



Planning Justification Report

1390 Dundas Street City of London, Ontario

Southbridge Healthcare LP

October 2024



Zelinka Priamo Ltd.

LAND USE PLANNERS

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1.0 INTRODUCTION AND SUMMARY

Zelinka Priamo Ltd., on behalf of Southbridge Healthcare LP, is pleased to submit this report in support of an application to the City of London to amend the Z-1. Zoning By-law for the lands known municipally as 1390 Dundas Street, hereinafter referred to as the 'subject lands', to expand the range of permitted uses on the subject lands to include a limited range of commercial uses to be located within the existing building. This report evaluates the proposed Zoning By-law Amendment within the context of existing land use policies and regulations, including:

- The Provincial Planning Statement 2024 (PPS);
- City of London Official Plan (The London Plan and London Psychiatric Hospital Secondary Plan); and,
- The City of London Zoning By-law Z-1.

This report concludes that the proposed Zoning By-Law Amendment is appropriate and desirable for the following reasons:

- The proposed Zoning By-Law Amendment is generally consistent with the policies of the Provincial Planning Statement 2024;
- The proposed Zoning By-Law Amendment is in conformity with The London Plan and London Psychiatric Hospital Secondary Plan (LPHSP);
- The proposed Zoning By-Law Amendment will permit a range of appropriate and complementary uses on the subject lands, which will benefit the surrounding area; and,
- The proposed uses are considered compatible with the context of the surrounding area.

2.0 SUBJECT LANDS

The subject lands are located on the southwesterly portion of the former London Psychiatric Hospital (LPH) lands, on the north side of Dundas Street East, approximately 165m east of Highbury Avenue North (**Figure 1**). The subject lands are comprised of a single parcel with a total area of 1.61ha (3.97ac) and a frontage of approximately 88.7m (291ft) on Dundas Street East. The subject lands are currently under development by Southbridge Healthcare for a 5-storey long-term care facility containing 256 beds. The lands are generally flat in topography, except to the rear where a 3.0m high berm is located to provide a buffer to the rail corridor.

The subject lands abut a historic Treed Allee to the east which was once the driveway and primary entrance to the former LPH. Lands to the west are developed for the Salvation Army's London Village and contain a variety of institutional uses including a childcare centre, respite centre, Alzheimer's centre, and a church. The northern boundary of the subject lands is defined by the Canadian Pacific Railway corridor which bisects the larger LPH parcel, which is subject to future

residential development. The lands to the south of Dundas Street east are primarily occupied by auto-oriented commercial uses and restaurants.

Figure 1 - Location



The vehicular portion of the Dundas Street right-of-way consists of four lanes: two in each direction, along with a left-hand turn lane providing access to Florence Street across from the subject lands. Sidewalks are located on the north and south sides of Dundas Street which provides a formal travel route for pedestrians. Access to public transit (Routes #2, #2A, #2B, and #94) are all available within a 5-minute walk of the subject lands.

The subject lands are currently serviced by full municipal services.

The subject lands are within the “Urban Corridor” Place Type according to Map 1 – Place Types in the London Plan with frontage on a “Civic Boulevard” street classification. The “Urban Corridor” Place Type permits a broad range of commercial, recreational, institutional, and residential uses, including long-term care facilities. Under the City of London Zoning By-law Z.-1, as amended, the subject lands are zoned “Regional Facility (RF)”. The “RF” zone permits a variety of institutional and specialized residential facilities, including long-term care homes. The subject lands are also

located within the *London Psychiatric Hospital Secondary Plan (LPHSP)* area and are designated “*Transit-Oriented Corridor Policy Area 3 – Mid-rise Mixed Use*”.

Figure 2 – Location with Aerial Imagery



3.0 SPATIAL ANALYSIS

The land uses within a 400m and 800m radii of the subject lands, representing an approximate 5-minute and 10-minute walking distance, respectively, are shown in **Figure 3**. Due to sidewalk networks and other barriers, the radii may not represent true walking times. The LPHSP area is outlined in yellow.

Figure 3 – Spatial Analysis



The surrounding area is characterized by an evolving land use profile, with significant amount of decommissioned industrial and institutional uses, as well as commercial low density, light industrial, parkland and institutional.

Most of the northern half of the 400m study area is planned for a mixed-use, transit village. This includes the former London Psychiatric Hospital lands and active institutional uses along Dundas Street such as Salvation Army London Village, Académie de la Tamise, and main offices of Thames Valley District School Board. Notably, the former London Psychiatric Hospital lands are currently undergoing comprehensive redevelopment by Old Oak Properties as a mixed-use, transit-oriented neighbourhood.

The southern portion of the 400m radius consists of commercial, light industrial, and institutional and uses along Dundas Street and the Canadian National Railway Line spur line. These developments have an auto-oriented character, with large front yards, low-rise build forms, and a high proportion of hardscape and surface parking. The remainder of the 400m study area is developed for low-density residential (single-detached dwellings) south of the rail corridor and west of Highbury Ave North.

The 800m study area consists of a broader range of uses, including: industrial and logistics; community institutions (churches, community centre, legion branch); residential development at a range of densities; public open space (Kiwanis Park), and a mix of commercial uses.

Figure 4 – Surrounding Context – Looking East (LTC building on subject lands visible at left)



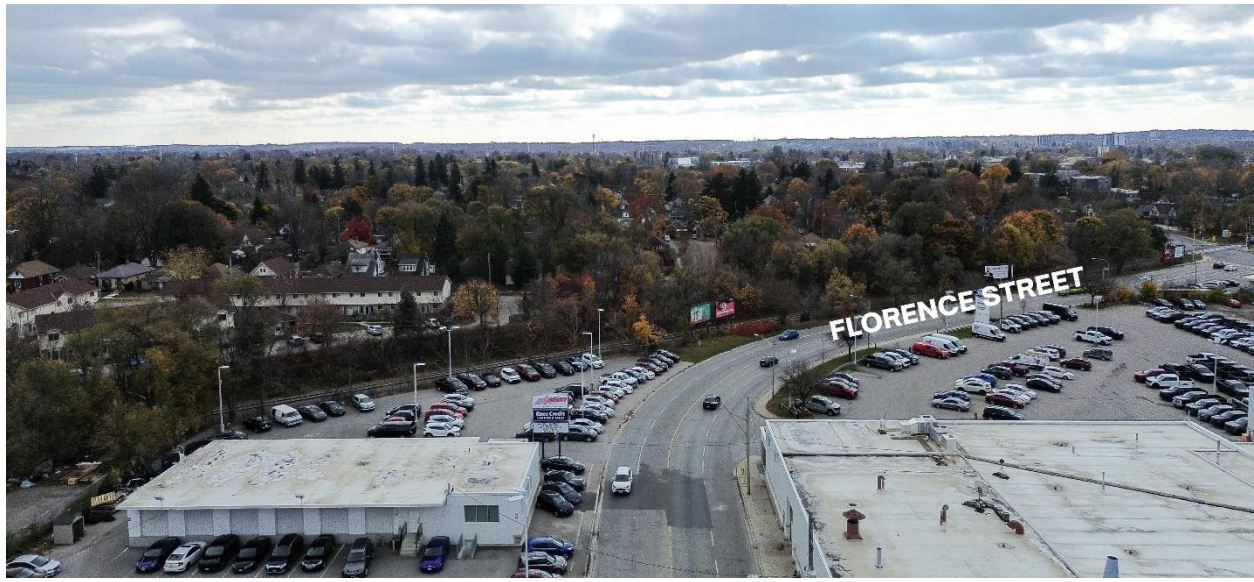
Figure 5 – Surrounding Context – Looking West



Figure 6 – Surrounding Context – Looking North



Figure 7 – Surrounding Context – Looking South



4.0 PROPOSED DEVELOPMENT

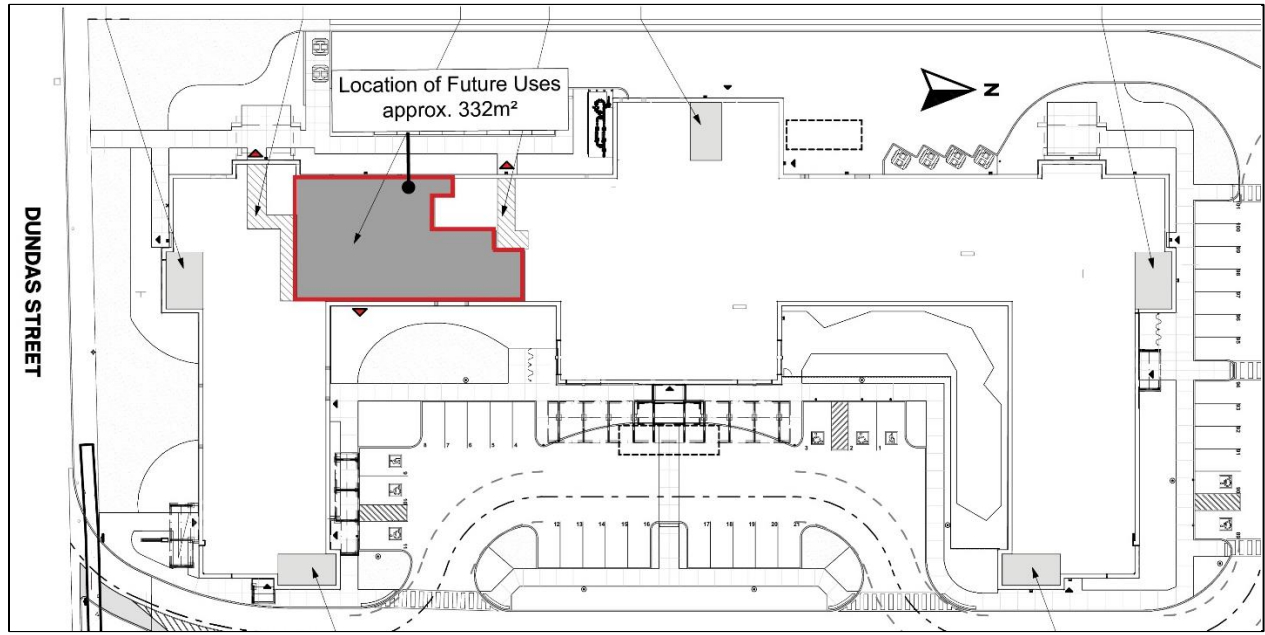
The subject lands are not proposed to be further developed beyond the existing approved site plan at this time. This purpose of this Zoning By-law Amendment application is to expand upon the range of permitted uses on the subject lands to permit the following uses within the building under construction:

- Day Care Centre
- Office, Medical/Dental
- Wellness Centre
- Pharmacy
- Office
- Clinic
- Retail Store
- Restaurant, Fast Food
- Research and Development Establishment
- Laboratory

Southbridge wishes to provide additional uses on the ground floor of the building currently under construction, with space previously planned to accommodate accessory and/or related uses. While not all of these uses are to be implemented immediately, the purpose is to provide Southbridge the flexibility in the future to implement these uses in the long-term care building should they determine their necessity. These uses would be located on the ground floor only and occupy the southern wing of the development facing Dundas Street. The proposed commercial uses would offer services to the general public, as well as to the residents of the long-term care home. One of the primary uses for the proposed commercial area is a physical therapy use and medical laboratory.

A site plan showing the long-term care facility under construction, and the location of the proposed uses, is provided in **Figure 5**.

Figure 5 – Location of proposed uses



The area of the building subject to this Zoning By-law Amendment is approximately 332m²/3,573ft²

5.0 PROPOSED ZONING BY-LAW AMENDMENT

The subject lands are proposed to be rezoned to a site-specific “*Regional Facility 1 (RF1-(_))*” Zone to add the following permitted uses:

- Day Care Centre
- Office, Medical/Dental
- Wellness Centre
- Pharmacy
- Office
- Clinic
- Retail Store
- Restaurant, Fast Food
- Research and Development Establishment
- Laboratory

6.0 LAND USE PLANNING ANALYSIS

The following sections of this report provide analysis on the proposed Zoning By-law Amendment with respect to applicable policy and regulatory documents in the City of London including the Provincial Planning Statement 2024, City of London Official Plan 2016 (the London Plan), and, the City of London Zoning By-law Z.-1.

6.1 PROVINCIAL PLANNING STATEMENT, 2024

The Provincial Planning Statement (PPS), issued under Section 3 of the *Planning Act*, “provides policy direction on matters of provincial interest related to land use planning and development.”

In accordance with Section 3 of the *Planning Act*, all decisions affecting land use planning matters shall be consistent with the PPS. The proposed development is consistent with the PPS as follows:

- The subject lands are planned to be part of a larger ‘complete community’ together with the redevelopment of the London Psychiatric Hospital Lands. The lands are proposed to be developed into a transit village, which will comprise a wide variety of land uses and residential densities. The proposed Zoning By-law Amendment will permit a greater mix of uses to meet the long-term needs of the surrounding area (2.1.6 a, b, c);
- The subject lands are located within a designated Settlement Area, being the City of London. The subject lands are also less than 800m to a future designated transit station area (2.3.1.1);
- The proposed Zoning By-law amendment will make further efficient use of the subject lands by allowing several additional compatible uses which will assist residents within the facility as well as those outside the facility while also efficiently using existing and planned infrastructure (2.3.1.2 a, b);
- The subject lands will assist in the City of London achieving its goal for complete communities by accommodating employment growth and areas for commercial uses through the inclusion of the requested uses (2.4.1.2 a, b); and,
- Economic development and competitiveness will be promoted on the subject lands through the inclusion of the requested uses, thereby providing an appropriate mix of employment and institutional uses in a growing area of the City (2.8.1.1 a).

Given the above, the proposed Zoning By-law Amendment application conforms to the 2024 Provincial Planning Statement.

6.2 THE LONDON PLAN, 2016

The London Plan is the policy framework for all planning in London. It emphasizes growing inward and upward to reduce the costs of growth, creating walkable communities, revitalizing urban neighbourhoods and business areas, protecting farmlands, and reducing greenhouse gases and energy consumption.

The subject lands are designated “Urban Corridor” Place Type according to Map 1 – Place Types in the London Plan (**Figure 6**) with frontage on a “Civic Boulevard” street classification. The “Urban Corridor” place type permits a broad range of commercial, recreational, institutional, and residential uses, including long-term care facilities and their ancillary uses. The subject lands are also located within the London Psychiatric Hospital Secondary Plan (LPHSP) area and are designated “Transit Oriented Corridor Policy Area 3 – Mid-rise Mixed Use” (**Figure 7**). As the LPHSP supersedes the more general policies of The London Plan, more in-depth analysis is provided for that document.

Figure 6 – The London Plan Map 1 (excerpt)

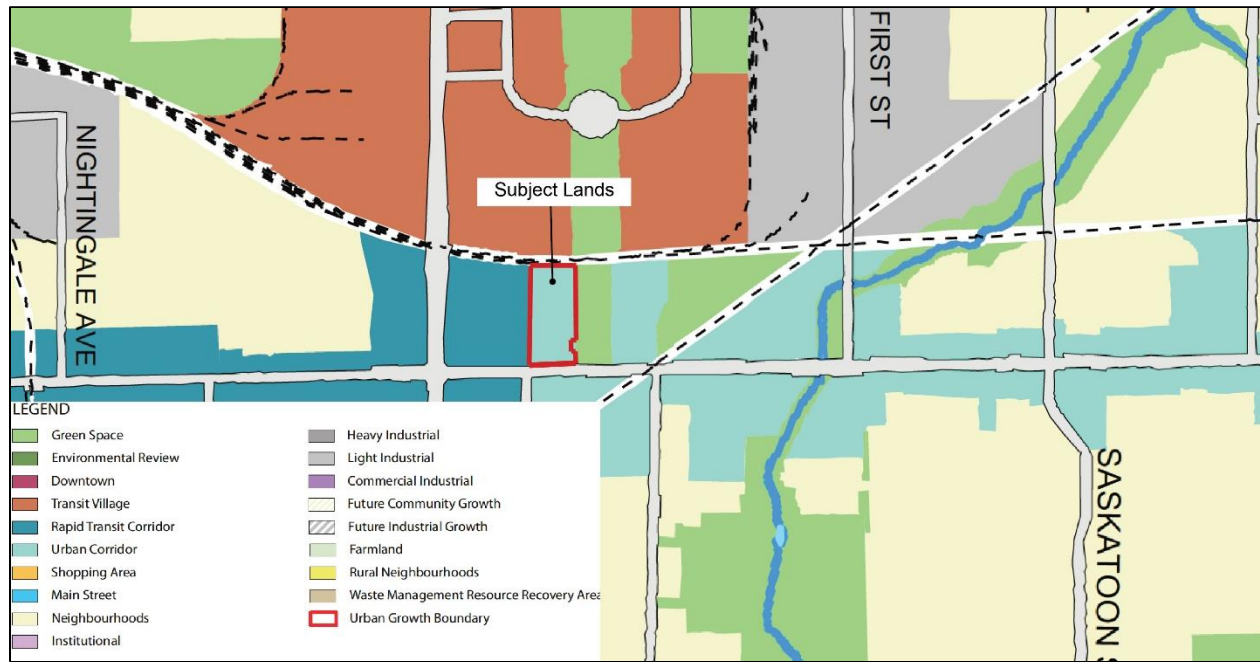
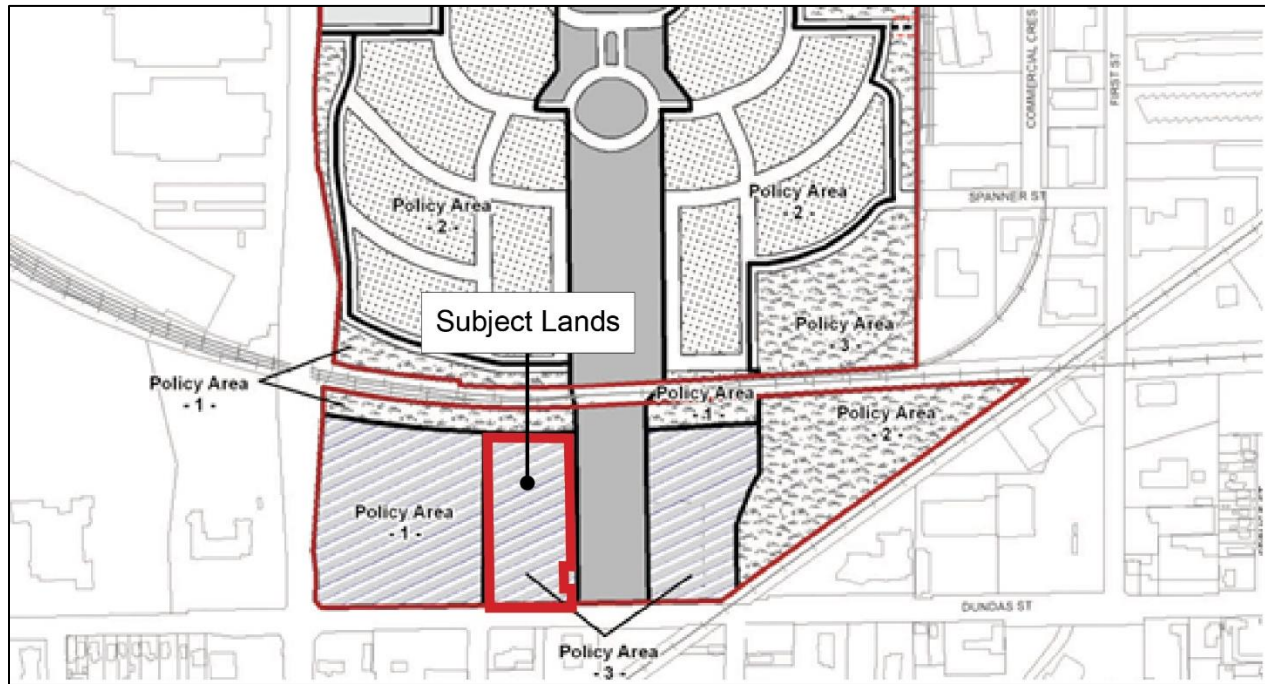


Figure 7 – London Psychiatric Hospital Secondary Plan – Area Designations



The following analysis confirms the proposed ZBA is consistent with The London Plan and :

- The “Urban Corridor” Place Type will constitute a form of development similar to that of Rapid Transit Corridors (being vibrant, mid-rise mixed-use communities), but at a slightly lower density. The “Urban Corridor” Place Type constitutes an important part of London’s communities, providing for an opportunity for a range of retail, service, institutional, residential, cultural and recreational uses within an easy walking distance to the proposed rapid transit system (826_);
- An expanded range of uses would allow for efficient and flexible use of the subject lands and makes efficient use of existing servicing. The additional uses would benefit not only residents of the facility, but also those living in the surrounding community (827_);
- The primary use of the subject lands, being a long-term care facility, represents a form of development that compliments the “Urban Corridor” Place Type, and supports the proposed rapid transit system, giving transit users more choice in retail opportunities along a rapid transit system (828_);
- The London Plan provides that the “Urban Corridor” Place Type shall include a mix of residential and range of other uses along corridors to establish demand for rapid transit services. The future rapid transit system will bring people in the community to the site, making it easier for people get to work or visit loved ones in the facility. The additional

requested uses will encourage more people to visit the site, whether it be for employment or retail opportunities (830.4_); and

- Permitted uses within the Urban Corridor Place Type include a range of residential, retail, service, office, cultural, recreation and institutional uses. Where there is a mix of uses within an individual building, retail and service uses will be encouraged to front the street at grade. The proposed uses are consistent with what is permitted within the Place Type, and, front the street at grade (Dundas St.) (837_).

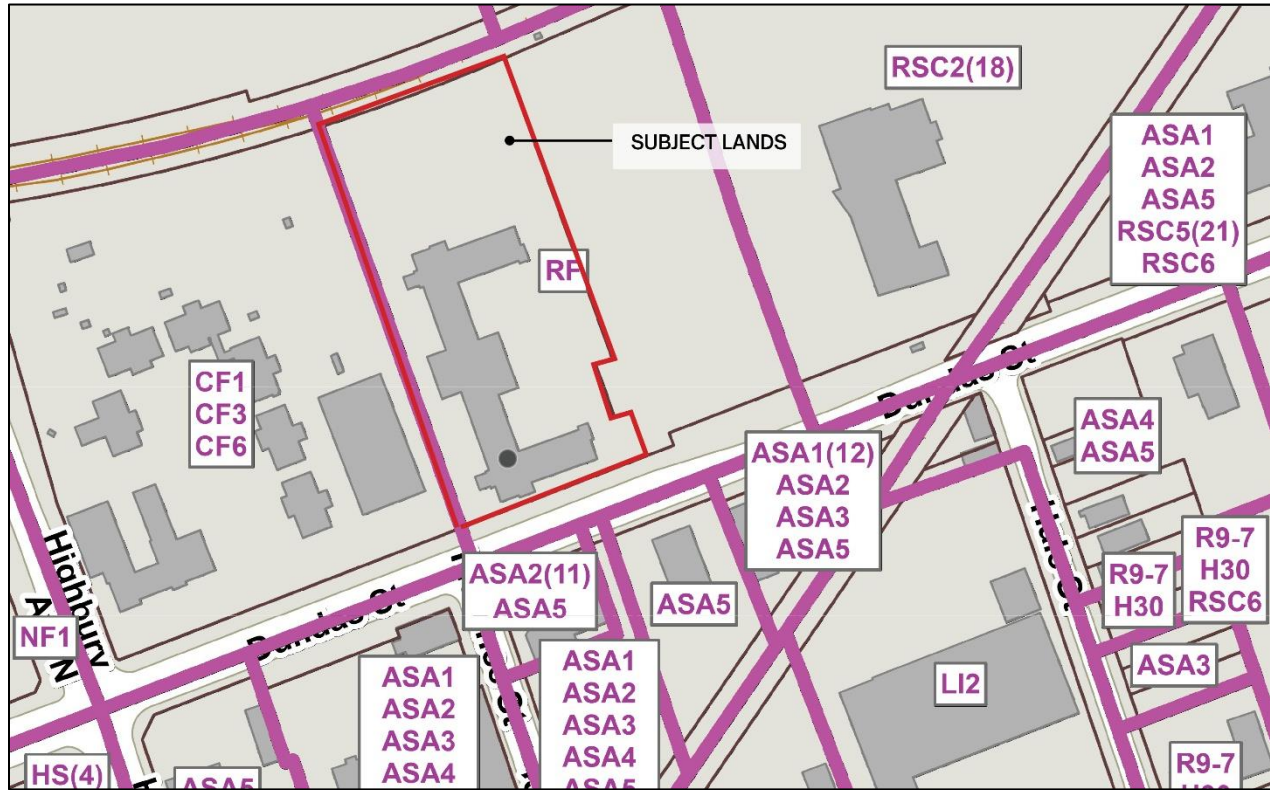
The subject lands are also located within the London Psychiatric Hospital Secondary Plan (LPHSP) area and are designated “Transit-Oriented Corridor Policy Area 3 – Mid-rise Mixed Use”. This designation permits multiple-unit residential developments with a low-rise profile. Specialized facilities, such as long-term care residences, are permitted here along with several secondary uses on the ground floor, including, but not limited to financial institutions, personal services, food stores, retail stores, convenience stores, day care centres, pharmacies, studios and galleries, specialty food stores, fitness and wellness establishments, and, small scale office uses with a maximum total gross floor area for the site of 2,000m² (20.4.3.3.3 II). Based on the above, the requested permitted uses are appropriate for the subject lands given that they are fit the intent and purpose of the designation within the LPHSP, are transit-oriented in nature due to their proximity to the nearby rapid transit corridor, and, are street facing; providing convenient access to residents of the long-term care building and members of the public.

Given the above, the proposed Zoning By-law Amendment is consistent with the planned function of the “Urban Corridor” Place Type and “Transit-Oriented Corridor Policy Area 3 – Mid-rise Mixed Use” designation.

6.4 CITY OF LONDON ZONING BY-LAW Z.-1

The subject lands are zoned “Regional Facility (RF)” Zone in the City of London Zoning By-law Z.-1 (Figure 8).

Figure 8 – Zoning



Currently, permitted uses within the *RF* zone are:

- Adult secondary schools;
- Ancillary residential and/or hostels and accommodations together with permitted uses in this zone;
- Places of worship;
- Commercial parking structures and/or lots;
- Commercial schools;
- Community colleges;
- Day care centres;
- Elementary schools;
- Emergency care establishments;
- Group Home Type 2;
- Hospitals;
- Institutional uses;
- Libraries;
- Nursing homes*;
- Private schools;
- Recreational buildings;
- Secondary Schools;
- Stadia;
- Supervised residences; and

- Universities.

*The lands are currently under construction for this use.

The subject lands are proposed to be rezoned to a site-specific “*Regional Facility 1 (RF1)*” Zone to expand the range of uses on the subject lands, specifically to permit the following uses:

- Day Care Centre
- Office, Medical/Dental
- Wellness Centre
- Pharmacy
- Office
- Retail Store
- Restaurant, Fast Food
- Research and Development Establishment
- Laboratory
- Clinic

Examples of each use are provided below:

Day Care Centre: London Bridge, Early Childhood Learning Centre

Office, Medical/Dental: General offices for medical and dental practitioners

Wellness Centre: Medpoint wellness centre or physiotherapy office, such as Lifemark Physiotherapy

Pharmacy: Chapman’s Pharmacy, Hamilton Pharmacy, Medsave Pharmacy

Office: General Offices

Retail Store: Any neighbourhood convenience store, electronics store, etc.

Restaurant, Fast Food: Tim Horton’s within any institutional/hospital setting

Research and Development: Western Research Parks

Laboratory: LifeLabs

Clinic: Walk-in clinics; general healthcare, optometrist, etc.

No other site-specific regulations, including lot requirements, yard setbacks, or parking reductions are proposed. The proposed Zoning By-law Amendment application can then be regarded as only a reasonable broadening of the permitted uses, recognizing that the primary use, and its form, scale, massing, and intensity is already permitted on the lands. No undue adverse impacts on adjacent lands are anticipated as a result of the proposed ZBA. As such, and as noted throughout this report, the proposed Zoning By-law Amendment to permit an expanded range of uses on the subject lands, through the establishment of a new zone, is appropriate. The proposed uses are to be limited to the existing long-term care facility only.

6.4.1 PARKING CALCULATION

The following parking calculation provides a breakdown on the required spaces based on a scenario in which the most intensive use would occupy the entire area subject to the ZBA.

The area of the building subject to this Zoning By-law Amendment is approximately 332m²/3,573ft²

USE IN ZONING BY-LAW	PARKING SPACE REQUIREMENT	PARKING CALCULATION	REQUIRED SPACES
LONG-TERM CARE HOME	1 space per 3 beds	256 beds / 3 = 86 required spaces	86 spaces
CLINIC	1 space per 30m ² of GFA	332m ² / 30 = 11 required spaces	11 spaces
RESTAURANT, FAST FOOD	1 space per 20m ² of GFA	332m ² / 20 = 16 required spaces	16 spaces

Total Parking Required 102 spaces

Total Parking Provided 109 spaces

The above parking calculation shows that the number of parking spaces required for the most intensive requested use is 16 spaces, should the use occupy the entire 332m² area. Should that be the case, the number of provided parking spaces on the subject lands (109 spaces) would be sufficient to meet the standard requirements of the Zoning By-law.

7.0 CONCLUSION

The proposed Zoning By-law Amendment seeks to expand the range of existing uses on the subject lands to allow for future flexibility within the long-term care facility. The uses will primarily serve and support the LTC facility and its residents, however, some uses (such as the physiotherapy studio) will also serve the public, as its location is proximate to the Dundas Street frontage. With the subject lands being along a future bus rapid transit route, the subject lands present an excellent opportunity for the broadening of permitted uses. The proposed Zoning By-law Amendment to expand the range of permitted uses on the subject lands is appropriate as the proposed amendment conforms with the general intent of the London Plan, the LPHSP, and will complement surrounding land uses.

Based on the above, and as detailed throughout this Planning Justification Report, the proposed Zoning By-law Amendment is consistent with the intent and policies as set forth in provincial and municipal planning legislation. As such, the proposed amendment is considered appropriate and represents good land use planning, and, is in the public's interest.