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<b>TO:</b>	<b>CHAIR AND MEMBERS PLANNING &amp; ENVIRONMENT COMMITTEE MONDAY, NOVEMBER 16, 2015</b>
<b>FROM:</b>	<b>JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER</b>
<b>SUBJECT:</b>	<b>BYRON GRAVEL PITS SECONDARY PLAN INFORMATION UPDATE</b>
<b>RECOMMENDATION</b>	

That on the recommendation of the Managing Director, Planning and City Planner, the following actions **BE TAKEN**:

- a) the attached report for the Byron Gravel Pits Secondary Plan, **BE RECEIVED** for information; and
- b) the attached draft Terms of Reference to undertake a Secondary Plan for the Byron Gravel Pits Area **BE REFERRED** to a Public Participation Meeting to be held on January 18, 2016 to adopt the Terms of Reference, if the studies and reports identified in this report have not been provided to the City by December 1, 2015.

It being noted that these draft terms of reference were previously presented to Planning and Environment Committee on December 15, 2014.

<b>PURPOSE OF THE REPORT</b>
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This report brings forward an information update to the progress of the proposed secondary plan for the Byron Gravel Pits which was previously tabled with the committee in December 2014.

This report will provide a general overview/background of the previously proposed study which has been placed on hold by PEC for an additional feasibility/justification study commissioned by a local property owner(s).

If the property owner(s) fails to provide adequate justification to advance these lands for development consideration, this report will provide direction to staff to proceed with the current terms of reference.

<b>BACKGROUND</b>
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On December 15<sup>th</sup>, 2014, City Staff presented a draft terms of reference to Planning and Environment Committee (PEC) to undertake a secondary plan for the Byron Gravel Pits. The presented terms of reference focused on large tracts of the land being reverted to open space uses consistent with both the approved 1992 South-East Byron Area Plan and the approved licenced rehabilitation plans filed with the Ministry of Natural Resources.

At the PEC meeting, a property owner within the study area submitted a letter of concern regarding the proposed land use pattern and suggested a range of alternative lands uses. In addition to the letter, the property owner provided a conceptual land use plan for the ultimate development of the gravel pit. The submitted plan significantly departs from both the 1992 area plan and Ministry approved rehabilitation plans and would require extraordinary amounts of fill in order to be feasible. Staff raised initial concerns with the form and cost of infrastructure required to service the landowners proposed land uses. PEC considered the submitted concept and directed staff to further investigate the opportunity for additional residential development on these lands.

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In January/February 2015, Staff engaged the property owners' consultants to demonstrate the feasibility of development on these lands. At an internal Corporate Approval Committee (CAT) meeting the consultants presented their initial high level findings to senior staff. It was evident from the presentation that additional information would be required for staff to determine the feasibility of the proposed filling and infrastructure.

It was noted to the owner/consultants that the proposed development form, or something similar, would require significant private financial investment to assess, plan and construct the required infrastructure. The Development Charges By-law does not contemplate significant residential development within the area of the Byron gravel pits and has not included funding for upgrades to the infrastructure services that would be required to support significant residential development or the installation of services within the excavated pit area. The costs of the servicing justification studies and infrastructure would be borne by the land owners and not the City.

Subsequent to the presentation, staff engaged various divisions to determine the viability of the request and the implications of the request on the secondary plan process including, timing, additional studies and costing. From the comments received, it was determined that additional information and study would be required to determine the feasibility of such a development. Some areas of concern include; costs of filling the pit and installing infrastructure (both municipal and private), environmental impacts, required upgrades to existing infrastructure services, back-up contingency plans and acceptance of the concept by the other owners of lands within the pits. Based on the above, the consultants were asked to provide a business case that demonstrates development within the Byron Gravel Pits is technically and financially feasible. The report should include a review of the proposed:

- sanitary sewer function – existing capacity, proposed capacity, the required infrastructure (ie pumping stations, pipe and facility sizing), and a contingency plan for emergency overflow;
- stormwater function – existing capacity, proposed capacity, required infrastructure, pond location, ground water protection and emergency over flow;
- road infrastructure, existing capacity of boundary roads, road classifications, road grades and alignments and required improvements;
- final grades – cut and fill costs, acceptable stable slopes, minimum development grade, and possible timing;
- proposed land uses that comply with the South East Byron Area Study and the overall intent of the Official Plan; and
- land proposed for public open space.

The property owner/consultants were also required to obtain signed acknowledgement from every property owner that they are willing to participate in the process and were aware of the current proposal; and confirmation that the Ministry of Natural Resources will accept amended rehabilitation plans, additional site extraction and the proposed amendment to the area plan for all the affected properties.

As of November 1, 2015, the requisite feasibility studies and signed acknowledgements have not been submitted to the City. Once the studies has been submitted, staff will review the documents and determine whether to proceed with the original terms of reference, as included within this report, or to revise the terms of reference to reflect the recommendations of the consultant's reports and provide for the potential of development. If the reports have not been submitted to the City by December 1, 2015, staff will bring forward the original terms of reference to Committee for direction and a public participation meeting on January 18<sup>th</sup>, 2016.

The following is a summary of the original staff report submitted in December 2014.

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**AREA PLAN HISTORY**

In 1992, the Ontario Municipal Board approved the South-East Byron Area Study; a 76 hectare (188 acres) site bounded by Colonel Talbot Road to the west, Byron Baseline Road to the north, and the rear property boundaries of the Byron pits to the south and the east. The area study took a comprehensive look at the Byron Gravel Pits and the surrounding area to determine the most appropriate land uses for the site once the extraction operations had ceased. The approved Area Study, still in effect, provided a general land use plan and Official Plan policies guiding the integration of the rehabilitation plans for the gravel pit. These rehabilitation plans are filed with the Ministry of Natural Resources and are required to be completed by the pit licensee prior to surrendering their license.

In 2006, Lafarge Canada Inc. undertook a consolidation of all the rehabilitation plans for the Byron gravel pit to ensure a co-ordinated and achievable rehabilitation of the pit. This approved consolidated plan reflects the Ministry of Natural Resources expectation of rehabilitation for the gravel pit, but does not reflect the full intention of the approved Area Study.



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Staff have been advised that the final extraction operation for the pit will end within the next 6 to 8 months and the rehabilitation process will begin for a number of the licenced sites. Notwithstanding the completion of the 1992 Area Study and approved land use plan, the study area is designated Urban Reserve, Community Growth on Schedule A of the Official Plan. An official plan amendment(s) (OPA) is required to apply the appropriate land use designations.

Both the Area Study and the rehabilitation plan have identified a large portion of the site to be open space/recreational lands. To better understand the location and the integration of these uses, the Official Plan directs that a more detailed plan be prepared prior to the rehabilitation of the gravel pit. In particular, the Official Plan requires:

- a) an accurate delineation of the land intended to be rehabilitated as public open space;
- b) accurate contour information indicating the final grading of the rehabilitated areas;
- c) the approximate configuration of any ponds to be incorporated in the rehabilitation scheme;
- d) road and trail access to and through the rehabilitated pit area including any required parking facilities;
- e) the siting of any recreational facilities proposed for the rehabilitated pit area; and
- f) a planting scheme to provide for the stabilization of soils and reduced maintenance on rehabilitated slopes, the naturalization of lands at the edge of forest areas, and the creation of a visually attractive landscape suitable for passive recreation pursuits.

**PLAN COMPONENTS**

The secondary plan process will produce a number of documents to assist in the development of the Byron Gravel Pits. In particular, the completed study will provide:

**Secondary Plan**

A Secondary Plan is intended to provide a comprehensive assessment of the opportunities and constraints for the planning and development of a specific study area. The plan will establish a vision for the area and provide the basis for an Official Plan amendment that will identify environmental features; apply specific land use designations; identify servicing requirements; identify collector road alignments; identify parks and community facility needs; and develop area-specific policies to direct future zoning, subdivision planning and urban design. A key focus will be the scale and design of development along Byron Baseline Road.

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**Recreational Opportunities Plan**

It is recognized that a large portion of the study area will be utilized for open space and recreational uses. The Recreational Opportunities Plan will take into consideration the outcome of the proposed visioning session, research of other rehabilitated gravel pits and a review of recreational uses appropriate for this unique site to create a development strategy for the open space/ recreational lands. The plan will identify opportunities and constraints within the London and southwestern Ontario market for recreational uses that can be operated by the City or in partnership with the City on the subject lands. A financial summary will be included with each option.

**Pit Rehabilitation Plan**

The completed Secondary Plan will provide direction for a revised comprehensive rehabilitation plan which is to suit the needs of the property owners, the neighbourhood and the City as per the Official Plan requirements. It is expected that the existing comprehensive rehabilitation plan filed with the Ministry of Natural Resources will be amended by the land owners to match the recommended land use plan. A separate process will be required to file the revised rehabilitation plan with the Ministry of Natural Resources (MNR); however, it is the intent of the secondary plan process to include the MNR in all phases of the study.

**Municipal Class EA**

While not a direct component of the secondary plan process, the Commissioners Road Municipal Class Environmental Assessment for the Commissioners Road ultimate alignment will be undertaken by the City at the same time as the secondary plan. Best efforts will be made by staff to seek out efficiencies in both processes; in particular, shared background and study results and joint public participation meetings.

**Summary**

To date, the studies required to assess the viability of filling the gravel pits and installing infrastructure to develop the interior of the pit area have not been completed over the past year. If the requisite studies have not been provided by December 1, 2015, staff are recommending the Secondary Plan process proceed as initially proposed and as conceived in the Ministry-approved remediation plans.

<b>PREPARED BY:</b>	<b>SUBMITTED BY:</b>
<b>BRUCE PAGE, BES SENIOR PLANNER, ENVIRONMENTAL AND PARKS PLANNING</b>	<b>GREGG BARRETT, AICP MANAGER, LONG RANGE PLANNING AND RESEARCH</b>
<b>RECOMMENDED BY:</b>	
<b>JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER</b>	

Attachments  
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**Appendix A – Information Brochure**

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**Appendix B – Draft Terms of Reference**

# Byron Pits

## Context

The Study Area is located in the south-westerly portion of the City of London, south of the Thames River and east of Byron and west of Westmount. The approximate 76 hectare (188 acres) site is bounded by Colonel Talbot Road to the west, Byron Baseline road to the north and rear property boundaries of lands to the south and east. The site contains an active gravel pit, rehabilitated aggregate lands and table lands.

In 1992, the approved South-East Byron Area Study set out the future land use for the Byron gravel pit site and the surrounding undeveloped properties. General development policies were developed and included in the Official Plan with the understanding that the Area Plan would be reviewed prior to the completion of extraction.

## Secondary Plan



## Background



Indication has been given that the life of the gravel pit is limited and a review of the 1992 Area Plan is required. To better address the future land use of the gravel pit and the surrounding area, including the re-alignment of Commissioners Road, a secondary plan review has been initiated by the City. The purpose of a Secondary Plan is to refine the general policies of the Official Plan to apply specific land use designations to these lands and develop area-specific policies to direct future zoning, subdivision planning, urban design, and servicing considerations.

In addition, the secondary plan will provide:

- an accurate delineation of the land intended to be rehabilitated as public open space;
- accurate contour information indicating the final grading of the rehabilitated areas;
- the approximate configuration of any ponds to be incorporated in the rehabilitation scheme;
- road and trail access to and through the rehabilitated pit area including any required parking facilities;
- the siting of any recreational facilities proposed for the rehabilitated pit area;
- a planting scheme to provide for the stabilization of soils and reduced maintenance on rehabilitated slopes, the naturalization of lands at the edge of forest areas, and the creation of a visually attractive landscape suitable for passive recreation pursuits.

# Byron Pits

## Secondary Plan

# Byron Pits Goals

- To establish a long- term vision for the area and determine the appropriate land use changes necessary to pursue this vision, recognizing the rehabilitation requirements and recreational opportunities of this area.
- Develop a comprehensive secondary plan to guide the rehabilitation of the gravel pit and direct future development.
- To delineate the future road alignment of Commissioners Road.

## Objectives

- Facilitate the creation of a vision that will guide municipal and private decision making;
- Complete a comprehensive secondary plan review to:
  - o Re-designate lands from “Urban Reserve” to appropriate land use designations;
  - o Identify transit, bicycle and pedestrian systems, opportunities and linkages
  - o Provide comprehensive urban design guidelines and concepts to direct the appropriate form of development;
  - o Identify key additional infrastructure components and improvements;
  - o Plan for the provision of community facilities and parks at a conceptual level recognizing that exact locations and site configurations will be determined through more detailed planning processes.
  - o Encourage development at an appropriate scale and density, compatible with the existing built form, street width and neighbourhood context;
- Complete an Environmental Assessment for the Commissioners Road re-alignment

## Secondary Plan

- Start-up Meeting with landowners
- Preparation/Completion of a work plan
- Background research
- Land Needs Review
- Preliminary opportunities and constraints
- Public meeting Vision Session/EA meeting 1

- Preparation of preliminary concepts
- Refinement of preliminary concepts
- Public meeting

- Refine preferred land use concept
- Prepare for public meeting
- Public meeting / EA PIC 2

- Finalize preferred land use concept
- Prepare draft secondary plan
- Prepare draft official plan amendment
- Public meeting

- Finalize draft secondary plan
- Finalize draft official plan amendment
- Finalize staff report
- Public meeting before planning and environment committee
- Secondary Plan approval by Council

## Planning Process

PHASE 1  
Background Review

PHASE 2  
Development of Land Use Concepts

PHASE 2  
Preferred land Use Concept

PHASE 3  
Draft Secondary Plan and Official Plan Amendment

PHASE 4  
Finalized Secondary Plan and Official Plan Amendment

MUNICIPAL CLASS ENVIRONMENTAL ASSESSMENT





# TERMS OF REFERENCE



## 1.0 PROJECT OVERVIEW

### 1.1 INTRODUCTION

In 1992, the Ontario Municipal Board approved the South-East Byron Area Study for the Byron gravel pits and land immediately surrounding the gravel pits. The Study was a culmination of numerous background studies, detailed analysis and input from the various professional, government agencies and the public. The approved Study provided the land use basis for continuation of aggregate extraction, residential development and the future rehabilitation of the licenced pit area. The Area Study laid out some general development patterns around the pit operation that have been almost fully implemented on the east side of the pit outside of required set-backs. Upon the completion of the aggregate extraction, development could be implemented on the north side subject to refinement as per the City's Official Plan.

The pit licensees have advised the City that the extraction of the aggregate from the pit has nearly come to an end - within approximately 8 months to a year. Their obligations continue under the Aggregate Resources Act to rehabilitate the pit area as per the Ministry of Natural Resources approved Comprehensive Rehabilitation Plan. The MNR has no requirements for the timing of rehabilitation, but holds securities for the work. Some rehabilitation has occurred on the west side of the pit. However, that Plan requires amendments, if the land owners/licensees wish to avail of opportunities for development of portions of their lands as anticipated in the 1992 Area Study.

As per the City's Official Plan, it is anticipated that non-developable rehabilitated lands would be acquired by the City for public park use. Rehabilitation of the pit in a timely manner would end the intensive truck traffic in this neighbourhood and make the lands available for public use.

In 2015, the City will be undertaking a Municipal Class Environmental Assessment for the re-alignment of Commissioners Road. A request for proposal will be issued in early 2015 with the initiation of the study scheduled to begin in the spring of 2015. The EA will determine the preferred alignment of Commissioners Road and address integration of the intersection of Commissioners Road and Byron Baseline Road.



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## 1.2 STUDY PURPOSE

The South-East Byron Secondary Plan is a City-initiated and Development Charge (DC) funded project that will provide a comprehensive assessment of the opportunities and constraints for the planning and development of the study area. As set out in London's Official Plan (Sections 2.6.8, 15.10.4, 19.2.1), this Plan will set out a vision for area and provide the basis for an Official Plan amendment that will identify environmental features; apply specific land use designations; identify servicing requirements; identify collector road alignments; identify parks and community facility needs, and; develop area-specific policies to direct future zoning, subdivision planning and urban design.

A Secondary Plan is also intended to assist with the implementation of the Official Plan for successful planning and development within a specific area and provide for the co-ordination of development among multiple land owners. Section 19.2.1 of the City's Official Plan states, that *"a Secondary Plan may be developed to provide Official Plan policies to be used in the review of development proposals and as the basis for zoning by-law amendments for a specific area. Secondary Plans may also be developed to provide Official Plan policies to implement a vision or design concept for a specific area, and provide a greater level of detail than the general policies of the Official Plan."*

Section 19.2.1 of the plan further notes explains, *"A secondary plan will normally consist of policies and/or Schedules that provide a more detailed approach to land use planning matters than are contained in the general policies of this Plan for the Secondary Plan area. Among the matters that may be addressed in the policies of the Secondary Plan are land use mix and compatibility, road alignments, municipal services, minimum and maximum, public and private utilities, residential densities, road access points, location of parks and community facilities, buffering concerns, location of pedestrian and bicycle routes, building conditions urban design, the natural heritage system and the suitability of existing development requirements."*

In 1992, the OMB approved the South-East Byron Area Study. The Area Study, still in effect, proposed Official Plan policies for the future rehabilitation and development of the study area which included a conceptual land use plan. The approved conceptual plan did not fully reflect the rehabilitation plans approved by the Ministry of Natural Resources (MNR). In 2006, Lafarge Canada Inc. undertook a consolidation of all the rehabilitation plans for the pit to ensure a co-ordinated and achievable rehabilitation of the pit. This consolidated plan reflects the Ministry of Natural Resources expectation of rehabilitation for the gravel pit but does not reflect the full intention of the approved area plan.

Notwithstanding the final use of the study area lands, an Official Plan amendment(s) will be required to apply an appropriate land use designation. Council, in consideration of such an OPA will require the submission of a rehabilitation plan. In Section 15.10.4 of the Official Plan Council's sets out criteria to be included in a rehabilitation plan which include; *"details of the proposed land use, final topographic contours; the expected depth and quality of topsoil; the expected depth and quality of ground water; the expected extent, depth, and quality of surface water; proposed measures to ensure slope stability; details of the landscaping or replanting program; and delineation of proposed drainage patterns."* The Plan further notes that rehabilitation plan should be *"based on a Secondary Plan prepared in accordance with the provisions of policy 19.2.1"*.

This study will review the relevance of the current Area Study and incorporate the requirements of the Official Plan policies and prepare a secondary plan that also provides direction for a revised comprehensive rehabilitation plan. It is expected that any procedural requirements of a revised comprehensive rehabilitation plan would be addressed by the land owners/licensees to MNR approval – ideally in a coordinated manner with the timing of this Study.

It is the intention that the Secondary Plan will be co-ordinated with the Commissioners Road Municipal Class Environmental Assessment, in particular background and study results and public participation meetings.



### 1.3 LOCATION

The Study Area is located in the south-westerly portion of the City of London, south of the Thames River and east of Byron and west of Westmount. The approximate 76 hectare (188 acres) site is bounded by Colonel Talbot Road to the west, Byron Baseline Road to the north and rear property boundaries of lands to the south and east. The site contains an active gravel pit, rehabilitated aggregate lands and table lands. A portion of the study area may contain aggregate but has been deemed by the owner/licensees as too costly to remove.

Single family homes dominate the surrounding land uses to the east, west and south, with more multi-family to the north. Small portions of land are still available for development/re-development. A small pocket of City owned woodland is located in the south-east corner of the table lands adjacent to a small existing neighbourhood park. To the south-east lies Reservoir Hill and Springbank Park – London’s largest park system. The park system also connects to the Thames River which potentially links all of London to this site.

Commissioners Road currently meanders down the south side of Reservoir Hill and crosses Springbank Drive/Byron Base Line Road in a non-standard alignment. A re-alignment of Commissioners Road is required and will be determined through an environmental assessment. It is anticipated a portion of the pit lands will be required for the preferred alignment. This approximate alignment is currently shown in the City OP, Schedule “C”. A separate, but concurrent Environmental Assessment will be undertaken for this road realignment project.



## 1.4 STUDY OBJECTIVES

### Planning Objectives:

The Secondary Plan will achieve the following objectives:

- Review the current Area Study and approved land use plan to determine if this still meets the needs of the landowners, City and the community.
- Ensure land owners, licensed aggregate operators, agencies and the community are consulted and involved in the preparation of the Secondary Plan
- Define a vision for the open space/park lands that will form the majority of the site.
- Apply appropriate land use designations consistent with the recommended land use plan, delineate possible road alignments, identify and protect natural heritage features and open space lands and delineate a trail/pathway network through the site.
- Prepare a recreational feasibility plan and implementation strategies for the open space lands.
- Identify all servicing opportunities/constraints and strategies for the development of the lands
- Co-ordinate with the Municipal Class Environmental Assessment during the

### Byron Pits Secondary Plan



Secondary Plan process to finalize the alignment of Commissioners Road.

- Determine the size and location of the pond. Define that final configuration that suits feasible recreational activities and access from the top of the rehabilitated pit.
- Determine the appropriate grade for developable lands and the preferred alignment of Commissioners Road.
- Provide urban design concepts and vision for the developable portion of the study area. These design concepts will be developed into design guidelines that will constitute park of the Secondary Plan.
- Establish detailed Official Plan policies that can be adopted as a Secondary Plan by Council

**Process Objectives:**

- Consult landowners, agencies and the broader community at various stages of the planning process including:
  - the review of background studies;
  - a visioning process to guide the preparation of broad planning, park/open space and development concepts;
  - the review of alternative land use concepts; and
  - the review of proposed servicing, phasing, natural heritage and urban design strategies;
- Consult with all internal City Divisions regarding all aspects of the Plan;
- Follow planning processes that coordinate with and facilitate subsequent environmental assessment requirements for the Commissioners Road project;
- Provide direction for and maintain co-ordination with the land owners' preparation of a revised Comprehensive Rehabilitation Plan.
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## 2.0 PLANNING CONTEXT

As part of the 1992 Area Plan, Council adopted policies for the rehabilitation of the Byron Pit, specifically 15.10.4:

*South East Byron*

*In connection with Extractive Industrial Areas and Aggregate Resource Areas in southeast Byron, the integration of rehabilitation plans for the extraction area east of North Street will be achieved through the process of both new and replacement site plan approval by the Ministry of Natural Resources. The integrated plans will provide an approximate indication of the rehabilitated landscape including limited peripheral areas that are intended for residential after-use, and the greater portion of the pit that will not be suitable for residential development because of slope or elevation constraints. Since the ultimate use of this area is likely to be open space and recreation, a more detailed level of site planning will have to be undertaken in the future involving the pit operators and land owners, the Ministry of Natural Resources and the City of London. The resulting plan and related documentation will indicate:*

- a. *an accurate delineation of the land intended to be rehabilitated as public open space;*
- b. *accurate contour information indicating the final grading of the rehabilitated areas;*
- c. *the approximate configuration of any ponds to be incorporated in the rehabilitation scheme;*
- d. *road and trail access to and through the rehabilitated pit area including any required parking facilities;*
- e. *the siting of any recreational facilities proposed for the rehabilitated pit area;*
- f. *a planting scheme to provide for the stabilization of soils and reduced maintenance on rehabilitated slopes, the naturalization of lands at the edge of forest areas, and the creation of a visually attractive landscape suitable for passive recreation pursuits.*

It is intended these planning principle be incorporated into a more detailed Secondary Plan to provide direction of the rehabilitation of the gravel pit. The majority of the lands within the study area are designated Urban Reserve Community Growth to reflect the future development of the lands. A small portion of the study area is designated open space to reflect the woodlots on the south side of the active aggregate operations.

As indicated, an Official Plan amendment, through a comprehensive secondary plan, will be required to apply appropriate land use designations to the subject lands. In addition the Secondary Plan will provide interim development direction, similar to Section 3.5.6 of the Official Plan, for appropriate measures to be implemented during the extraction and rehabilitation periods of the pit. The final Secondary Plan should conform to the approved Ministry rehabilitation plan.

### 3.0 RECREATIONAL/OPEN SPACE VISION

The 2006 consolidated Ministry approved rehabilitation plan, the Official Plan and the South-East Byron Area plan all envision the majority of the site to function as open space/recreational lands. However, none of the documents have further defined ultimate open space/recreational use of the lands. It is anticipated the lands will come into public ownership through a number of means and will be developed as one comprehensive open space system. It is the intent of the study to determine the best use of these open space lands for the community, the City, and the region.

The purpose of the visioning exercise is to engage staff, agencies, area landowners, residents and interest groups in a process of determining the community needs and design concepts that should influence the development of the open space area. The exercise will be undertaken at the outset of the program and will include the consideration of various recreational opportunities, locally, nationally and internationally. It is expected that the consultant will present various opportunities that will take advantage of the unique topography and fill regional voids in open space and recreational needs. It is not the intent of the City to be competing with other private or not-for-profit recreational facilities for services or uses they are providing.



## 4.0 LANDOWNER PARTICIPATION

The study area is comprised of 14 separate properties with a number of the properties under similar ownership. Generally the land holdings have been leased by an operator to undertake the extraction of the aggregate. The South-East Byron Secondary Plan has been initiated by the City of London and will include land owners participation as key stakeholders in the process. It is the intension of this study to also include licensees and operators in the process.

The following map illustrates the boundary of the study area and the parcel configuration of the gravel pit. The total study area is approximately 76 hectares which includes extracted lands, un-extracted lands and vegetated city owned lands. The majority of the land owners has completed their extraction of the aggregate from the site and has initiated or completed the rehabilitation.

## 5. SECONDARY PLAN COMPONENT REVIEWS

The Byron-East Secondary Plan Study will consist of the following “component reviews” similar to other area and community plan studies completed for the City. However, unlike the extensive studies these reviews will reconfirm the findings of the current area plan and provide an analysis of relevance of the policies. These component reviews will build upon the various natural environment, land use, and engineering planning reports prepared for the original 1992 Area Study.

It will be the consultant’s responsibility to provide and determine if additional study is required or necessary for the development land concepts and strategies.

- Natural Heritage Review
- Land Use Allocation Review
- Recreational/Open Space Design and Demand Marketing Study
- Urban Design Analysis
- Geotechnical Overview
- Servicing
  - Sanitary and Water Serving
  - Stormwater Management
  - Transportation Review



## 5.1 NATURAL HERITAGE - CONFIRMATION OF INVENTORY AND SCOPED EVALUATION OF THE EXISTING NATURAL ENVIRONMENT

This study area has limited natural heritage areas. The component review will generally be focused to the existing woodland as marked on the location plan as well as an overall review for species at risk (SAR). The component review will update the existing inventory and provide analysis of the limited natural heritage features and functions within the study area as per the subject land status report. The review will be conducted at a level of detail that is appropriate for determining the significance of natural heritage features and functions consistent with Official Plan policies and will provide the basis for an Official Plan amendment to designate natural heritage areas, refine the delineation of significant features and identify matters to be addressed in any required environmental impact study (EIS).

The study will rely on existing sources of information available from the City of London, Upper Thames River Conservation Authority and Ministry of Natural Resources supplemented by field inventory work as necessary to apply Official Plan policies.

If necessary, the consultant will compile additional data to apply the Significant Woodland criteria. The Study will provide descriptions and mapping for vegetation communities, wildlife habitat and populations, wildlife corridors and habitat linkages, including all features and functions that are contiguous and located in/outside of the study area.

Expected outcomes of the Natural Heritage Study include:

- Recommendations for an Official Plan amendment to recognize and/or refine the categorization and delineation of natural heritage system components; and
- Recommendations and guidelines for studies and measures, including buffers, to be undertaken at a more detailed level in conjunction with plans of subdivision to protect the natural heritage components.



## 5.2 LAND USE ALLOCATION REVIEW

This component review will address the allocation of land uses within the study area. It is anticipated there will be small pockets of development along Byron Baseline Road frontage and the table land located to the south and the east of the gravel pit. The extent of the developable land, its form and density will be products of this review. The consultant will review all applicable Official Plan policies and background studies and consult with City Planning staff, development proponents and community groups to determine appropriate targets for population and housing mix.

In addition to the delineation of the developable lands, the boundary of the open space lands will be more accurately defined. The determination of open space land use allocation will be co-ordinated with the visioning exercise and open space/recreational feasibility plan as set out in Section 3.0 of the Terms of Reference. Together these documents will provide a foundation for the required area and topography to satisfy the requirements of the ultimate recreational use proposed for the open space portions of the study area. The plan will give further direction to the size and location of the pond at the base of the gravel pit.

The expected outcomes of land use allocation review include:

- An identification of the proposed land uses appropriate within the study area and justification for the proposed uses;
- Development of a preferred land use concept;
- Densities and building form anticipated for the developable area;
- Projected population within the study area;
- A map illustrating the developable and open space portions of the study area; and
- Identification of any required specific land use policy appropriate for the greater planning area.

## 5.3 RECREATIONAL/OPEN SPACE DESIGN AND DEMAND MARKETING STUDY

This component study will take into consideration the outcome of the visioning session and develop a marketing strategy for the open space recreational lands. It is recognized that a large portion of the site will be utilized for open space and recreational uses. The study is to identify opportunities and constraints within the London and southwestern Ontario market for recreational uses that can be operated by the City or in partnership with the City on the subject lands recognizing the unique situation. Other factors to be considered include:

- Trails and Pathways;
- Nodes/districts in the surrounding area (existing);
- Mapping the 400 m and 800 m radius context from the site edges;
- Provide the area's regional context;
- Existing character areas both within and surrounding the area of study;
- Gateways (potential and existing);
- Focal points (Potential and existing); and
- Existing/Adjacent open space systems.

The study is to provide five (5) reasonable recreational options for staff and agencies to review. The recommended recreational operations will include an evaluation table that will provide a number of variables to be included for evaluation including the initial cost of construction, operating cost, potential partners, and anticipated user draw. A more formal evaluation matrix will be developed through the process and will include cost considerations/affordability criteria.

Through consultation with staff, agencies and the public, the consultant will provide a recommended operation for the open space lands and include a number of design alternatives to be considered within the study area. These design alternatives will be used in the recommended land use plans.

The expected outcomes of land use allocation review include:

- Marketing and demand study for the recreational opportunities within the study area;
- Five recreational options, including text, graphics and concept plan, for the open space lands within the study area;
- Completed evaluation matrix;
- Map illustrating opportunities and constraints; and
- A recommended recreational option which will include a description, concept plan and graphics.

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#### 5.4 URBAN DESIGN REVIEW

The urban design review will undertake a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis from an urban design perspective for the areas designated for development within the study area. This analysis will guide the preparation of the Opportunities and Constraints, the Urban Design Strategy and the Land Use Concepts. In addition, the analysis is to provide text that will identify the following: urban design principles for the development lands, which are to provide guidance on desired community structure (urban fabric), built form, sustainable design, compatibility with surrounding context and the public realm.

The expected outcomes of the urban design analysis process are:

- A map containing the SWOT information identified above;
- Text containing the following: Urban design principles; recommendations/guidance for the Opportunities and Constraints exercise, Urban Design Strategy and the Land Use Concepts.

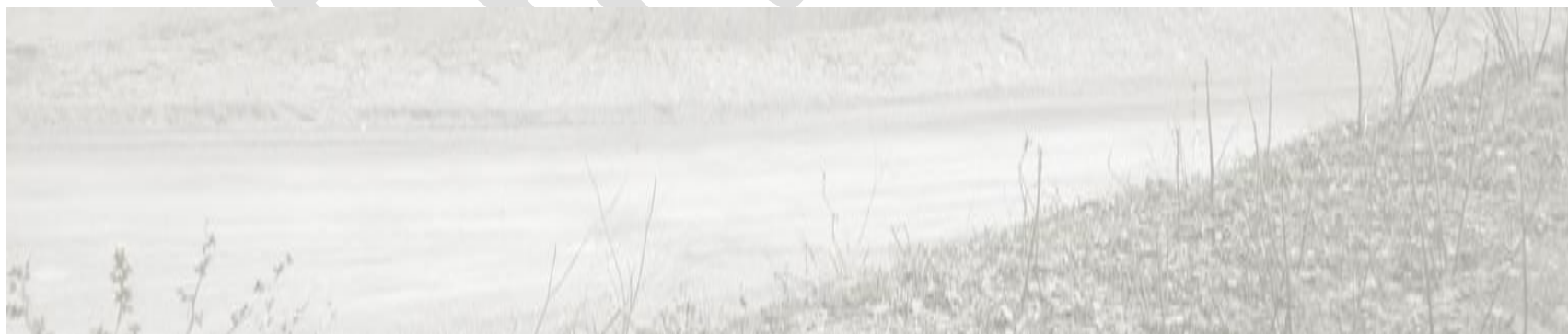
## 5.5 GEOTECHNICAL STUDY

A consolidated rehabilitation plan was approved for the gravel pit in 2006 from the Ministry of Natural Resources in which a significant amount of fill was required to stabilize the slopes and provide for a large area of open space. Through the land needs review and ultimately the development of the preferred land use plan, major amendments to the rehabilitation plan are anticipated.

The intent of the study will provide recommendations for the ultimate grade of the slopes to assist in defining the land use boundaries. The study will also give recommendations and guidelines for studies and measures to be undertaken at a more detailed level when development is proposed. The study will also co-ordinate with the geotechnical study undertaken with the Commissioners Road EA. It will be the requirement of each property owner and licensee to receive approvals for the final grades and slopes on the licensed area in conformity with the approved secondary plan and rehabilitation plan.

The expected outcomes of the overview include:

- Recommendations, both in the form of text and a map, for the ultimate grade of the slopes to assist in defining the land use boundaries; and
- Direction as to what may be required of land owners through their rehabilitation works to permit development on any table lands.



## 5.6 SERVICING REVIEW

### i) **Water and Sanitary Servicing Review**

This component study will review and document the water and sanitary sewer requirements and options for the study area.

Existing sewer and water infrastructure within the Study will be mapped, the current situation with respect to system capacities and constraints will be evaluated, and works that are already planned or proposed to service the Study Area will be compiled and mapped.

In conjunction with the completion of alternative land use concepts, a sanitary and water servicing plan will be developed to identify if upgrades to the existing system are required to accommodate the proposed residential and recreational development.

The expected outcomes of the overview include:

- Review 2014 Water and Waste Water Servicing Master Plan Update and Development Charge Background Studies;
- Mapping of existing sewer and water infrastructure indicating current capacity;
- Mapping of planned future works and revised capacity estimates;
- Mapping and text of opportunities and constraints within the system and possible recommendations (including costs and sources of financing);
- Mapping and text of a plan/method to service the floor of the pit for the ultimate recreational use; and
- Servicing plan for the various land use options.

### ii) **Storm/Drainage and Stormwater Management**

The Storm/Drainage and Stormwater Management component study will provide direction for the management of runoff and protection of the quantity and quality of surface and ground water resources. The recommendations are expected to meet the SWM criteria and environmental targets. Stormwater management planning will be co-ordinated with parks and natural heritage planning as part of an overall open space system that contributes to both sound environmental management and protection, and enhanced community urban design.

The review will:

- Take into consideration relevant background data from previously completed studies (including 2014 Stormwater and Drainage Development Charges Update Study);

- Provide an assessment of existing drainage conditions including catchment and subcatchment areas, a review of available topographic mapping and photographs, survey data and information on soil conditions, the constraints and opportunities for the Natural Heritage System and water resources management;
- Preliminary hydrological evaluation modeling to simulate pre-and post-development storm conditions;
- Set out guideline for best management practices (BMP's);
- Provide an assessment and recommendation for the control of stormwater to protect and preserve the integrity of the quality and quantity of water within the recreational pond;
- An estimation of the costs strategy for cost recovery and sources of financing required SWM works.

The SWM component review will be undertaken in four phases: documentation and analysis of existing conditions; identification of opportunities and constraints; and analysis of SWM options having regard for development viability and costs. These tasks should be coordinated with the Natural Heritage review to facilitate the identification of opportunities to incorporate SWM functions within natural areas and to establish appropriate watercourse protection and water resources enhancement criteria.

The expected outcome of this review will include:

- A storm/drainage and stormwater management strategy that identifies the overland conveyance and storm trunk sewers as well as best practices to achieve water resource management objectives.

### iii) **Transportation**

This component review will address transportation related needs, opportunities and constraints associated with the future development within the Study Area. This component review will give consideration to the existing road network and determine the need to upgrade the condition of the transportation network to meet the needs of the uses within the study area, including the ultimate recreational use identified for the open space lands.

Current and projected traffic volumes along the two arterial roads will be examined, estimated, and reported; and traffic volumes to be generated from the future development of the Study Area will be included. Estimated vehicle and pedestrian movements, including transit and bicycle traffic, will be reviewed relative to preferred traffic circulation, safety, and access control measures within the Study Area.

The objectives of the City's Transportation Master Plan will also be considered along with planned and future improvements for arterial roads. London's Official Plan Transportation policies, the Long Term Corridor Protection Study, London Transit Commission's Long-Term Transit-Strategy and the City of London Bicycle Master Plan will also be considered.

This component review will be scoped but will consider the impacts of future development on the existing arterial road system and will:

- Review background transportation data and other information available from the City, e.g. Transportation Master Plan, Transportation Impact Study Guidelines, and related transportation studies, traffic counts and signal control plans, and the transportation studies undertaken for the four areas plans that have been completed within the Study Area;
- Identify existing/future transportation management requirements including existing traffic volumes, traffic control measures, levels of service at major intersections, transit service to the area, cycling and pedestrian network requirements and planned improvements as contained in the DC Study;
- Analyze the existing arterial roads and intersection conditions including existing levels of service, potential turning lane requirements, traffic signal warrants, and approximate development phasing, to assist with the preparation of the Land Use Concept Plans; and
- Review opportunities for cycling and pedestrian routes as alternate forms of transportation including a connection to the Thames Valley Parkway in Springbank Park.

The expected outcome of the review will include:

- A traffic impact study for Byron Baseline Road and Colonel Talbot relating to the potential development opportunities along these road frontages as well as the ultimate recreational use planned for the open space lands.





## 6.0 PLANNING, DESIGN AND SERVICING – OPPORTUNITIES AND CONSTRAINTS ANALYSIS

The results of the various component reviews, together with input from the landowner, agency and public consultation processes will be synthesized and analyzed to produce a summary of opportunities and constraints that should influence the preparation of alternative land use and servicing concepts for the study area.

Specific opportunities and constraints that will be considered include, but are not limited to, the following:

- Compatibility and context with adjacent land use designations and expectations;
- Environmental features / corridors;
- Integration of parkland / open space systems, pathway linkages, into existing pathway and open space networks;
- Topography and slope stability both current and proposed through the rehabilitation plans;
- Servicing options for Transportation, Water, Stormwater Management, & Sanitary Sewage, phasing, costs and financial responsibility
- Estimated costs for all required capital projects as well as a financing strategy that includes sources of financing and anticipated timing of construction for required capital projects; and
- Environmental Assessment for the Commissioners Road re-alignment.

The expected outcome of the study will include:

- An executive summary of the component studies and reviews that identify opportunities and constraints for the study area as well as a summary of the items listed above.

## 7.0 ALTERNATIVE AND PREFERRED LAND USE CONCEPTS

The opportunities and constraints analysis will be used to generate three (3) alternative land use concepts for public and agency review. All of the concepts should provide for the implementation of recreational amenity and should incorporate elements of the recreational visioning and urban design concept. The concepts may vary according to the location and extent of land use allocations but should be primarily differentiated according to the intensity of development

A report to accompany the land use concepts will provide the comparative land use statistics and development yields; any significant differences in the servicing requirements and costs associated with the concepts and an evaluation of the concepts according to the identified constraints and opportunities, as well as the financing strategy. The alternative concepts will be subject to a public, landowner and agency consultation process. The consultant will utilize input from this process and from discussions with City staff to prepare a preferred land use concept.

## 8.0 LAND USE CONCEPT AND RECOMMENDED LAND USE PLAN

A final Preferred Land Use Concept will be developed, mapped, and used to present and cost the proposed development plan. This Plan will be based on our public consultation plan for neighborhood, City, review agency, and other mandatory input. The final Recommended Area Plan will be presented to Council for general information and future development guidance along with a corresponding Official Plan Amendment which will be prepared by City Planning Staff.

The OPA will identify appropriate land use designations including Residential, Neighbourhood and Community Facilities, Parks, and Open Space. Open Space designations will comprise natural features as presently delineated on Schedule “B” of the Official Plan. The Recommended Area Plan will also:

- Identify existing natural features outside of current Open Space designations that might be appropriate for protection;
- Consider potential BMP’s for an optimized drainage plan including effective utilization of open space where appropriate for ground and surface water management;
- Show preferred drainage, sanitary sewer, and water servicing schemes on the proposed land use plan;
- In the draft and final reports, provide text for development guidelines for environmental impact mitigation measures that might be required to protect existing heritage resources; and
- Final open space/recreational design mater plan.



## 9.0 FINANCIAL ANALYSIS

Once a preferred land use concept has been proposed, a financial impact analysis will be undertaken to determine the estimated cost of all municipal services and infrastructure necessary to support the proposed development. The study will focus on the implications of these works on Development Charges and tax/rate-supported sources, and will provide information on the splits the growth/non-growth components of all the works. The analysis will include a calculation of estimated DC revenues based on most likely development densities, and provide information on expected timing of realization of the DC revenues.

It is the policy of the City of London to require that each area that develops demonstrate that it does not place an undue burden on the City's financial resources, recognizing that the City uses a city-wide approach for averaging DC costs and required revenues (i.e., there is not necessarily a direct relationship between the DC-eligible costs for a given development area with the revenues produced through build-out).

Key tasks to be undertaken as part of this study are outlined as follows:

- Review of the land uses and projected housing units and projected square footage of any non-residential uses;
- Calculation of Development Charge revenue projections based on most likely development



- density for projected land uses or as otherwise determined during the course of the study;
- Review of trunk sanitary and storm sewers, water services and stormwater management facilities in the context of the 2014 Development Charges Background Study Local Servicing Policy and estimate the cost of these works;
- Review of the recommended transportation infrastructure improvements and preparation of cost;
- Review of implementation costs, both hard and soft, for the open space recreational master plan including opportunities for partnerships; and
- Review the implications of development on the Growth Management Implementation Strategy (GMIS) with respect to budget and timing and determine if there is any need or opportunity to shift capital expenditures.

## 10 PROPOSED AREA PLAN

The consultant will prepare a proposed Secondary Plan document which will include:

- A description of the Study purpose and process;
- A summary of the findings from the component reviews;
- A description of the process and results from the Recreational/Open Space Visioning and public/agency/landowner consultation exercises;
- A summary of the opportunities and constraints analysis;
- The requirements for water, sewer and stormwater management infrastructure to support the preferred land use concept;
- Strategies to guide natural heritage protection, servicing, urban design and recreational/open space development;
- A summary of the financial impact analysis (with service by service details and revenue analysis contained in the Study appendices) and financing strategy for required capital projects;
- The final preferred land use concept, including growth yields and anticipated timing of development;
- Summary of public and agency comments including minutes from all meetings;
- The Open Space and Recreational Master Plan; and
- Recommended amendments to the Official Plan in the form of:
  - a. changes to Schedule “A” – Land Use
  - b. changes to Schedule “B-1” – Environmental Features
  - c. changes to Schedule “C” – Transportation Corridors
  - d. Any special policies that are appropriate to guide future development in the Study Area

## 11.0 CONSULTATION PROCESS

### i) City of London and Agency Input

The process of consulting with City departments, external agencies, landowners and the community will be a shared responsibility of the consultant and City planning staff. The municipal contribution to the process will be co-ordinated through a Steering Committee comprised of representatives from various divisions, Advisory Committees, and local agencies such as the Upper Thames River Conservation Authority. The Steering Committee will be chaired by the Manager of Environmental and Parks Planning who will also serve as the project lead for the City's involvement in the Study. The Steering Committee will meet at key points during the Study process including:

- Prior to finalization and Council adoption of the Terms of Reference;
- At the outset of the Study to review the consultant's proposal and work program;
- Upon completion of the component reviews to identify any deficiencies or refinements to be addressed;
- Following completion of the opportunities and constraints analysis and the alternative land use concepts; and
- Upon completion of the preferred land use concepts and financial impact analysis, and natural heritage, servicing, urban design and phasing strategies;
- Upon completion of the recommended area plan and Official Plan amendment.

The Steering Committee will act in an advisory capacity and the consulting team may communicate directly with any of the departments or agencies represented on the Committee as necessary to seek guidance or clarification.

### ii) Public Consultation

In order to ensure that the project schedule is maintained, the Consultant will be required to provide the background information and reports prior to the scheduled meetings, to provide an opportunity for an internal review by the Steering Committee.

The Terms of Reference for the Area Study will be subject to public review and a public participation meeting before Planning Committee prior to their approval by City Council. Once the consulting team is in place, they will be responsible for undertaking a consultation process to inform the public and seek out their views through public information/open house sessions. The Class Environmental Assessment requirements for Commissioners Road Alignment will be integrated with the Secondary Plan process with respect to notifications, public meeting requirements, evaluation and reporting requirements.

The study program will include a minimum of four public information/open house sessions that will co-ordinate with the Commissioners Road EA.

- At the outset of the study process to review the proposed work program and to initiate the recreational/open space visioning process;
- Following completion of the component reviews and opportunities and constraints analysis.
- A third session will be held following the preparation of alternative land use concepts and preliminary natural heritage and servicing and urban design strategies;
- The fourth session will be held to review the preferred land use concept and preliminary financial impact analysis and development phasing strategy.

The final step in the consultation process will be the formal public meeting of the Planning and Environment Committee to consider the adoption of the recommended Secondary Plan and Official Plan amendment. Throughout the process, the consultant and City staff will pursue opportunities to inform the public of the study progress and scheduled meetings. Communication will be provided through:

- “Living In The City” notices in the London Free Press;
- The City of London website – [www.london.ca](http://www.london.ca)
- A mailing list of community associations and local organizations known to have an interest in the Study Area;



- A mailing list of individuals and groups who have made recent submissions on planning, servicing and development issues in the Study Area; and
- Public notification signs

## 12.0 MINISTRY OF NATURAL RESOURCES

The consultant will engage the Ministry of Natural Resources prior to finalizing the secondary plan to ensure the proposed land use concept is consistent with provincial policy. Based on the comments provided by the MNR, the preferred land use plan will be modified. The consultant may assist the licensees in preparing and submitting a consolidated rehabilitation plan that reflects the proposed land use plan. This rehabilitation plan will be used in the application to the MNR for a Major Amendment to the existing approved rehabilitation plan.

## 13.0 AREA STUDY SCHEDULE

The consultant will provide an estimated schedule of study tasks and target start-up and completion dates. It is recognized that while the schedule is to be realistic and viable in terms of the time frames allocated, it may be subject to change as the study progresses. The consultant will consult and co-ordinate with the Commissioners Road Municipal Class Environmental Assessment scheduled for 2015. The target for completion of the study is one year from project start-up.

