

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	APPLICATION BY: 761030 ONTARIO LTD. 4680 WELLINGTON ROAD SOUTH PUBLIC PARTICIPATION MEETING ON JUNE 20, 2016

#### **RECOMMENDATION**

That, on the recommendation of the Managing Director, Planning and City Planner, with respect to the application of 761030 Ontario Ltd, relating to the property located at 4680 Wellington Road South, the proposed by-law <u>attached</u> hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on June 23, 2016, to amend Zoning By-law Z.-1, in conformity with the Official Plan, to change the zoning on a portion of the subject lands **FROM** an Urban Reserve (UR6) Zone **TO** an Urban Reserve/Temporary Use (UR6/T-\_\_) Zone.

#### PREVIOUS REPORTS PERTINENT TO THIS MATTER

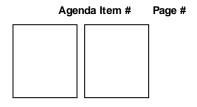
Report of the Commissioner of Planning and Development, July 30, 2001, recommending the extension of a temporary zone to permit a golf driving range and accessory structures for a period of not more than three years from the date of the passing of the by-law.

#### PURPOSE AND EFFECT OF RECOMMENDED ACTION

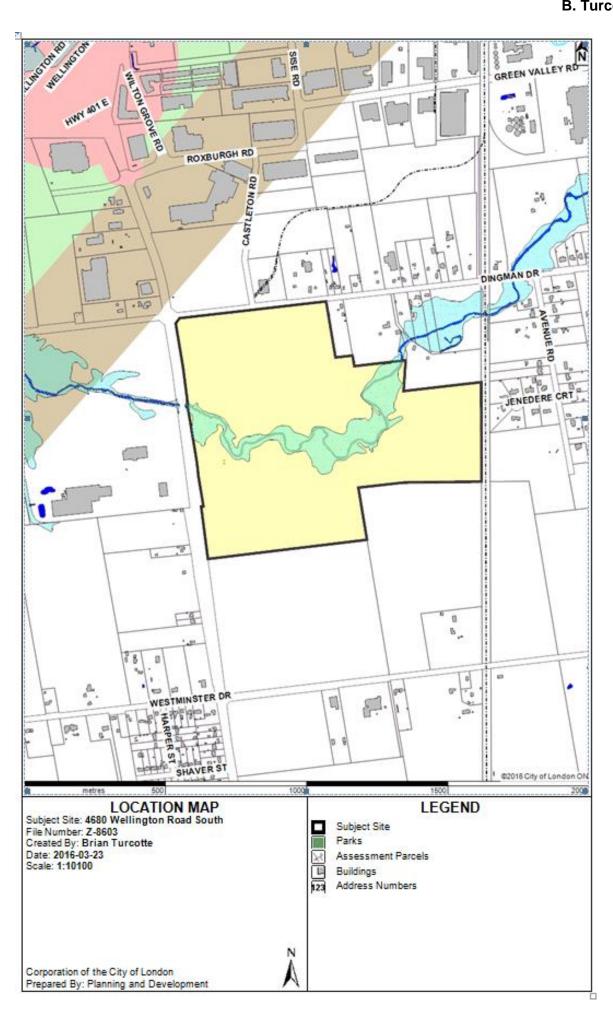
The purpose and effect of the recommended Zoning By-law amendment is to add a golf "driving range" to the list of permitted uses in the Urban Reserve (UR6) Zone for a temporary period up to three years.

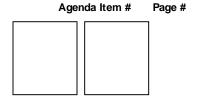
#### **RATIONALE**

- 1. The recommended Zoning By-law amendment is consistent with Sections 1 and 2 of the *Provincial Policy Statement*, 2014 which call upon Planning Authorities to: manage and direct land use efficiently and protect prime agricultural areas for their long-term use for agriculture.
- 2. The recommended Zoning By-law amendment is consistent with, and serves to implement the Urban Reserve and Temporary Use By-law policies of Sections 9 and 19 of the City of London Official Plan; and,
- 3. The recommended Zoning By-law amendment will provide for the continuation of an existing golf 'driving range' use for a temporary period of up to three until such time as a proposal that fully implements the Official Plan policies, as they apply to the subject lands comes forward.



Z-8603 B. Turcotte





## BACKGROUND

Date Application Accepted: March 22, 2016

Agent: J761330 Ontario Ltd. (Jim Grewal acting agent)

**REQUESTED ACTION:** Change Zoning By-law Z.-1 from an Urban Reserve (UR6) Zone which permits such uses as: existing defined industrial uses; kennels; private outdoor recreation clubs; passive recreation uses; and agricultural uses and an Agricultural (AG1) Zone which permits agricultural uses, conservation lands and passive recreation uses to an Urban Reserve/Temporary (UR6/T-(\_)) Zone and an Agricultural/Temporary (AG1/T-(\_)) Zone to add a golf "driving range" use to the list of permitted uses for a temporary period up to three years. The Corporation of the City of London will also consider the use of a Holding (h-\_) Zone to ensure that the subject lands are assessed for the presence of archaeological resources prior to future development.

Portions of the subject site are also zoned in the Z.-1 Zoning By-law as an Open Space (OS4) Zone which permits conservation lands and sports fields and an Environmental Review (ER) Zone which permits conservation lands and conservation works. No changes to the Open Space (OS4) Zone or the Environmental Review (ER) Zone have been requested to add a golf "driving range" use to the list of permitted uses for a temporary period up to three years.

#### SITE CHARACTERISTICS:

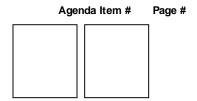
- Current Land Use an existing golf driving range, accessory structures, and a parking lot. The lands used for the golf driving range are part of a larger agricultural parcel that is bisected by a water feature and vegetative patch. This larger agricultural parcel is in excess of 20 hectares in size.
- Frontage (of the existing golf driving range facility) 183 metres (600 feet);
- Depth (of the existing golf driving range facility) 360 metres (1,180 feet);
- Area (of the existing golf driving range facility) 6.5 hectares (16.2 acres).

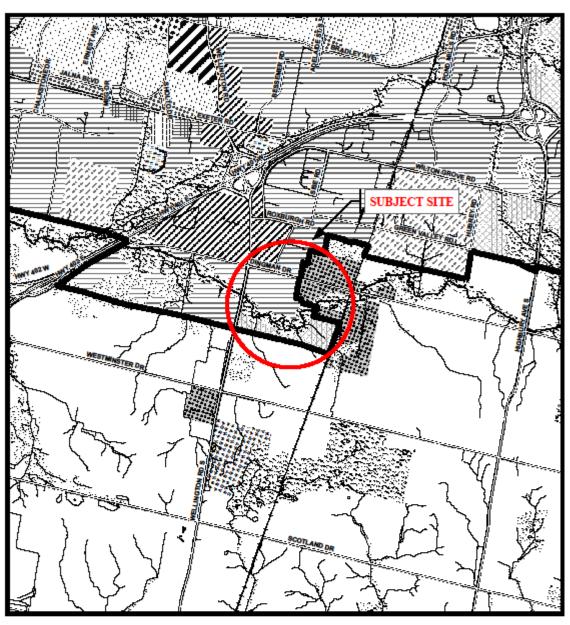
#### **SURROUNDING LAND USES:**

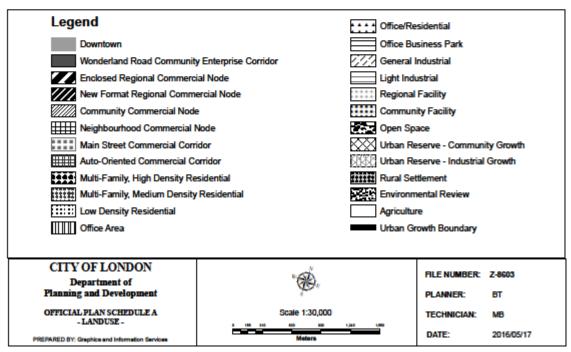
- North open space and agricultural uses (designated Light Industrial);
- **South** agricultural uses 9designated Agriculture);
- East agricultural uses (designated Urban Reserve Industrial Growth); and,
- West general industrial uses (designated Industrial).

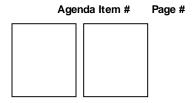
OFFICIAL PLAN DESIGNATION – See Official Plan Map (Urban Reserve – Industrial Growth).

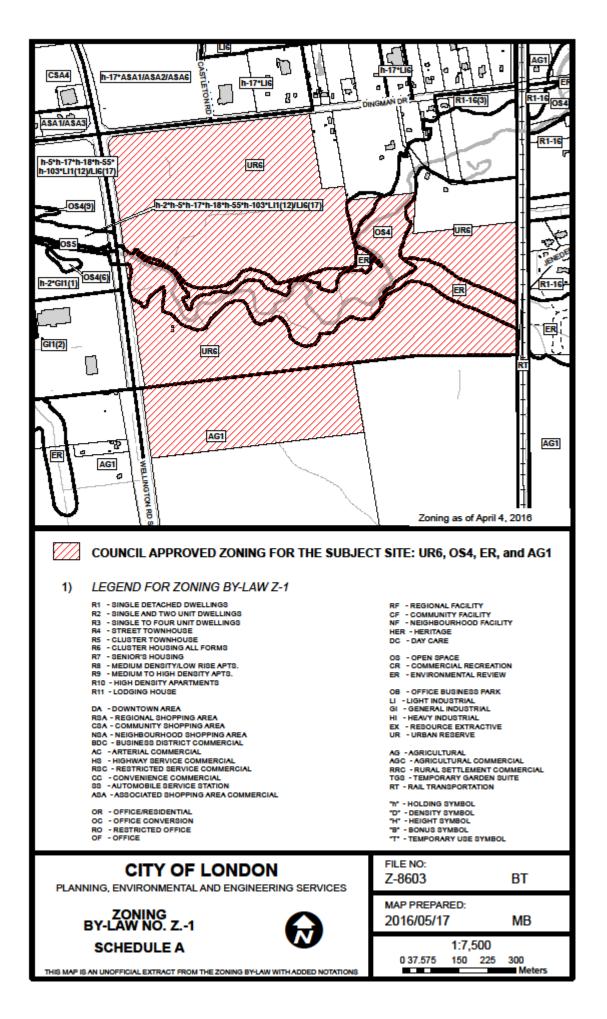
**EXISITNG ZONING – See Zoning Map (UR6)** 

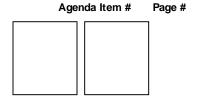












#### **PLANNING HISTORY**

The subject lands have operated as a seasonal golf driving range facility since 1994/1995. A review of aerial photographs would indicate that the "footprint", or land area, of this facility has not changed since its opening.

Prior to 1994, the subject lands were zoned a General Industrial (M2-5) Zone in Township of Westminster Zoning By-law.

In September of 1994, Municipal Council adopted a Zoning By-law amendment to permit the temporary use of the subject lands for a driving range facility for a period of three years.

In 1995 an Archaeological Assessment was carried out in 1995 for the subject lands.

The temporary use of the site for a driving range facility was, at the request of the then property owner, extended by Municipal Council for an additional three years in May of 1998 (By-law No. 2000–130) and again in August of 2001 (By-law No. 2000–145). The Zoning By-law permitting the temporary use of the lands for a driving range expired in 2004.

In 2005 Municipal Council adopted Annexed Area Zoning By-law No. Z.-1 051390. The Annexed Area Zoning By-law had the effect of changing the zoning of the subject lands from a General Industrial (M2-6) Zone to an Urban Reserve (UR6) Zone permitting such uses as: existing defined industrial uses; kennels; private outdoor recreation clubs; and passive recreation uses. The Urban Reserve (UR6) Zone did not permit the use of the subject lands for a driving range. Annexed Area Zoning By-law No. Z.-1 051390 also had the effect of zoning the southerly portion of the existing driving range facility from a General Agriculture (AI) Zone (in the old Township of Westminster Zoning By-law) to an Agricultural (AG1) Zone. Like the Urban Reserve (UR6) Zone which affected the majority of the existing facility, the Agricultural (AG1) Zone did not permit the use of the lands for a driving range.

In 2008, 761030 Ontario Ltd. acquired those lands known municipally 4680 Wellington Road South – a portion of which included the subject site. Since acquiring the property in 2008, 761030 Ontario Ltd. has continued to operate the seasonal driving range facility. In 2014 the property owner was informed by the City of London that the use of the lands for the existing driving range facility was not permitted by the Z.-1 Zoning By-law.

In March of 2016, 761030 Ontario Ltd. submitted a Zoning By-law amendment application to add the existing driving range facility to the list of permitted uses in the Urban Reserve (UR6) Zone for a temporary period of three years.

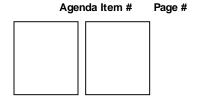
#### SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

#### **Environmental and Engineering Services Department comment:**

"The City of London's Environmental and Engineering Services Department has not identified any concerns with respect to the aforementioned Zoning By-law amendment application".

#### UTRCA:

"We understand that no changes are being proposed to the Open Space (OS4) or the Environmental (ER) Zone to allow for the proposed temporary golf driving range use. While the UTRCA has no objections to this application, we recommend that the applicant contact our Land Use Regulations officer to confirm whether any approvals pursuant to Section 28 of the Conservation Authorities Act will be required for the proposed use."



PUBLIC LIAISON:

On March 31, 2016, a Notice of Application was sent to 32 property owners in the surrounding area. Notice of Application was also published in the *Public Notices and Bidding Opportunities* section of *The Londoner* on March 31, 2016. A "Possible Land Use Change" sign was also posted on the site.

One telephone inquiry.

**Nature of Liaison:** "Possible change to Zoning By-law Z.-1 **FROM** an Urban Reserve (UR6) Zone ...and an Agricultural (AG1) Zone ...**TO** an Urban Reserve/Temporary (UR6/T-(\_)) Zone and an Agricultural/Temporary (AG1/T-(\_)) Zone to add a golf "driving range" use to the list of permitted uses for a temporary period up to three years. The Corporation of the City of London will also consider the use of a Holding (h-\_) Zone to ensure that the subject lands are assessed for the presence of archaeological resources prior to future development..."

**Responses:** The telephone inquiry was seeking confirmation that the temporary use was for the existing golf driving range.

# ANALYSIS

#### The Subject Site:

The subject lands are located on the east side of Wellington Road South, south of Dingman Creek and within the City's London's Urban Growth Area boundary. Wellington Road South is classified as an "Arterial" road on Schedule C – Transportation Corridors, to the City of London Official Plan.

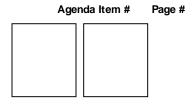
Agricultural lands abut the subject site to the south and the east. Open space lands, including lands within the Regulatory Limits of the Upper Thames River Conservation Authority (UTRCA) are found north of the site. An organic composting facility is located to the west of the site.

Just beyond the boundary of the golf driving range, at the fringe of a wooded area above Dingman Creek, lays a former pioneer cemetery. This registered cemetery is commonly known as Nichol Cemetery. Nichol cemetery is listed on the City of London's Inventory of Heritage Resources.

In 1998 a Development Agreement was registered on title for the subject site. The Development Agreement, which included a Site Plan depicting the various built elements of the driving range facility, required the owner of the lands to provide access to the City to cross the property in order for the City to maintain the Nichol Cemetery. This right of access is not changing as a result of the present Zoning By-law amendment application. The Development Agreement further stipulated, amongst other matters, that:

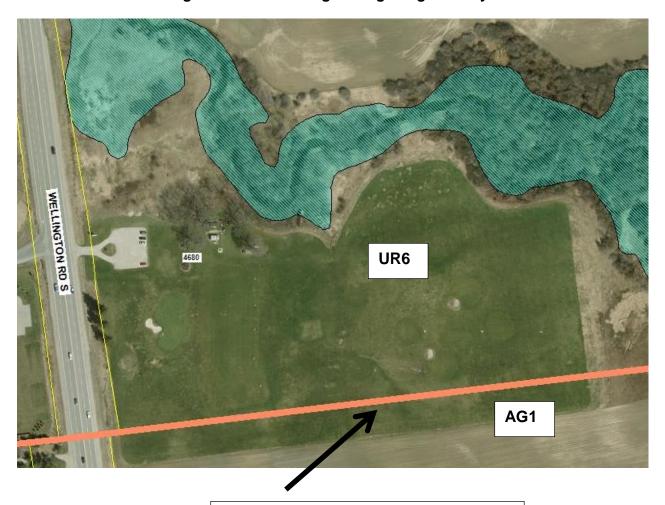
- "Prior to the commencement of any construction, servicing, landscaping or other land disturbances, ....the owner shall have a qualified consultant archaeologist...prepare and have accepted...an archaeological assessment;
- "With respect to the temporary use zone, the owner covenants and agrees that no buildings or structures shall be constructed without prior building permit and site plan approvals."

The subject lands have operated as a seasonal driving range facility since 1994/1995. The existing facility includes accessory structures, a parking area, a practice green, a driving platform (with five tee stations), and target greens (see Figure 1). The present operational "footprint" of the existing facility is reflective of the Site Plan that serves as a Schedule to the



1998 Development Agreement.

Figure 1 – The Existing Driving Range Facility



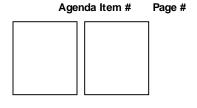
City of London Urban Growth Area Boundary

#### The Scope and Nature of the Application:

The Zoning By-law amendment application seeks to add a driving range use to the list of uses permitted in the Urban Reserve (UR6) Zone for a temporary period of up to three years (see Figure 1).

A small portion of the existing driving range is located on lands outside of the City's Urban Growth Area Boundary (see Figure 1above). This turfed area, which contains no structures or facility elements, has been designated and zoned for agricultural purposes in the City's Official Plan and Z.-1 Zoning By-law. The applicant is advised that new recreational uses, such as driving ranges or golf courses, are not considered to be appropriate primary or secondary permitted uses in the City's Agricultural designation. The Agricultural policies of the Official Plan specifically state that these uses are encouraged to locate within the urban community or areas designated for urban growth. In response to the City's position regarding the turfed area noted above the applicant has stated that "I plan on only applying for the temporary zoning [for] the lands that have the UR6 zoning. I do not plan to put any structures on the agricultural zoning that would be south of the UR6 zoning".

The implementation of a temporary zone to add a driving range use to the list of permitted uses in the southern Agricultural (AG1) Zone would be contrary to both the policies of the *Provincial Policy Statement*, 2014, and the City's Official Plan. Section 2.3 of the *PPS* states that "Prime agricultural areas shall be protected for their long-term use for agriculture...and that in prime



agricultural areas, permitted uses and activities are; agricultural uses, agriculture-related uses and on-farm diversified uses". The consideration of the requested temporary driving range use must, as directed by the *PPS* and Official Plan policy, be limited to lands within the City's Urban Growth Area Boundary that have been designated Urban Reserve – Industrial Growth and zoned an Urban Reserve (UR6) Zone.

### ANALYSIS – PART A

# Is the Requested Temporary Use "(T)" Zone Consistent with the *Provincial Policy Statement*, 2014?

Part IV of the *Provincial Policy Statement*, 2014 (PPS) provides policy direction that encourages appropriate and efficient development patterns to meet the full range of current and future needs of the planning authority. The recommendation to permit a new temporary zone for a passive, seasonal use with limited structures will not prejudice, or cause to impede, the short or long-term comprehensive development of these lands for the industrial purposes for which they are zoned. In the interim, the recommended temporary zone will serve to assist in the realization of the "...healthy, active community..." envisioned in Section 1.5 of the PPS.

### Is the Requested Temporary Use "(T)" Zone Consistent with the policies of the Southwest Area Plan and the Official Plan?

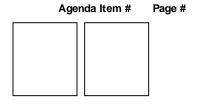
The subject lands are located within the Brockley Industrial Neighbourhood of the Southwest Area Secondary Plan (SWAP). Schedule 16 to the SWAP designates the subject lands Urban Reserve-Industrial Growth. As the Brockley Industrial Neighbourhood policies do not specifically include specific Urban Reserve – Industrial Growth policies, it is therefore appropriate to consider the Urban Reserve – Industrial Growth policies of the parent City of London Official Plan.

The subject lands are located within the City of London Urban Growth Area boundary. The lands are designated Urban Reserve – Industrial Growth on Schedule A – Land Use to the City of London Official Plan.

Section 9.4 of the Official Plan states that the Urban Reserve – Industrial Growth designation is intended to provide a general indication of the mix of urban land uses proposed for an area. In the case of the subject site, industrial land uses are envisioned to provide for the current and future needs of the City. Because of concerns regarding premature development, Urban Reserve - Industrial Growth areas are zoned to allow for a limited range of uses. In this particular case, the subject lands are zoned an Urban Reserve (UR6) Zone which permits such uses as: existing industrial uses; existing dwellings; kennels; riding stables; passive recreational uses; conservation lands; and woodlots. A "driving range", as it is explicitly defined in the Z.-1 Zoning By-law to mean "...a public or private area operated for the purpose of developing golf techniques, but excluding miniature golf courses and golf course", is not recognized as a permitted uses in the Urban Reserve (UR6) Zone variation.

A site specific amendment to the Z.-1 Zoning By-law may be considered within the Urban Reserve – Industrial Growth designation provided it does not negatively affect the community planning process on the surrounding lands. In the case of the subject site, the requested temporary use of the lands for a seasonal "driving range" for a period of up to three years is not viewed as negatively impacting, or serving to impeded, the future development of the area for industrial purposes.

The Official Plan also provides specific policy direction with regard to enabling provisions for temporary uses. Under Section 19.4.5, temporary use by-laws may be considered provided the general intent and purpose of the Official Plan is maintained; the by-law does not exceed three years; and regard is had for the following matters:



"(a) compatibility of the proposed use with surrounding land uses;"

The subject site was zoned to provide for a temporary driving range use in 1994. The temporary use of the site for a driving range was extended by Municipal Council for an additional three years in 1998 and again in 2001. The seasonal *driving range* use has attained a measure of compatibility with the surrounding industrial and agricultural land uses.

"(b) any requirement for temporary buildings or structures in association with the proposed use;"

The applicant has indicated that no new buildings or structures are contemplated by way of the current application. It is noted that should such temporary buildings or structures be proposed, the applicant is bound by the conditions of the previously executed Development Agreement and associated Site Plan.

(c) "any requirement for a temporary connection to municipal services and utilities;"

The requested temporary driving range use does not require a temporary connection to municipal services or utilities.

(d) 'the potential impact of the proposed use on transportation facilities and traffic in the immediate area;"

The Transportation Planning and Design Division has not identified any concerns regarding the potential impacts of the requested temporary driving range use on transportation facilities or traffic in the immediate area.

(e) "access requirements for the proposed use;"

An existing drive lane exiting off of Wellington Road South to a common parking area provides access to the site. The Transportation Planning and Design Division has not identified any concerns regarding the existing access arrangement. No new accesses are contemplated for the requested temporary driving range use.

(f) "Parking required for the proposed use, and the ability to provide adequate parking on-site;"

The existing on-site parking lot is of a sufficient size to accommodate the vehicular demands of the requested temporary use.

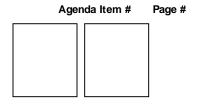
(g) "the potential long-term use of the temporary use;"

The applicant has requested a Temporary Use "(T)" for a period not exceeding three years. The City of London's Environmental and Engineering Services Department has not identified any concerns with respect to the recommended temporary driving range use. From a land use perspective, the driving range use has existed on the site in excess of twenty years and has attained a measure of compatibility with surrounding land uses. The seasonal nature of the use, and the minimal on-site infrastructure required to support it, is such that the requested use poses no substantive impediment to the long-term development of the site for industrial purposes.

The requested temporary driving range use is viewed as being consistent with, and serving to implement, the Urban Reserve-Industrial Growth and Temporary Use By-law policies of the Official Plan.

#### The Recommended Zoning By-law

The recommended Zoning By-law amendment to add a "driving range" use to the list of



permitted uses in the Urban Reserve (UR6) Zone for a temporary period of up to three years has been shown to be appropriate. The recommended Zoning By-law amendment will provide for a use that has attained a measure of compatibility with surrounding land uses. The seasonal nature of the use will not place additional strains on municipal infrastructure nor will it hinder the short or long-term development of these lands for their intended industrial purposes.

CONCLUSION
CONCLUSION

The recommended Zoning By-law amendment to add a driving range use as a Temporary Use for a period of up to three years is consistent with, and will serve to implement, the policies of the *Provincial Policy Statement*, 2014, and the policies of the City of London Official Plan.

PREPARED BY:	SUBMITTED BY:			
BRIAN TURCOTTE	MICHAEL TOMAZINCIC, MCIP, RPP			
SENIOR PLANNER, CURRENT PLANNING	MANAGER, CURRENT PLANNING			
RECOMMENDED BY:				
LOUIN M. EL EMINO, MOID, DDD				
JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER				

May 18, 2016

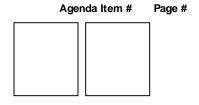
/BT

Y:\Shared\implemen\DEVELOPMENT APPS\2016 Applications 8573 to\8603Z - 4680 Wellington Road South (BT)\PEC Report Final Final Final Final For 4680 Wellington Road South.docx

Agenda item #		Page #

### Responses to Public Liaison Letter and Publication in "The Londoner"

Telephone Alan Tipping – phoned seeking clarification that the amendment pertained to the existing driving range.	Written (e-mail)



## Bibliography of Information and Materials Z-8603

#### **Request for Approval:**

City of London Zoning Amendment Application Form, completed by Jim Grewal (for 761030 Ontario Ltd.) March 10, 2016

#### **Reference Documents:**

Ontario. Ministry of Municipal Affairs and Housing. *Planning Act, R.S.O. 1990, CHAPTER P.13*, as amended.

Ontario. Ministry of Municipal Affairs and Housing. Provincial Policy Statement, 2014.

City of London. Official Plan, June 19, 1989, as amended.

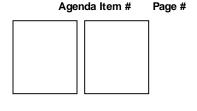
City of London. Zoning By-law No. Z.-1, May 21, 1991, as amended

Correspondence: (all located in City of London File No. Z-8603 unless otherwise stated)

<u>Departments and Agencies - (all located in City of London File No. Z-8603 unless otherwise stated</u>

#### Other:

Site Visit



#### Appendix "A"

Bill No. (number to be inserted by Clerk's Office) 2016

By-law No. Z.-1-16

A by-law to amend By-law No. Z.-1 to rezone a portion of an area of land located at 4680 Wellington Road South.

WHEREAS 761030 Ontario Ltd. has applied to rezone the Urban Reserve (UR6) Zone as it applies to a portion of an area of land located at 4680 Wellington Road South, as shown on the map <u>attached</u> to this by-law, as set out below;

AND WHEREAS this rezoning conforms to the Official Plan;

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

- 1) Schedule "A" to By-law Z.-1 is amended by changing the zoning applicable to a portion of those lands located at 4680 Wellington Road South, as shown on the <u>attached</u> map comprising part of Key Map No. A112, from an Urban Reserve (UR6) Zone to an Urban Reserve/Temporary Use (UR6/T-\_\_) Zone.
- 2) Section Number 50.2 of the Temporary (T) Zone is amended by adding the following subsection for a portion of lands known municipally as 4680 Wellington Road South and as shown on Schedule "A" attached hereto:
  - ) T-\_\_\_

A portion of lands located at 4680 Wellington Road South, as shown on the map attached hereto, comprising part of Key Map No. A112, may be used as a driving range for a temporary period not exceeding three (3) years from the date of the passing of the by-law beginning June 23, 2016.

The inclusion in this By-law of imperial measure along with metric measure is for the purpose of convenience only and the metric measure governs in case of any discrepancy between the two measures.

This By-law shall come into force and be deemed to come into force in accordance with Section 34 of the *Planning Act, R.S.O. 1990, c. P13*, either upon the date of the passage of this by-law or as otherwise provided by the said section.

PASSED in Open Council on June 23, 2016.

Matt Brown Mayor

Catharine Saunders City Clerk

First Reading - June 23, 2016 Second Reading - June 23, 2016 Third Reading - June 23, 2016

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

