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File No: O-8478
Planner: L. Maitland

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	BEAUFORT/IRWIN/GUNN/SAUNBY (BIGS) NEIGHBOURHOOD SECONDARY PLAN MEETING ON AUGUST 22, 2016

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan:

- a) That the Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan, attached hereto as Appendix "A" **BE ADOPTED**;
- b) the proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on June 23, 2016 to amend the Official Plan to;
 - i. amend Chapter 20 – Secondary Plans, **BY ADDING** "Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan" to the list of Secondary Plans adopted by Council in Section 20.2 i) of the Official Plan for the City of London;
 - ii. amend Chapter 20 – Secondary Plans, **BY ADDING** the "Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan" adopted in clause (a) above as Section 20.9 – Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan, to the Official Plan for the City of London;
 - iii. **TO ADD** the naming and delineation of the "Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan" to Schedule "D" – Planning Areas.
- c) That the Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan, attached hereto as Appendix "A" **BE CONSIDERED** as part of a future amendment to The London Plan after the approval of The London Plan by the Ministry of Municipal Affairs: to add the "Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan" to the list of adopted Secondary Plans in policy 1565; and, to add the naming and delineation of the "Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan" – to Map 7 – Special Policy Areas.

PURPOSE AND EFFECT OF RECOMMEDED ACTION
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The Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan sets a policy and land use framework to specifically address the redevelopment of land in the BIGS Neighbourhood Area.

RATIONALE

The recommended Official Plan amendments to include the text and schedules of the Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan in the Official Plan are consistent with the Provincial Policy Statement with respect to managing and directing land use

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to achieve efficient and resilient development and land use patterns; facilitating intensification, redevelopment, and compact form, while avoiding or mitigating risks to public health and safety; and, providing an appropriate range and mix of housing types and densities.

The recommended Official Plan amendments are consistent with the policies of the Official Plan that provide for the preparation of a Secondary Plan in instances where additional policy direction is desirable for the appropriate development of a defined area of the City. The recommended Official Plan amendments represent good planning as they have been developed and refined with significant community and property owner consultation. The secondary plan provides for a range of residential densities with a limited range of local commercial uses to serve the neighbourhood.

The recommended Official Plan amendment is consistent with the Strategic Plan for the City of London 2015-2019, primarily the goal of promoting urban regeneration, by establishing policies for redevelopment within the built up area of the city.

PREVIOUS REPORTS PERTINENT TO THIS MATTER

September 12, 2011 – Information report to initiate the BIGS study.

October 15, 2012 – Information report regarding the circulation of a draft BIGS neighbourhood plan.

November 26, 2012 – Public participation meeting to adopt the BIGS neighbourhood plan.

February 17, 2015 – Report to circulate new draft Secondary Plan for the BIGS neighbourhood.

June 20, 2016 – Report for approval of Secondary Plan for the BIGS neighbourhood.

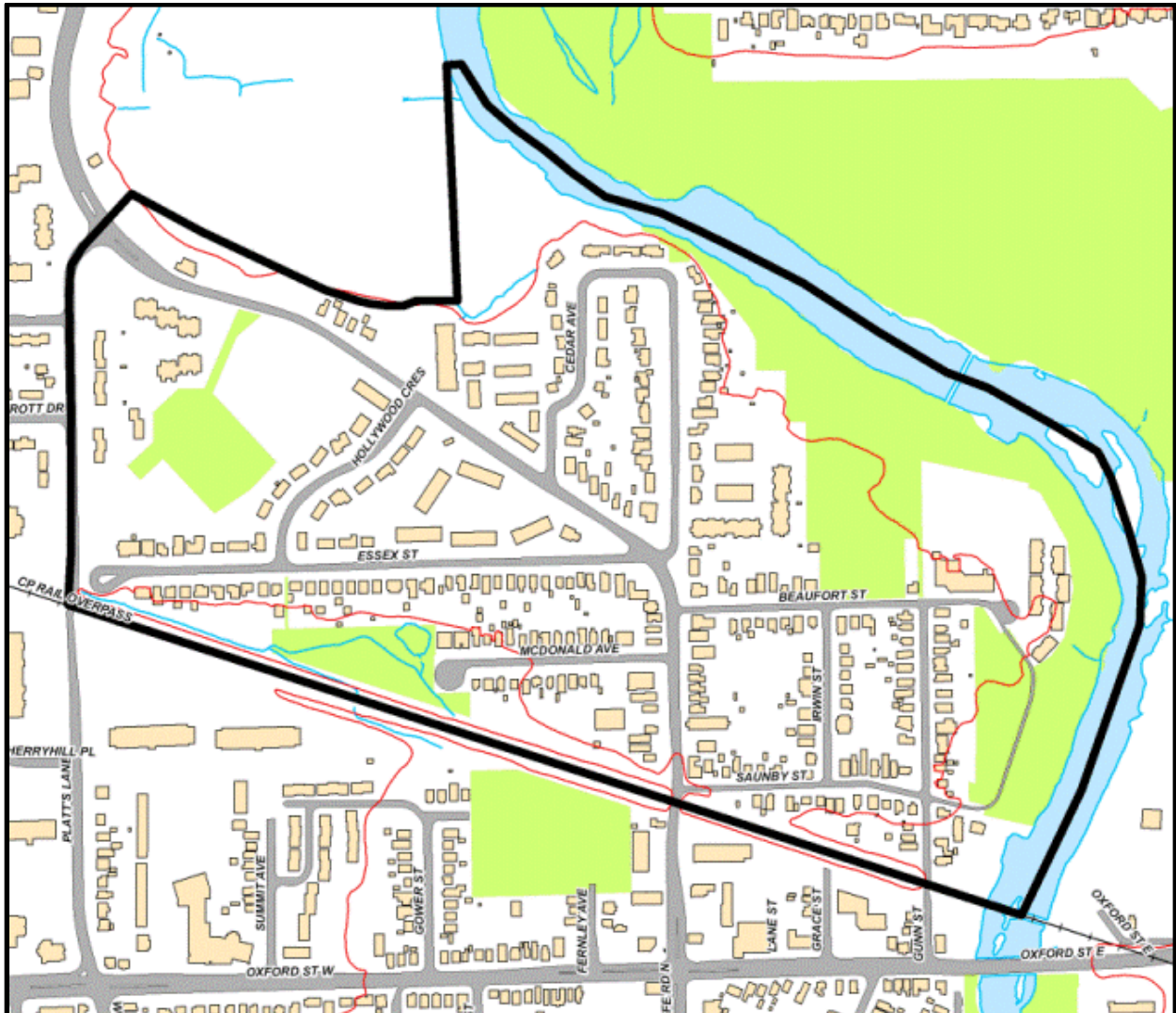
STUDY AREA

The Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan area is defined by the Canadian Pacific (CP) Rail Tracks to the south, Platt’s Lane to the west, the southerly boundary of the Western University lands to the north, and the Thames River to the north and east. The map on the following page outlines the boundary of the Beaufort/Irwin/Gunn/Saunby study area.

The lands within the Secondary Plan area are currently designated Multi-Family, Medium Density Residential (MFMDR) adjacent to both sides of Western Road/Wharncliffe Road North, and on the interior lands west of the Western Road/Wharncliffe Road corridor. The lands north and east of the Western Road/Wharncliffe Road corridor are designated Low Density Residential. Lands adjacent to the Thames River are designated Open Space.

The lands adjacent to the northern limit of the Secondary Plan area are designated Open Space and Regional Facility, and form part of the Western University lands. Immediately south of the CP railway, the lands are designated Neighbourhood Commercial Node east of Wharncliffe Road, and Multi-Family Medium Density and Multi-Family High Density Residential on the west side of Wharncliffe Road.

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PROJECT HISTORY

The revised BIGS Neighbourhood Secondary Plan was released in draft in February of 2015 for circulation and public input.

On October 8, 2015 a community meeting was held at City Hall to outline the Secondary Plan to the community, answer questions regarding the Secondary Plan and receive public feedback.

Between the October community meeting and May 2016 the Secondary Plan was modified to address the concerns raised in the community meeting and through correspondence received.

On June 2016 a public participation meeting was held at the Planning and Environment Committee to address the second draft of the BIGS Neighbourhood Secondary Plan. On June 23, 2016 Council directed that:

The Beaufort/Irwin/Gunn/Saunby Neighbourhood Secondary Plan BE REFERRED back to the Civic Administration to consider the public comments received during the public participation meeting held at the Planning and Environment Committee meeting on June 20, 2016 and report back with final recommendations to a future meeting of the Planning and Environment Committee;

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COMMENTS RECIEVED

At the June 20, 2016 public meeting there were six speakers who addressed the BIGS Neighbourhood Secondary Plan. The comments provided touched on a number of themes.

Parking

Through the Secondary Plan, general policies are provided to address most parking arrangements, while area policies direct more specific arrangements in identified locations where further policy direction is necessary. Area-specific policies address how parking would be provided for a potential redevelopment. The zoning by-law provides further regulations to address parking. Any proposed development needs to indicate how it would accommodate parking on site and meet all relevant policies and by-laws.

Concerns were raised about the possible extension of street parking for the Central Neighbourhood Node extending into the Neighbourhood Area. The general policies indicating permission for street parking exclusively on Neighbourhood Area streets reflects the existing condition and the future condition given the traffic servicing requirements of Western Road. Previous policy which contemplated reduced parking in the Central Neighbourhood Node and a reliance on street parking have been removed to address community concerns.

350 and 354 Wharnccliffe Road North

Two properties were discussed specifically regarding their inclusion within the Central Neighbourhood Node – 350 and 354 Wharnccliffe Road North. These properties are designated Multi-family Medium Density Residential under the current Official Plan and zoned R1-6(3). The Secondary Plan presented to PEC on June 20 recommended that they be included within the Central Neighbourhood Node. Neighbours speaking to the two properties indicated that, as single-detached homes the two properties would, in their opinion, be more appropriate in the Neighbourhood Area - Preservation. One letter received on behalf of the homeowner at 350 Wharnccliffe Road North indicated their preference would be to remain included within the Central Neighbourhood Node as indicated in the Secondary Plan presented June 20.

Given that 350 Wharnccliffe Road North is closer to the intersection with Western Road and the request from the owners, the property has been retained within the Central Neighbourhood Node. The upcoming Western Road widening is likely to have an impact on the potential redevelopment of the property at the corner of 914 Western Road. Including the property located at 350 Wharnccliffe Road North will increase the opportunity for the future redevelopment of this parcel. To facilitate the future redevelopment within the Central Neighbourhood Node, and including 350 Wharnccliffe Road North with the property at 914 Western Road within the Central Neighbourhood Node helps to prevent undersized development parcels which could compromise future redevelopment quality.

As the property at 354 Wharnccliffe Road North has both the single-detached dwelling characteristics and zoning as the houses immediately to the north, it has been added to the Neighbourhood Area – Preservation designation in the new draft Secondary Plan in accordance with the request of those who spoke at the June 20 meeting of the PEC.

Townhouses on Hollywood Crescent

Concerns were raised by members of the community regarding the proposed permission for townhouses on Hollywood Crescent. Requests have been made by the owners of 8 of the 11 properties to permit townhouses on Hollywood Crescent. Given the lot size on Hollywood Crescent and the stated intent to invest in intensification which would reduce redevelopment pressure on other portions of the neighbourhood the inclusion of townhouses would be appropriate for Hollywood Crescent. The street has for some time been designated Multi-Family Medium Density Residential under the Official Plan, so some expectation regarding a

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possible addition of density has been established. Furthermore townhouses both street and stacked would fit with the development, both proposed and existing, immediately to the east of Hollywood Crescent and the natural feature to the west.

Commercial Development

Concerns were raised regarding the proliferation of commercial uses within the BIGS study area and the redevelopment of the Central Neighbourhood Node to permit standalone commercial uses. The Secondary Plan does not provide for any redevelopment of standalone commercial uses. The previous draft has been modified to permit the development of properties without a commercial component, which would allow single use low-rise apartment uses as well as mixed-use development.

Neighbourhood scale commercial development exists within the Central Neighbourhood Node and the Secondary Plan ensures that any redevelopment would maintain a community-scaled character within the node. Any commercial would be limited to the existing scale and to uses that serve the neighbourhood. A commercial development would be limited to the ground floor mixed-use buildings.

Student Housing

Concerns were raised by one resident that the proposed Secondary Plan was not doing enough to segregate students in high-rise managed buildings. This is not an objective of the Secondary Plan. The *Planning Act* precludes the use of zoning to address matters such as tenure and relationship. The purpose of the secondary plan is to address matters related to appropriate land uses not users within the BIGS neighbourhood area.

Site specific request on behalf of London Property Corp.

At the public meeting Matt Campbell of Zelinka Priamo Ltd. spoke on behalf of Ray Stanton majority owner of London Property Corp regarding a number of properties reiterating the comments made in a letter previously provided, dated June 15, 2016. The comments and the actions taken in response, along with the reason for said action are describe below.

- Request that 348, 361, 362 and 365 Hollywood be permitted to develop stacked townhouses. A greater level of intensification can be supported on Hollywood Crescent given the lot size and existing ownership pattern. Recognizing the existing condition and the potential for redevelopment on Hollywood Crescent which would reduce pressure on the rest of the Neighbourhood Area townhouses have been added to the list of permitted uses on Hollywood Crescent. Townhouses limited to the height of three storeys are an appropriate fit with the Civic Corridor to the north and east.
- Request that 370 Hollywood be included within the Civic Corridor. The application of Civic Corridor to 370 Hollywood acknowledges the fact that the property is developed in conjunction with the adjacent property facing Western Road and the two operate as a single site and as such the plan has been altered to include 370 Hollywood within the Civic Corridor.
- Request that 18 Essex Street be included within the Central Neighbourhood Node. The intention is to limit the location of commercial uses within the neighbourhood, so extending the Central Neighbourhood Node would not be in keeping with this objective. The Civic Corridor application to 18 Essex Street as proposed also provides a residential use between the Central Neighbourhood Node and the Neighbourhood Area to mitigate the effects of commercial uses on the established lower density neighbourhood. It is not recommended that the Secondary Plan be amended to add this property to the Central Neighbourhood Node.
- Request that 46, 48 & 50 Beaufort be added to the Civic Corridor. In other locations where Civic Corridor has been applied to properties which do not front onto Western Road they act as a 'step-down' from the Central Neighbourhood Node and/or recognize existing development. This is not the case with 46, 48 & 50 Beaufort as they are across

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from properties within the Neighbourhood Area and the current use is low-density single-family form. Also the properties do not have direct access to the Civic Corridor (Western Road/Wharnclyffe Road North). It is not recommended that the Secondary Plan be amended.

Setbacks for Non-Corridor Fronting Properties

Community concerns were raised regarding the location and scale of redevelopment in the non-corridor fronting properties within the Civic Corridor. These properties have been placed within the Civic Corridor to recognize existing development and apply a transition to the Neighbourhood Area from the properties fronting the corridor. Additional policy has been added to ensure that setbacks for the non-corridor fronting Civic Corridor properties provide for redevelopment which maintains the character of the streetscape. A new map area has been created: Civic Corridor – Transition to indicate the location of the properties and offer a ‘pointer’ to the policy. The absence of bonusing permissions for these properties provides for a transition in scale between the Central Neighbourhood Node and Neighbourhood Area. Finally an additional policy has been put in place to ensure that redevelopment on 351-365 Wharnclyffe Road North maintains the scale of the existing streetscape.

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CONCLUSION

The Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan provides land use policies to direct potential redevelopment in the neighbourhood. Policies provided in the Secondary Plan direct intensification to the Western Road/Wharnccliffe Road North corridor to maintain the low-density character of the interior neighbourhood through preservation and limited intensification. This corridor-based approach allows for redevelopment is in keeping with community concerns and other recent planning work done in the preparation of the London Plan. This final draft for approval balances a demand for greater intensification with a desires of some landowners to maintain the existing levels of density in the neighbourhood.

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

July 29, 2016
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Appendix "A": Official Plan Amendment

Appendix "B": Changes Made to the June 2016 Draft Secondary Plan

Schedule 1: Beaufort/Irwin/Gunn/Saunby Neighbourhood Secondary Plan Area

Schedule 2: Beaufort/Irwin/Gunn/Saunby Neighbourhood Secondary Plan

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Appendix “A”

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

By-law No. C.P.-1284-_____

A by-law to amend the Official Plan for the City of London, 1989 relating to the Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan lands.

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 – August 30, 2016.

Matt Brown
Mayor

Catharine Saunders
City Clerk

First Reading – August 30, 2016
Second Reading – August 30, 2016
Third Reading – August 30, 2016

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AMENDMENT NO.

to the

OFFICIAL PLAN FOR THE CITY OF LONDON

A. PURPOSE OF THIS AMENDMENT

The purpose of this Amendment is:

1. To adopt the “Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan” as a Secondary Plan under the Official Plan for the City of London
2. To add “Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan” to the list of Adopted Secondary Plans in Section 20.2 i) of the Official Plan for the City of London;
3. To add Section 20.9 – Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan to Chapter 20 – Secondary Plans, of the Official Plan for the City of London; and,
4. To add the naming and delineation of the “Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan” to Schedule “D” – Planning Areas.

B. LOCATION OF THIS AMENDMENT

1. This Amendment applies bordered by the Canadian Pacific (CP) Rail Tracks to the south, Platt’s Lane to the west, the southerly boundary of the Western University lands to the north, and the Thames River to the north and east within the City of London.

C. BASIS OF THE AMENDMENT

The preparation of the Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan was undertaken subsequent to a direction from Municipal Council after concerns about intensification in the area were raised and a request was made to Council to enact an interim control by-law.

The City of London has undertaken public consultation through a community meeting to satisfying the planning requirements and criteria set out in September 2011 and November 2012 direction from Council. The community and agency input, options and proposed policies were, in turn, reviewed and assessed by municipal staff in the context of the *Provincial Policy Statement* and the City of London Official Plan, and used in the finalization of the Secondary Plan. This background work forms the basis and rationale for amendments to Official Plan and Schedule “D” to delineate the secondary plan area.

The Secondary Plan will be used in the consideration of all applications including Official Plan amendments, zoning by-law amendments, site plans, consents, minor variances and condominiums within the Planning Area.

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D. THE AMENDMENT

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

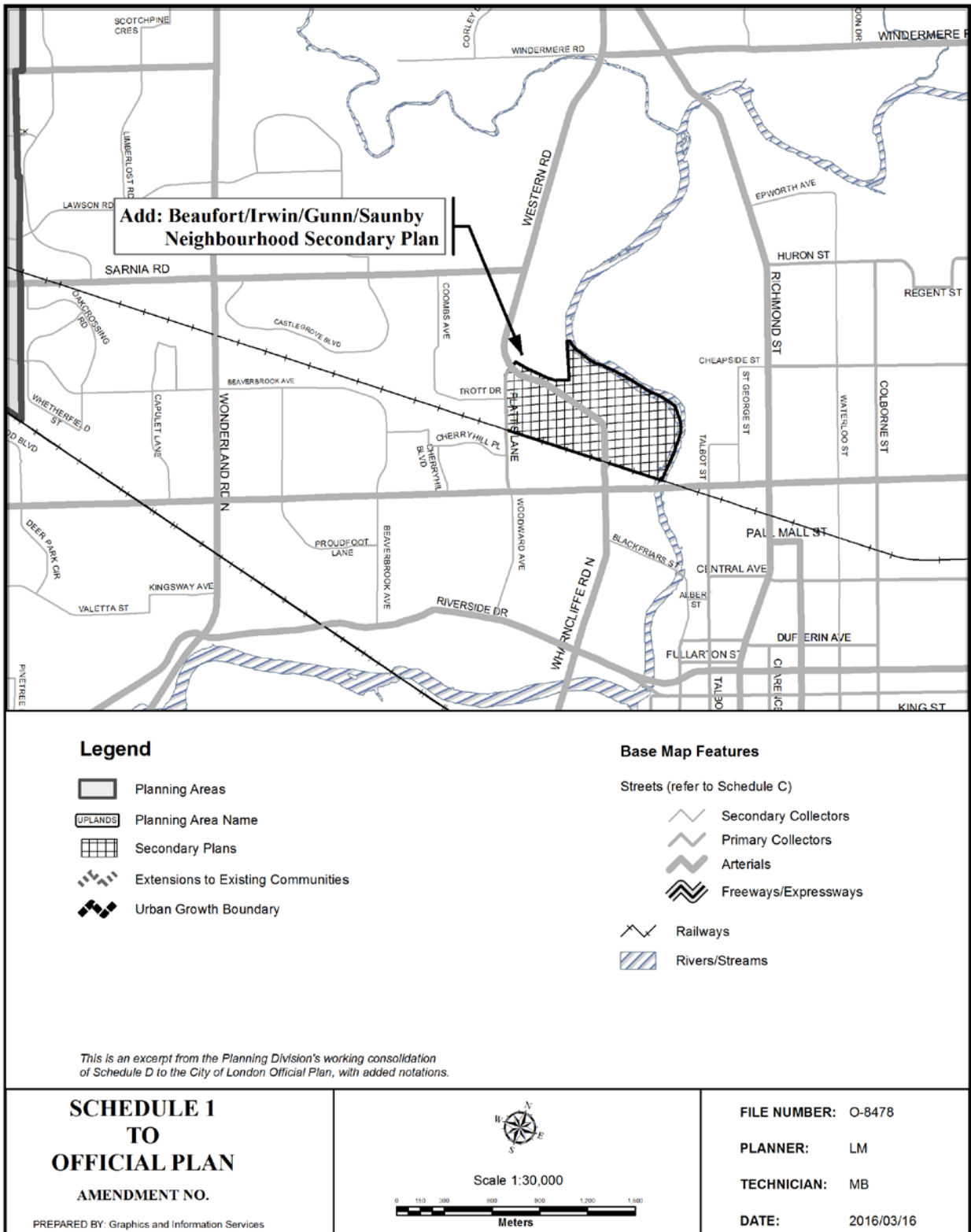
1. The following is added to Section 20.2. – List of Adopted Secondary Plans, of the Official Plan for the City of London;
 - _) Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan.
2. Chapter 20 – Secondary Plans, of the Official Plan for the City of London is amended by adding a new section, 20.9 Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan, attached hereto as Schedule 2.
3. Schedule “D” – Planning Areas, to the Official Plan for the City of London is amended by delineating the “Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan area” as indicated on Schedule 1, attached hereto.

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Schedule 1

AMENDMENT NO:



PROJECT LOCATION: e:\planning\projects\pl_officialplan\workconsol\00\amendments\o-8478\mxd\scheduleD_b&w_8x11.mxd

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Schedule 2

**Section 20.9
Beaufort/Irwin/Gunn/Saunby Neighbourhood Secondary Plan
August 30, 2016**

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Appendix "B"

Changes Made to the June 2016 Draft Secondary Plan

Page 1

- 20.9.1.1 – Replace "is to be understood to" with "shall".
- 20.9.1.2 - Add the word "area" after neighbourhood in the first sentence.

Page 2

- 20.9.1.3 i) – add the sentence "The work is currently scheduled for 2018" to the end of the paragraph.
- 20.9.1.3 iii) – Replace "student" with "mixed".

Page 8

- 20.9.2.2 i) – Replace reference to "20.9.8.7" with reference to "20.9.8.6".
- 20.9.2.3 – In the second paragraph replace "highest" with "higher".
- 20.9.2.3 – Remove the last sentence from the fifth paragraph.

Page 9

- 20.9.2.4 vi) – Add "and cyclists" after the word pedestrians in the second bullet.

Page 10

- 20.9.2.5 iv) - Add "for the excluded uses" at the end of the final sentence.
- 20.9.2.5 vi) - Replace "is also" with "may be" and replace "are not to" with "may not".

Page 11

- 20.9.2.6 i) c) – Replace "sidewalk" with "walkway".
- 20.9.2.6 i) d) – Replace "which is in keeping" with "consistent with".
- 20.9.2.6 i) e) – Add "within the setback area" to the end of the sentence.

Page 12

- 20.9.2.6 iii) a) – Add the word "Residential" in front of "buildings".

Page 13

- 20.9.2.7 iv) – Remove points f) and g) in their entirety.

Page 16

- 20.9.3 iii) - Add "Apartment buildings" to the list of permitted uses
 - Within a) replace "required on" with "limited to" and replace "all" with "any".
 - Remove the first two sentences in c) and add "to accommodate commercial parking demand" to the end of the sentence.
- 20.9.3 iv) b) – Add "The zoning by-law may limit the amount of commercial uses." To the end of b).
- 20.9.3 v) c) – Add "In mixed use developments" to the beginning of c)

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- 20.9.3 v) e) – Remove the first two sentences.

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- 20.9.3 v) f) – Add “setbacks and/or” in front of the work “buffers”)
- 20.9.3 v) – Add the phrase “, and ensure that new development is oriented to the Neighbourhood Square.” to the end of g).

Page 19

- 20.9.4 iv) a) – Add “(unless otherwise specified in the 20.9.4.1: Civic Corridor – Transition).” to the end of the bullet.

Page 20

- 20.9.4 v) c) – Remove the final sentence
- 20.9.4 v) d) – Remove d) in its entirety
- 20.9.4 v) e) – Add “setbacks and/or” in front of “buffers”.

Page 21

- 20.9.4 v) m) – Remove the words “and use”.
- 20.9.4 vi) a) – Add “ Where direct access to the Civic Corridor is not possible,” in front of “vehicular.
- 20.9.4 vi) - Replace the opening paragraph with the following:

20.9.4.1 Civic Corridor – Transition

For the properties on Essex Street and Wharnccliffe Road North within the Civic Corridor outlined on Map 1 as Civic Corridor – Transition the following policies apply in addition to the policies of 20.9.4.

- 20.9.4 vi) – Replace b) in its entirety with “No bonusing will be permitted for height beyond 4 storeys.”
- 20.9.4 vi) – Add a new d) to read: Front yard setbacks for new development should align new buildings with the existing front yard setbacks along the streetscape.”
- 20.9.4 vi) – Add a new e) to read: For the property at 351-365 Wharnccliffe Road North, redevelopment along the streetscape shall maintain the existing scale and setback so as to maintain the character of the streetscape.

Page 23

- 20.9.5 – Add “including the Grosvenor Lodge site,” after the word “site”
- 20.9.5 i) – Replace “maintenance” with “preservation”.

Page 24

- 20.9.5 a) – Replace the existing third bullet with: “New development on parcels adjacent to Grosvenor Lodge shall require a Heritage Impact Assessment which includes design elements that maintain and protect the heritage character of Grosvenor Lodge.
- 20.9.5 a) – Replace the existing fourth bullet with: “On-site surface or structured parking is not permitted between the building line of Grosvenor Lodge and Western Road within the Heritage Corridor.”
- 20.9.5 a) – Replace the existing fifth bullet with: “Built form adjacent to Grosvenor Lodge shall be designed to be compatible with the character of the cultural heritage landscape and address matters including articulation, massing, landscaping and materials.”
- 20.9.5 a) – Replace “as the background” with “secondary” in the sixth bullet.

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- 20.9.5 iii) a) – Add “Exisiting” in front of the word “institutional”.
- 20.9.5 iv) b) – Replace “is to” with “may” and add “on the north side of Western Road.” to the end of the first sentence.
- 20.9.5 iv) b) – Replace the final sentence with: “Redevelopment of existing residential sites will be limited to the scale and massing of existing development.”

Page 27

- 20.9.6 – Remove “and does not form part of the Corridors described previously” from the first sentence.
- 20.9.6 – Add “and adjacent to the Central Neighbourhood Node” after “Civic Corridor at the end of the first sentence.
- 20.9.6 i) – Add “ and developed area” after “park space” within the first paragraph.
- 20.9.6 i) – Replace “impact” with “intensity” in the second paragraph.
- 20.9.6 iii) – Remove “in the North and West neighbourhoods” after “unless otherwise specified”.

Page 28

- 20.9.6 iv) – Remove a) in its entirety.

Page 29

- 20.9.6.4. – Add “stacked townhouses” to the list of permitted uses in i).

Page 31

- 20.9.7 i) Add “and Open Space” before the word “designation”.

Page 32

- 20.9.7 iii) – Replace “recreational” with “Parks and Open Space”.

Remove draft indicators from the document.
Change date references from “June 2016” to “August 2016”
Mapping changes shown on next page.

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Mapping changes shown below

1. 354 Wharnccliffe Road North added to "Neighbourhood Area – Preservation"
2. 370 Hollywood Crescent added to "Civic Corridor"
3. Civic Corridor Properties on Essex Street and the northern portion of Wharnccliffe Road North are designate a new sub-area of Civic Corridor – Transition.

