

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	APPLICATION BY: CITY OF LONDON HYDE PARK INDUSTRIAL AREA PUBLIC PARTICIPATION MEETING ON JULY 22, 2014

# **RECOMMENDATION**

That, on the recommendation of the Managing Director, Planning and City Planner, with respect to the application by the City of London relating to properties designated Light Industrial on the west side of Hyde Park Road, between Gainsborough Road and Fanshawe Park Road West, the proposed by-law <u>attached</u> hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on July 29, 2014 to amend Section 10 Policies for Specific Areas of the Official Plan to replace the existing text in section 10.1.3 lxxii), with new text which reflects the existing commercial/industrial mix of uses within the area.

#### PREVIOUS REPORTS PERTINENT TO THIS MATTER

April 2000 - O-5873 - Report of April 2000 which implemented the Hyde Park Community Plan

June 2013 - Council direction to examine the possibility of a wider range of uses in the Hyde Park area, in particular the possibilities for Commercial Recreation.

March 2014 - OZ-8219 - Report of March 2014 which had the effect of limiting a number of secondary uses from locating, in future, within the Hyde Park Industrial area which are already prevalent within the area.

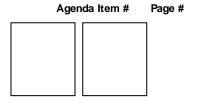
May 2014 – O-8340 – Report presented the above recommendation was referred back to staff to include 1195 Gainsborough Road (Attached as Appendix B)

# PURPOSE AND EFFECT OF RECOMMENDED ACTION

To amend the existing policy in Section 10.1.3 of the Official Plan to reflect the existing commercial/industrial mix of uses within the area.

# **RATIONALE**

- 1. A recent review of non-industrial uses in areas designated for industrial development identified this area as a mixed use area.
- 2. The proposed policy reflects the existing function of the area as a commercial-industrial area and directs the location of uses within the area.
- 3. The proposed policy provides opportunity for appropriate mixed use development.
- 4. The proposed amendment is consistent with the Provincial Policy Statement (2014) by providing for full range of industrial employment uses.



BACKGROUND
27.01.01.001.2

Date Application Accepted: April 7, 2014 Agent: N/A

**REQUESTED ACTION:** Consider a wider range of uses in the Hyde Park Industrial Area.

# **SURROUNDING LAND USES:**

- North Auto-oriented commercial and agricultural uses.
- **South** Main street commercial along Gainsborough and low density residential across Gainsborough
- **East** New format regional commercial node, auto oriented commercial, and some residential uses in behind.
- West A stormwater retention pond and agricultural uses.

# **OFFICIAL PLAN DESIGNATION:** Light Industrial (LI)

• From Chapter 7

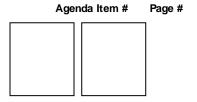
Main permitted uses in the Light Industrial category include: industrial uses that involve assembling, fabricating, manufacturing, processing and/or repair activities; are located within enclosed buildings; require only a limited amount of outdoor storage; and are unlikely to cause adverse effects with respect to air, odour or water pollution, or excessive noise levels. Other types of permitted uses include research and communication facilities; printing and publishing establishments; warehouse and wholesale outlets; technical, professional and business services such as architectural, engineering, survey or business machine companies; service trades; and contractor's shops that do not involve open storage; and, residential and other source recycling facilities subject to the provisions of Section 17.5. Office uses and retail outlets subject to policy 7.5.3. which are ancillary to any of the above uses are also allowed. Zoning on individual sites may not allow for the full range of permitted uses.

From Chapter 10

lxxii) In the Light Industrial designation on the west side of Hyde Park Road, between Gainsborough Road and Fanshawe Park Road West, it is expected over the long term that the existing industrial area and vacant lands will develop as a prestige industrial area with a higher degree of office-based light industrial uses with higher design standards.

**EXISTING ZONING: Various** 

Light Industrial zones including: LI1, LI1(3), LI1(7), LI1(8), LI1(9), LI3, LI4, LI7 and LI7(5).



#### **PLANNING HISTORY**

April 2000 – Under O-5873 the Hyde Park Community Plan was put in place which applied Official Plan designations to the property and the surrounding area. This includes the existing special policy for Hyde Park in Section 10.1.3 lxxii) Hyde Park.

#### SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

Wastewater and Drainage Engineering: "WADE has "No Comment" with respect to this application"

Stormwater and Water Management Unit: "The applicant is advised that the SWM Unit has no objections to the above-noted proposed application, provided that all future developments comply with the environmental targets and SWM criteria identified in the City of London Subwatershed Studies: Group 1 Subwatershed Medway, Stanton and Mud Creeks and the Hyde Park Community Storm Drainage and the Stormwater Management Servicing Municipal Class Environmental Assessment: Schedule B Screening Report, which may include but not be limited to, quantity, quality and erosion control and the Hyde Park SWM Facility 4 & Stanton Drain Remediation Functional Design Report (AECOM, 2011). This and all necessary servicing and drainage requirements/controls, SWM,etc. will be addressed at the Site Plan Approval stage.

**Urban Forestry**: "Urban Forestry has no concerns"

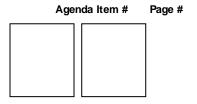
**Upper Thames River Conservation Authority**: "The UTRCA has accepted as-built drawings for the Stanton Drain Remediation Project and this information needs to be incorporated into our Regulation Mapping and into the City's Official Plan and Zoning By-Law Schedules. We are updating the "Regulation Limit" and "Regulatory Floodlines" to be consistent with the as-built conditions but until our GIS mapping is revised, we recommend that the City of London utilize the revised floodlines provided on Figures 12 and 13 of the "City of London Hyde Park SWM Facility 4 and Stanton Drain Remediation Functional Design Report" (AECOM, August 2011) and incorporate the 15 metre allowance beyond the revised flood line to both sides of the new and/or modified Stanton Drain channel which reflects the outer limit of the riverine hazard. This 15 metre allowance is a provincial requirement for Conservation Authority natural hazard mapping."

PUBLIC
LIAISON:

On April 16, 2014, Notice of Application was sent to 163 property owners in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on April 17, 2014.

4 replies were received

**Nature of Liaison:** This Official Plan policy review is to consider possible changes to the Chapter 10 policy on "Ixxii) Hyde Park" to consider a change in the range of permitted uses and add any necessary additional policy to address the issues relating to an expanded range of permitted non-industrial uses.



**Responses:** Two responses received referred to specific properties one just inside the North end of the study area and one outside but adjacent. Both responders indicated that they, as property owners, would like to see a broader range of uses on their specific sites as would be possibly implemented through a subsequent Zoning By-law amendment.

One response indicated a desire for the Light Industrial designated area south and west of the subject site to be redesignated residential.

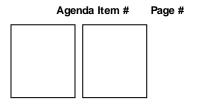
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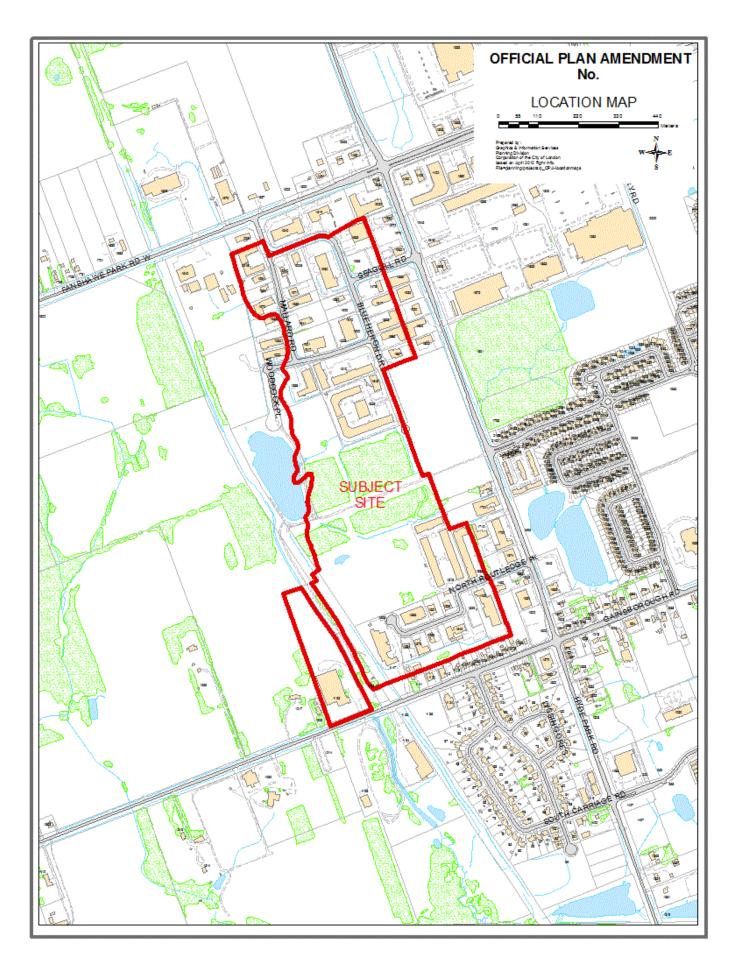
## **ANALYSIS**

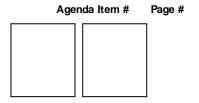
The previous policy for the area provided for office uses in addition to industrial uses as the preferred development pattern for the area. This was based on the lack of full municipal services in the area and the expected timing of full servicing. As the area developed, an increase in commercial uses has occurred through zoning by-law amendments. This was a result of the servicing conditions, which prevented many industrial uses from locating in the area. In 2014 a review of the area was undertaken, and determined that a commercial-industrial mix was the preferred option to both reflect the existing uses and provide for new uses. (A more fulsome analysis was presented in the report for May 27, 2014 attached as Appendix B)

On May 27, 2014 Municipal Council referred File O-8340 back to staff to clarify the area of land to be affected by the proposed policy change. The following figure indicates the area to which the new policy would apply. The mapping and language in the previous staff report (May 27, 2014) indicated that the property located at 1195 Gainsborough Road (the visually distinct parcel in the southwest corner of the site), was excluded. This was not the intent and was not consistent with the current policy that applied to all the lands designated Light Industrial in the area.

The proposed policy is consistent with the existing policy for the lands designated Light Industrial in Hyde Park and would apply to 1195 Gainsborough Road. The revised notice in the newspaper and mailed notice to affected properties indicated both in text and through mapping that the area affected by the policy included 1195 Gainsborough Road.







#### **CONCLUSION**

Given the existing character of the Hyde Park Industrial area the policy better describes the land use pattern that has evolved in the area. The application of commercial-industrial policy reflects the uses present and permits the future development of the area to include this broader range of uses in the Hyde Park Industrial Area.

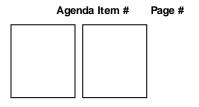
The proposed Official Plan Amendment clarifies the area to which the policy would apply. The area is the same as the area covered by the current policy, in that it applies to all of the lands currently designated Light Industrial in the area west of Hyde Park Road between Gainsborough Road and Fanshawe Park Road West. The previous planning report regarding this matter is attached.

PREPARED BY:	SUBMITTED BY:	
LEIF MAITLAND	GREGG BARRETT, AICP	
PLANNER I, LONG RANGE PLANNING	MANAGER, LONG RANGE PLANNING AND	
AND RESEARCH	RESEARCH	
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RECOMMENDED BY:		
JOHN M. FLEMING, MCIP, RPP		
MANAGING DIRECTOR, PLANNING AND CITY PLANNER		
MANAGING DIRECTOR, I LANGING AND OTT I LANGER		

June 26, 2014

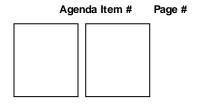
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Attached: Responses Received
Appendix A: Official Plan Amendment
Appendix B: O-8340 Report of May 27, 2014
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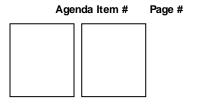
# **Responses Received**

Name	Address	Nature of Comment
Peter Stavrou	116 Chepstow	Request that the properties located at 1510-
T CICI CIAVICA	Close	1540 Fanshawe Park Road West be considered
	0.000	for a broader range of commercial uses through
		the amendment.
John Eeparos	2018 Mallard Road	Requests that a wider range of uses permitted
John Zoparos	2010 Manara Road	through zoning be considered for the property
		at 2018 Mallard Road.
S. Derek Shelly	7 Florence Street	"My main concern is the type of industrial work
	East, Huntsville	that might occur and cause property
	, , , , , , , , , , , , , , , , , , , ,	devaluation on the residential area."
Philip Bielmann	1164 Gainsborough	"In general, I have no objection to this potential
'	Rd. & 1198	amendment. I would however like to state the
	Gainsborough Rd.	following for the record:
		3
		- The complexion of the Hyde Park community
		has evolved significantly within the last 12
		years, from being mostly commercial/industrial,
		with some residential, to having a much higher
		residential presence, when measuring the
		percentage of land use.
		- The city is proposing plans for an increased &
		more diversified commercial/industrial
		presence, within the context of a relatively high
		level of vacancies, existing empty buildings, &
		vacant lands within the industrial & commercial
		sector currently in Hyde Park.
		- New industrial/commercial developments
		accompanied by higher developmental costs,
		relative to lands being sold by the city in the
		east & south, & many other vacancies city wide
		including the city core, plazas & malls, could
		potentially incur an even higher unsustainable
		economic model, translating into property taxes
		not being collected & forced property sales.
		- A balanced approach to include a greater
		percentage of residential developments to
		compliment the existing residential presence in
		Hyde Park, in my opinion, would add immediate
		value to the existing residences, as well as
		integrating long term stability to the community
		& tax base.
		- It is rare to see a failed or abandoned
		residential development in London, yet many
		commercial & industrial of varying size & value
		have been underwater & not successful, which
		translates into a drop in property values &



putting the collection of property taxes at risk.

- The City of London is proposing a massive industrial development by Hwy 401 & Hwy 402, further exacerbating the sustainability of other privately funded developments. In my opinion the City should first promote & assist the utility of existing vacant industrial lands in various areas, even if aged buildings need to be demolished.
- Contless manufacturers & industries have left London in the last 10 years, & most will not return. The Provincial & more to the point, the London industrial & commercial property tax mill rates simply are not competitive with American mill rates, not to mention our stratospheric energy costs in Ontario. However, London's population is growing, & we/they all need a place to live, wherever their income source comes from.
- Statistically, London was & might still be the second most desirable city in Canada to retire in, for whatever reasons, a bit baffling to me. Just the same, many are moving to London to retire & they usually do not need employment, thus employable lands are unnecessary for their presence here. In my estimation, we need to further facilitate & encourage developments to cater to this strength, while we still have this competitive advantage."



# Appendix "A"

Bill No. (number to be inserted by Clerk's Office) 2014

By-law No. C.P.-1284-\_\_\_\_

A by-law to amend the Official Plan for the City of London, 1989 relating to the lands designated Light Industrial on the west side of Hyde Park Road, between Gainsborough Road and Fanshawe Park Road West.

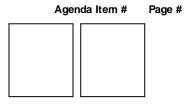
The Municipal Council of The Corporation of the City of London enacts as follows:

- 1. Amendment No. (to be inserted by Clerk's Office) to the Official Plan for the City of London Planning Area 1989, as contained in the text attached hereto and forming part of this by-law, is adopted.
- 2. This by-law shall come into effect in accordance with subsection 17(38) of the *Planning Act, R.S.O. 1990*, c.P.13.

PASSED in Open Council on July 29, 2014.

J. Baechler Mayor

Catharine Saunders City Clerk



#### AMENDMENT NO.

#### to the

#### OFFICIAL PLAN FOR THE CITY OF LONDON

#### A. PURPOSE OF THIS AMENDMENT

The purpose of this Amendment is:

1. To amend a policy in Section 10 of the Official Plan for the City of London to reflect the existing commercial/industrial mix in the Hyde Park Industrial Area.

# B. LOCATION OF THIS AMENDMENT

1. This Amendment applies to lands located on the west side of Hyde Park Road, between Gainsborough Road and Fanshawe Park Road West.

#### C. BASIS OF THE AMENDMENT

- 1. Recent review of non-industrial uses in areas designated for industrial development identified this area as a mixed use area.
- 2. Proposed policy reflects the existing function of the area as a commercial-industrial area and directs the location of uses within the area.
- 3. Proposed policy provides opportunity for appropriate mixed use development.
- 4. Consistent with the Provincial Policy Statement (2014) by providing for full range of industrial employment uses.

# D. <u>THE AMENDMENT</u>

The Official Plan for the City of London is hereby amended as follows:

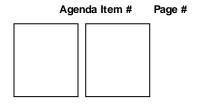
 Section 10.1.3 lxxii – Hyde Park of the Official Plan for the City of London is amended by deleting the existing policy in its entirety and replacing it with the following:

Hyde Ixxii)
Park
Industrial
Area

The Hyde Park Industrial Area is defined as the area designated Light Industrial on the west side of Hyde Park Road, between Gainsborough Road and Fanshawe Park Road West.

In addition to a range of Light Industrial uses, the Hyde Park Industrial Area will accommodate commercial uses that are not primarily retail in nature. These commercial uses tend to have a quasi-industrial character including, large outdoor storage areas, impound areas with high fences, heavy equipment on-site, or large warehouse components that don't integrate well within streetscapes and neighbourhoods. These uses may also generate noise, vibration, emissions and other planning impacts beyond those that would be expected within a commercial land use designation.

Within the Hyde Park Industrial Area, the following uses



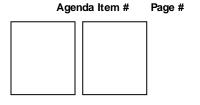
will be permitted:

- 1. Light industrial and commercial uses that exhibit the features listed below:
  - (a) Large outdoor storage areas.
  - (b) Impound areas.
  - (c) Large warehouse or components.
  - (d) Storage, display, or parking of heavy equipment.
  - (e) Noise, vibration or emission impacts that exceed those that are expected within a commercial context.
  - (f) Large volumes of regular truck traffic.
  - (g) Large structures that may have a negative visual impact, such as domes or large outbuildings.
- 2. Commercial recreation uses.

The following uses are not permitted within the Hyde Park Industrial Area:

- Commercial uses intended for the Downtown, New Format Regional Commercial Node, Enclosed Regional Commercial Node, Community Commercial Node, Neighbourhood Commercial Node, and Main Street Commercial Corridor designations.
- 2. Commercial uses that are sensitive to noise, vibration, emissions, the visual impact of outdoor storage, and the other potential impacts that may be generated by uses in this area.

The full range of uses described above will not necessarily be permitted on all sites within the Hyde Park Industrial Area.



## Appendix 'B'

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	APPLICATION BY: CITY OF LONDON HYDE PARK INDUSTRIAL AREA PUBLIC PARTICIPATION MEETING ON MAY 27, 2014

# **RECOMMENDATION**

That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the application of the City of London relating to properties designated Light Industrial located south of Fanshawe Park Road, west of Hyde Park Road, north of Gainsborough Road and east of the Urban Growth Boundary:

(a) the proposed by-law <u>attached</u> hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on June 10, 2014 to amend the Official Plan and replace the existing text in section 10.1.3 lxxii), of the Official Plan with new text which reflects the existing commercial/industrial mix of uses within the area;

#### PREVIOUS REPORTS PERTINENT TO THIS MATTER

April 2000 - O-5873 - Report of April 2000 which implemented the Hyde Park Community Plan

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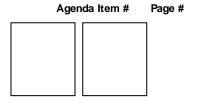
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# PURPOSE AND EFFECT OF RECOMMENDED ACTION

To amend the existing policy in Section 10.1.3 of the Official Plan to reflect the existing commercial/industrial mix of uses within the area.

# **RATIONALE**

- 5. Recent review of non-industrial uses in areas designated for industrial development identified this area as a mixed use area.
- 6. Proposed policy reflects the existing function of the area as a commercial-industrial area and directs the location of uses within the area.
- 7. Proposed policy provides opportunity for appropriate mixed use development.
- 8. Consistent with the Provincial Policy Statement (2014) by providing for full range of industrial employment uses.



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Date Application Accepted: April 7, 2014 Agent: N/A

**REQUESTED ACTION:** Consider a wider range of uses in the Hyde Park Industrial Area.

# **SURROUNDING LAND USES:**

- North Auto-oriented commercial and agricultural uses.
- **South** Main street commercial along Gainsborough and low density residential across Gainsborough
- East New format regional commercial node, auto oriented commercial, and some residential uses in behind.
- West A stormwater retention pond and agricultural uses.

## **OFFICIAL PLAN DESIGNATION:** Light Industrial (LI)

• From Chapter 7

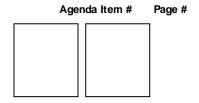
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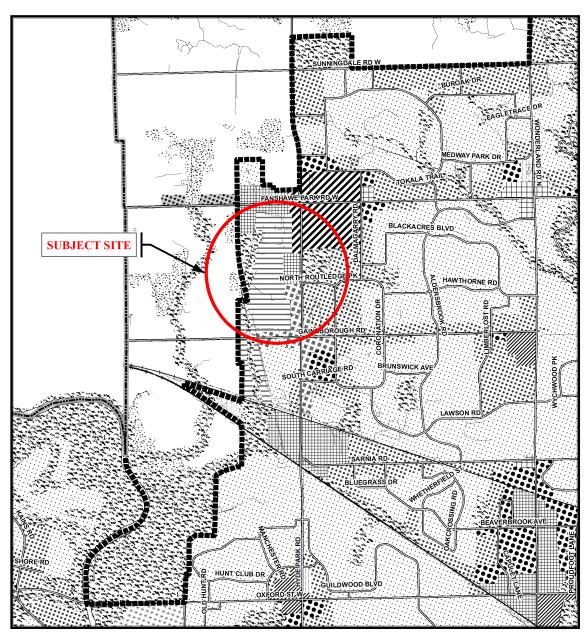
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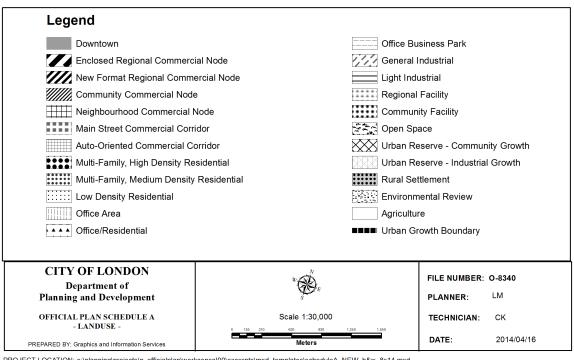
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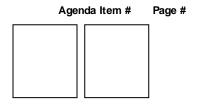
**EXISTING ZONING: Various** 

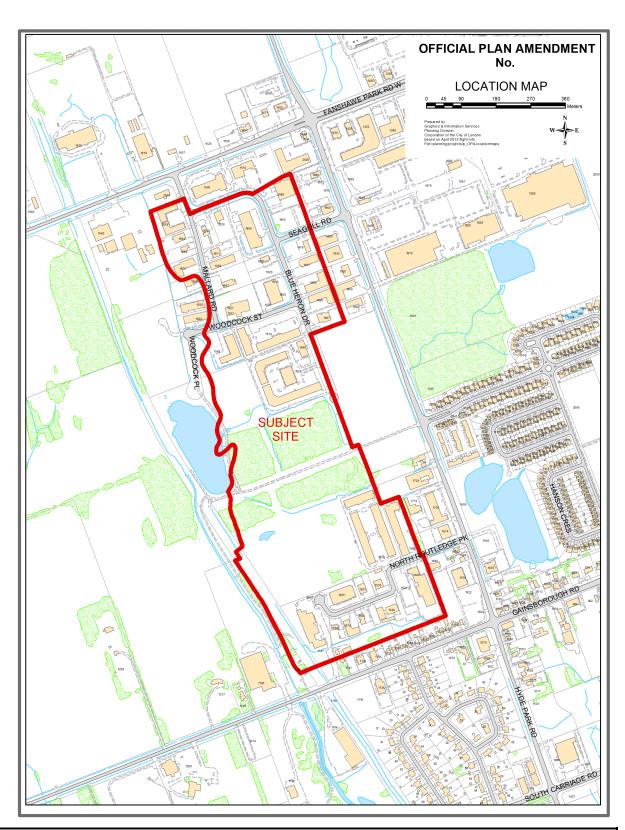
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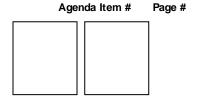






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#### SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

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# PUBLIC LIAISON:

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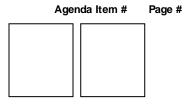
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A further response indicated a desire to curb industrial uses in the area which might decreases the residential value of the properties east of Hyde Park Road

# **ANALYSIS**

# **Council Direction**

In June of 2013 Municipal Council requested that staff review the Hyde Park area to determine the appropriateness of a new range of uses in the Hyde Park area. Among the uses to be considered by staff were Commercial Recreation uses given their existing presence in the area.



#### **Provincial Policy Statement**

The Provincial Policy Statement (2014) directs municipalities to provide for a full range of commercial and industrial uses. Hyde Park has been providing for niche commercial-industrial uses and the policy changes proposed reflect this historic and current condition.

#### Official Plan

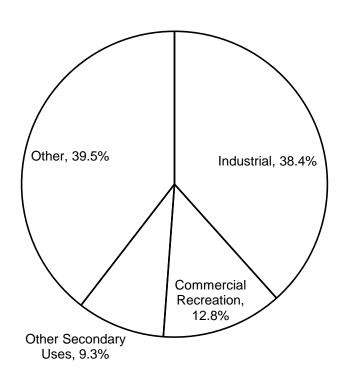
The existing Official Plan policy for the Hyde Park Industrial area was created through the Hyde Park Community Plan (O-5873) in 2000. This policy provides additional guidance for the area beyond that currently in place through the Light Industrial (LI) designation. The policy in Section 10.1.3 reads as follows:

Ixxii) In the Light Industrial designation on the west side of Hyde Park Road, between Gainsborough Road and Fanshawe Park Road West, it is expected over the long term that the existing industrial area and vacant lands will develop as a prestige industrial area with a higher degree of office-based light industrial uses with higher design standards.

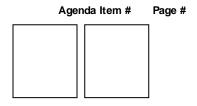
This policy acknowledged the lack of servicing present at that time. The policy also directed less intense uses to the area given the nearby residential uses. Residential development has continued adjacent to the study are. Office-based uses, a subset of those permitted within the Light Industrial designation were indicated as preferred land use within the area.

# **Existing Character**

A review of the Hyde Park Industrial Area was conducted to identify the range of uses currently present within the area. A visual survey was conducted during a 2014 site visit to identify the types of uses located in the area based on the signage of the existing businesses. A list of existing businesses was then complied for the area. This list was then reviewed with staff in Municipal Law Enforcement to define the uses present and determine the types of zones where the existing uses would be permitted. The results are displayed in the figure below.



The figure above indicates that a minority of the uses present in the Hyde Park Industrial Area are primarily industrial in nature. The Light Industrial designation permits a number of



secondary uses. These uses include Commercial Recreation and what are noted in the figure as "Other Secondary Uses" (clinics and assembly halls are two examples). These secondary uses are the types of uses identified in the previous report on non-industrial uses in industrial areas as the types of secondary uses which may impede the ability of industrial operations to conduct their business. The presence of these secondary uses indicate that industries which may have adverse impacts have not located in the Hyde Park Industrial area.

Included in the uses identified above as industrial are a significant number of support office uses. These uses are consistent with policy 10.1.3 lxxii), and are encouraged to locate in the area under that policy. Although these are not the secondary uses reviewed in the previous planning report (OZ-8219), these uses would not be considered as industrial uses and would have similar impacts on industrial operations. These uses would be similar to commercial uses should a combination industrial-commercial mix of uses be contemplated for the area.

#### **Proposed Policy**

Through the ReThink process, new policies for areas of combined industrial and commercial uses has been developed. These commercial-industrial area policies acknowledge that areas of the city should be found for those uses which do not "fit" in other commercial areas and are auto-oriented in character. The policy would also allow for light industrial uses which have minimal off-site impacts.

The new policy proposed below would replace the existing policy for Hyde Park. This policy is based on the Commercial-Industrial policy being developed through the ReThink process.

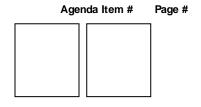
lxxii) Hyde Park Industrial Area

The Hyde Park Industrial Area is defined as the area designated Light Industrial and bounded by Fanshawe Park Road West to the north, Hyde Park Road to the east, Gainsborough Road to the south and the Urban Growth Boundary to the west.

In addition to a range of Light Industrial uses, the Hyde Park Industrial area will accommodate commercial uses that are not primarily retail in nature. These commercial uses tend to have a quasi-industrial character including, large outdoor storage areas, impound areas with high fences, heavy equipment on-site, or large warehouse components that don't integrate well within streetscapes and neighbourhoods. These uses may also generate noise, vibration, emissions and other planning impacts beyond those that would be expected within a commercial land use designation.

Within the Hyde Park Industrial Area, the following uses will be permitted:

- 1. Light industrial and commercial uses that exhibit the features listed below:
  - a. Large outdoor storage areas.
  - b. Impound areas.
  - c. Large warehouse or components.
  - d. Storage, display, or parking of heavy equipment.
  - e. Noise, vibration or emission impacts that exceed those that are expected within a commercial context.
  - f. Large volumes of regular truck traffic.
  - g. Large structures that may have a negative visual impact, such as domes or large out-buildings.



2. Commercial recreation uses.

The following uses are not permitted within the Hyde Park Industrial Area,

- 1. Commercial uses intended for the Downtown, New Format Regional Commercial Node, Enclosed Regional Commercial Node, Community Commercial Node, Neighbourhood Commercial Node, and Main Street Commercial Corridor designations.
- 2. Commercial uses that are sensitive to noise, vibration, emissions, the visual impact of outdoor storage, and the other potential impacts that may be generated by uses in this area.

The full range of uses described above will not necessarily be permitted on all sites within the Hyde Park Industrial Area.

	CONCLUSION	
11	CONCLUSION	
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Given the existing character of the Hyde Park Industrial area the policy better describes the land use pattern that has evolved in the area. The application of commercial-industrial policy reflects the uses present and provides direction to mitigate possible issues in the future of the Hyde Park Industrial Area.

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