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File: OZ-8667
Planner: J. Adema

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	APPLICATION BY: THE CORPORATION OF THE CITY OF LONDON 1577 & 1687 WILTON GROVE ROAD PUBLIC PARTICIPATION MEETING ON NOVEMBER 14, 2016

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, the following actions be taken with respect to the application of the Corporation of the City of London relating to the properties located at 1577 & 1687 Wilton Grove Road:

- (a) the proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on November 22, 2016 to amend the Official Plan to:
 - i) Change the designations on Schedule "A," Land Use, **FROM** an "Urban Reserve – Industrial Growth," "Open Space," and "Environmental Review" designation, **TO** a "Light Industrial" and "Open Space;"
 - ii) Change Schedule "B-1," Natural Heritage Features, by **REVISING** the boundary of the Environmentally Significant Area and Provincially Significant Wetland, **REMOVING** an Unevaluated Corridor and Potential Naturalization Area, and **ADDING** a Potential Naturalization Area; and
 - iii) Change Chapter 10 – Policies for Specific Areas by **ADDING** a policy to permit food, tobacco, and beverage processing industries on the Light Industrial portions of the subject lands.
- (b) the proposed by-law attached hereto as Appendix "B" **BE INTRODUCED** at the Municipal Council meeting on November 22, 2016 to amend Zoning By-law No. Z.-1, in conformity with the Official Plan as amended in part (a) above, change the zoning of the subject properties **FROM** an Agricultural (AG2) Zone, a Holding Agricultural (h-2●AG2), an Environmental Review (ER) Zone, and an Open Space (OS5) Zone, **TO** a Light Industrial Special Provision (LI1/LI2/LI6(_)) Zone on 1577 & 1687 Wilton Grove Road, a Light Industrial Special Provision (LI1(_)) Zone on a portion of 1577 Wilton Grove Road, and an Open Space (OS5) Zone.
- (c) the Site Plan Approval Authority **BE REQUESTED** to require the submission of an Environmental Impact Assessment and Hydrogeological Study as part of an application for Site Plan Approval, and that the recommendations of these studies be implemented to the satisfaction of the City and the Upper Thames River Conservation Authority.

PREVIOUS REPORTS PERTINENT TO THIS MATTER

None.

PURPOSE AND EFFECT OF RECOMMENDED ACTION
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The purpose and effect of the proposed amendments to the Official Plan and Zoning By-law is to designate and zone the subject lands for future light industrial development and protect environmental features.

RATIONALE

- The proposed amendments are consistent with the Provincial Policy Statement (2014),
- The proposed amendments comply with the Official Plan policies and meets location criteria for the Light Industrial land use designation;
- The proposed amendments comply with the Official Plan policies for proposals to change the designation of lands in the “Urban Reserve – Industrial Growth” land use designation;
- The proposed amendments establish appropriate Official Plan and Zone lines between developable areas and Open Space;
- The proposed amendments are consistent with *The London Plan* policies for the Light Industrial Place Type; and
- The proposed amendments are consistent with the Council-approved Industrial Land Development Strategy.

BACKGROUND

Date Application Accepted: August 2, 2016	Agent: Bill Warner, Realty Services
REQUESTED ACTION: Change the Official Plan land use designation on Schedule “A” from “Urban Reserve – Industrial Growth”, “Open Space” and “Environmental Review” to “Light Industrial” and “Open Space” and add a site-specific “Special Policy” under Chapter 10 – Policies for Specific Areas, to permit an expanded range of uses including Food and Beverage Processing Industries. The application also proposes to amend Schedule B-1 of the Official Plan to revise the boundary of the Tenant’s Pond Environmentally Significant Area in accordance with an Environmental Impact Study. Change the Zoning By-law Z.-1 from an Agricultural (AG2) Zone which permits a range of agricultural and agriculturally related uses, a Holding Agricultural (h-2●AG2) Zone which permits the same range of uses with a holding provision which requires an Environmental Impact Study prior to development, an Environmental Review (ER) Zone which permits a limited range of uses related to conservation, forestry and passive recreation and an Open Space (OS5) Zone which permits a limited range of uses related to conservation, forestry and passive recreation, to a Light Industrial Special Provision (LI1/LI2/LI6(_)) Zone to permit a range of light industrial uses including food and beverage processing facilities and an Open Space (OS5) Zone to restrict land uses to conservation, forestry and passive recreational uses. The City may consider the use of holding provisions to ensure the orderly development of the subject lands	

SITE CHARACTERISTICS:
<ul style="list-style-type: none">• Current Land Use - Agriculture• Frontage – 168m (1577 Wilton Grove Rd) & 280m (1687 Wilton Grove Rd)• Depth – irregular• Area – 40.85 ha (1577 Wilton Grove Rd) & 6.61 ha (1687 Wilton Grove Rd)• Shape – Irregular

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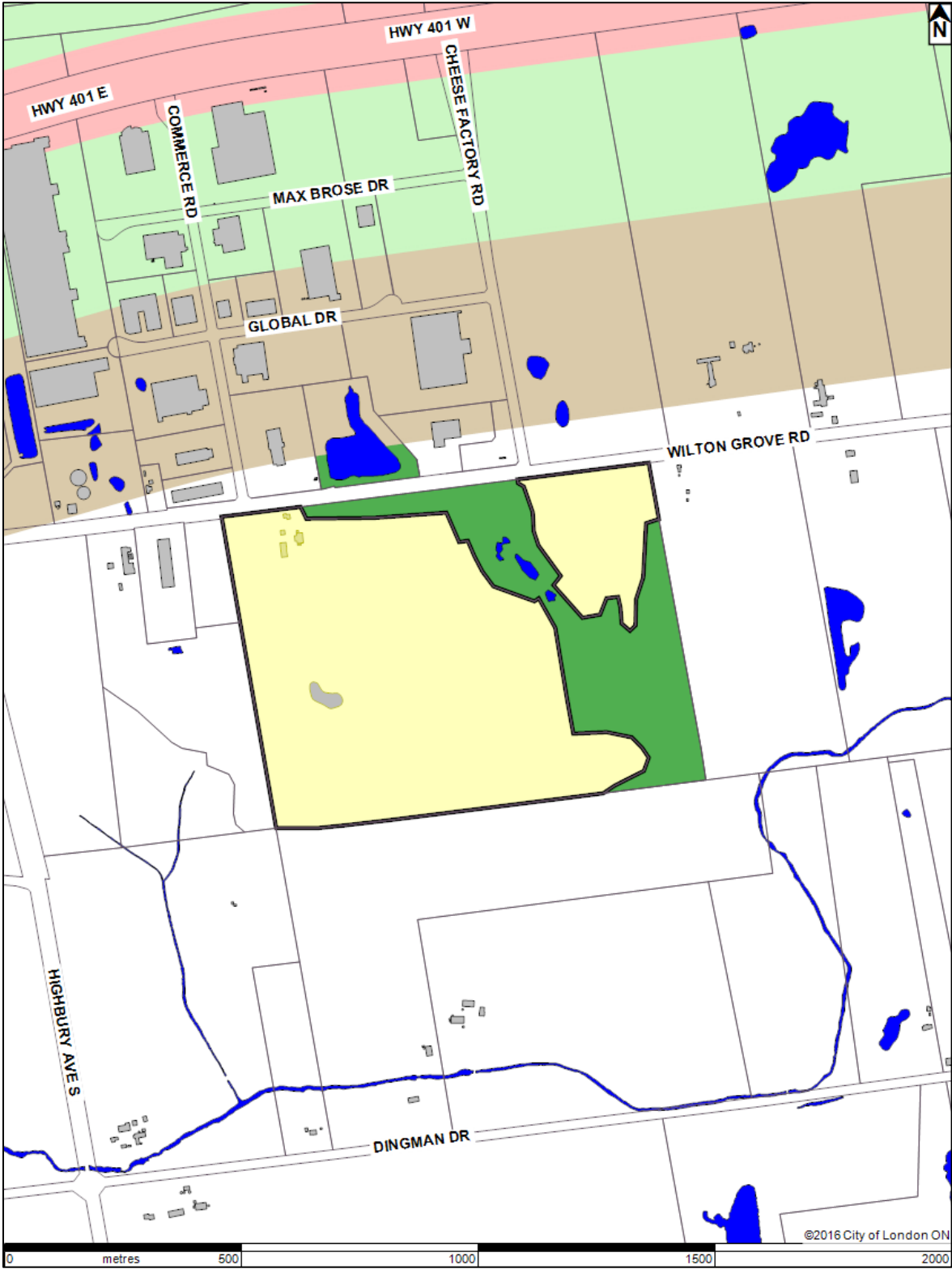
SURROUNDING LAND USES:
<ul style="list-style-type: none"> • North – Light Industrial • South – Agriculture • East – Agriculture • West – Light Industrial

EXISTING OFFICIAL PLAN DESIGNATION:
<ul style="list-style-type: none"> • Urban Reserve – Industrial Growth, Open Space, and Environmental Review
EXISTING ZONING:
<ul style="list-style-type: none"> • Agricultural (AG2), Holding Agricultural (h-2•AG2), Environmental Review (ER), and Open Space (OS5)

PLANNING HISTORY

The subject lands are located in an area that was approved by City Council for inclusion in an Urban Growth Boundary expansion for future industrial growth on March 31, 2015. The staff report in support of the boundary expansion and designation for industrial uses provided information and analysis with regards to the need for an Urban Growth Boundary expansion, response to provincial policy for urban boundary expansions, and determination of the appropriate locations for the required Urban Growth Boundary expansion for future industrial uses. The recommendation proposed that several areas, including the subject lands, be designated in the Official Plan to permit future industrial development. The rationale provided in that report concluded that the proposed locations of industrial lands would “strategically capitalize on potential economic development opportunities, meet market land demands and trends, fulfil the land development goals of the ILDS, create spin-offs and further the return on previous investments in successful Industrial Parks, and logically and contiguously expand the Urban Growth Boundary, infrastructure and services”

The Official Plan amendment included in that report resulted in the adoption of the current land use designation of “Urban Reserve – Industrial Growth.” The report did not evaluate specific parcels at a level of detail sufficient to determine which specific, long-term industrial land use designation or zone would be most appropriate. This application, therefore, was submitted upon the determination that light industrial uses are best suited for the subject lands given current market demands and the locational and site specific attributes of the properties.



LOCATION MAP

File Number: **OZ-8667**

Created By: **Michael W. Davis**

Date: **2016-08-03**

Scale: **1:10100**

Corporation of the City of London

Prepared By: Planning and Development

LEGEND

Subject Site

Parks

Assessment Parcels

Buildings

Address Numbers

Figure 1 – Location Map

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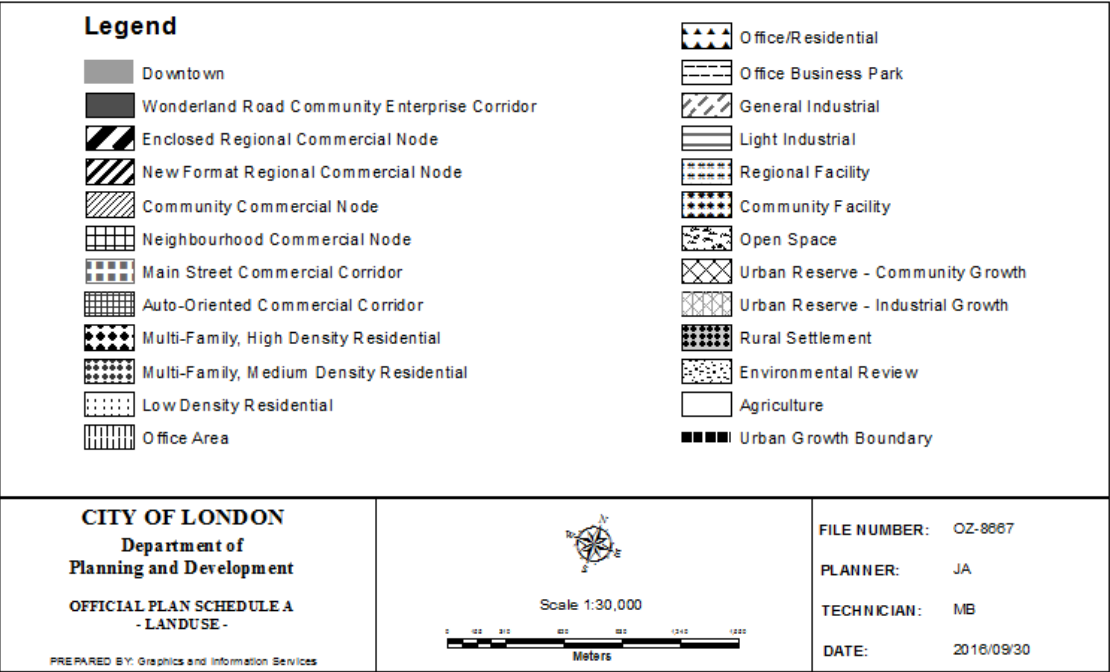
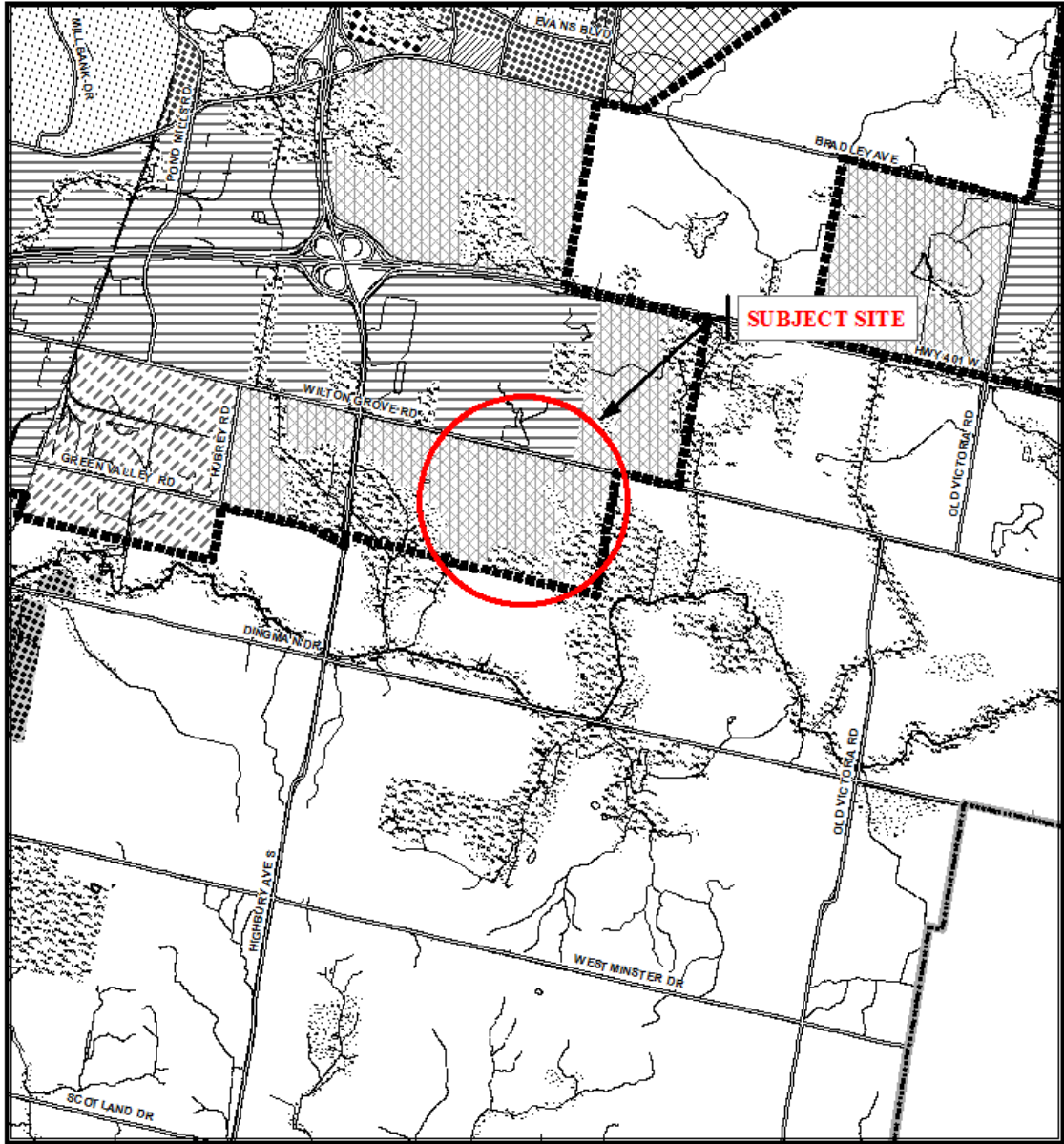


Figure 2 – Official Plan Map

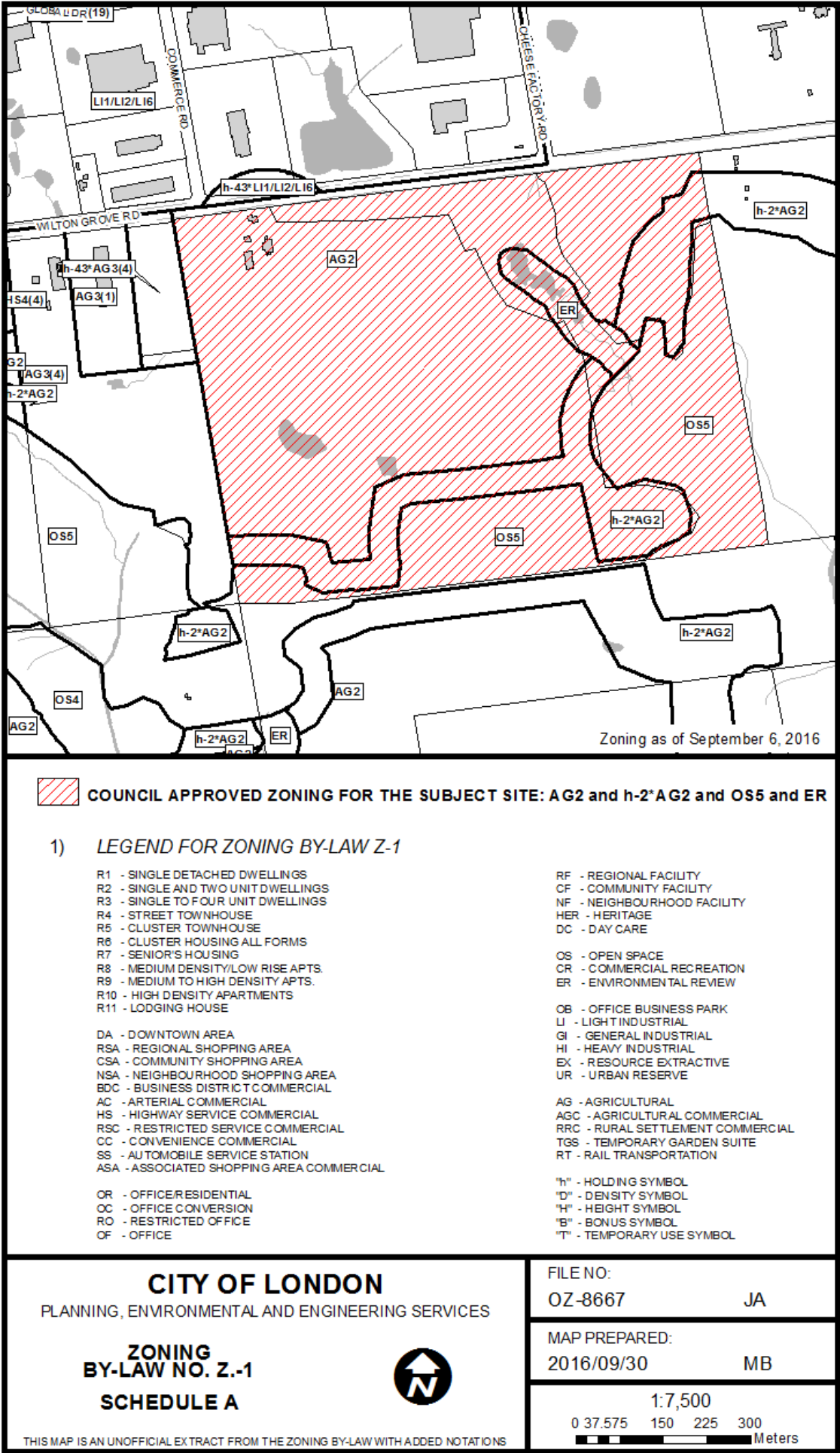


Figure 3 – Existing Zoning Map

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SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

Upper Thames River Conservation Authority

Comments received October 3, 2016:

Recommendation: As indicated, the subject land are regulated by the UTRCA and the necessary Section 28 approvals must be secured from the Authority prior to any site alteration or development being undertaken within the regulated area. As previously noted, we understand that there is no specific development proposal at this time. Accordingly, we recommend that the proposed Light Industrial Special Provision Zone (LI1/LI2/LI6) include a holding provision whereby an Environmental Impact Study as well as a Hydrogeological Study be prepared to the satisfaction of the UTRCA to ensure that the wetlands are adequately protected and receive appropriate water quality and quantity. We also recommend that the bay located in the southeast corner of the property be designated and zoned Open Space.

Comments received October 26, 2016:

There is no specific development proposal for the subject lands at this time and an Environmental Impact Study will be required at a future date. As a result, the UTRCA had recommended that the proposed Light Industrial Special Provision Zone (LI1/LI2/LI6) include a holding provision whereby an Environmental Impact Study as well as a Hydrogeological Assessment be prepared to the satisfaction of the UTRCA to ensure that the wetlands would be protected and would continue to receive appropriate water quality and quantity.

On October 13, 2016, City Staff and their consulting team met with UTRCA staff to further discuss this application and the planning approach. At the conclusion of the meeting, it was agreed that the UTRCA's requirements for the EIS and the Hydrogeological Assessment did not require a holding provision and could be deferred to the Site Plan stage. City Planning Staff have drafted the following wording:

(c) the Site Plan Approval Authority BE REQUESTED to require an Environmental Impact Assessment and Hydrogeological Study as part of a Site Plan application, and that the recommendations of these studies be implemented to the satisfaction of the City and the Upper Thames River Conservation Authority.

The UTRCA is satisfied with City Planning Staff's approach and the recommendation for the completion of the necessary studies through the site plan approval process.

The UTRCA had advised that there is a flooding hazard located within the southeast corner/bay of the property that was not reflected on the EIS mapping and on the proposed Zoning Schedule. The figures have been revised and we are satisfied that the flooding hazard has been accounted for.

Environmental and Parks Planning

Environmental and Parks Planning (E&PP) received this draft report on August 30, 2016. E&PP find that the work conducted by AECOM was detailed and comprehensive. The report followed the City of London Official Plan policies and the Environmental Management Guidelines. In addition, the report also has shown regard for the new London Plan through addressing upland corridors that connect components of the natural heritage system. E&PP support the significant natural heritage features identified and delineated in the SLSR and the minimum buffers presented in the report as a preliminary conclusion to allow this process to move forward. E&PP note the following comments that need to be addressed when the document is finalized.

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Detailed Comments on the Subject Lands Status Report:

1. Section 3.3.4.3 Amphibians Results and Discussion – E&PP disagree with AECOM's conclusion that the requirements for Amphibian Breeding Significant Wildlife Habitat were not met. E&PP note that AMP-05 in April had Spring Peepers calling code (3) and in May the same station had Gray Tree Frog calling code (3). This station clearly has more than 20 individuals (combined) of at least 2 listed species and would make this SWH for amphibians (Woodland). The habitat is the wetland area and 230 meter radius of woodland area and consideration on/off site for amphibian movement corridors. Furthermore, it is interesting to note how few amphibians were found within the largest part of the wetland features located on the subject site. Please provide some context and discussion on why this large site seemingly has a lack of amphibians. For example, is this potentially due to wetland quality, lack of connectivity with other features? Action: Revise this section and any corresponding sections (i.e. Section 3.5.3.2 Confirmed Significant Wildlife Habitat) of the Report accordingly.
2. Section 5.2 Natural Heritage Protection Recommendations – Under Recommendation 4, indicate that this recommendation also has regard for the council approved London Plan. Action: Revise this section accordingly.
3. Section 5.3 Future Development Recommendations – An additional recommendation is needed in this section. In figure 10, the southeast corner is shown as a landlocked feature based on the buffer recommendations. It is also shown as a potential naturalization area in the official plan and the new London Plan. Perhaps this area could be utilized to address the previous SWMF issues and dead trees to the north and east. Based on this, it is a highly constrained location and is impractical to develop. Schedule 'A' (Figure 12) should be amended to include this as Open Space (OS 5) lands. The City of London should not be recommending a 'hole' of development designation on Schedule 'A' in the middle of OS. Action: Revise this section, figures, and any corresponding sections of the Report accordingly.

Update (October 31, 2016): Based on the discussion at the meeting and the subsequent correspondence, Environmental and Parks planning support the approach being taken. Furthermore, the E&PP memo detailing the comments on the Baker lands SLSR have been addressed by AECOM to E&PP satisfaction.

Urban Design

No concerns identified with the use. Building location can be dealt with through the Site Plan review for development proposals as they come forward. A site plan application will be encouraged to appropriately address Wilton Grove Road and minimize the impact of parking. We understand there are no current development plans for the land.

Archaeology (Heritage Planner)

An avoidance and protection mitigation method has been identified as the preferred solution, rather than rescue excavation. I understand that the approach to avoid and protect has the support of the ILDS team, the Aamjiwnaang First Nation (former name Chippewas of Sarnia), as well as myself. I anticipate that the Ministry of Tourism, Culture and Sport will be supportive of this approach as well. Golder, the licensed consultant archaeology for this project, is revising the Stage 3 archaeological assessment to reflect this avoid and protect methodology and to include mitigation techniques such as buffering.

Based on this, the previously recommended h-18 is no longer necessary. The known extent of the archaeological sites (+buffer) should be re-zoned with the most restrictive zone prohibiting any development, OS5. As the archaeological sites are adjacent to the natural heritage system, this zone will hopefully prove a logical extension.

Buffers are required and need to be confirmed by the licensed consultant archaeologist and the data/mapping input from Geomatics division. The buffer should extend from the known limits of the archaeological site to ensure the protection of its cultural heritage value. I understand that

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the level of assessment at Location 12 is slightly lower than Location 14, hence differing buffer areas:

- Location 12 (AfHg-168) – buffer: 20m recommended
- Location 14 (AfHg-3) – buffer: 10m recommended

Transportation Planning

- A road widening dedication of 18.0m from centre line is required.
- A Transportation Impact Assessment (TIA) was completed and has been reviewed and accepted.

Water Engineering

Municipal water is available via the 900mm concrete watermain on Wilton Grove Road.

Wastewater and Drainage Engineering

The sanitary sewer system available to service 1577 and 1687 Wilton Grove Road is the 525mm sanitary sewer on Wilton Grove Road. Wastewater and Drainage Engineering has no objection to the proposed land use; it being noted that 1577 Wilton Grove Road has an existing PDC, and Wastewater and Drainage Engineering's preference is for a gravity sewer connection for 1687 Wilton Grove Road.

Stormwater Management

The Stormwater Engineering staff have no objection to the above-noted application to amend Official Plan and zoning By-law. To develop these lands there will be necessary to address/consider, among others, the following SWM requirements/concerns prior to development:

- Currently there are no fronting storm sewers to services these lands. The ultimate outlet for these lands is the existing "Erosion and Peak Control Wetland" as identified in the existing Certificate of Approval. However, SWM controls and any associated conveyance system will be required for these lands prior to discharging to this facility. These must be to the satisfaction of the existing Certificate of Approval, City Engineer, and UTRCA where applicable. The SWM design is to be prepared by a Professional Engineer licensed in the province of Ontario.
- The design and construction of SWM servicing works for the subject land shall be in accordance with:
 - The SWM criteria and targets for the Dingman Creek Subwatershed,
 - Any as-constructed information and any accepted functional report or development agreement for the area (e.g. Forest City Industrial I),
 - The City Design Requirements for on-site SWM controls which may include but not be limited to quantity/quality and erosion controls, and
 - The City's Waste Discharge and Drainage By-Laws; the Ministry of the Environment Planning & Design Manual; as well as all applicable Acts, Policies, Guidelines, Standards and Requirements of all approval agencies (i.e. UTRCA).
- The design of the SWM servicing work shall include but not be limited to such aspects as requirements for Oil/Grit separator if a parking area is proposed, on-site SWM controls design, implementation of SWM Best Management Practices (e.g. Low impact Development features "LID"), grading and drainage design (minor, and major flows), storm drainage conveyance from external areas (including any associated easements), hydrological conditions, etc.
- The applicant and his consultant shall ensure the storm/drainage conveyance from the existing external drainage through the subject lands are preserved, all to the satisfaction of the City Engineer.

- Additional SWM related comments may be required and provided upon future review of this site.

<div>PUBLIC LIAISON:</div>	<div>On August 10, 2016, Notice of Application was sent to 14 property owners in the surrounding area. Notice of Application was also published in the <i>Public Notices and Bidding Opportunities</i> section of <i>The Londoner</i> on August 11, 2016. A “Possible Land Use Change” sign was also posted on the site.</div>	<div>No replies were received</div>
<div> <div> <div> <div>Nature of Liaison:</div> <div> The purpose and effect of this Official Plan and zoning change is to permit the development of a range of light industrial uses on the subject lands. Possible amendment to the Official Plan to change the land use designation on Schedule “A” from “Urban Reserve – Industrial Growth”, “Open Space” and “Environmental Review” to “Light Industrial” and “Open Space” and add a site-specific “Special Policy” under Chapter 10 – Policies for Specific Areas, to permit an expanded range of uses including Food and Beverage Processing Industries. The application also proposes to amend Schedule B-1 of the Official Plan to revise the boundary of the Tenant’s Pond Environmentally Significant Area in accordance with an Environmental Impact Study. Possible change to Zoning By-law Z.-1 FROM an Agricultural (AG2) Zone which permits a range of agricultural and agriculturally related uses, a Holding Agricultural (h-2●AG2) Zone which permits the same range of uses with a holding provision which requires an Environmental Impact Study prior to development, an Environmental Review (ER) Zone which permits a limited range of uses related to conservation, forestry and passive recreation and an Open Space (OS5) Zone which permits a limited range of uses related to conservation, forestry and passive recreation TO a Light Industrial Special Provision (LI1/LI2/LI6(_)) Zone to permit a range of light industrial uses including food and beverage processing facilities and an Open Space (OS5) Zone to restrict land uses to conservation, forestry and passive recreational uses. The City may consider the use of holding provisions to ensure the orderly development of the subject lands. </div> </div> </div> </div>		

ANALYSIS

Description of Proposed Amendments

This application consists of a City-initiated Official Plan and Zoning By-law amendment and applies to city-owned lands that were part of an Urban Growth Boundary expansion completed in 2015. At that time, in the absence of a detailed analysis describing what form of industrial development would best suit the property, the subject lands were designated Urban Reserve and identified for future industrial development. It is now recommended, after an analysis of the Official Plan criteria for establishing Light Industrial designations and in consultation with Realty Services staff, that the subject lands are a good location to address the city’s demand for light industrial uses. As such, the proposed land use designation and zoning are Light Industrial. The proposal also includes a specific policy to be added to the subject lands that permits food, tobacco, and beverage processing industries.

The amendments will also address the natural heritage features and areas that exist on the subject lands. A Subject Lands Status Report was completed as part of the application that delineated the natural features and provided information on appropriate buffers. Through that analysis, and in consultation with Environmental & Parks Planning staff and the Upper Thames River Conservation Authority, an appropriate Open Space boundary has been established.

Industrial Land Development Strategy

The Industrial Land Development Strategy (ILDS), which was approved by Council in 2014,

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provides direction regarding the development of industrial land. Recognizing that the availability of shovel-ready industrial lands is essential to economic prosperity in London, the ILDS addresses issues such as the location and supply of industrial lands, and the role that City administration should play in preparing industrial land for development. The ILDS identifies that the economic realities in London require the City to play a more active role in industrial land development than some other municipalities in Ontario to ensure there is an adequate supply of zoned land to meet future demand. Without this action being taken by the City, there would be a shortage of shovel-ready industrial lands, which could deter large employers from coming to London and would negatively impact the local economy overall. This application represents the implementation of the ILDS in that the City is preparing these industrial parcels to be marketable for future employment uses.

Provincial Policy Statement (2014)

The subject lands are designated for future industrial growth in the Official Plan and were considered in the context of the City of London's inventory and demand for industrial lands when the Urban Growth Boundary was expanded to include the subject lands in 2015. The Provincial Policy Statement (PPS) provides direction for employment areas, requiring planning authorities to promote economic development and competitiveness through such activities as providing an appropriate mix of industrial uses, maintaining an inventory of suitable sites for industrial growth, and providing necessary infrastructure to service industrial uses (Section 1.3.1). These high level issues were considered in detail prior to the subject lands being identified for future industrial growth, when it was determined that industrial uses in the urban growth boundary expansion area were consistent with the PPS. This application is a refinement of the decision by Council to permit future industrial development, and it is consistent with the analysis done at that time with regards to the supply of industrial land in London.

The PPS also provides direction for protecting natural heritage in Section 2.1, and does not permit development and site alteration in a variety of environmentally significant areas unless it has been demonstrated that there will be no negative impacts. The subject lands contain environmental features, and consistent with the PPS policies these areas have been considered through the submission of the Subject Lands Status Report, which established appropriate development limits so as to avoid negative impacts. Development will only be permitted at appropriate buffer distances.

Natural Heritage Features and Areas

The presence of natural heritage features and areas on the subject lands was the focus of much of the discussion and study surrounding the proposed amendments, with the goal being to determine the maximum developable area on the subject lands that maintains the ecological functions and integrity of the natural heritage features and areas on the site. A Subject Lands Status Report (SLSR) was prepared as part of the planning application by AECOM, and generated comments from staff at both the City of London's Environment & Parks Planning division and the Upper Thames River Conservation Authority. A meeting was held on October 13, 2016 to discuss the recommendations of the SLSR and consensus was reached between AECOM, UTRCA, and Environment & Parks Planning with regards to the appropriate approach to achieving the City's development and environmental objectives. These points of agreement include:

- The revised Figures 11 and 12 in the SLSR represent appropriate amendments to Schedules "A" and "B-1" in the Official Plan. They determine the amended areas to be designated "Light Industrial" and "Open Space" on Schedule "A", and delineate the extent of the "Environmentally Significant Areas" and "Provincially Significant Wetland" shown on Schedule "B-1".
- The appropriate zone for all areas within the Environmentally Significant Area and identified as Open Space on Figure 12 of the SLSR is the Open Space (OS5) Zone.

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- The proposed Light Industrial Special Provision (LI1/LI2/LI6(_)) Zone is appropriate for the majority of lands shown as developable in Figure 10 of the SLSR, with the only exception being an area at the southeast corner of 1577 Wilton Grove Road that is fully contained within Open Space designated areas.
- The isolated Light Industrial area shown at the southeast corner of 1577 Wilton Grove Road, while not itself included in the Open Space area is fully surrounded by Open Space. As a result access to this area will be limited. These lands may be designated Light Industrial in accordance with the findings of the SLSR, however, due to their access limitations the lands will be included in a Light Industrial Special Provision (LI1(_)) Zone with the only permitted uses being passive recreation, conservation, and picnic areas. Roads and buildings are prohibited. This area will benefit the industrial uses on the main light industrial portion of 1577 Wilton Grove Road by providing outdoor amenity space for employees.
- Future development will be subject to Site Plan Approval, where further analysis including an Environmental Impact Study and Hydrogeological Study will be required. The findings of these and any other required studies will be implemented as a condition of Site Plan Approval.

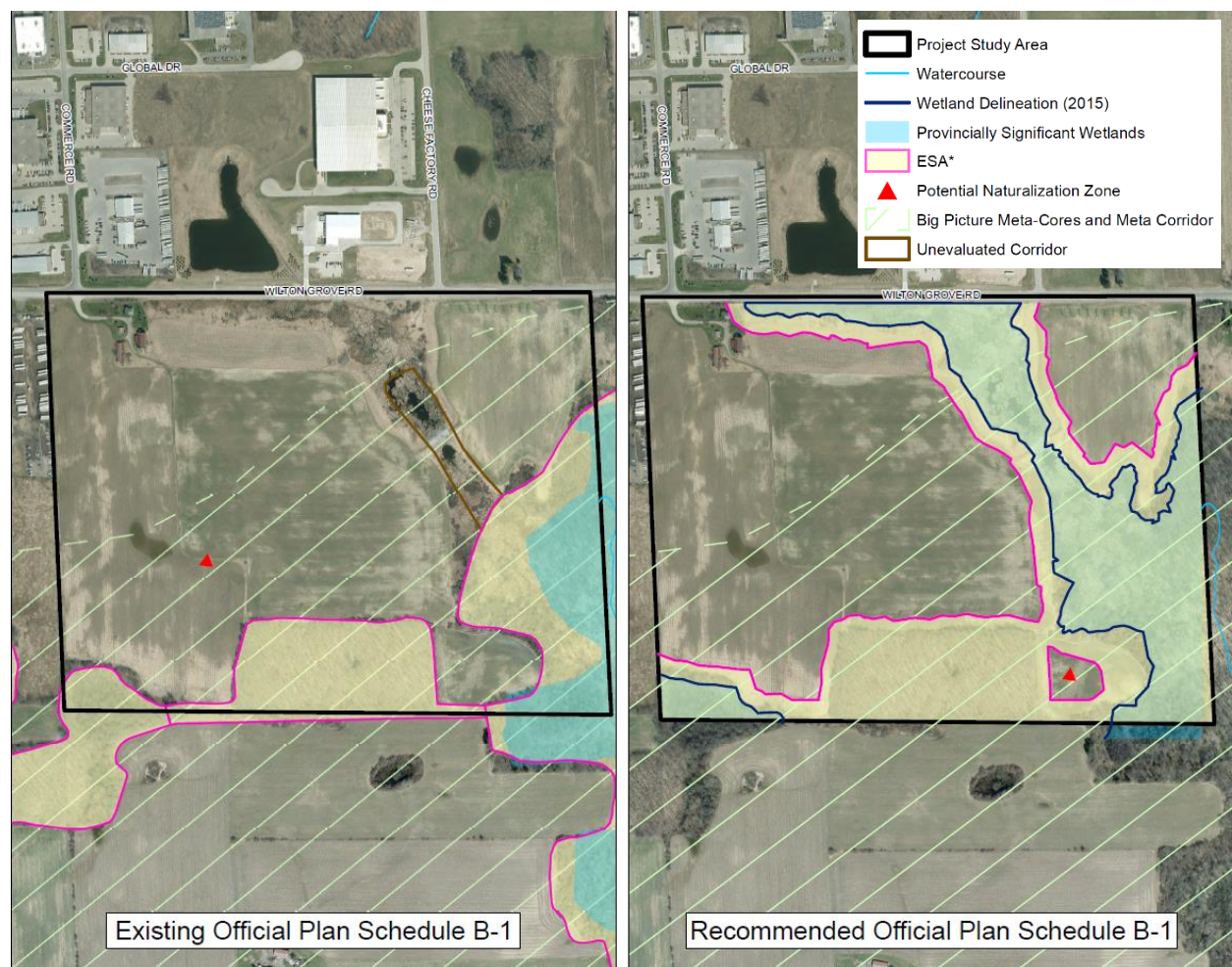


Figure 4 – Recommended changes to Schedule B-1, Natural Heritage Features

Archaeological Resources

The subject lands are identified as having archaeological potential in the City’s Archaeological Master Plan. The lands have been the subject of Archaeological Assessments, which recommended that the larger parcel at 1577 Wilton Grove Road require no additional assessment and the archaeological resources found at 1687 Wilton Grove Road should be left undisturbed and the area around them protected from future development. As a result of this recommendation,

the proposed Zoning By-law amendment will include the archaeological locations plus a buffer in the Open Space (OS5) Zone. This will ensure that the cultural heritage value of these sites is protected for the long term.

Designation to Light Industrial

Portions of the subject lands that lie outside of the natural heritage features and areas are proposed to be re-designated from Urban Reserve – Industrial Growth to Light Industrial in the Official Plan.

The Urban Reserve land use designations are intended to provide a general indication of the future mix of land uses planned for the area. The Official Plan acknowledges, however, that for areas in the Urban Reserve designations there has been insufficient analysis completed to determine specifically what land use designations are most appropriate. As such, policies are included in the Plan to permit a change in land use designation once it has been determined what designations are best suited for particular properties.

Secondary Plan Not Required

Section 9.4.4 of the Official Plan provides direction for site specific amendments in the Urban Reserve designations. It states that while in most cases the preferred planning approach is to complete a secondary plan to assess the appropriate range and locations of land use designations, such a plan is not always required. Site specific amendments may be appropriate provided they do not negatively affect the community planning process on surrounding lands. In considering the subject lands we have determined that a secondary plan is not required in this area for the following reasons:

- The subject lands represent a significant proportion of the lands in the area designated Urban Reserve. As such, their redesignation sets the context for the orderly development of other lands without inhibiting their logical industrial expansion in the future.
- The subject lands are separated from other lands to the south and east by natural heritage features or the Urban Growth Boundary, so there will be no community planning processes in these areas to consider for the foreseeable future.
- The adjacent lands to the west, which are also designated Urban Reserve – Industrial Growth, will not be negatively impacted by the proposed amendments. Those lands will be subject to a future Official Plan amendment to designate them a specific industrial designation, and a light industrial use on the subject lands will not negatively affect their opportunity to develop given the prevalence of light industrial uses in this area.
- The Light Industrial designation on the subject lands is a logical extension of the existing Forest City Industrial Park that is located on the north side of Wilton Grove Road across from the subject lands, and the subject lands meet the location criteria for light industrial designations as described below.

Location Criteria for Light Industrial Lands

The recommended Light Industrial designation will address the demand for industrial lands, consistent with the ILDS, which identifies lands that are serviceable and in proximity to the 401 as good, strategic areas for new industrial development.

The Official Plan identifies characteristics of appropriate locations for the Light Industrial designation in section 7.3.4. These characteristics include:

7.3.4 Location	Areas designated Light Industrial will, in most cases, be located where:
Accessibility	i) There is good access to arterial roads, rail lines, and/or airport facilities.
Municipal Services	ii) Sites can be fully serviced with utilities and sewer and water facilities.

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Major Entryways	iii)	<i>The site is located along a major entryway to the City where light industrial development could make a positive contribution to the visual image of the City.</i>
Compatibility	iv)	<i>The permitted uses will be compatible in terms of appearance, function, and operation, with adjacent land uses.</i>
Buffering	v)	<i>The Light Industrial designation acts as a buffer between residential areas and areas designated as General Industrial.</i>

The subject lands meet all of these criteria, as described in the analysis below:

1. Accessibility – The subject lands are highly accessible, as they are located on an arterial road (Wilton Grove Road) in close proximity to the Highway 401 interchange with Highbury Avenue.
2. Municipal Services – The subject lands are fully serviceable, as has been confirmed the engineering comments received on this application.
3. Major Entryways – The Highway 401 and Highbury Avenue interchange is a major gateway to the City of London that is in close proximity to the subject lands. While the subject lands are not visible from the highway, this designation will expand the existing light industrial node located at this interchange and enhance its prominence as an employment district.
4. Compatibility – The subject lands are across Wilton Grove Road from an existing Light Industrial area, so this designation constitutes a logical extension of that. The adjacent lands to the west are currently within the Urban Reserve – Industrial Growth land use designation and are anticipated to be developed for industrial uses.
5. Buffering – The subject lands are not adjacent to residential or heavy industrial areas, therefore the buffering considerations listed in this policy do not apply.

Evaluation Criteria for Adding or Expanding Light Industrial Areas

In addition to the location criteria described above, the Official Plan also includes evaluation criteria for applications to add or expand Light Industrial areas. These criteria include:

7.3.8. Applications to Add or Expand Light Industrial Areas *Proposals to add or expand a Light Industrial area will be evaluated on the following basis:*

Criteria	i)	<i>Compliance with the appropriate policies on permitted uses, location, design and operating criteria.</i>
Traffic	ii)	<i>The potential impact of industrial traffic on residential areas.</i>
Municipal Services	iii)	<i>The availability of utilities and sewer and water facilities to service the site.</i>
Compatibility	iv)	<i>The compatibility of the proposed uses with existing and proposed uses in the surrounding area.</i>

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| <i>Transit</i> | v) <i>The availability of transit services to the site.</i> |
| <i>Planning Impact Analysis</i> | vi) <i>Planning Impact Analysis as described in Section 7.6</i> |

The subject lands meet these criteria as well, as described below:

1. Criteria – The recommended amendment will zone and designate the subject lands for light industrial development. The location has been demonstrated to be appropriate in the analysis earlier in this report, and all applicable regulations and policies will ensure an appropriate design through the site plan review process.
2. Traffic –The subject lands have excellent access via Highbury Avenue to Highway 401. Therefore no traffic impacts on any residential areas are anticipated. A traffic impact study was included with this application and accepted by the City’s transportation planning staff.
3. Municipal Services – Services are available.
4. Compatibility –The surrounding properties to the east and south are mostly undeveloped and located outside the urban growth boundary. The proposed designation and zoning is comparable to lands to the north, which include light industrial uses, and future development to the west is planned to include industrial uses. Therefore the proposed amendments are not anticipated to create an negative land use impacts.
5. Transit – The London Transit Commission provides transit service on Wilton Grove Road in front of the subject lands (Route #30).
6. Planning Impact Analysis – The planning impact analysis has been completed and is described below in this report.

Special Policy to Permit Food, Tobacco, and Beverage Processing Industries

The proposed amendments for the subject lands include adding a site-specific policy to Chapter Ten – “Policies for Specific Areas” of the Official Plan, to permit food, tobacco, and beverage processing industries. This specific policy has been proposed out of an abundance of caution to ensure that future interpretations of these amendments are clear that such a use is permitted on the subject lands. This is consistent with London’s location in an agricultural region, which may appeal to food and beverage processing industries.

Food, tobacco, and beverage processing industries are defined in the Zoning By-law as “a building or part thereof used for the processing of meat and poultry products; fish products; fruit and vegetable products; dairy products; flour, prepared cereal food and feed products; vegetable oil mills; bakery products; sugar products; soft drink products; tobacco products; and distillery, brewery and winery products.”

This use is generally considered to be a light industrial use, and it is permitted in the Light Industrial (LI2) Zone, although meat packaging is excluded in light industrial areas. The use is permitted with no exceptions in the General Industrial (GI1) Zone. The Light Industrial exception may be due to the fact that a meat processing industry could generate impacts in more urban contexts where light industrial uses may be located in proximity to other, more sensitive land uses. However, given that meat packaging is permitted in General Industrial zones, where there is a higher degree of separation from sensitive land uses, the use is appropriate on the subject lands because the property also meets the location criteria for general industrial uses, which includes separation from sensitive uses.

Section 7.2.4.i) of the Official Plan applies to general industrial uses with potential nuisance factors. It says that general industrial uses with potential nuisance aspects relating to their operations, “may be restricted, through the Zoning By-law, from locating near residential areas or

along major entryways to the City.” The subject lands are not located near any residential areas and they are sufficiently separated from the Highbury Avenue entryway to the city, so they meet the location criteria for uses with potential nuisance factors. Therefore, despite the fact that Light Industrial is an appropriate designation for the subject lands, this particular use that is commonly associated with general industrial areas is also appropriate for the subject lands.

Planning Impact Analysis

One of the criteria for adding new or expanding Light Industrial areas is the completion of a Planning Impact Analysis as described in section 7.6 of the Official Plan. The purpose of this analysis is to determine the appropriateness of the change in land use and identify ways of reducing any adverse impacts on adjacent land uses. The recommended amendments constitute a general proposal as they are not related to any specific development or land use proposal at this time. As such, the criteria outlined in section 7.6..2.i) will be considered.

Official Plan Criteria for Planning Impact Analysis (Section 7.6.2.i))	Consideration of the Proposed Amendments
<i>(a) compatibility of proposed uses with surrounding land uses, and the likely impact of the proposed development on present and future land uses;</i>	The subject lands are not located in proximity to any sensitive land uses and represent the logical expansion of an existing industrial area. This area was determined to be a suitable location for future industrial development through a recent review of the City's industrial land inventory and an expansion of the Urban Growth Boundary.
<i>(b) the size and shape of the parcel of land on which a proposal is to be located, and the ability of the site to provide adequate services for industrial development;</i>	The City's Environmental and Engineering Services Department has reviewed the proposal and determined that services are available. The size and shape of the parcel exceeds the minimum size for established in the Light Industrial (LI) Zone.
<i>(c) the supply of vacant land in the area which is already designated and/or zoned for the proposed use;</i>	The City's inventory of vacant industrial lands was reviewed in 2014 and the subject lands were part of an area deemed necessary for industrial uses. The lands are currently designated for future industrial development, so the recommended amendment is intended to apply a specific range of industrial uses.
<i>(d) the location of any proposal for industrial development where there is good access to arterial roads and/or rail lines;</i>	The subject lands have excellent access to Highway 401 via Highbury Avenue.
<i>(e) impacts of the proposed change on the transportation system, including transit;</i>	The subject lands are accessible by transit and will not significantly impact any local streets given their proximity to the 401.
<i>(f) For non-industrial uses within industrial designations the potential of the proposed uses to deter future industrial development; and,</i>	A specific development or land use is not being considered as part of this application. The recommended Zoning includes a standard range of light industrial uses that will be applied. Any non-industrial use will be considered in accordance with the Official Plan policies for such uses in the Light Industrial designation.
<i>(g) Secondary uses which may be considered as sensitive land uses are not to be located within 300m of an area designated General Industrial and are located on either a primary collector or arterial road.</i>	Sensitive uses do not constitute any part of this application, and are not located within 300m of the subject lands.

Zoning Considerations

The proposed zoning will implement the Official Plan amendment that is described in the analysis above. In total three zone areas are proposed, which include the following:

- a Light Industrial Special Provision (LI1/LI2/LI6(_)) Zone that applies to 1577 & 1687 Wilton Grove Road, where the special provision adds food, tobacco, and beverage processing industries to the permitted uses;
- a Light Industrial Special Provision (LI1(_)) Zone that applies to an area in the southeast corner of 1577 Wilton Grove Road, where the special provision permits passive recreation, conservation, and picnic areas and prohibits roads and buildings; and
- an Open Space (OS5) Zone that applies to all areas to be designated Open Space in the Official Plan.

The application of a combination of LI1, LI2, and LI6 on the majority of lands to be designated Light Industrial in the Official Plan mirrors the existing zoning that has been applied to the Forest City Industrial Park located immediately north of the subject lands across Wilton Grove Road. Given the Official Plan analysis included above indicates that light industrial is appropriate in part because it is the logical extension of the existing designation to the north, it is reasonable to extend the same zoning to the subject lands. The special provision in the LI6 Zone mirrors the Official Plan special provision and will permit food, tobacco, and beverage processing industries on the subject lands. The special provision in the LI1 Zone will implement the recommendations of the Subject Lands Status Report by permitting only outdoor amenity and passive recreation uses in association with the industrial uses on the property. The Open Space (OS5) Zone will ensure that the natural heritage areas and features are protected on lands with the Open Space designation.

Consideration of *The London Plan*

The comparable Place Type in *The London Plan* to the existing Urban Reserve – Industrial Growth land use designation on the subject lands is Future Industrial Growth. As such, the subject lands are included in the Future Industrial Growth Map 1 – Place Types. The policies in *The London Plan* for the Future Growth Industrial are similar to the policies of the current Plan as they indicate that future study will determine what type of industrial uses and Place Type are most appropriate. As with the current Plan, this determination is encouraged to be made through completion of a Secondary Plan, however in some instances an application to amend the Place Type may be considered.

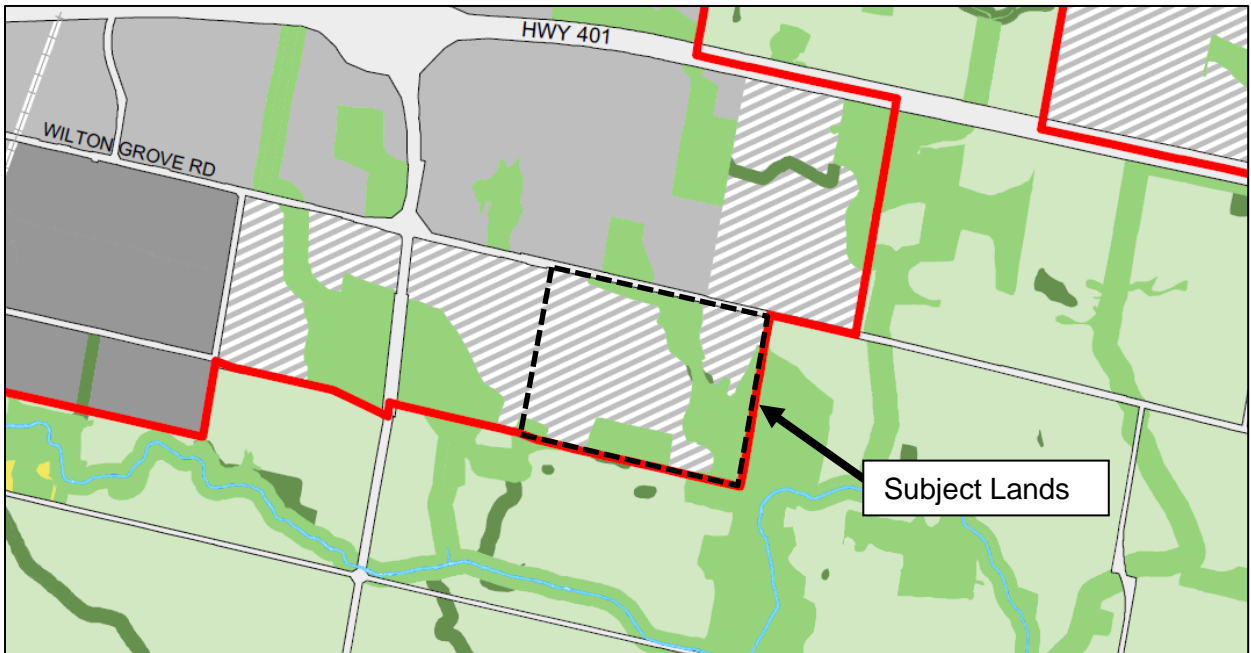


Figure 5 – Excerpt from *The London Plan* Map 1 – Place Types

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Upon the approval of this application to apply the Light Industrial land use designation to the subject lands, an equivalent Place Type will be applied in *The London Plan*. For this application the Light Industrial Place Type would apply, and a specific policy would also be required to ensure that food processing industries would be permitted, including meat packaging. Meat processing is not necessarily excluded from the Light Industrial Place Type, but the specific policy should be included out of an abundance of caution to avoid any uncertainty if such a use is proposed at a later date. Policy 1115 lists permitted uses and includes “A broad range of industrial uses that are unlikely to impose significant impacts on surrounding light industrial uses due to their emissions such as noise, odour, particulates, and vibration.” If a meat packaging industry were unable to meet this criteria, it could still be considered as an appropriate use given the location of the subject lands on the edge of the future industrial area. As a result of this application changes will be required at a future date to Map 1 – Place Types, Map 5 – Natural Heritage, and Map 7 – Specific Area Policies. The proposed amendment is consistent with the Light Industrial policies in *The London Plan*.

<div>CONCLUSION</div>

The recommended Official Plan and Zoning By-law amendments are intended to designate and zone the developable portions of the subject lands for light industrial uses. These uses are consistent with the Provincial Policy Statement (2014), meet all of the policies and criteria in the Official Plan for the Light Industrial designation, and are consistent with Council’s direction contained in the Industrial Land Development Strategy. Through these amendments the subject lands may be marketed for use by industrial employers who will come to London and benefit our local economy overall. The natural heritage features and areas that are present on the subject lands have been studies and delineated, with sufficient buffers being provided to ensure their long term protection. This application represents good planning and is therefore recommended for approval.

PREPARED BY:	SUBMITTED BY:
JUSTIN ADEMA, MCIP, RPP CURRENT PLANNING	MICHAEL TOMAZINCIC, MCIP, RPP MANAGER, CURRENT PLANNING
RECOMMENDED BY:	
JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER	

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File: OZ-8667
Planner: J. Adema

Bibliography of Information and Materials
OZ-8667

Request for Approval:

City of London Official Plan and Zoning Application Form, completed by Bill Warner, Realty Services, August 2, 2016.

Reference Documents:

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

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AECOM, *Subject Lands Status Report*. August 26, 2016.

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Golder Associates. *Archaeological Assessment*.

Correspondence: (all located in City of London File No. OZ-8667 unless otherwise stated)

City of London -

Turk, R. City of London Development Services, Memo to M. Davis. September 6, 2016.

O'Hagan, B. City of London Urban Design section. Email to J. Adema September 8, 2016

Giesen, A. City of London Transportation Planning & Design. Email to J. Adema September 22, 2016.

Mackay, J. City of London Environmental and Parks Planning. Memo to R. Sutton. September 21, 2016.

Gonyou, K. City of London Heritage Planner. Emails to J. Adema. September 29 and October 18, 2016.

Fairhurst, K> City of London Water Engineering. Email to J. Adema. October 4, 2016.

Departments and Agencies -

Creighton C., UTRCA. Letter to J. Adema. October 3, 2016.

Creighton C., UTRCA. Email to J. Adema. October 6, 2016.

Other:

Site visit October 3, 2016 and photographs of the same date.

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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 1577 and 1687 Wilton Grove Road.

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 November 22, 2016.

Matt Brown
Mayor

Catharine Saunders
City Clerk

First Reading – November 22, 2016
Second Reading – November 22, 2016
Third Reading – November 22, 2016

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File: OZ-8667
Planner: J. Adema

AMENDMENT NO.

to the

OFFICIAL PLAN FOR THE CITY OF LONDON

A. PURPOSE OF THIS AMENDMENT

The purpose of this Amendment is to designate and zone the subject properties for future light industrial development and to protect environmental features.

B. LOCATION OF THIS AMENDMENT

This Amendment applies to lands located at 1577 and 1687 Wilton Grove Road in the City of London.

C. BASIS OF THE AMENDMENT

The Amendment will apply the Light Industrial Official Plan designation to lands that were part of an Urban Growth Boundary expansion completed in 2015 for future industrial uses. The proposed amendments are consistent with the PPS, meet the Official Plan policies for Light Industrial uses, and is submitted in accordance with the Industrial Land Development Strategy.

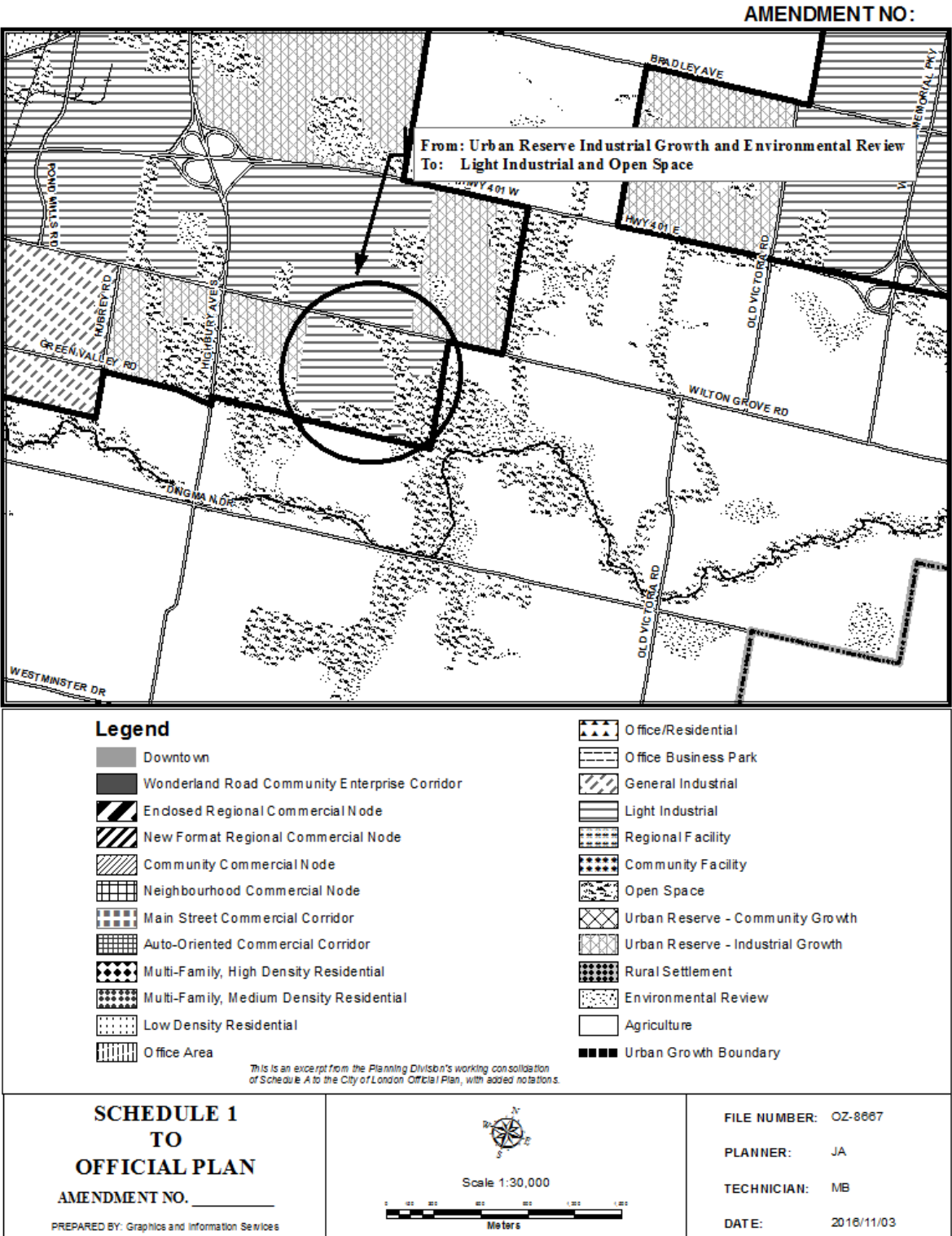
D. THE AMENDMENT

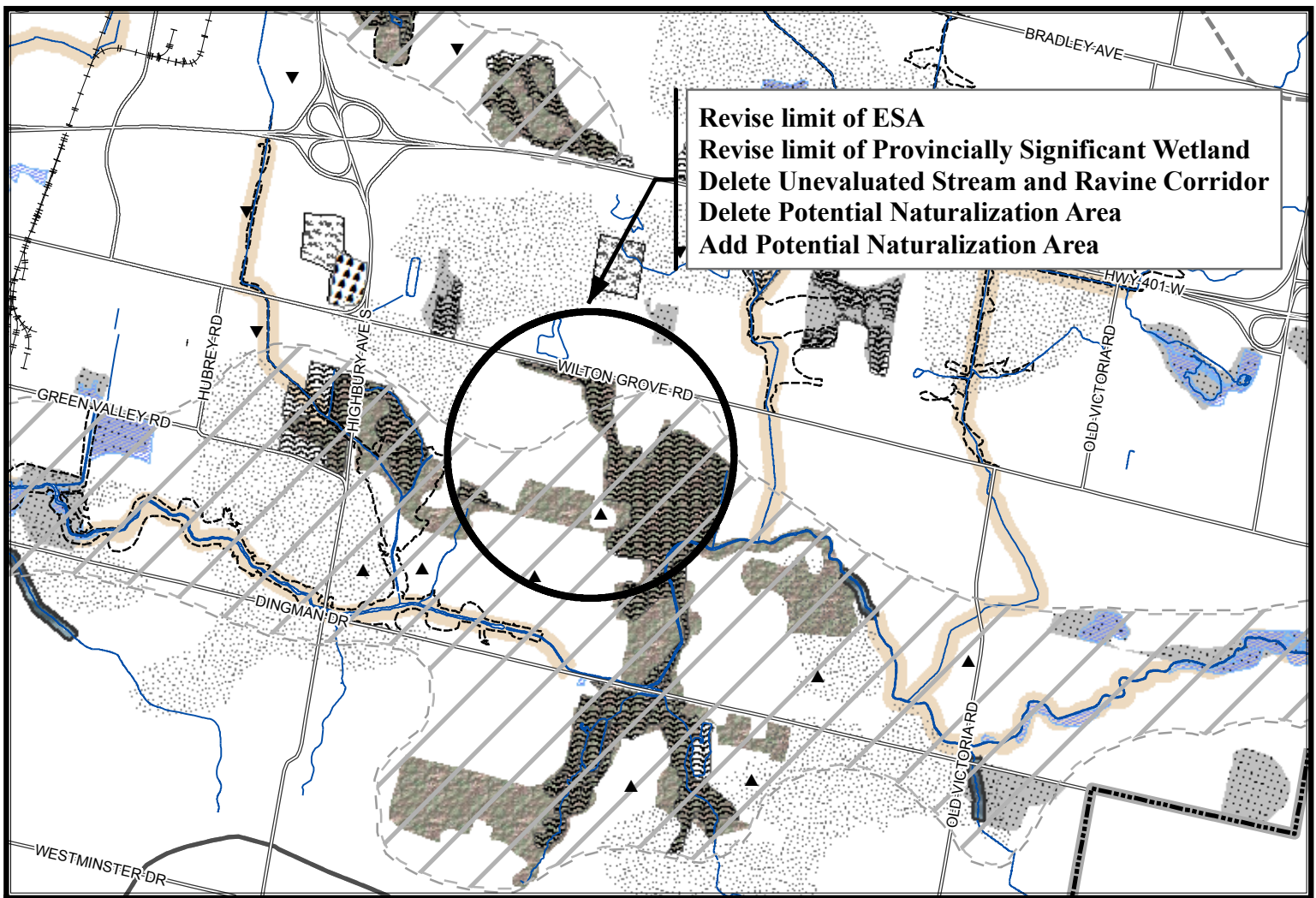
The Official Plan for the City of London is hereby amended as follows:

1. Schedule "A", Land Use, to the Official Plan for the City of London Planning Area is amended by designating those lands located at 1577 and 1687 Wilton Grove Road in the City of London, as indicated on "Schedule 1" attached hereto from "Urban Reserve – Industrial Growth," "Open Space," and "Environmental Review", to "Light Industrial" and "Open Space."
2. Schedule "B-1", Natural Heritage Features, to the Official Plan for the City of London Planning Area is amended by revising the boundary of the Environmentally Significant Areas and Provincially Significant Wetlands, removing an Unevaluated Corridor and Potential Naturalization Area, and adding a Potential Naturalization Area as indicated on "Schedule 2" attached hereto.
3. Chapter 10 – Policies for Specific Areas of the Official Plan for the City of London is amended by adding the following policy:

 _) 1577 and 1687 Wilton Grove Road

In the Light Industrial designation at 1577 and 1687 Wilton Grove Road, in addition to the uses permitted in the Light Industrial designation, food, tobacco, and beverage processing industries may also be permitted.



**NATURAL HERITAGE SYSTEM**

- ESAs
- Potential ESAs
- Significant Woodlands
- Woodlands
- Unevaluated Vegetation Patches
- Significant River, Stream, and Ravine Corridors
- Unevaluated Stream and Ravine Corridors
- Provincially Significant Wetlands
- Locally Significant Wetlands
- Unevaluated Wetlands
- Potential Naturalization Areas
- Potential Upland Corridors
- Ground Water Recharge Areas

NATURAL HAZARDS

- Maximum Hazard Line
- NOTE 1: Hazard Lines shown on this map are approximate. The precise delineation of hazard line mapping available from the Conservation Authority having jurisdiction.
- NOTE 2: Flood Fringe mapping for certain areas of the city is available from the Upper Thames River Conservation Authority.

Base Map Features

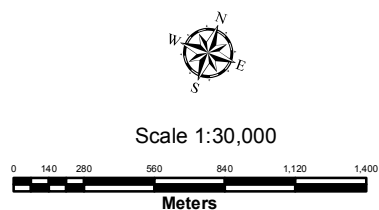
- Railways
- Water Courses/Ponds
- Streets (refer to Schedule "C")
- Conservation Authority Boundary
- Subwatershed Boundary
- Big Picture Meta-Cores and Meta-Corridors

This is an excerpt from the Planning Division's working consolidation of Schedule B1 to the City of London Official Plan, with added notations.

SCHEDULE 2 TO OFFICIAL PLAN

AMENDMENT NO. _____

PREPARED BY: Graphics and Information Services



FILE NUMBER: OZ-8667

PLANNER: JA

TECHNICIAN: MB

DATE: 2016/11/04

Appendix "B"

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 an area of land located at 1577 and
1687 Wilton Grove Road.

WHEREAS the City of London has applied to rezone an area of land located at 1577 and 1687 Wilton Grove Road, as shown on the map attached to this by-law, as set out below;

AND WHEREAS upon approval of Official Plan Amendment Number (number to be inserted by Clerk's Office) this rezoning will conform 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 No. Z.-1 is amended by changing the zoning applicable to lands located at 1577 and 1687 Wilton Grove Road, as shown on the attached map comprising part of Key Map No. A116, from an Agricultural (AG2) Zone, a Holding Agricultural (h-2●AG2) Zone, an Environmental Review (ER) Zone, and an Open Space (OS5) Zone to a Light Industrial Special Provision (LI1/LI2/LI6()) Zone, a Light Industrial Special Provision (LI1()) Zone, and an Open Space (OS5) Zone.
- 2) Section Number 40.4 of the Light Industrial (LI) Zone is amended by adding the following Zone Variations:

a) LI1 Zone Variation

) LI1() 1577 Wilton Grove Road

- a) Permitted Uses:

i) Passive recreational uses

ii) Conservation lands

iii) Conservation works

iv) Picnic areas
- b) Prohibited Uses:

i) Roads

ii) Buildings

i)

f) LI6 Zone Variation

) LI6() 1577 and 1687 Wilton Grove Road

- a) Additional Permitted Use:

i) Food, tobacco, and beverage processing industries

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.

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File: OZ-8667
Planner: J. Adema

PASSED in Open Council on November 22, 2016.

Matt Brown
Mayor

Catharine Saunders
City Clerk

First Reading – November 22, 2016
Second Reading – November 22, 2016
Third Reading – November 22, 2016

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

