

## Report to Planning and Environment Committee

**To:** Chair and Members  
Planning and Environment Committee

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

**Subject:** Forest Edge Commons Inc. (c/o Monteith Brown Planning Consultants)  
952 Southdale Road West  
File Number: Z-9787, Ward 10  
Public Participation Meeting

**Date:** December 3, 2024

## Recommendation

That, on the recommendation of the Director, Planning and Development, the following action be taken with respect to the application of Forest Edge Commons Inc. (c/o Monteith Brown Planning Consultants) relating to the property located at 952 Southdale Road West, the proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting December 17, 2024, to amend Zoning By-law No. Z.-1, in conformity with the Official Plan, The London Plan, to amend the zoning of a portion of the subject property **BY AMENDING** the Community Shopping Area Special Provision (CSA1(6)) Zone.

**IT BEING NOTED**, that the above noted amendment is being recommended for the following reasons:

- i) The recommended amendment is consistent with the Provincial Planning Statement, 2024 (PPS);
- ii) The recommended amendment conforms to The London Plan, including, but not limited to the Key Directions, City Design and Building policies, and the Neighbourhoods Place Type policies;
- iii) The recommended amendment would permit a complementary use that is considered appropriate within the surrounding context.

## Executive Summary

### Summary of Request

The applicant has requested an amendment to the Zoning Bylaw Z.-1 to add an additional special provision to the current Community Shopping Area Special Provision (CSA1(6)) Zone. The request will permit *Animal Hospital* as a permitted use under the Community Shopping Area Special Provision (CSA1(6)) Zone.

### Purpose and the Effect of Recommended Action

Staff are recommending approval of the requested Zoning By-law Amendment to permit an animal hospital use on the subject lands.

## Linkage to the Corporate Strategic Plan

This recommendation will contribute to the advancement of Municipal Council's 2023-2027 Strategic Plan in the following ways:

- **Strategic Plan Area of Focus: Housing and Homelessness**, by ensuring London's growth and development is well-planned and considers use, intensity, and form.
- **Strategic Plan Area of Focus: Economic Growth, Culture, and Prosperity** by supporting small and growing businesses, entrepreneurs and non-profits to be successful.

# Analysis

## 1.0 Background Information

### 1.1 Previous Reports Related to this Matter

Report to Planning and Environment Committee – 952 Southdale Road West, OZ-7445 – September 8, 2008

Report to Planning and Environment Committee – 952 Southdale Road West – October 27, 2008

Report to Planning and Environment Committee – 952 Southdale Road West – December 8, 2008

Report to Planning and Environment Committee – 952 Southdale Road West – March 23, 2009

Report to Planning and Environment Committee – 952 Southdale Road West, OZ-9431 – November 28, 2022

### 1.2 Planning History

A previous application for an Official Plan Amendment and Zoning By-law Amendment was submitted in 2007 and approved in 2008 to permit the development of commercial uses on the south portion of the site, as well as recommended amendments to allow for the development of residential uses on the north part of the site. The amendments also provided zoning for the woodland and wetland located on the east portion of the property, with holding provisions to ensure additional environmental reports were provided to the City's satisfaction.

Several appeals were received on the above noted applications. Ultimately the Ontario Municipal Board (OMB) allowed the appeals, and no official plan and zoning by-law amendment was approved for this site.

Through The London Plan process, the City sought to apply a Neighbourhoods Place Type for the subject site. The Owner appealed the decision of Council with respect to The London Plan. Through The London Plan appeals a resolution was proposed to allow the site to remain within the Neighbourhoods Place Type, but with a limited amount of commercial permitted, with the intention that the site will develop for range and mix of uses. This resolution was supported by staff and Council, and a special policy was recommended for this site, and added through Minutes of Settlement on December 19, 2019:

*1070C\_ In the Neighbourhoods Place Type applied to the lands located at 952 Southdale Road West, retail, service and office uses up to a combined maximum floor area of 5,000 m<sup>2</sup> may be permitted as part of a mixed-use site, subject to the following conditions:*

- 1. The site shall be developed for a mix of both commercial and residential uses.*
- 2. Residential uses shall be designed and located on the site to provide for an appropriate transition from existing and future residential uses on abutting lands.*
- 3. Residential uses on the northern portion of the site shall be designed with consideration for the planned connection of Gerrit Avenue and Cherrygrove Drive, and no rear lotting will be permitted onto the planned street connection. Design concepts shall be required to demonstrate how the lands to the north could be integrated with development on the property.*
- 4. Maximum Building heights will be limited to four storeys, and bonusing for additional height will not be permitted. Minimum heights of one storey may be permitted.*
- 5. The City Design chapter and the form policies of the Shopping Area Place Type of this Plan will provide direction for this development. In addition, buffering and/or screening measures should be provided to mitigate views of surface parking areas from the Civic Boulevards and to address the interface with lands*

*located immediately north of the site.*

It was also noted through the Minutes of Settlement that future applications would be necessary, and the full planning process required to consider development for this site.

In 2022, the subject lands received approval for an Official Plan and Zoning By-law to facilitate a mixed-use commercial/office/residential development, with a grocery store, a two-storey office/commercial building and a single storey multi-unit commercial building located on the southern portion of the site, and three storey stacked townhouse buildings with a total of 30 units on the northern portion of the site, where the eastern portion of the site will remain undeveloped for environmental and hazard protection.

Most recently, the subject lands have been granted Site Plan Approval for the development of a multi-unit commercial plaza, marketed as “*Forest Edge Commons*” on the subject lands. The commercial development is proposed to include a Grocery Store in the northerly portion of the lands, as well as two multi-unit 1-storey commercial blocks in the southerly portion of the site fronting Southdale Road West and Colonel Talbot Road. Vehicular access is proposed to be provided from Southdale Road West and Colonel Talbot Road, and vehicular parking is proposed within a surface parking area centrally located on the subject lands, containing a total of 198 parking spaces. A total of 18 bicycle parking spaces are proposed for the commercial development.

### **1.3 Property Description and Location**

The subject site is comprised of one lot located at the northeast corner of the Southdale Road West and Colonel Talbot Road intersection. The site has a frontage of approximately 162 metres (531.5ft) along Southdale Road, a depth of approximately 255 metres (836.6ft) along Colonel Talbot Road, and a total area of approximately 4.07 hectares. A portion of the site has been historically used for agricultural purposes with the eastern portion of the site containing features associated with the North Talbot Provincially Significant Wetlands (PSW)/Button Bush.

#### **Site Statistics:**

- Current Land Use: Commercial
- Frontage: 162 metres (531.5 feet)
- Depth: 255 metres (836 feet)
- Area: 4.07 hectares (10 acres)
- Shape: Rectangular
- Located within the Built Area Boundary: Yes
- Located within the Primary Transit Area: No

#### **Surrounding Land Uses:**

- North: Urban Reserve; Resource Extraction
- East: Residential; Open Space
- South: Community Shopping Area
- West: Open Space; Residential

#### **Existing Planning Information:**

- The London Plan Place Type: Neighbourhoods Place Type and Green Space Place Type at the intersection of two Civic Boulevards (Southdale Road West & Colonel Talbot Road)
- Existing Zoning: Community Shopping Area Special Provision (CSA1(6)) Zone



Figure 1- Aerial Photo of 952 Southdale Road West and surrounding lands.



Figure 2 - Streetview from Colonel Talbot Road (looking east)



Figure 3 - Streetview from Southdale Road West (view looking north)

## 2.0 Discussion and Considerations

### 2.1 Proposal

The applicant is proposing an Animal Hospital as an additional permitted within the proposed 1-storey commercial block which has received Site Plan Approval (SPA23-046). No additional development is proposed.

The proposed development includes the following features:

- Land use: Commercial
- Form: Multi-unit commercial plaza
- Height: 8.0 metres
- Ground Floor Area: 4,503.83m<sup>2</sup>
- Building coverage: 12.26%
- Parking spaces: 198 spaces + 12 drive-thru stacking spaces
- Bicycle parking spaces: 18 spaces
- Landscape open space: 64.66%

Additional information on the development proposal is provided in Appendix B.

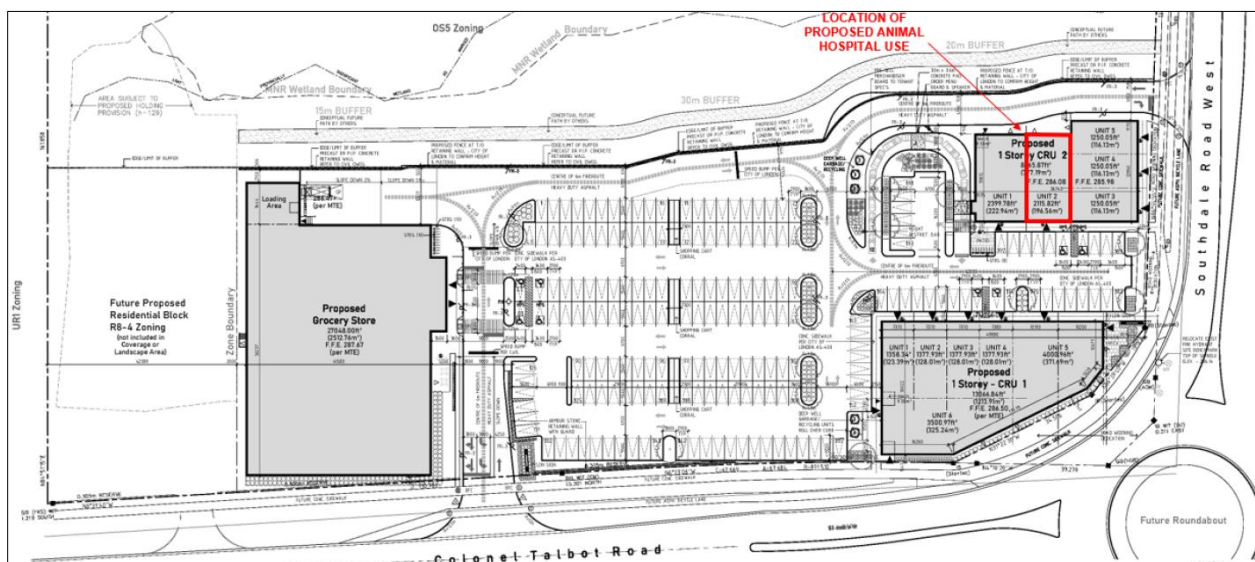


Figure 4 - Conceptual Site Plan (Received September 2024)

Additional plans and drawings of the development proposal are provided in Appendix C.

### 2.2 Requested Amendment

The applicant has requested an amendment to Zoning By-law Z.-1 to amend the existing special provision in the current CSA1(6) Zone to permit *Animal Hospital* as an additional permitted use.

### 2.3 Internal and Agency Comments

The application and [associated materials](#) were circulated for internal comments and public agencies to review. Comments received were considered in the review of this application and are addressed in Section 4.0 of this report.

Detailed internal and agency comments are included in Appendix D of this report.

### 2.4 Public Engagement

On September 20, 2024, Notice of Application was sent to 69 property owners and residents in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on November 4<sup>th</sup>, 2024. A “Planning Application” sign was also placed on the site.

There were no responses received during the public consultation period.

## 2.5 Policy Context

### ***The Planning Act and the Provincial Planning Statement, 2024***

The Provincial planning policy framework is established through the *Planning Act* (Section 3) and the *Provincial Planning Statement, 2024 (PPS)*. The *Planning Act* requires that all municipal land use decisions affecting planning matters shall be consistent with the *PPS*.

The mechanism for implementing Provincial policies is through the Official Plan, The London Plan. Through the preparation, adoption and subsequent Ontario Land Tribunal (OLT) approval of The London Plan, the City of London has established the local policy framework for the implementation of the Provincial planning policy framework. As such, matters of provincial interest are reviewed and discussed in The London Plan analysis below.

As the application for a Zoning By-law amendment complies with The London Plan, it is staff's opinion that the application is consistent with the *Planning Act* and the *PPS*.

### ***The London Plan, 2016***

The London Plan (TLP) includes evaluation criteria for all planning and development applications with respect to use, intensity and form, as well as with consideration of the following (TLP 1577-1579):

1. Consistency with the Provincial Policy Statement and all applicable legislation.
2. Conformity with the Our City, Our Strategy, City Building, and Environmental policies.
3. Conformity with the Place Type policies.
4. Consideration of applicable guideline documents.
5. The availability of municipal services.
6. Potential impacts on adjacent and nearby properties in the area and the degree to which such impacts can be managed and mitigated.
7. The degree to which the proposal fits within its existing and planned context.

Staff are of the opinion that all the above criteria have been satisfied.

## 3.0 Financial Impact/Considerations

None.

## 4.0 Key Issues and Considerations

### 4.1 Land Use

The subject lands are in the Neighbourhoods Place Type of the London Plan, with frontage on two Civic Boulevards (Southdale Road West and Colonel Talbot Road), in accordance with Map 1 – Place Types and Map 3 – Street Classifications. Table 10 – Range of Permitted Uses provides the range of primary and secondary permitted uses that may be allowed within the Neighbourhoods Place Type by street classification (TLP 921\_). At this location, Table 10 permits a range of low-to-medium density residential uses including: single detached dwellings, semi-detached dwellings, duplex dwellings, converted dwellings, stacked townhouses, fourplexes, and low-rise apartment buildings. In addition, additional secondary uses in the form of mixed-use buildings, stand-alone retail, and office uses are permitted at two intersecting Civic Boulevards.

Notwithstanding the permitted uses and intensities of the Neighbourhoods Place Type, a specific policy applies to the subject lands and reads as follows:

*1070C\_ In the Neighbourhoods Place Type applied to the lands located at 952 Southdale Road West, retail, service and office uses up to a combined maximum floor*

area of 5,000m<sup>2</sup> may be permitted as part of a mixed-use site, subject to the following conditions:

1. *The site shall be developed for a mix of both commercial and residential uses.*
2. *Residential uses shall be designed and located on the site to provide for an appropriate transition from existing and future residential uses on abutting lands.*
3. *Residential uses on the northern portion of the site shall be designed with consideration for the planned connection of Gerrit Avenue and Cherrygrove Drive, and no rear lotting will be permitted onto the planned street connection. Design concepts shall be required to demonstrate how the lands to the north could be integrated with development on the property.*
4. *Maximum Building heights will be limited to four storeys, and zoning by-law amendments for additional height will not be permitted. Minimum heights of one storey may be permitted.*
5. *The City Design chapter and the form policies of the Shopping Area Place Type of this Plan will provide direction for this development. In addition, buffering and/or screening measures should be provided to mitigate views of surface parking areas from the Civic Boulevards and to address the interface with lands located immediately north of the site. (OPA 78)*

The proposed animal hospital is a commercial use that provides veterinary care and related services to animals, increasing the availability of services to the community. Staff are satisfied the proposed use is in conformity with the Specific Policy Area of The London Plan that applies to the subject lands.

#### **4.2 Intensity & Form**

Given no new development, no exterior changes and no changes to the site layout are proposed as part of this Zoning By-law Amendment application, staff are satisfied that the subject site continues to be an appropriate shape and size to accommodate the proposed additional use. The layout of the existing commercial development, which includes the unit proposed to be occupied by the animal hospital, maintains the maximum floor area policy (5,000m<sup>2</sup>) in The London Plan.

## **Conclusion**

The applicant has requested an amendment to the Zoning Bylaw Z.-1 to add an additional special provision to the current CSA1(6) Zone. Staff are recommending approval of the requested Zoning By-law amendment.

The recommended amendment is consistent with the PPS, 2024, in conformity with The London Plan, and would permit a complementary use within the proposed building.

**Prepared by:** **Chloe Cernanec**  
**Planner, Planning Implementation**

**Reviewed by:** **Catherine Maton, MCIP, RPP**  
**Manager, Planning Implementation**

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

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

Copy:  
Britt O'Hagan, Manager, Current Development  
Mike Corby, Manager, Site Plans  
Brent Lambert, Manager, Development Engineering

## Appendix A – Zoning By-law Amendment

Bill No. (number to be inserted by Clerk's Office)  
2024

By-law No. Z.-1-

A by-law to amend By-law No. Z.-1 to rezone an area of land located at 952 Southdale Road West.

WHEREAS this amendment to the Zoning By-law Z.-1 conforms to the Official Plan;

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

1. Section Number 22.4 of the Community Shopping Area (CSA) Zone is amended by deleting and replacing the following special provision:

CSA1(6) 952 Southdale Road West

- a) Additional Permitted Uses:
  - i) Animal Hospital
- b) Regulations:
  - i) Front and Exterior Side Yard Depth (Minimum): 1.0 metres
  - ii) Front and Exterior Side Yard Depth (Maximum): 3.0 metres
  - iii) Rear Yard Depth (Minimum): 2.0 metres
  - iv) Height (Maximum): the lesser of 13.0 metres, or 3 storeys
  - v) Gross Floor Area for All Permitted Uses (Maximum): 5000.0 square metres
  - vi) Gross Floor Area for All Office Uses (Maximum): 660 square metres, limited to the second floor
  - vii) Gross Floor Area for all Supermarket Uses (Maximum): 3,251.6 square metres
  - viii) The primary functional entrance of individual commercial units with frontage on Colonel Talbot Road and/or Southdale Road West shall be oriented to the adjacent street. Supermarkets shall be exempt from this provision
  - ix) Parking Area Setback (Minimum): 0.5 metres

2. This Amendment shall come into effect 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 December 17, 2024, subject to the provisions of PART VI.1 of the *Municipal Act, 2001*.

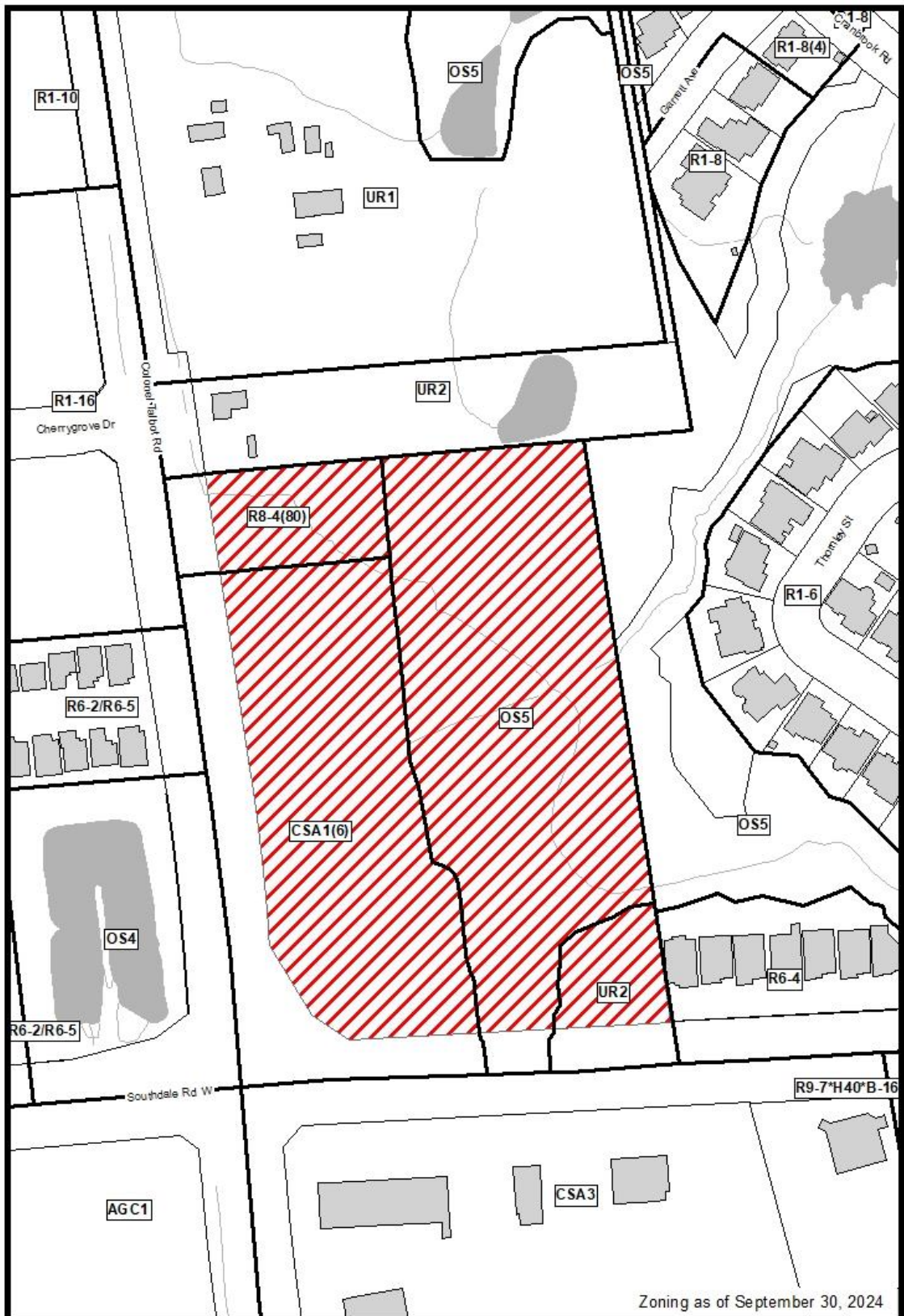




Josh Morgan  
Mayor

Michael Schulthess  
City Clerk

First Reading – December 17, 2024  
Second Reading – December 17, 2024  
Third Reading – December 17, 2024

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



<p>File Number: Z-9787 Planner: CC Date Prepared: 2024/11/06 Technician: JI By-Law No: Z.-1-</p>	<p>SUBJECT SITE </p> <p>1:2,000</p> <p>0 10 20 40 60 80 Meters</p> 
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## Appendix B - Site and Development Summary

### A. Site Information and Context

#### Site Statistics

Current Land Use	Commercial
Frontage	162 metres (531.5 feet)
Depth	255 metres (836 feet)
Area	4.07 hectares (10 acres)
Shape	Regular (rectangle)
Within Built Area Boundary	Yes
Within Primary Transit Area	No

#### Surrounding Land Uses

North	Urban Reserve; Resource Extraction
East	Residential; Open Space
South	Community Shopping Area
West	Open Space; Residential

#### Proximity to Nearest Amenities

Major Intersection	Southdale Road West and Colonel Talbot Road
Dedicated cycling infrastructure	Southdale Road West, 0m
London Transit stop	Colonel Talbot Road, 65 metres
Public open space	Byron Hills Park, 200 metres

### B. Planning Information and Request

#### Current Planning Information

Current Place Type	Neighbourhoods Place Type and Green Space Place Type at the intersection of two Civic Boulevards (Southdale Road West & Colonel Talbot Road)
Current Special Policies	Policy 1070_ of The London Plan
Current Zoning	Community Shopping Area Special Provision (CSA1(6)) Zone

#### Requested Designation and Zone

Requested Place Type	N/A
Requested Special Policies	N/A
Requested Zoning	Add use to current zoning to permit <i>Animal Hospital</i> as a permitted use under the existing Community Shopping Area Special Provision (CSA1(6)) Zone

### C. Development Proposal Summary

#### Development Overview

The recommended action will permit the establishment of an Animal Hospital as an additional permitted use under the CSA1(6) Zone on the subject lands at 952 Southdale Road West, within a unit of the proposed 1-storey commercial block.

#### Proposal Statistics

Land use	Commercial
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Form	Multi-unit plaza
Height	8.0 metres
Building coverage	12.26%
Ground Floor Area	4,503.83m <sup>2</sup>
Landscape open space	64.66%

### **Mobility**

Parking spaces	198 spaces + 12 drive-thru stacking spaces
New electric vehicles charging stations	N/A
Secured bike parking spaces	18 bicycle parking spaces
Completes gaps in the public sidewalk	N/A
Connection from the site to a public sidewalk	Yes
Connection from the site to a multi-use path	N/A

### **Environment**

Tree Protection Area	No
Loss of natural heritage features	N/A
Species at Risk Habitat loss	N/A
Minimum Environmental Management Guideline buffer met	N/A
Existing structures repurposed or reused	No
Green building features	Unknown

# Appendix C – Additional Plans and Drawings

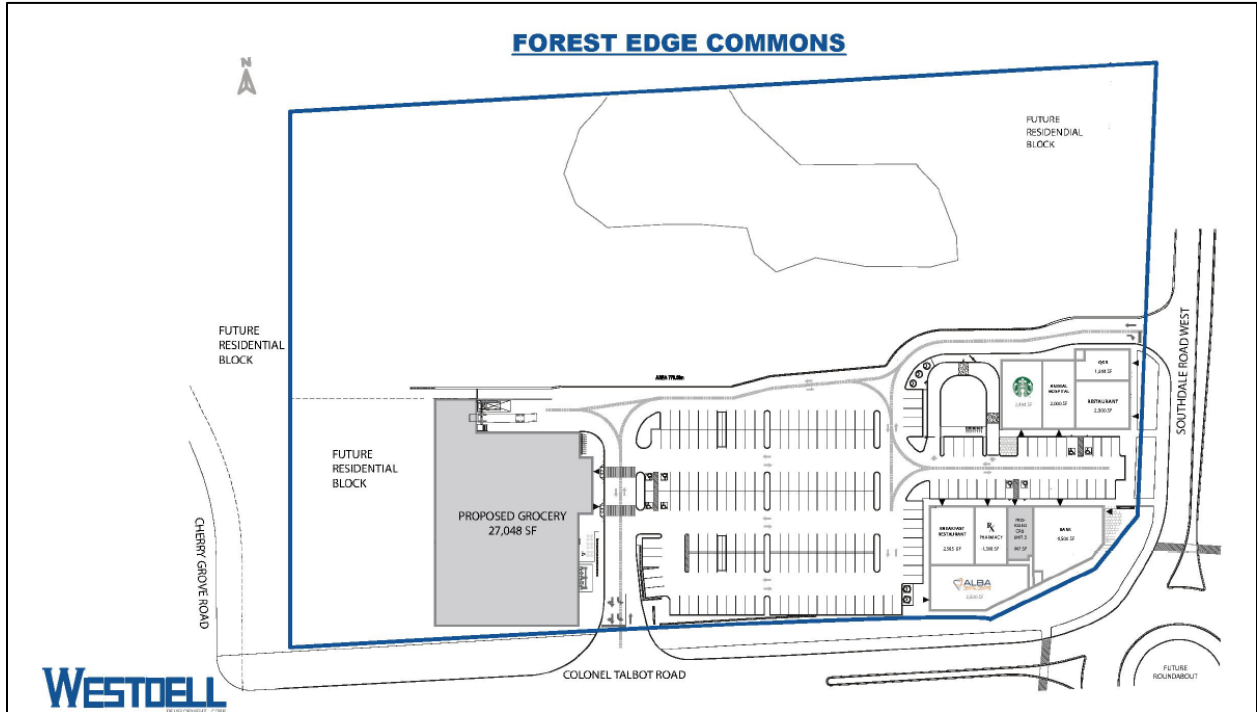
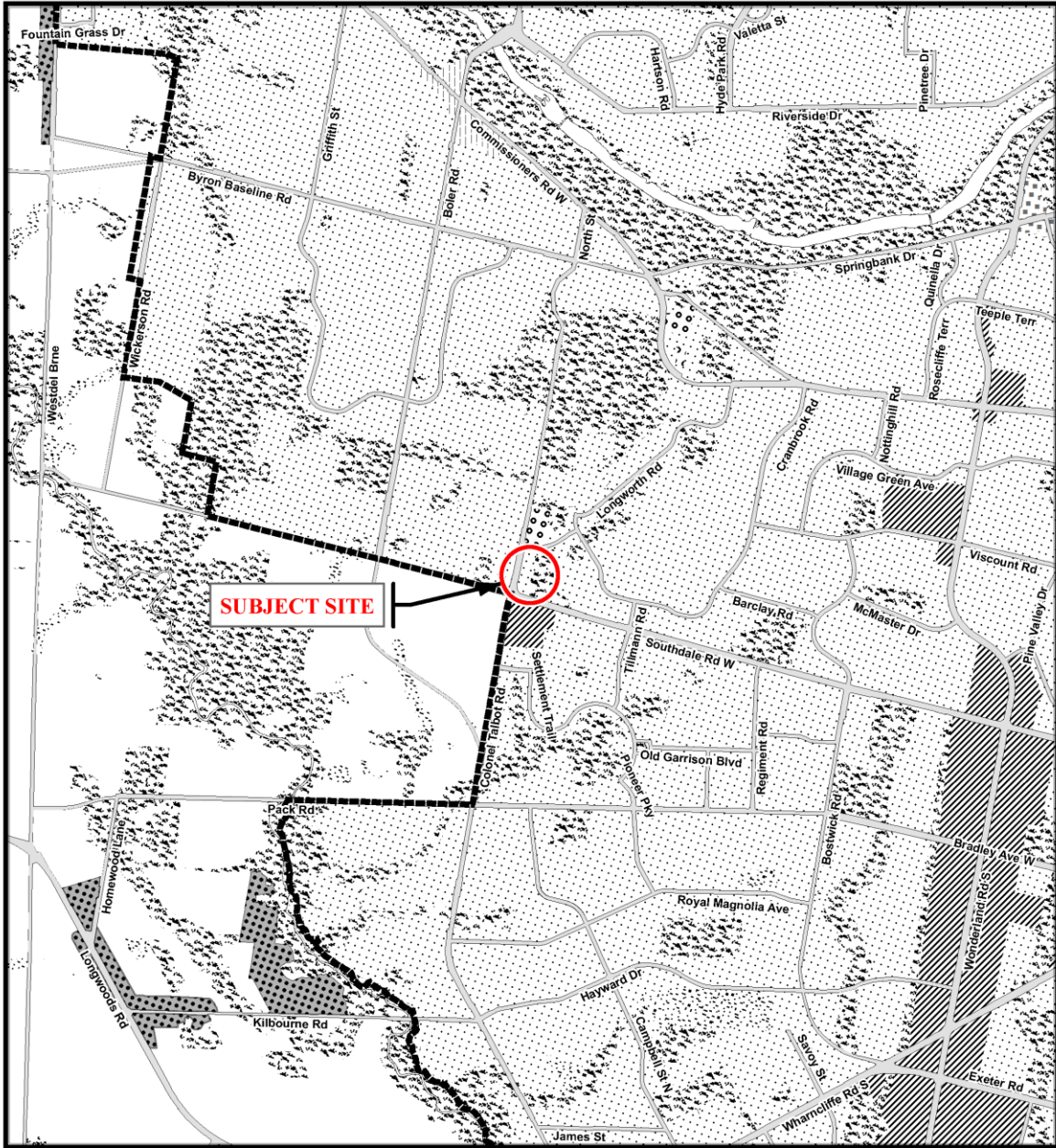


Figure 5 - Conceptual Leasing Plan (Received September 2024)



**Legend**

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

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

**CITY OF LONDON  
Official Plan**

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

PREPARED BY: Planning & Development



Scale 1:30,000



**File Number:** Z-9787

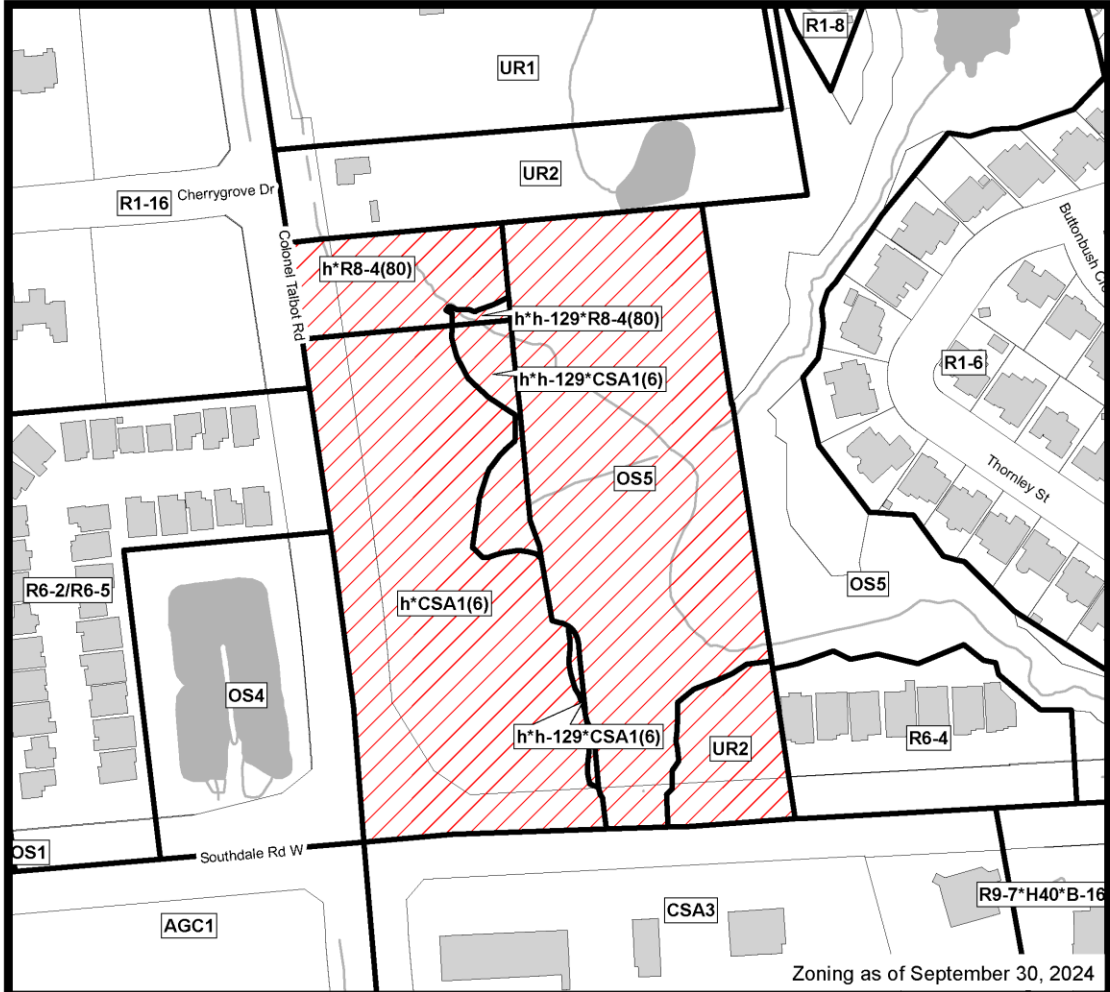
**Planner:** CC

**Technician:** RC

**Date:** 2024/10/25

Project Location: E:\Planning\Projects\p\_officialplan\workconsol00\excerpts\_LondonPlan\mxds\Z-9787\_Map1\_PlaceTypes.mxd

*The London Plan Map 1- Place Types*



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

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

- |   |                                   |
|---|-----------------------------------|
| R1 - SINGLE DETACHED DWELLINGS            | RF - REGIONAL FACILITY            |
| R2 - SINGLE AND TWO UNIT DWELLINGS        | CF - COMMUNITY FACILITY           |
| R3 - SINGLE TO FOUR UNIT DWELLINGS        | NF - NEIGHBOURHOOD FACILITY       |
| R4 - STREET TOWNHOUSE                     | HER - HERITAGE                    |
| R5 - CLUSTER TOWNHOUSE                    | DC - DAY CARE                     |
| R6 - CLUSTER HOUSING ALL FORMS            | OS - OPEN SPACE                   |
| R7 - SENIOR'S HOUSING                     | CR - COMMERCIAL RECREATION        |
| R8 - MEDIUM DENSITY/LOW RISE APTS.        | ER - ENVIRONMENTAL REVIEW         |
| R9 - MEDIUM TO HIGH DENSITY APTS.         | OB - OFFICE BUSINESS PARK         |
| R10 - HIGH DENSITY APARTMENTS             | LI - LIGHT INDUSTRIAL             |
| R11 - LODGING HOUSE                       | GI - GENERAL INDUSTRIAL           |
| DA - DOWNTOWN AREA                        | HI - HEAVY INDUSTRIAL             |
| RSA - REGIONAL SHOPPING AREA              | EX - RESOURCE EXTRACTIVE          |
| CSA - COMMUNITY SHOPPING AREA             | UR - URBAN RESERVE                |
| NSA - NEIGHBOURHOOD SHOPPING AREA         | AG - AGRICULTURAL                 |
| BDC - BUSINESS DISTRICT COMMERCIAL        | AGC - AGRICULTURAL COMMERCIAL     |
| AC - ARTERIAL COMMERCIAL                  | RRC - RURAL SETTLEMENT COMMERCIAL |
| HS - HIGHWAY SERVICE COMMERCIAL           | CC - CONVENIENCE COMMERCIAL       |
| RSC - RESTRICTED SERVICE COMMERCIAL       | TGS - TEMPORARY GARDEN SUITE      |
| CC - CONVENIENCE COMMERCIAL               | RT - RAIL TRANSPORTATION          |
| SS - AUTOMOBILE SERVICE STATION           | "h" - HOLDING SYMBOL              |
| ASA - ASSOCIATED SHOPPING AREA COMMERCIAL | "D" - DENSITY SYMBOL              |
| OR - OFFICE/RESIDENTIAL                   | "H" - HEIGHT SYMBOL               |
| OC - OFFICE CONVERSION                    | "B" - BONUS SYMBOL                |
| RO - RESTRICTED OFFICE                    | "T" - TEMPORARY USE SYMBOL        |
| OF - OFFICE                               |                                   |

**CITY OF LONDON**

PLANNING SERVICES / DEVELOPMENT SERVICES

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



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

FILE NO:

Z-9787

CC

MAP PREPARED:

2024/10/25

RC

1:2,500

0 12.525 50 75 100 Meters

Current Zoning By-law Z.-1 Excerpt

## **Appendix D – Internal and Agency Comments**

### **Site Plan**

Working through Site Plan Approval - no comments.

### **Heritage – Received September 23, 2024**

There are no cultural heritage or archaeological comments for this application. Heritage and archaeological matters were addressed previously.

### **Urban Design – Received September 23, 2024**

If no changes are proposed to the site layout or elevations, Urban Design has no comments on the proposed change of use. Urban Design will continue to work with the applicant through the Site Plan process.

### **London Hydro – Received September 24, 2024**

London Hydro has no objection to this proposal or possible official plan and/or zoning amendment. Any new or relocation of the existing service will be at the expense of the owner.

### **Parks Planning – Received September 25, 2024**

No comments.

### **UTRCA– Received October 17, 2024**

The UTRCA has no objections to this application to allow an animal hospital use on the subject lands. We remind the applicant that 1.) the conditions of Section 28 Permit #50-24 need to be satisfied; and 2.) there are holding provisions in the zoning that need to be cleared.

### **Engineering – Received October 21, 2024**

Engineering has no concerns with the proposed zoning by-law amendment. Approval is recommended.

### **Ecology – Received October 23, 2024**

Ecology has no concerns with respect to the Animal Hospital use.