

TO:	CHAIR AND MEMBERS -
	PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING DIRECTOR, LAND USE PLANNING AND CITY PLANNER
SUBJECT:	URBAN DESIGN GUIDELINES MEETING ON MARCH 26, 2012

RECOMMENDATION

That, on the recommendation of the Director, Land Use Planning and City Planner:

- (a) The following information report on the DRAFT Urban Design Guidelines **BE RECEIVED** for information; and
- (b) That Civic Administration **BE DIRECTED** to refer the DRAFT Urban Design Guidelines to the following review processes:
 - i) Official Plan Review Process;
 - ii) Transportation Master Plan;
 - iii) Culture Plan;
 - iv) Urban Forestry Plan.

PREVIOUS REPORTS PERTINENT TO THIS MATTER

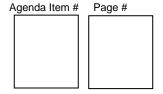
The following previous reports are pertinent to this matter:

- a) May 10, 2004 Report to Planning Committee (Overview of Smart Growth and Placemaking)
- b) March 21, 2005 Sunningdale North Area Plan (Adoption of pedestrian oriented area plan)
- c) July 18, 2005 Report on Placemaking Demonstration Project
- d) September 24, 2007 Old Victoria Area Plan and Design Guidelines
- e) November 3, 2008 Council Adopts Placemaking Guidelines
- f) July 20, 2009 Placemaking Design Guidelines Implementation Project Planning Committee Report – This report identified the Terms of Reference for the Placemaking Guidelines Implementation Project, preferred consultant team and proposed schedule for completion.
- g) November 8, 2010 Placemaking Implementation Guidelines Information Report
 This report requested Civic Administration to circulate the Placemaking Implementation
 Guidelines. In addition, the report identified that further refinement of the Guidelines would
 be necessary to ensure ease of use for applicants.

ANALYSIS

In December of 2011, a draft of the Urban Design Guidelines was received by the Planning and Environment Committee. Staff were directed to circulate the document for feedback to the following groups and stakeholders within the Community:

- London Development Institute
- London Home Builders Association
- Urban League



- London area landscape architects
- London Society of Architects
- London Transit Commission
- LACH
- EEPAC
- Urban Design Peer Review Panel
- City of London Engineering Department (Transportation, Water, Wastewater, SMW, Operations)
- Development Services
- Utilities Coordinating Committee
- Transportation Advisory Committee
- London and area planning consultants

Over the course of the past two months, urban design staff have circulated the document, received feedback and subsequently met with some of the above noted groups to gain a better understanding of the barriers to implementation. These include:

- City Engineering Department
- London Transit Commission
- London Development Institute
- Urban Design Peer Review Panel
- London area planning consultants
- Utilities Coordinating Committee Representative

A summary of responses can be found in Appendix A. Five general themes have emerged from the feedback process, which include:

1. Official Plan Congruence

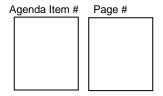
The current DRAFT Urban Design Guidelines document contains concepts that are at a citywide level, but presently do not have an associated policy context in the Official Plan. As such, staff is recommending that the DRAFT Urban Design Guidelines be deferred while these urban design policy issues are addressed through the Official Plan Review Process;

2. Cost

Urban design initiatives should strive to create a balance between investment and value with respect to constructing the city. In building well designed neighbourhoods and cities, urban design can create the desired economic, social and environmental value that provides a strong foundation for any place. Through the circulation of the DRAFT urban design guidelines discussion relating to both the cost and value of implementing components of urban design were identified. In addition, respondents acknowledged that cost comes in two forms, capital cost and maintenance cost. Staff will review the document in relation to both of these elements. It is noted, the initial capital cost is one component, but the longer term maintenance of the investment, from the City's perspective, also needs to be considered. With respect to the overall costs and this document, it should be noted that the guidelines within the draft document were generally prepared using existing applications under review by the City's Planning Department as the basis;

3. Ontario Municipal Board

Given that the draft document contains concepts that currently do not have an associated policy context in the Official Plan (noted in item #1), concerns were raised about the defensibility of the Guidelines at the Ontario Municipal Board;



4. Urban Structure Plan

The primary feedback for this theme surrounds two relationships, first, what is the relationship between the Nodes and Corridors Map to the London Transit Commission's Bus Rapid Transit Plan and the Transportation Master Plan. Second, what is the relationship between the proposed cross-sections and the current engineering standards for public rights-of-way. At present, both the cross-sections and the Nodes and Corridors Plan are being integrated into both Plans. Further work is needed to refine the concepts within the identified Plans; this is noted as a next step (see below);

5. Urban Forest

Issues within this theme were identified specifically around the provision of adequate space for tree growth. Urban design staff will continue to work with the Urban Forester and the City's Operations Division to refine the details related to this theme.

Through the feedback collected, it is clear that respondents unanimously recommended that the DRAFT Urban Design Guidelines need to integrate with other current processes/studies that are being undertaken by the City of London; particularly, the Official Plan (OP) Review that will begin in April. Other studies include:

- a) The Transportation Master Plan
- b) The Culture Plan
- c) The Urban Forestry Plan

In the interim we will rely on current OP policies and City design guidelines. Presently, there is a significant amount of policy and regulatory tools that provide design guidance including:

Official Plan Policy

- a) Chapter 4 Commercial (Urban Design Objectives)
- b) Chapter 11 Urban Design
- c) Chapter 19 Implementation (Site Specific UD Guidelines)

City Wide Urban Design Guidance

- a) Placemaking Guidelines
- b) Drive Through Urban Design Guidelines
- c) Zoning By-law (Drive-Throughs and bonusing)
- d) Applicable portions of the site plan by-law

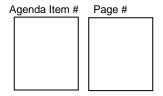
Area/Site Specific Urban Design Guidelines

- a) Hyde Park Community Plan Urban Design Guidelines
- b) Talbot Community Design Guidelines
- c) Airport Road South Business Park Urban Design Guidelines (Innovation Park)
- d) Advanced Manufacturing Park Urban Design Guidelines(UWO)
- e) Dingman Creek Industrial Urban Design Guidelines
- f) Upper Richmond Village Urban Design Guidelines
- g) Downtown Urban Design Guidelines
- h) Old Victoria Area Plan Urban Design Guidelines

General Design Guidance Information

- a) Illustrated Urban Design Principles
- b) Illustrated Urban Design Examples

Though this list is comprehensive there is still a need to prepare a set of urban design guidelines that sets out the overall organising structure and design guidance for the City at large. The above noted documents have assisted staff with preparing the DRAFT Urban Design Guidelines that were presented to the December 12, 2011 Planning and Environment Committee. However, elements of the city-wide design guidance in the current draft document needs to form part of the upcoming OP Review.



Next Steps

By referring the DRAFT Urban Design Guidelines to the OP Reivew Process, a revised form of the document will return to the Planning and Environment Committee in June or September of 2013. In the interim, urban design and planning staff will look to do the following:

- Work with the Development Services to better implement the various urban design guideline documents, particularly the Placemaking Guidelines, both from a subidivision and site plan perspective;
- Refer the DRAFT Urban Design Guidelines into the Official Plan Review process;
- Work with the various Engineering Units (ie. Transportation, Water, Sewer, Stormwater, Operations) to deliver projects that include urban design as part of the infrastructure life cycle renewal process;
- Work with various divisions and units on the implementation of public projects. These include, but are not limited to: public spaces (ie. parks and public squares) and community facilities (community centres, fire stations and park outbuildings);
- Continue to incorporate elements of the DRAFT Urban Design Guidelines into the various master planning process and Environmental Assessments currently underway within the City, these include, but are not limited to: the Transportation Master Plan; Culture Plan and the Urban Forestry Plan.

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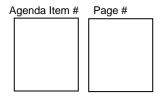
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Appendix A – Feedback Summary

			Urban D	Urban Design Guidelines - Comments and Feedback	ents and Feedback			
Off: -1-1 PI	Summary	Offi :- I PI I	(C-+i	151: 2) 14/1-4:-41-	IS-12-2 Ath	We	Series a like	D-10 This section
Congruence	the Urban Design	are created through the	terminology adonted	status of the Urhan	paragraph, pg 8) There	concerned that the	Structure includes a	includes provisions
·	Guidelines were	Planning Act, legislation	for major streets does	Structure Plan? To state	is the statement "It is	purpose of the Urban	Nodes and Corridor	which are contrary to
	created with the	that establishes them as	not conform to the	that this plan "sets the	understood that City of	Design Guidelines	Map that proposes a	the current O.P. The
	intention to supersede	the primary policy tool	Official Plan	context for	London documents and	document purports to	new system of road	O.P. need to be
	the Official Plan. In its	for municipalities to	designations and does	development" is, at	standards will need to	apply to;	classifications that is	amended first. The
	present form, the	"manage and direct	not conform to	best, misleading. My	be realigned to be	"all new developments,	not consistent with the	Urban Structure plan
	guideline document	physical change and the	accepted practice in the	understanding is that	consistent with the	investments, and	current Official Plan	should be adopted as a
	appears to be the	effects on the social,	transportation planning	the Official Plan and	USP." I submit that this	initiatives in London,	transportation policies	schedule to the O.P.
	overarching policy	economic and natural	field. The accepted	Zoning By-laws provide	wording should be the	including without	and introduces road	(c) does transportation
	document for the City.	environment of the	terminology has been	this context.	other way around. The	limitation:	right-of-ways (ROW) far	support this?
	Guideline documents	municipality". Guideline	developed over a		City's Transportation	 All City projects; 	wider than the existing	(e) grid network is not
	are intended to flow	documents are	number of years and is		Plan, as embodied in	 All planning 	ROW's for the current	always desirable
	from the policy	intended to flow from	widely understood by		the Official Plan, is the	approvals; and	road system.	(i) does this apply to
	direction established by	the policy direction	land use and		over-riding authority.	 All other City 	3	both local & secondary
	the Official Plan.	established by the	transportation planning		Street standards and	standards and		collections connecting
		Official Plan. In its	practitioners.		access management	processes." (Page 4).		to arterials. ie 36m
		language, the Urban			guidelines, prepared by	Applying it in such a		arterial to 36m
		Design Guidelines			those with expertise in	broad manner is		secondary collection?
		document appears to			the appropriate disciplines, should take	concerning to us		
		Official Plan as the			precedence over so-	document's 'urban		
		overarching planning			called "visionary"	structure plan', street		
		policy document of the			concepts.	network and other		
		City. We suggest that			E	sections contain		
		the document be				significant elements		
		revised in one of two				which conflict with the		
		ways to avoid				City's existing Official		
		unnecessary confusion:				Plan.		
		document be revised to						
		clarify that it is an "Area						
		Design Guideline" as						
		described by Section						
		11.1.3 of the Official						
		Plan, with all material						
		contradicting the						
		Official Plan removed;						
		or						
		2. The Guidelines						
		document be revised as						



Appendix A – Feedback Summary

ОМВ	Cost	
Guidelines are not defensible with the Board - Difficult to defend guidelines, Urban Design section of OP sets a good tone but guidelines don't work with the OP	In general, we can probably find new standard locations for watermain, but these will be under hard surfaces and will carry higher costs for repairs and replacement Engineering	a discussion paper on urban design issues, intended to support the current Official Plan Review process LAPC
Cannot have a document that is not appealable	Section 1, Introduction states "These urban design guidelines will assist proponents and designers in creating vibrant and dynamic neighbourhood places within our community". This section goes on to say the City's objective of achieving quality urban design is to enhance the appearance and experience of the public realm as the basis of the guidelines in the document are related to the private sector enhancing the public realm with little concern for the cost to the developer.	
	Pg15 Facades - This section seems to regulate S.D.D. by providing Architectural Controls in subdivisions; these are usually certified by a Consultant. i) do we need a section for T.H.'s, Apt's, Industrial, Commercial, Institutional? iii) group similar topics together ie corner lots e.f.n., etc iii) How do we regulate "high quality materials" -do we have a list? -who pays for the extra cost? (g) will the new zones help us to "reflect current streetscape" -how will new zones work when we want to change the streetscape? (o) questions of how much detail covered in SPA; interior excluded.	