fronting on to Wharncliffe Road rather than a wall to allow for visual connection to the public realm.
- Landscape design to consider privacy of window units and the amenity area/programmable space.

Concluding comments:

The Panel is supportive of the zoning bylaw amendment but notes that additional design comments may apply at the site plan stage. The Panel has provided some detailed design comments for consideration in working through the site design and requests that the project returns for additional comment at the site plan consultation stage.

Development Services – Site Plan (Urban Design)

1. Provide a response to the UDPRP Memo issued following the November 2018 meeting detailing how the Panels comments have been considered.
2. Ensure this site and building design has regard for the Urban Design Guidelines developed for this subdivision. In particular as it relates to its gateway function into the community.
3. Incorporate further building articulation, massing and material changes that create a human scale rhythm along the Wharncliffe Rd and Street 'A' frontages. In particular, along the west half of the building along Wharncliffe Rd and the portion of the building at the corner of Wharncliffe Rd and Street 'A'.

4. Further develop the Wharncliffe Road facing elevation, as this is the primary frontage along the higher order street. Ensure blank walls are minimized and explore opportunities to activate the street edge by including active in ground floor uses such as, but not limited to, entrances, lobbies, common rooms, amenity areas, etc...
5. Further develop the proportion of the elevations to de-emphasize the height and massing, in particular explore opportunities for alternative roof design that could simplify this portion of the building.
6. Ensure any fencing surrounding the outdoor amenity areas is low and transparent, in order to establish a visual connection between these areas and the public realm.
7. Provide a wider landscape area to carry landscape design around the parking area. In order to enhance the buffer area to parking from street 'B'.

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, by-laws, and legislation are identified as follows:

Provincial Policy Statement

1.0 Building Strong Communities

1.1.1 a), b), c), e), h);

1.1.2

1.1.3 Settlement Areas

1.1.3.1

1.1.3.2.

1.1.3.3.

1.1.3.6

1.3 Employment Areas

1.3.1 Planning authorities shall promote

1.4 Housing

1.4.1

1.6 Infrastructure & Public Services

1.6.1

1.6.2

1.6.5

1.6.6.2

1.6.6.7

1.6.11 Energy Supply

1.6.11.1

1.7

1.7.1 a), c) i) j)

1.8 Long-term Economic Prosperity Energy Conservation, Air Quality, and Climate Change

2.1 Natural Heritage

2.1.1

2.3 Agriculture

2.3.1

2.4 Minerals and Petroleum

2.5 Mineral Aggregate Resources

2.6 Cultural Heritage and Archaeology

3.1 Natural Hazards

3.2 Human-made Hazards

London Plan

Our Strategy - 59_5, 61_2

City Design – 189_, 190_, 191_, 192_, *193_, *197_, *199_, *211_, 221_, 230_, 235_, 236_, 252_, 253_, 254_, *255_, 256_, *257_, *258_, *259_, *261_, *266_, 268_, 269_, *270_, *272_, *284_, *285_, *286_, 306_

Homeless Prevention and Housing - 497_8

Green and Healthy City - 700_

Neighbourhoods – *916_, *918_, *919_, *920_, *921_, *922_, *Table 10, *935_, *936_, *Table 11, *937_

Secondary Plans – 1556_, 1557_, *1558_, 1559_, 1565_

Our Tools – 1576_, *1577_, *1578_

Glossary of Terms - *1795_

Southwest Area Secondary Plan

20.5.3.1 ii)

20.5.3.3.

20.5.3.9

20.5.4.1

20.5.10
20.5.10.1

1989 Official Plan

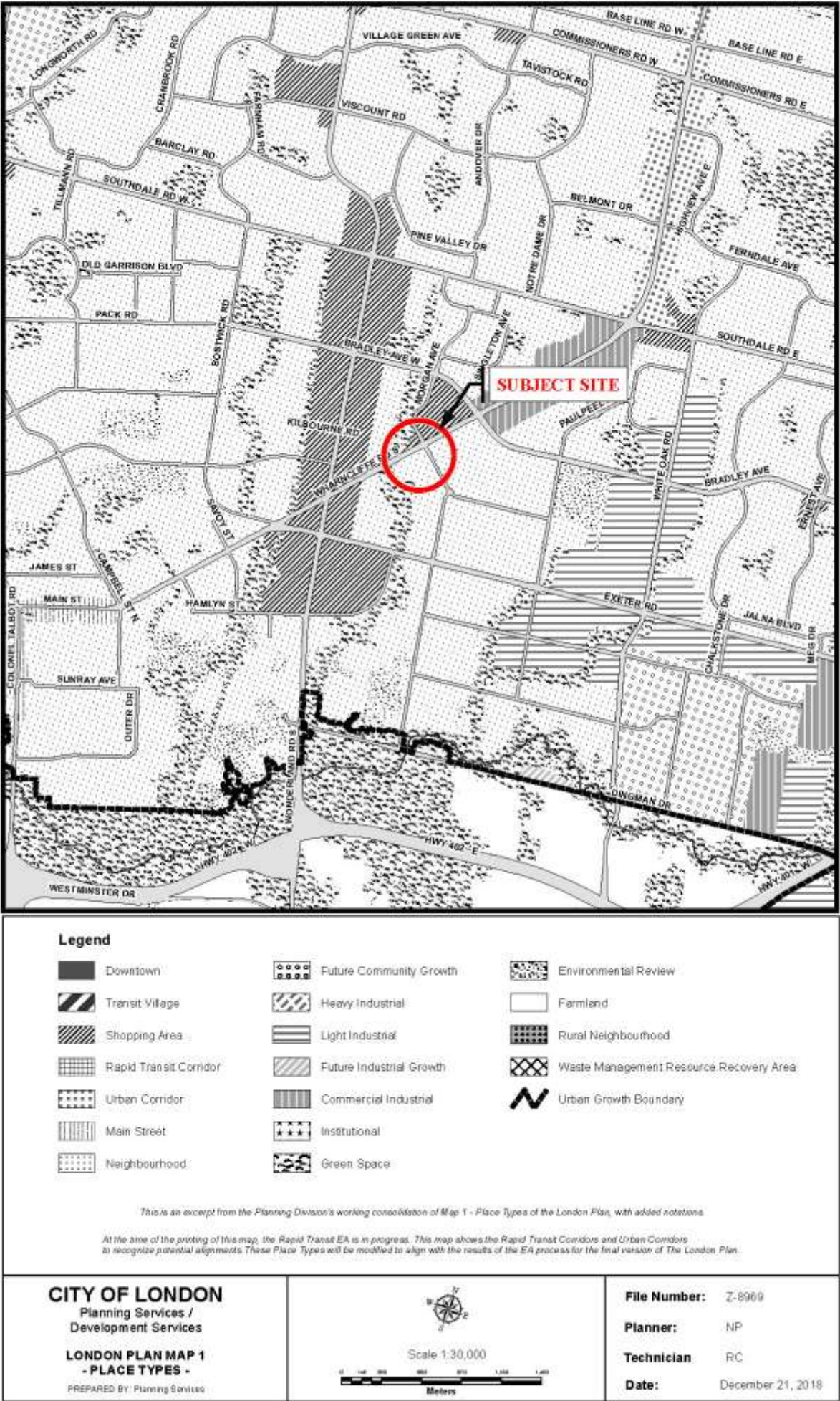
Chapter 3 – Residential Land Use Designations – 3.1., 3.1.1., 3.1.3., 3.3., 3.7.

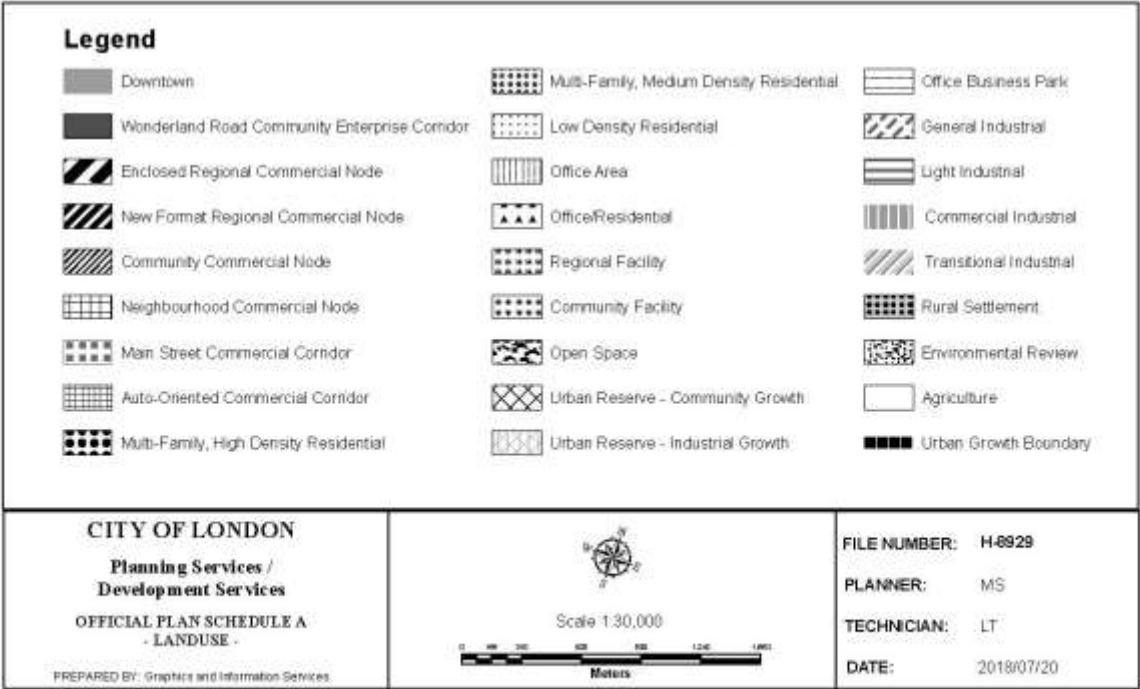
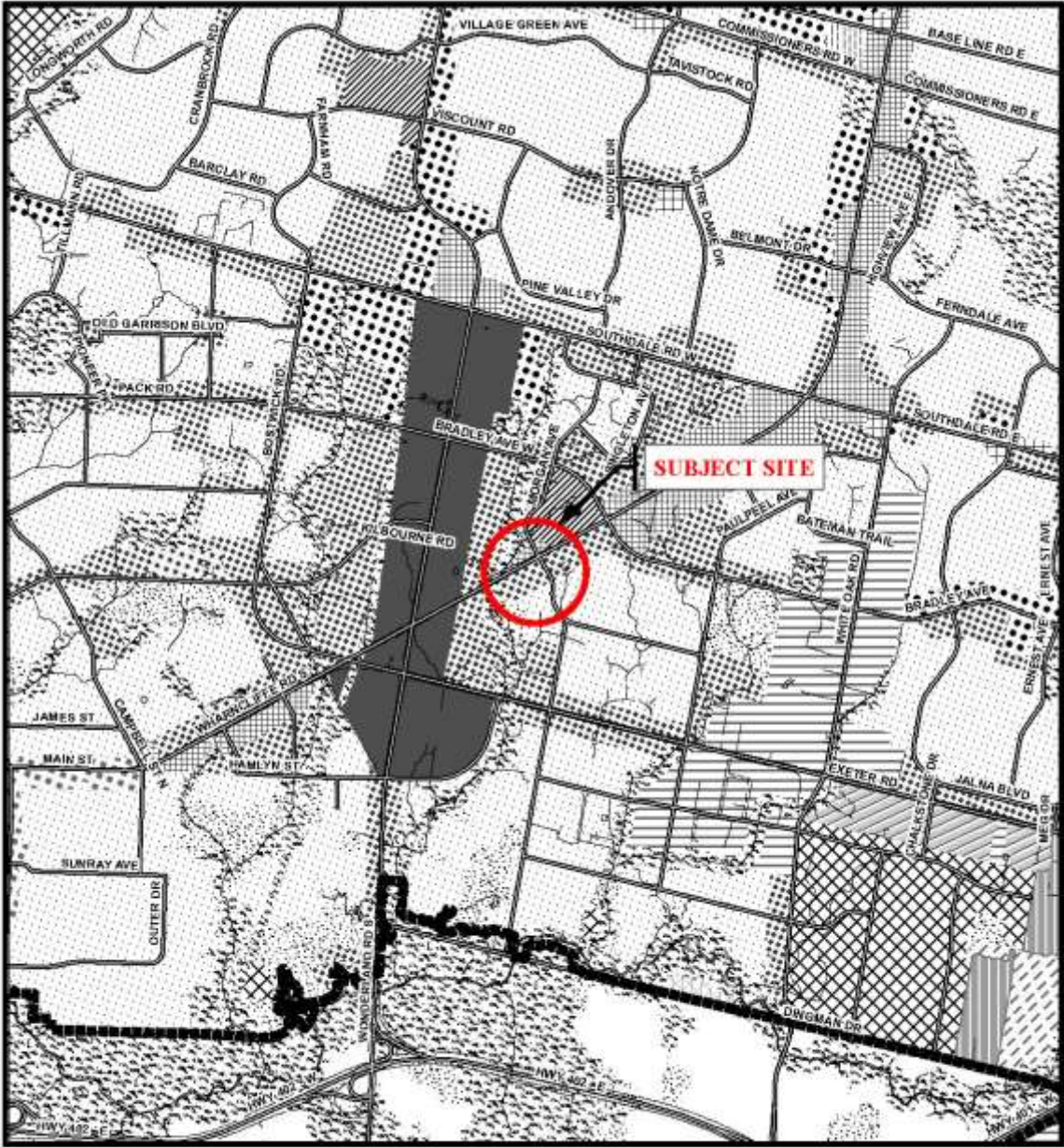
Chapter 11 – Urban Design Principles – 11.1.

Chapter 19 – Implementation – 19.2.1., 19.4.1., 19.4.3., 19.9.2., 19.12., 19.14.

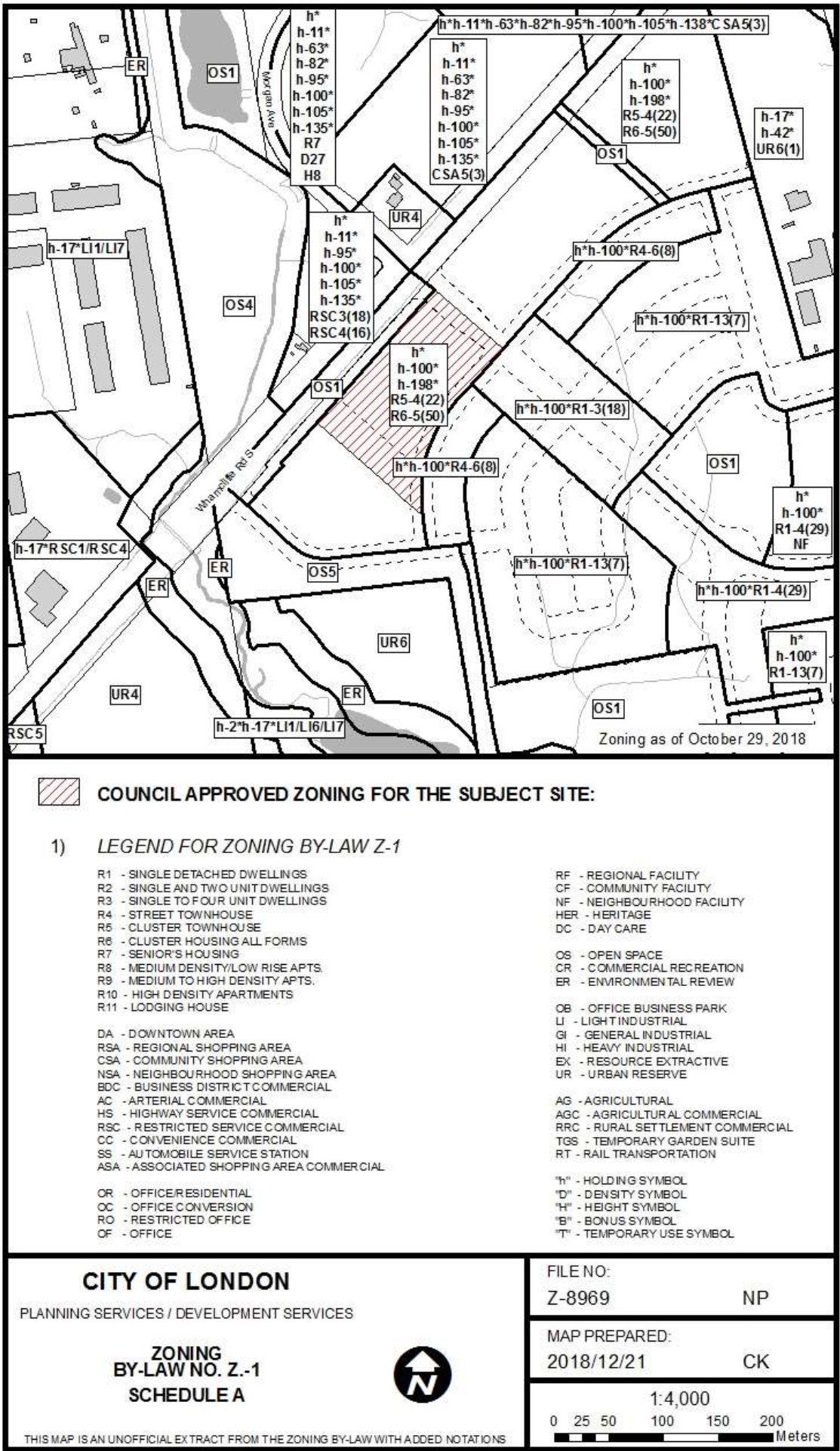
Appendix D – Relevant Background

Additional Maps





PROJECT LOCATION: e:\planning\projects\p_official\plan\work\ons\00\excerpts\mxd_templates\scheduleA_b6w_8x14_with_SWAP.mxd



Additional Reports

April 26, 2010 – Report to Planning Committee to present the draft Southwest Area Plan and associated background studies.

November 20, 2012 - Municipal Council passed By-Law No. C.P.-1284-(st)-331 to approve Official Plan Amendment 541 (Southwest Secondary Plan).

December 12, 2016 – Report to Planning and Environment Committee to recommend approval of the draft plan of subdivision and associated zoning by-law amendments (39T-15501/Z-8470)