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File: O-8731
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 WONDERLAND ROAD COMMUNITY ENTERPRISE CORRIDOR LAND USE DESIGNATION IN THE SOUTHWEST AREA SECONDARY PLAN PUBLIC PARTICIPATION MEETING ON JUNE 6, 2017

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning and City Planner, with respect to the application of the Corporation of the City of London relating to the lands that are currently within the Wonderland Road Community Enterprise Corridor designation in the Southwest Area Secondary Plan, the proposed by-law attached hereto as Appendix "A" **BE INTRODUCED** at the Municipal Council meeting on June 13, 2017, to amend the Southwest Area Secondary Plan policies for the Wonderland Road Community Enterprise Corridor to implement the policy direction of *The London Plan* by revising the policies to reflect the direction of the Shopping Area Place Type. Specific changes that are recommended include:

1. Removing the maximum commercial floor area;
2. Reducing maximum and minimum permitted residential intensity;
3. Reducing the maximum office floor area per building; and
4. Re-formatting the policies to be structured by use, intensity, and form.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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December 12, 2011 – Staff Report with draft version of the Southwest Area Secondary Plan

June 18, 2012 – Staff Report with draft version of the Southwest Area Secondary Plan

October 15, 2012 – Staff Report with draft version of the Southwest Area Secondary Plan

October 24, 2012 – Staff Report recommending approval of the Southwest Area Secondary Plan

June 20, 2013 – Staff report for application OZ-7072/OZ-7073 for 3313-3405 Wonderland Road South and 1789 Wharnccliffe Road South (York Developments).

January 19, 2015 – Staff report for application OZ-8324 for 51 & 99 Exeter Road (Greenhills)

January 19, 2015 – Staff Report for application Z-8431 for 3680 Wonderland Road South (Westbury)

EXECUTIVE SUMMARY

Summary of Proposal

The proposed amendments apply to the Wonderland Road Community Enterprise Corridor (WRCEC) designation in the Southwest Area Secondary Plan (SWAP). These amendments will update the WRCEC policies to better align with the Shopping Area Place Type in *The London Plan* and address some aspects of WRCEC that are not compatible with the City Structure Plan outlined in *The London Plan*.

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The specific changes that are proposed to the WRCEC designation include:

1. Remove the maximum commercial floor area,
2. Reduce the maximum and minimum residential intensities,
3. Reduce the maximum per building office floor area, and
4. Re-format the policies to structure by use, intensity, and form.

Summary of Recommended Action

This file was opened in January, 2017 after two site-specific applications were received to increase the maximum commercial floor area beyond the 100,000m² that is currently outlined in WRCEC. It was determined that reviewing the merits and assessing individual impacts of each site-specific application in the context of the WRCEC policies would not be sufficient and that a more comprehensive review should be undertaken with regards to the commercial cap. This necessary review of the commercial policies provided an opportunity to consider additional changes to the WRCEC policies that would bring SWAP into better alignment with the intent of *The London Plan*. The objective of this review is to ensure the WRCEC policies will achieve the vision and goals for the Wonderland Road corridor and to align the SWAP planning approach to what has been established in *The London Plan*.

Rationale for Recommended Action

Staff recommend approval of the proposed amendment for the following reasons:

- Removing the commercial cap, which is serving no useful planning purpose, will allow for an orderly and efficient development pattern while allowing the market to determine the appropriate location and timing of development.
- Reducing residential intensities will encourage high density residential development in strategic locations elsewhere in the city that support rapid transit, while still permitting a sufficient level of intensity along Wonderland Road to achieve the vision of an urban neighbourhood within a suburban context.
- Reducing the maximum office floor area per-building to permit up to medium scale office uses along Wonderland Road while supporting *The London Plan* policies that encourage large scale office uses to locate Downtown.
- Re-structuring the policies to clearly address use, intensity, and form aligns with the format of *The London Plan* and is better suited to facilitate the mixed use development patterns that are desirable along Wonderland Road.

CORRIDOR AT A GLANCE

The WRCEC designation applies to lands located on both sides of Wonderland Road between Southdale Road West at the North and Hamlyn Street to the South. This roughly 2.6km stretch of Wonderland Road, that comprises an area of 143 ha, is designated for a wide range of uses including commercial, offices, high density residential, and institutional. The long term vision is for this area to develop into a mixed-use, urban neighbourhood despite its suburban context. At present, however, large format commercial uses are permitted and have been the predominant form of development. The policies seek to ensure that this form of development does not prejudice future development opportunities that include mixed-use and more intense built forms.

There is a large amount of commercial area built or zoned within the WRCEC designation. This includes lands South of Bradley Avenue that are subject to the 100,000m² cap, as well as lands north of Bradley Avenue including the Westwood Power Centre (46,600m² GLA) and Wonderland Corners (42,600m² GLA). Recent development in the corridor include 3313-3450 Wonderland Road and 1789 Wharnclyffe Road (York Developments), including the construction of a new 8,368m² Lowe’s store on a site where the zoning permits up to 58,445m² of commercial floor area.

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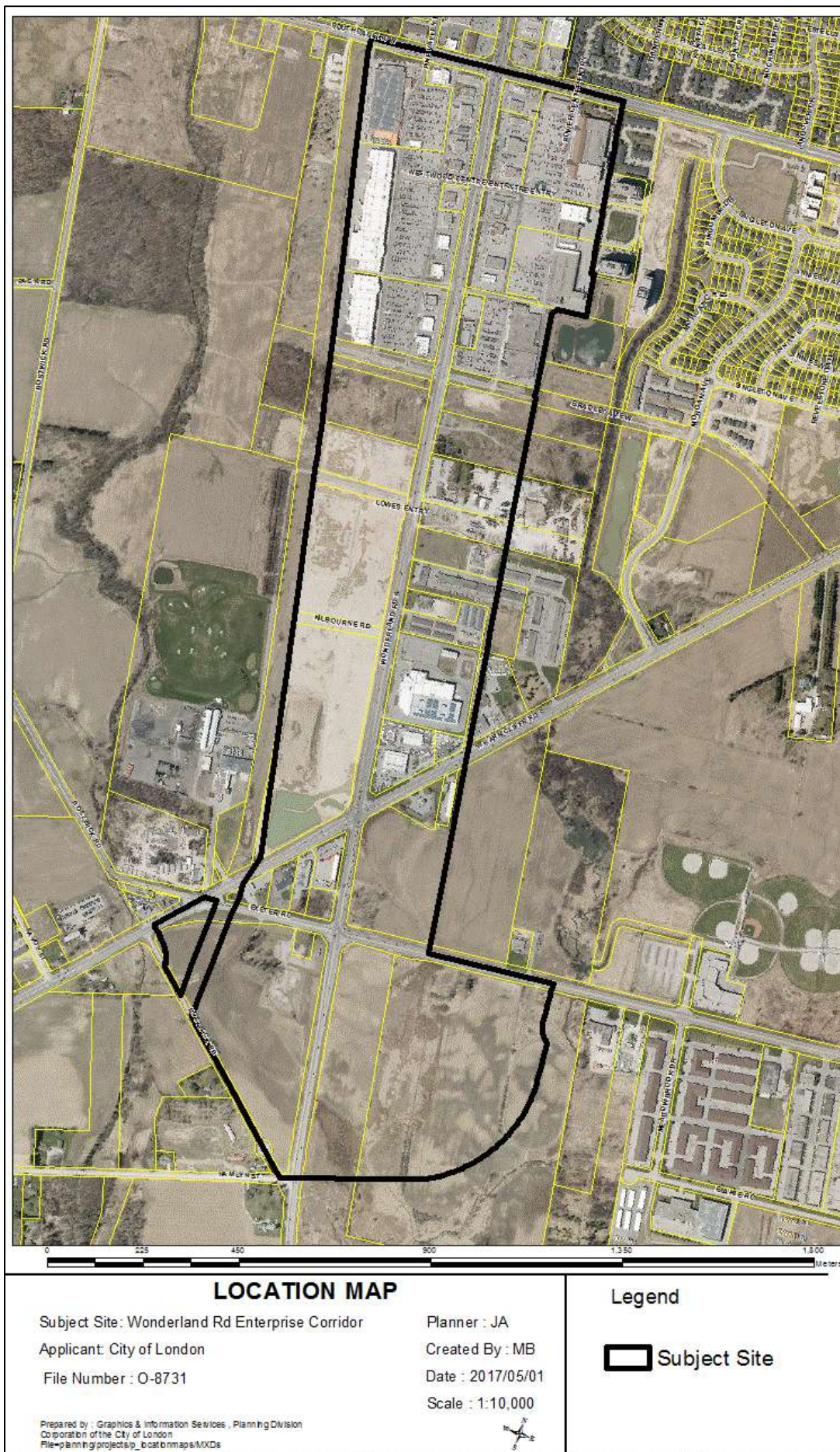


Figure 1 – Air Photo

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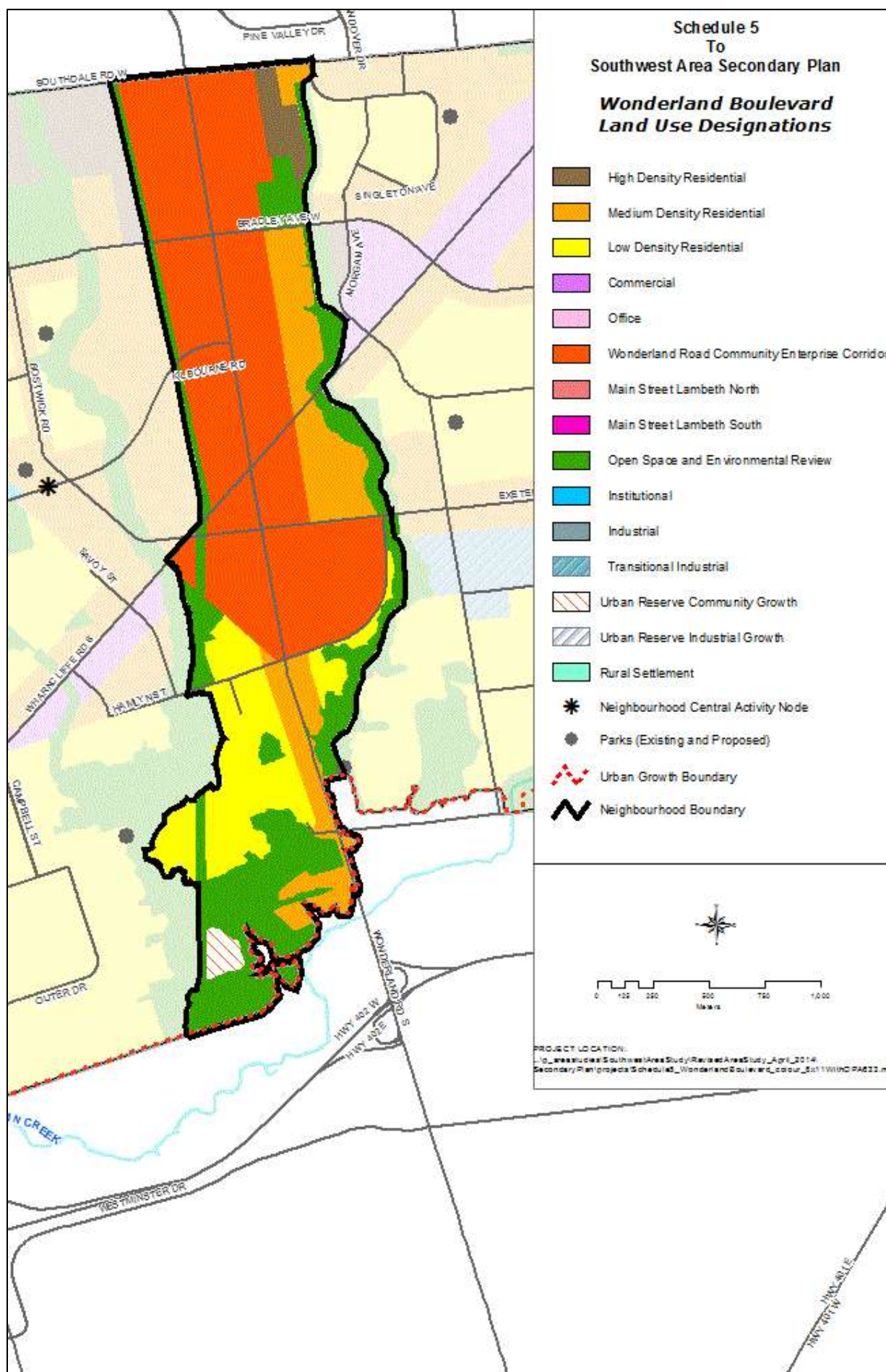


Figure 2 – Secondary Plan Map

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DESCRIPTION OF PROPOSAL

Application Details

- Date opened: January 21, 2017
- Applicant: Corporation of the City of London
- Requested Action: to amend the Wonderland Road Community Enterprise Corridor in the South West Area Secondary Plan to align with the policy direction in *The London Plan* for the Shopping Area Place Type, by removing the maximum commercial floor area; reducing permitted residential intensities; reducing the maximum office floor area per building; and re-formatting the policies to address use, intensity, and form.

Proposed Amendment

The proposed amendments would modify the WRCEC policies as shown in Table 1 below.

Table 1 – Proposed Amendments with Tracked Changes

i)	Intent
	The Wonderland Road Community Enterprise Corridor designation is intended to provide for a wide range of large-scale commercial, uses, medium-scale office development, high-density residential uses , and institutional uses <u>in low to mid-rise built forms</u> . Both stand-alone and mixed-use developments are permitted.
	It is anticipated that the area may redevelop over time, such that new mixed-use developments or reformatted commercial development may occur. In order to provide for these redevelopment opportunities, a grid pattern of development shall be encouraged through the provision and dedication of local roads and/or rights-of-way aligned perpendicular to Wonderland Road South for the lands designated as Wonderland Road Community Enterprise Corridor. In advance of redevelopment, this grid pattern will establish an organizing structure for the land uses permitted within the designation.
	Commercial uses within this designation are intended to complement the more traditional commercial uses and forms in the Lambeth Village Core, and serve local, neighbourhood and city needs. It is not intended that the specific location of commercial uses be identified within this designation, however, such uses shall be encouraged to locate in mixed use developments over time with the opportunity to incorporate office and/or residential uses.
ii)	Permitted Uses
	Permitted commercial uses will include those uses outlined in the “New Format Regional Commercial Node” designation in the Official Plan. A broad range of retail, service, office, entertainment, recreational, educational, institutional, and residential uses may be permitted within the Wonderland Road Community Enterprise Corridor.
	Office uses within the Wonderland Road Community Enterprise Corridor are not intended to compete with the Downtown; therefore, office uses that do not require access to the provincial highway system for work-related activities shall be encouraged to locate in the Downtown. In addition to the office uses that are permitted in accordance with the “Office Area” policies of the Official Plan, research, development and information processing establishments and businesses with a mobile sales-based workforce requiring access to the provincial highway system shall be permitted. Secondary uses permitted in Office Areas shall not be permitted.
	High Density Residential uses are permitted at heights and scales greater than normally provided for in suburban locations.
	Institutional and public uses such as libraries, community centres, and residential care facilities shall be permitted.
	A mix of any of these permitted uses within a single building is also permitted and shall be encouraged.

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	<u>Uses with large amounts of outdoor storage, large warehouse components, storage of heavy vehicles, and/or emitting noise, vibration, or dust, will not be permitted. Uses that are not compatible with residential and retail uses will not be permitted.</u>
iii)	Development Pattern/Local Street Connections
	In order to establish an organizing structure for the present and future development for lands within the “Wonderland Road Community Enterprise Corridor” the policies in 20.5.3.8 i) j) shall apply.
	Local street rights-of-way may be dedicated for any development or redevelopment within the Wonderland Road Community Enterprise Corridor. The dedication shall occur as a condition of a plan of subdivision or consent. Where the development or redevelopment of the site is subject to site plan control, land area dedicated to the city for right-of-way will be included in the lot area calculation permitted density, coverage and floor area.
	Internal access and shared internal driveways across adjacent lands may be required.
iv)	Compatibility Between Land Uses
	Lands within the Wonderland Road Community Enterprise Corridor may develop over a period of time, and the location of the various permitted land uses is not prescribed. In order to ensure compatibility between developments, design guidelines shall be developed to ensure appropriate relationships between different forms of development and different land uses. Minimum landscape requirements, shared parking areas, and integrated site access shall be required. Development proposals on lands within the Wonderland Road Community Enterprise Corridor shall demonstrate how they are integrated, and compatible with adjacent development.
v)	<u>Built Form and Intensity-Commercial Development Intensity</u>
a)	Commercial development for the entire Wonderland Road Community Enterprise Corridor designation shall not exceed 100,000 square metres gross floor area. For the purposes of this limit, this shall not include those lands generally located north of the Bradley Avenue extension that are currently developed or are approved/under construction as of October, 2012.
b) <u>vi) a)</u>	Commercial Built form may be of a low to mid-rise height, however minimum height and setbacks may be established in the Zoning By-law to ensure that development will result in a strong, street-related built edge and achieve other design objectives for this area. In particular, commercial development will be encouraged in a “main street” format where commercial development is <u>buildings are</u> oriented to a public street. Commercial Permitted uses may be in stand-alone development or buildings or <u>are encouraged</u> in mixed use developments or buildings.
c) <u>vi) b)</u>	Development shall be planned on the basis that future intensification will occur, either by intensification or redevelopment or through a combination of approaches. Nevertheless, except for minor buildings and structures, development will be viewed as permanent (i.e. potentially remaining for the long term). Accordingly, development shall be located at appropriate locations so that future phases of intensification are not inhibited. Over time, the redevelopment of lands within this designation will be encouraged to include residential or office uses in a mixed-use format.
d) <u>vi) c)</u>	Development shall be designed to be pedestrian and transit friendly from the outset. In particular, development shall be generally oriented to the street where possible and designed to promote a vital and safe street life and to support early provision of transit. However, where large scale stores are permitted, given that they are often not conducive to a pedestrian oriented street setting, design alternatives to address this issue will be utilized. These may include locating these stores in the interior of a commercial or mixed use development block with small-scale stores and other buildings oriented to the surrounding major roads to create a strong street presence. Alternatively, the frontage of the building facing a major road could be lined with small-scale stores and/or have multiple entrances.
vi)	<u>Built Form and Intensity-Office Development Built Form</u>

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a) v) c)	Office development for the entire Wonderland Road Community Enterprise Corridor shall not exceed 20,000 square metres gross floor area, <u>excluding small scale Service Offices and Medical/Dental Offices.</u>
b)	Single user buildings will be encouraged within this designation.
e) v) c)	... and each building shall not exceed a maximum gross floor area of 5,000 <u>2,000</u> square metres.
d) v) a)	Buildings and structures within this designation shall have a low to mid-rise height. Maximum heights shall not exceed four storeys. Bonus Zoning beyond this limit, up to six storeys, may be permitted.
vii)	Built Form and Intensity-Residential Development
a) v) b)	<u>Residential</u> development shall occur at a minimum density of 150 <u>30</u> units per hectare, and a maximum density of 475 <u>75</u> units per hectare. <u>Bonus Zoning beyond this limit, up to 100 units per hectare, may be permitted.</u>
b) v) a)	Building heights shall not be less than 6 storeys, and shall not exceed 14 storeys. Maximum heights shall not exceed four storeys. Bonus Zoning beyond this limit, up to six storeys, may be permitted.
e) vi) d)	The Urban Design policies of Section 20.5.3.9 of this Plan shall apply.
viii)	Built Form and Intensity-Institutional Development
a) v) a)	Buildings and structures within this designation shall have a low to mid-rise height. Maximum heights shall not exceed four storeys. Bonus Zoning beyond this limit, up to six storeys, may be permitted.
b)	Development proposals shall adhere to the area and site design criteria provided in Section 6.2.5 of the Official Plan.
v) d)	<u>The Zoning By-law will include regulations to ensure that the intensity of development is appropriate for individual sites.</u>
ix) vii)	Parking – Office and Residential Development
a)	Parking will be located underground, in a structure integrated into the building or at the rear of the property behind the building or in a surface parking field to the rear of the building. Surface parking may be considered in the interior side yard, provided design measures are used to mitigate the view of the parking field from the public realm. Parking is not permitted along the property frontage between the building and the public right-of-way.
b)	Appropriate buffering shall be provided between parking areas and “back of building” functions, such as loading/ receiving areas and garbage/storage areas, and adjacent land uses or the public realm.
x)	Allocation of Commercial and Office Development
	In order to ensure that the limits on commercial and office development are not allocated to development that is not imminent or near term, applications for Zoning By-law amendments for commercial and/or office development on lands within the Wonderland Road Community Enterprise Corridor shall be considered to be premature if the required municipal infrastructure to support the development is not scheduled to be provided within three years of the date of application.

PLANNING HISTORY

The Wonderland Road Community Enterprise Corridor (WRCEC) was established in 2014 with the approval of the Southwest Area Secondary Plan (SWAP) by the Ontario Municipal Board. The designation includes lands along both sides of Wonderland Road between Southdale Road West and Hamlyn Street. The Secondary Plan policies permit a wide range of commercial, residential, office and institutional uses. The Plan’s intent is that while stand-alone commercial development is permitted in the short-term, over time the corridor will transition into an urban, mixed-use neighbourhood despite its suburban context.

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Early drafts of the Southwest Area Secondary Plan did not contemplate the scale or intensity of commercial development that is currently permitted. The information below provides a summary of how the current WRCEC policies were established, and is broken down into the following time periods:

- Study Initiation & Consultant’s Draft Report for Public Review (2008 – May, 2010)
- Draft Versions of the Southwest Area Secondary Plan (May, 2010 – October, 2012)
- Council Adoption of the Southwest Area Secondary Plan (November, 2012)
- Appeals of the Southwest Area Secondary Plan and an OMB Decision (April, 2014)
- Zoning By-law Amendments Under the Commercial Cap (2014-2016)
- Official Plan Amendments to Change the Commercial Cap (2014-Present)

Study Initiation & Consultant’s Draft Report for Public Review

In 2008 the southwest quadrant of London was identified as a key area for future development and urban expansion. At the time there was existing development in the Southwest area, but the majority of land was vacant and large areas were zoned Urban Reserve, which works like a placeholder until studies can be completed to determine the best form of development for an area. It was determined at that time that a study was required to determine appropriate uses and forms of development, to meet the City’s future growth requirements.

The first draft of SWAP was released in May, 2010. This version was prepared by a team of consultants led by Urban Strategies Inc. and recommended three main land use designations for the area currently designated WRCEC. These designations included a Commercial Policy Area, Arterial Mixed Use District, and Light Industrial. These three land use designations were all contemplated within a broader framework of the Wonderland Road Corridor sub-area of the Plan, and based on the retail/commercial demand projections summarized in Section 6.2 of the draft Area Plan.

Retail/Commercial Designation	Total Floor Area	Number of Jobs	Location/Structure
Neighbourhood Retail	8,250 sq. m.	150 jobs	Smaller scale retail serving lower order demand for goods and servicing
Retail/Commercial	62,000 sq. m.	1,140 jobs	Larger format retail stores serving regional demand; structured along Wonderland & Wharncliffe Rd. mixed-use corridor; local retail/comm'l demand also met via proximity to existing centres in adjacent Westmount community
Mixed Use	129,600 sq. m.	2,390 jobs	Range of retail and services located within mixed-use development hub; this dense urban district, combining retail at the grade level of high density resid'l buildings, is focused at the Wonderland/ Wharncliffe Rd. intersection
Total Retail/Comm'l Yields	199,850 sq. m.	3,680 jobs	

Figure 4 – Retail/Commercial Projections from Consultant’s Draft (May, 2010)

These projections considered a 50-year planning horizon and included a total demand of 62,000m² of commercial floor area in large format retail stores and 129,600m² of commercial floor area in mixed use developments. These projections are for the entire area within SWAP, not just the Wonderland Road corridor.

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In consideration of these commercial projections, two commercial designations were applied to the Wonderland Road corridor. Between Southdale Road West and properties on the south side of Bradley Avenue a Commercial Policy Area designation was applied. This area was planned to be the primary large-format retail centre in SWAP and was thought to be of a sufficient size to accommodate a large proportion of new commercial uses meeting this criteria, though other areas in SWAP were also identified for retail development.

South of the Commercial Policy Area, lands within the Wonderland Road Corridor were put in an Arterial Mixed Use District, which would permit retail uses within mixed use developments. Recognizing that there was a finite demand for commercial uses, lands in the corridor south of Kilbourne Road (approximately) were designated for Light Industrial development.



Figure 5 – 2010 Draft Preferred Land Use Plan, showing current WRCEC Boundary

A public participation meeting was held in June, 2010 for feedback on the consultant’s draft Area Plan. Several submissions were made by landowners in the Wonderland Road corridor, expressing concerns that the corridor should be given greater emphasis to establish it as a commercial gateway to the City. Some suggested changes were to prioritize the corridor higher on the phasing strategy and to replace the light industrial designation with a new designation that would permit high density residential and commercial development. Following the public participation meeting, Council resolved on June 28, 2010 that staff be requested to prepare specific policies related to the major gateway corridors within the plan and report back at a future Meeting.

Draft Versions of the Southwest Area Secondary Plan

Following the 2010 release of the consultant’s draft report, staff continued to refine the approach to be taken in SWAP. A report was submitted to the Planning & Environment Committee in December, 2011 that described some proposed changes to the consultants’ land use concept. These changes included decreasing the amount of industrial land in SWAP by approximately 200 ha, decreasing the amount of high density residential areas, increasing the amount of low and medium density residential areas, decreasing the amount of mixed use areas, and adding more commercial areas. In response, council passed a resolution on January 10, 2012 that included direction for staff to prepare a revised concept that shows greater focus on retail and commercial uses in the Wonderland Corridor.

The next draft was released in June 2012. This draft version of SWAP was presented to City Council and the public for comments, and it included a variety of residential and commercial

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designations along the Wonderland Corridor including Commercial, High Density Residential, Office, Main Street Wonderland, Medium Density Residential, and Low Density Residential land use designations.

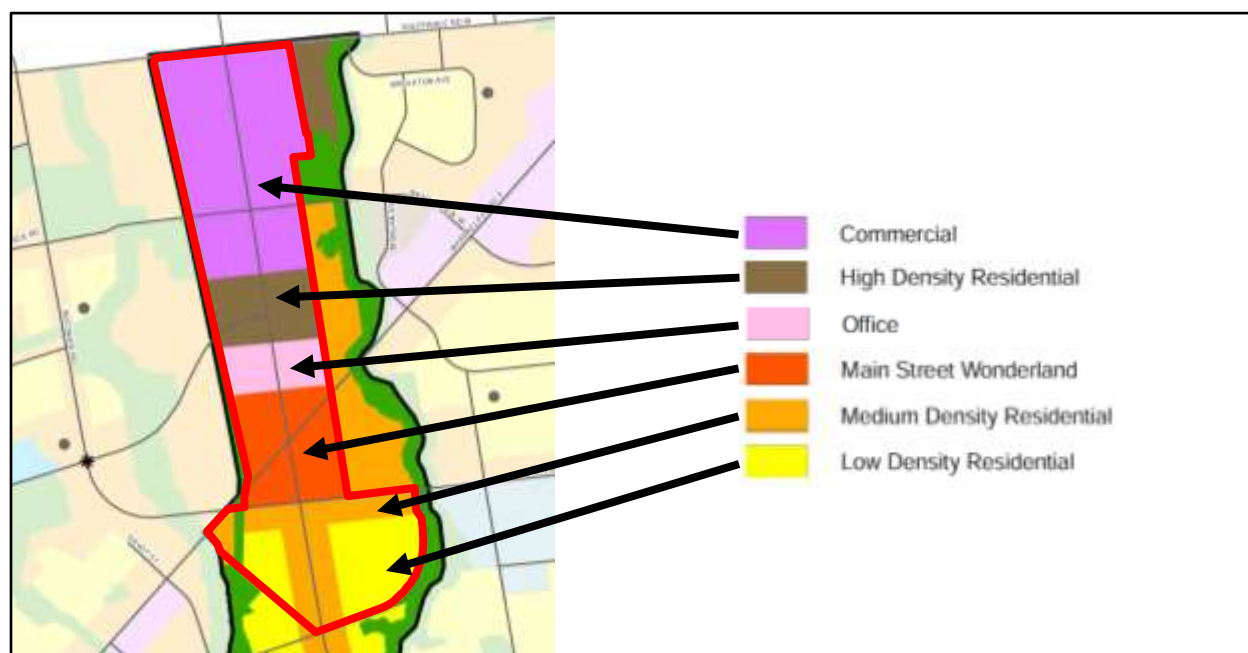


Figure 6 – June 2012 Draft Land Use Schedule (Staff Recommended), Showing Current WRCEC Boundary

Among the background research completed prior to the release of the June, 2012 Draft Secondary Plan was a Retail Demand Analysis (2012) prepared by Kircher Research Associates Ltd. This study was done to better understand the retail market realities and ensure appropriate lands were provided to meet future needs. The 2012 Kircher Report projected the retail demand by 2026 for the entire SWAP area to be 995,000 square feet (92,439m²) of Leasable Floor Area (LFA).

The accompanying staff report to the Draft Secondary Plan in June, 2012 identified the need to ensure there is sufficient commercial opportunities to meet demand, and it states that in SWAP there is potential for 380,000 square feet (35,000m²) of new retail development in the Commercial designation on Wonderland Road, 200,000 square feet (19,000m²) in the Main Street Wonderland designation. This potential, in addition to the 500,000 square feet (46,000m²) of existing commercial space results in a total potential supply of 1,080,000 square feet (100,00m²) on the Wonderland Road corridor, which exceeds the projected demand for all of SWAP.

The June, 2012 draft policies included a maximum commercial gross floor area of 120,000m² in the Commercial designation. This cap, which factored in approximately 90,000m² of existing commercial development at the time, would allow for 30,000m² of new commercial floor area.

After a discussion about the June 2012 draft Secondary Plan, Council resolved on June 26 & 27, 2012 that:

the Civic Administration BE DIRECTED to consider including, within the Official Plan Amendment ... an “enterprise designation” along the Wonderland Road corridor, from Bradley Road to Exeter Road, that would allow for, and encourage, a broad range and mix of commercial, residential, office, and institutional uses with an emphasis on ensuring quality urban design;

This direction was given despite Staff’s recommendation to proceed with the variety of land use designations included in the draft, as shown on Figure 6 above.

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Council Approves the Southwest Area Secondary Plan

City staff made Council’s requested revisions to the corridor by adding the new Enterprise Corridor designation. Revised policies were prepared to implement the vision expressed in Council’s direction that a broad range of uses should be permitted. The revised policies included a new maximum commercial floor area for the Enterprise Corridor of 100,000m². Unlike the previous iteration of the commercial cap, the new 100,000m² cap would only apply to lands south of Bradley Avenue, thereby excluding the existing commercial development between Southdale Road West and Bradley Avenue from the calculation (approximately 90,000m²).

A 20,000m² maximum floor area for office development, was also introduced in the revised policies. These maximum floor area requirements were intended prevent overdevelopment of commercial or office development along the corridor that could have the potential to negatively impact the market or detract from other City objectives, such as directing office development to the Downtown.

The revised plan was presented to Council on October 30, 2012. At that meeting Council made further revisions to SWAP, including extending the WRCEC designation further south to Hamlyn Street. Despite substantially extending the area contained in the WRCEC designation, Council did not increase the maximum permitted commercial floor area for.



Figure 7 – Council Approved SWAP Land Use Plan (November, 2012)

Appeals to the OMB of the Southwest Area Secondary Plan

After approval by City Council, SWAP was appealed for a variety of reasons that included concerns regarding the Wonderland Road Community Enterprise Corridor designation. Through the hearing the policies for the Wonderland Road Community Enterprise Corridor were upheld (OMB Case number PL130020, Issued April 29, 2014). Planning evidence in support of the commercial policies in the WRCEC designation was not provided by City staff as Council’s decision did not align with the Staff recommendation.

A separate application had been made prior to the approval of SWAP by York developments for 3313-3405 Wonderland Road South & 1789 Wharncliffe Road South. Staff recommended refusal of this application as SWAP was being prepared at the time and the application was considered

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premature. Council approved the application and it was appealed to the OMB, where it was consolidated with the SWAP hearing. The appellants settled their concerns and the result was that over 60,000m² of the 100,000m² commercial cap was immediately allocated to that site.

Official Plan & Zoning By-law Amendment Applications, 2014-2016

Following the OMB decision on SWAP, applications were submitted by Greenhills SC Ltd. (Greenhills) and Westbury International (1991) Corporation (Westbury) to apply commercial zoning to their properties. The Greenhills application was received in February, 2014 and requested 46,500m² of retail floor area at 51 & 99 Exeter Road. The Westbury application was received in October, 2014 and requested 13,950m² of retail floor area.

The Greenhills application was presented to the Planning and Environment Committee on October 7, 2014, and the staff report included a detailed analysis of the allocation of commercial zoning in the WRCEC designation under the 100,000m² cap. The report found that the following commercial zoning was already allocated:

• 3313-3405 Wonderland Road South & 1789 Wharnccliffe Road South	61,065m ²
• 1705 & 1659 Wharnccliffe Road South (existing development)	6,715m ²
• 1672, 1680 & 1710 Wharnccliffe Road South (existing development)	3,408m ²
• 1780, 1806, 1830 & 1856 Wharnccliffe Road South (existing development)	8,343m ²
• Total	79,531m²

This calculation is based on the potential floor area applying the existing zoning permissions, which factors in the maximum lot coverage of 30%. Given that the maximum commercial floor area in WRCEC (south of Bradley Avenue) was set at 100,000m², only 20,470m² of potential commercial zoning remained. Because Greenhills was the first application received, and because the policies did not include policies to guide how the permitted floor area under the commercial cap would be allocated, staff recommended that all of the remaining floor area be allocated to the Greenhills site through approval of their Zoning By-law amendment application. Council approved this recommendation on October 14, 2014.

Westbury appealed Council’s decision to allocate all 20,470m² of retail floor area to Greenhills, as it left no more floor area available under the cap to be zoned on their site. Given the appeal, staff could not present a recommendation on the Westbury application until the OMB rendered a decision since it was not known if any commercial floor area would be available under the cap. Therefore, staff recommended deferral pending the conclusion of the OMB hearing.

Westbury then appealed their own application after 120 days had passed for lack of a decision. These two appeals were consolidated before the board. The Board decision (Case # PL141385/PL150327, issued January 13, 2016) confirmed the staff position that commercial zoning allocated under the cap and existing commercial development must all be part of calculating commercial development as it relates to the commercial cap. The OMB did alter the zoning calculation slightly, by removing land area to be used for streets (1,646m²) and removing commercial floor area from 1680 Wharnccliffe on consent of all parties (1,140m²), thereby opening up 2,786m² of potential commercial floor area under the cap.

Following this decision, Westbury and Greenhills came to a settlement to split the remaining 23,256m² of commercial floor area under the cap, resulting in the following distribution of commercial zoning/existing development in WRCEC:

• Existing commercial development	17,325m ²
• 3313-3405 Wonderland R S (York Developments)	59,419m ²
• 51 & 99 Exeter Road (Greenhills)	18,556m ²
• 3680 Wonderland Rd S (Westbury)	4,700m ²
• Total	100,000m²

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Official Plan & Zoning By-law Amendment Applications, 2014-Present

Two applications have been received that proposed to amend SWAP by increasing the commercial cap for specific properties. These applicants include Westbury and Southside Group. Both of their applications are currently active and will be presented at an upcoming PEC meeting, pending the resolution of site-specific considerations for each development and the results of this City-initiated amendment.

The Southside Official Plan and Zoning By-law amendment application (OZ-8590) proposes to increase the commercial cap by 18,700m² for the properties located at 3244, 3263, and 3274 Wonderland Road South. The Westbury Official Plan amendment application (O-8543) proposes to increase the commercial cap by 8,548m², for the property located at 3680 Wonderland Road South, which would result in a permitted commercial floor area of 13,248m² on that site when existing commercial zoning is considered. Westbury also submitted a Zoning By-law amendment application (Z08712) to increase the commercial floor area, to be considered concurrently with the Official Plan amendment application.

These applications have provided the impetus for City staff to consider the commercial policies of WRCEC through this this City-initiated amendment so as to ensure they are considered in a comprehensive manner. Reviewing each application to increase the commercial cap based on their merits assessing the individual impacts would not allow for sufficient consideration of the cumulative impacts of additional commercial development on the retail market.

COMMENTS RECEIVED

Public Liaison

On February 1, 2017 notice of application was given with regards to this proposed amendment. It was sent to all property owners inside or within 120m of the area designated WRCEC. Notice was also published in the Public Notices section of The Londoner and was posted on the City's website.

The nature of this public liaison was that the City of London has initiated a review of the Wonderland Road Community Enterprise Corridor land use designation policies, which are contained in the Southwest Area Secondary Plan. The purpose and effect of the possible Official Plan Amendment is to implement the policy direction of the *London Plan*. The possible amendment may include replacing all or portions of the Wonderland Road Community Enterprise Corridor land use designation policies within the Southwest Area Secondary Plan, with revised policies that reflect the direction of the Shopping Area Place Type of *The London Plan*. Some of the possible changes include removal of the maximum commercial floor area, reduction in the maximum office floor area, and a reduction in the permitted heights for residential development.

Public Responses (3 responses received)

In response to the public notices two letters were submitted and one meeting was held. Letters were submitted by Scott Snider, legal representative for Goal Ventures Inc and PenEquity Realty Corporation who own 31 ha of commercial land near the northwest corner of Wellington Road South and Dingman Drive; and James W. Harbell, legal representative for 1279059 Ontario Inc. and CLF 1 (Wonderland Road) Inc. (York Developments and North American Development Group). The meeting was held with Carol Wiebe and Scott Allen, on behalf of York Developments.

All submissions have indicated concern with the proposed amendment particularly as it relates to removal of the commercial floor area cap. Their arguments primarily focus on the negative impacts of potential overdevelopment of commercial uses in the absence of a cap on commercial floor area. Some concerns have also been identified with reducing the permitted office floor area. Staff have responded to these concerns by not reducing the overall cap for office development

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but only recommending that the maximum office floor area per building be reduced from 5,000m² to 2,000m².

Summary of Departmental/Agency Comments

No comments were received identifying any concerns or objections to the proposed amendment.

ANALYSIS

This analysis will address the four major outcomes that are a result of the recommended amendments intended to align the WRCEC policies with the Shopping Area Place Type in *The London Plan*. These include:

1. Remove the maximum commercial floor area;
2. Reduce the maximum and minimum residential intensities;
3. Reduce the maximum office floor area per building; and
4. Re-format the policies to structure by Use, Intensity, and Form.

1. Remove Maximum Commercial Floor Area

The purpose for initiating this amendment is, first and foremost, to implement the policy direction of *The London Plan* by revising the policies of WRCEC to reflect the Shopping Area Place Type. One aspect of this is the removal of the maximum commercial floor area that applies to lands south of Bradley Avenue. This cap, which was set at 100,000m², is the subject of two current applications to amend the SWAP, and instead of considering each application in isolation staff have determined that a better approach is to reconsider the corridor policies in a comprehensive amendment, which may facilitate those commercial development applications if approved.

Rationale for Implementing Policy in 2012

The staff recommended Secondary Plan, which was presented in June, 2012, included a recommended cap for the Commercial designation of 120,000m², which included 90,000m² of existing development (the Westwood Power Centre includes 46,600m² GLA, and Wonderland Corners includes 42,600m² GLA). Therefore, the staff-recommended cap would have permitted up to 30,000m² of new commercial development in the Commercial designation. This amount of commercial development is consistent with the Retail Market Demand Analysis (2012) that had been prepared by Kircher Research Associates Ltd. That report found that by 2026 the total demand in the entire southwest planning area for retail floor area would be 92,500m² GLA. A cap of 30,000m² on the Wonderland Road corridor then would permit a substantial amount of new development to achieve the vision for this corridor as a gateway to the City, without major disruptions to the retail market.

When Council gave the direction for staff to create an Enterprise Corridor designation (June 27, 2012) it did not include specific instructions for any of this new designations' policy framework, and did not include any direction with regards to the commercial cap. Staff then had to prepare policies to implement the Council decision. A cap of 100,000m² that applies south of Bradley is a reasonable interpretation of Council's intent as the increase is commensurate with the area that was added to the Commercial designation and re-named to WRCEC.

In his witness statement that was provided to the OMB, Hermann Kircher stated that the new cap of 100,000m² could be justified in consideration of the population levels when SWAP is fully built out (53,500 people), but not at the 2026 projections (22,500 people).

The OMB decision on this aspect of SWAP was made on April 29, 2014 and it articulates the intent behind the inclusion of a commercial cap. The Board decision states that:

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Board jurisprudence suggests however, that it will not intervene in the market place nor will it permit the planning process to be used as a means to prevent commercial competition. In that regard, I believe the comments of Vice Chair Campbell in LaSalle (Town) v. Windsor (City) [2009] O.M.B.D. No. 673 are worth noting. In that case... Vice Chair Campbell stated that LaSalle:

Cannot use the process afforded by the Planning Act to ensure that it reserves a certain portion of this type of development, or the market it serves for itself. The Board has repeatedly told commercial competitors that it will not intervene in the market place, and that it is not to be used as a means to prevent competition. (paragraphs 46-47)

The decision goes on to state that:

No single landowner within the EC (enterprise corridor) will use the entire commercial cap and presumably therefore, there will be a fair distribution of resources based on market and not restrictions in planning instruments.

And lastly, by having the EC (enterprise corridor) extend to Hamlyn Street while maintaining the 100,000 sq m of gross floor area, mixed use development as contemplated by the Plan, will, in my view, be a logical consequence. Simply put, the permitted amount of commercial space will be spread over a wider area and, consequently, there will be room for as of right development of other complementary uses, thereby resulting in a mix of uses throughout the corridor. (paragraphs 49-50)

Clearly, based on this analysis it was the intent of the OMB to provide a policy framework that would allow the market to determine the scale and location of commercial development in the WRCEC designation and not allow planning tools to restrict competition. It is noteworthy that the existence of the cap is not discussed by the OMB as that it was not the focus of the appeals. His decision is primarily based on the area to which it should apply (ie – should it include lands south of Exeter Road).

What Have We Learned Since Then?

In the immediate aftermath following the approval of SWAP, it was soon realized that of the 100,000m², only 23,256m² was actually available due to existing development and commercial zoning. That remaining zoning was quickly applied to the Westbury and Greenhills sites through a separate application and OMB appeal, leaving no commercial zoning available to any other portions within the WRCEC designation. The allocation of all of the permitted commercial zoning under the is shown on Figure 8, leaving no commercial development available to the remaining sites.

This allocation of commercial zoning is problematic for a number of planning reasons. It precludes sites in the Corridor from developing in accordance with the Corridor's planned vision, forces inefficient leap-frog development patterns by creating a situation that precludes development on desirable commercial sites, and allows planning instruments to be used to restrict competitive market conditions.

- i) The Cap precludes development in accordance with the planned vision for the Corridor.

The long-term vision for the WRCEC designation includes mixed use, urban forms of development along Wonderland Road, creating a pedestrian-oriented environment despite its suburban context. This form of development requires a commercial component to provide that mix of uses and ensure an active street environment. Because no commercial zoning remains even these desirable, mixed use buildings are not permitted on sites without remaining commercial zone allocation.

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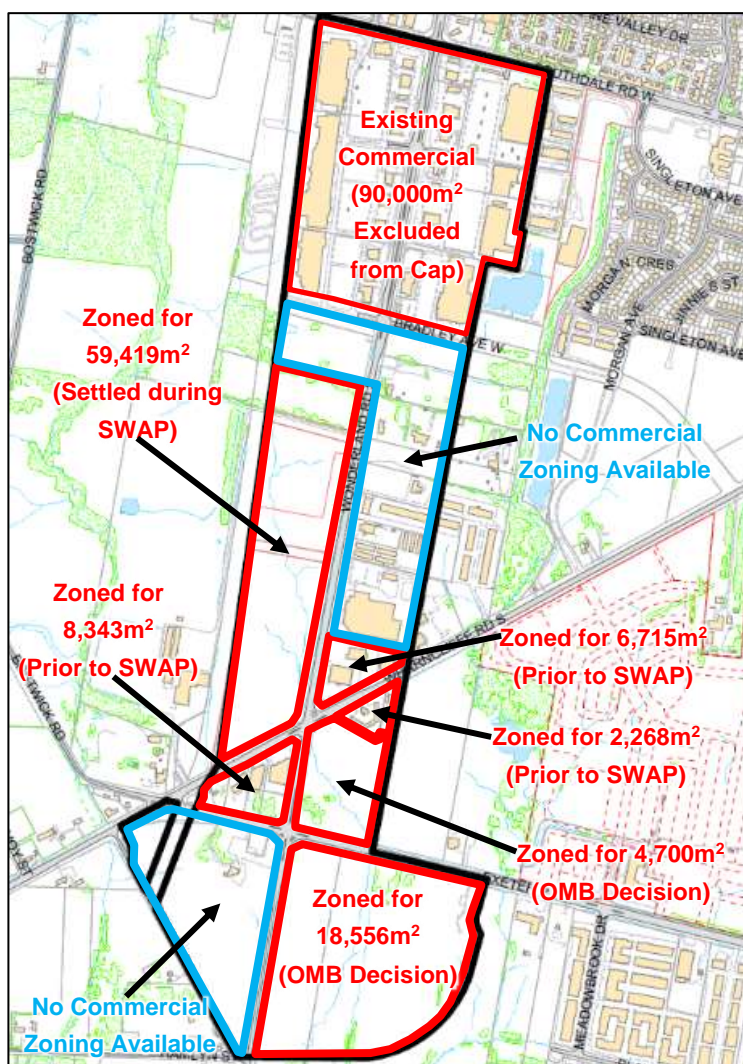


Figure 8 – Allocation of Commercial Zoning in WRCEC

- ii) The Cap forces inefficient, leap-frog development patterns that precludes development on desirable commercial sites.

Contiguous development is a principle of good planning. Orderly development is essential for efficient use of resources like roads, sewers, and other infrastructure and also contributes to achieving a quality place that is walkable and vibrant. Even if individual sites are well designed and contribute to achieving the vision for the corridor, if there are large gaps between developments that vision will be undermined. Walkability requires both pedestrian infrastructure and destinations in close proximity. Pedestrians are unlikely to cross a large gap between developed sites, which reinforces the culture of car-only mobility. Development should be required to contribute to an orderly development progression and be designed to enhance the pedestrian experience. Any policy that prohibits this must be reconsidered and alternate approaches should be implemented to achieve the plan vision.

The Provincial Policy Statement (PPS) also requires efficient development patterns as part of its vision to build strong and healthy communities. It states that “Healthy, liveable and safe communities are sustained by ... promoting efficient development and land use patterns that sustain the financial well-being of the Province and municipalities over the long term” (Section 1.1.1.a). The PPS goes on to state that “New development taking place in designated growth areas should occur adjacent to the existing built up area and shall have a compact form, mix of uses and densities that allow for the efficient use of land, infrastructure and public service facilities” (Section 1.1.3.6).

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Given that there is existing commercial development north of Bradley Avenue, it is not consistent with the PPS to include policies that preclude contiguous development patterns south of Bradley Avenue.

- iii) The Cap allows planning instruments to be used to restrict competitive market conditions for sites within the Wonderland Road corridor.

It was expressly stated by the Board that an equitable distribution of commercial development is desirable and would result from the current policies. This is not what occurred, as from the moment the decision was made more than 80% of the available zoning was already allocated, 60% of which went to a single land holding (3313-3405 Wonderland Road South). The result of the cap is that market forces do not determine where commercial development occurs along the corridor, but rather it is the allocation of commercial zoning that existed prior to the approval of SWAP or was approved by the OMB. Removing the cap would not take away from the sites that have commercial zoning already, but would allow normal market forces and good planning principles to dictate the order of commercial development.

Retail Market Analysis

Understanding the potential implications of the commercial cap on the retail market in SWAP and in other parts of London must factor into any planning decisions that affect the cap. To ensure this was considered adequately the City retained Kircher Research Associates Ltd. to prepare an update to their previous Market Demand Analysis (2012). This study was completed in November, 2016 and distributed in January, 2017 after a technical review by staff.

The Kircher Report (2016) includes a re-assessment of his 2012 findings and makes recommendations for how development should be evaluated in the future. The report findings include that the total warranted commercial leasable floor area in all of SWAP by 2031 is 138,007m² (GFA equivalent is 162,236m²). The current supply of approved retail gross floor area in SWAP is 154,104m². Given this forecast, it is unlikely that demand on the corridor will reach 100,000m² for the foreseeable future.^a

In his analysis of the retail demand and supply in SWAP, Kircher (2016) notes that existing approvals for new commercial development substantially outweigh the demand. The report cautions about the risks of overbuilding the retail supply as it can be costly and inefficient, but also points out the fact that because existing approvals have already outpaced demand, the cap is not a determining factor in the amount of retail development. It will factor into the location of commercial development along the corridor by creating a disparity between sites that have or do not have commercial zoning. The intent behind a commercial cap is to keep development from oversaturating the market, and it is the job of other planning instruments to ensure development occurs in the right location. In this scenario the cap exceeds the demand, thereby negating the intent, and planning instruments are undermined in their ability to encourage development that achieves the planning objectives of the corridor.

Kircher (2016) also notes that one of the primary objectives of the Wonderland Road corridor is to be a gateway to the City and a focal point for commercial development. Therefore, new commercial uses should be directed to the corridor more than other parts of SWAP. However, because there are only three land holdings with available commercial zoning there are limited opportunities to develop.

^a The Kircher report discussed commercial demand in terms of gross leasable area (GLA) while the policies are written in terms of gross floor area (GFA). GLA excludes common areas that are not leased for commercial uses. While the efficiency ratio of GFA to GLA varies between commercial forms of development, an average of 85% can be assumed for the purposes of this report. Therefore, a GLA of 138,007m² is considered to be equivalent to a GFA of 162,236m², and the 100,000m² cap is equivalent to approximately 85,000m² of GLA. More information is in Appendix F of the Kircher Report (2016).

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The Kircher Report (2016) recommends that the cap should be eliminated. It states:

...we do not consider the current development restrictions in the Enterprise SB [South of Bradley] Sector to be in the public interest as they will only encourage development outside the Corridor, which would weaken the primary purpose of the Corridor itself. The space allocation to the three identified developers can be maintained but the balance of the Corridor could accommodate other retail/service and mixed-use developments, all of which would need to be judged and assessed, individually, by normal planning criteria (page 4).

The London Plan does not include any type of commercial cap within the Shopping Area Place Type. In Shopping Areas there are design requirements for commercial development, which are similar to those within the WRCEC, but no maximum commercial floor area is given.

Recommended Amendment to WRCEC

It is recommended that the maximum commercial floor area in the WRCEC not be carried forward as part of this policy amendment to reflect the Shopping Area Place Type. The planning analysis above has demonstrated that the cap is preventing good and orderly development from taking place and that it is not achieving its intended retail market outcome. Therefore the cap is deemed to be an ineffective planning tool and should be deleted.

2. Reduce residential intensities

The current policies permit residential development throughout the WRCEC with a permitted height range of 6-14 storeys and a permitted density range of 150-175 units per hectare. The recommended amendment would permit heights of up to 4 storeys, or 6 through a bonusing agreement and would reduce the permitted density range from 30-75 units per hectare, or 100 units per hectare through a bonusing agreement.

Rationale for Implementing Policy in 2012

When SWAP was drafted it dispersed intensity throughout the planning area and indicated where various levels of density should be allowed. It provided for low density development internal to neighbourhoods, medium density development along collector roads, “super-medium” density development along arterial roads, and high density in certain locations along Southdale Road. The Wonderland Road corridor included policies that permit “super-high” density residential development with minimum heights of 6-storeys and minimum density of 150 units per hectare. Maximum requirements were also established including a maximum height of 14-storeys and maximum density of 175 units per hectare.

This level of intensity was to help realize the vision for the Wonderland Boulevard neighbourhood that includes an urban form despite its suburban location.

What Have We Learned Since Then?

In the years since SWAP was approved no applicant has requested residential zoning to be applied to their lands, although the Greenhills application recommended that residential zoning be included, the residential zoning resulted from discussions between City staff and the applicant to include zoning that would implement the vision for the corridor. While there may be various reasons for this, suffice it to say that residential market demand does not currently exist to realize the current minimum heights and density.

One major change has occurred in the London planning policy landscape since the approval of SWAP, and that is the approval of *The London Plan*. SWAP was in some ways a precursor to the planning approach that was taken in *The London Plan*, particularly in how it uses street classification to determine where greater building height and intensity may be permitted. There

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are differences however, particularly when the Community Structure Plan in SWAP is contrasted with the City Structure Plan in *The London Plan*. SWAP puts Wonderland Road at the pinnacle of the Community Structure, whereas *The London Plan* emphasizes intensity on Rapid Transit Corridors, Transit Villages, and Downtown. Wonderland Road does not meet these criteria and should therefore not be permitted to develop at the highest levels of intensity.

In the Our City Part, *The London Plan* emphasizes that London needs to be planned to recognize the growth forecasts. London will experience modest growth and will have a limited supply for high density housing. Therefore, we must ensure that each unit is directed to the most strategic location to support the City and achieve our goals. The amount of high density development that is currently permitted on Wonderland Road has the potential to limit high density demand in other, more strategic locations like the Downtown, along Rapid Transit corridors, or Transit Villages. High density residential development may also be permitted in the High Density Residential Overlay from the 1989 Official Plan that is included in *The London Plan*.

The London Plan permits residential development up to 4-storeys, or 6-storeys through bonus zoning. 4-6 storeys is sufficient to achieve the urban character and mixed use forms of development that is described in the vision for Wonderland Road but will not detract from the City-wide objectives outlined in *The London Plan*.

The proposed amendments would also apply revised minimum and maximum density requirements, to align with the height requirements that are proposed. A permitted density range of 30-75 units per hectare, with potential bonusing up to 100 units per hectare is consistent with the normal medium density residential requirements and could facilitate the scale of development contemplated for a Shopping Area in the *The London Plan*. This density range will also help to ensure that the total amount of units built in WRCEC does not exhaust the medium density residential demand across the city.

Recommended Amendment to WRCEC

The WRCEC designation in SWAP has an underlying Shopping Area Place Type in *The London Plan*. Therefore, it is recommended that permitted height in *The London Plan* be applied to WRCEC. This change includes removing the minimum and maximum densities, deleting the minimum height, reducing the maximum height to 4-storeys or 6-storeys with bonusing, and applying density regulations that are consistent with this.

3. Reduce the maximum office floor area per building

The current policies permit office development with an overall cap of 20,000m² in WRCEC and a maximum floor area per building of 5,000m². The proposed amendment will maintain the overall cap but exclude small scale service and medical/dental offices, and would reduce the maximum floor area per building to 2,000m².

Rationale for Implementing Policy in 2012

The policies for office uses in SWAP were intended to provide for a substantial amount of office development in the Wonderland Corridor while minimizing competition with the downtown office market. It was recognized that the City's first priority should be to encourage office development downtown, but that there was planning rationale to permit certain office uses in SWAP.

Specific Policies were written to make it clear that certain types of office uses, specifically those that do not require direct access to the 401 should be encouraged to locate Downtown. The policies include:

Office uses within the Wonderland Road Community Enterprise Corridor are not intended to compete with the Downtown; therefore, office uses that do not require access to the provincial highway system for work-related activities shall be

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encouraged to locate in the Downtown. In addition to the office uses that are permitted in accordance with the “Office Area” policies of the Official Plan, research, development and information processing establishments and businesses with a mobile sales-based workforce requiring access to the provincial highway system shall be permitted. Secondary uses permitted in Office Areas shall not be permitted (Policy 20.5.6.1.ii).

As an extra measure that would minimize competition with Downtown, caps on office floor area were also included in the policies. These include a cap on all office uses in WRCEC of 20,000m² and a per-building cap of 5,000m². These caps would ensure that even if office uses were built that could locate downtown then the scale would be kept to a reasonable level.

What Have We Learned Since Then?

Since the completion of SWAP, and through the preparation of policies for *The London Plan*, our understanding and approach to planning for office uses outside of the Downtown has evolved. The policies in the WRCEC designation in SWAP closely resemble the Shopping Area Place Type in *The London Plan*. One key difference is the amount of office uses that are permitted. Shopping Areas permit a maximum of 2,000m² across the entire node, while that figure is ten times higher in WRCEC.

The London Plan provides a greater emphasis on the need to focus office development in Downtown, and as such is more restrictive on the type and amount of office uses permitted elsewhere in the city. *The London Plan* includes that “*With the exception of offices that are directly ancillary to industrial uses, our large office spaces will be directed to the Downtown to ensure its long-term health and vibrancy*” (Policy 128). There is a hierarchy in *The London Plan* of where office uses are permitted at different scales, which is shown in Table 2. The WRCEC designation has an underlying Shopping Area Place Type in *The London Plan*, but its office policies are more in line with the office policies for the Transit Village Place Type.

Table 2 – Office Hierarchy in *The London Plan*

Place Type	Maximum Office Floor Area	Maximum Office Floor Area Per Building
Downtown	No Limit	No Limit
Transit Villages	20,000m ²	5,000m ²
Rapid Transit Corridors – within 100m of a Station	5,000m ²	5,000m ²
Rapid Transit and Urban Corridors	No Limit	2,000m ²
Shopping Areas	2,000m ²	No Limit
Main Streets	No Limit	2,000m ²
Neighbourhoods – at intersections of two streets classified as Civic Boulevards or higher.	2,000m ²	No Limit
Neighbourhoods – at other intersections of two streets classified as Neighbourhood Connectors or higher.	200m ²	No Limit

The City retained Hemson Consulting to review the office policies in *The London Plan*, and they submitted a report dated April 11, 2016 that confirmed the planning merits of that approach. The Hemson Report includes several conclusions and recommendations that pertain to this review:

1. The current structure and limits of *The London Plan* are considered reasonable

Hemson lauds the City for maintaining a significant proportion of its office uses in the downtown and finds that the policy approach in *The London Plan* will maintain this focus while allowing a reasonable supply of office uses throughout the rest of the City. They also agree with the use of

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office developments to support rapid transit. The Hemson report cautions that the policy focus on downtown office uses may preclude London from attracting large scale employers who require suburban locations, but these unique situations are best addressed on a case-by-case basis and need not be written into *The London Plan* or a secondary plan like SWAP.

2. The outlook for the downtown is improving

Hemson notes that while office growth has been slow in the downtown as of late, that trend is likely to improve in the future. This information supports the City's resolve to encourage office development downtown as the market may be aligning itself with this planning objective.

3. The suburbs will continue to be the preferred location for specific office uses

Certain office uses do not compete with the Downtown and would complement suburban communities if built at an appropriate scale. Examples given in the Hemson Report include medical and other population-serving offices. Hemson finds that the scale-based approach in the London Plan provides adequate opportunities for these types of office uses. This recommendation gives rationale for permitting small scale service and medical/dental offices in WRCEC despite the cap being fully allocated.

4. Monitoring of the office market is critical

As with most planning decisions, monitoring is a key to ensuring their long-term success and appropriateness given changing market conditions.

The level of support lent to *The London Plan* approach to office by the Hemson Report provides strong rationale to continue in that direction and consider opportunities to align the WRCEC policies with *The London Plan*. The key differences in WRCEC that should be evaluated are the overall cap of 20,000m² and the per-building cap of 5,000m².

Office development in WRCEC does not support the City's objectives of directing office uses to the Downtown or of supporting the planned rapid transit system. However, there are other reasons to consider office development on Wonderland Road. Those are the reasons described in policy 20.5.6.1.ii that includes recognizing the need to accommodate some office uses that require proximity to the 401. It would also be appropriate for small scale offices, such as service offices and medical/dental offices located within mixed-use developments as they do not compete with the downtown and form an important part of a complete community.

Current zoning in the WRCEC area permits 21,200m² of office development, not counting properties currently zoned to permit Service Offices only. Therefore, no additional office uses may be zoned under the current policies that include a 20,000m² cap. This condition will prevent any form of office on any of the properties not currently zoned. The allocation of this commercial zoning is described in Figure 9.

The current policies also permit single buildings with 5,000m² of office floor area. This policy would allow for large scale office uses that are similar to the recently-approved office building located at 710 Proudfoot Lane, which is now used as the Goodlife Fitness head office. The office component in that building is approximately 5,000m². According to the policy direction in *The London Plan* future office developments like that should be encouraged to go Downtown, Transit Villages, or Rapid Transit corridors near stations.

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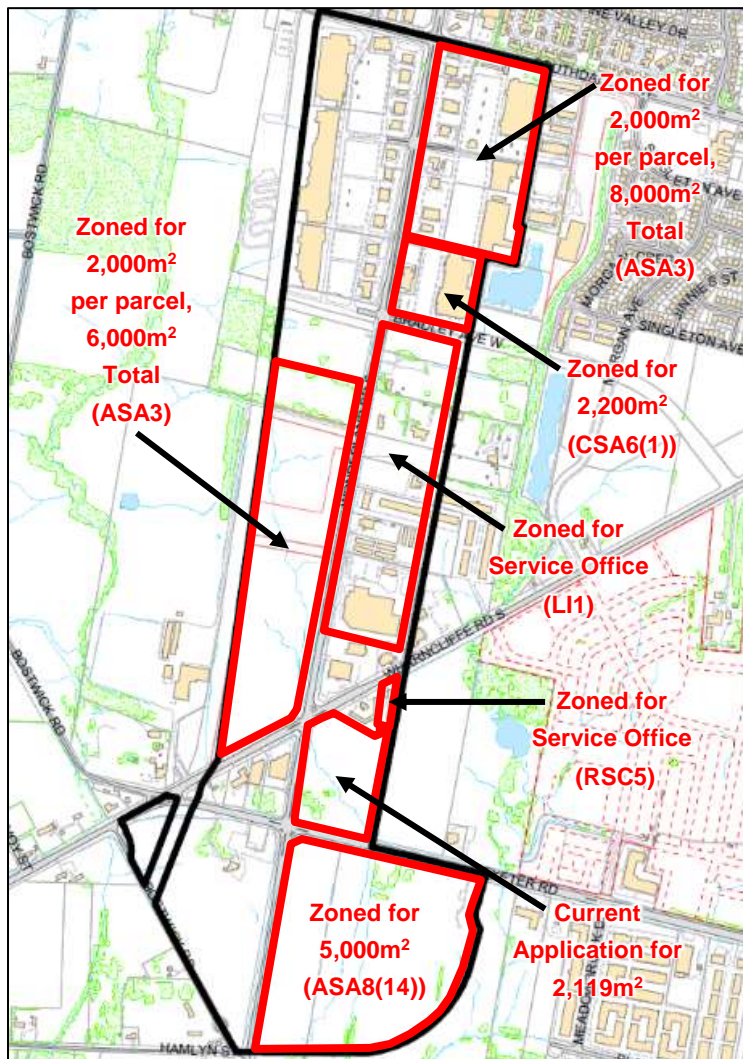


Figure 9 – WRCEC Allocation of Office Zoning

Recommended amendments

Based on the information and analysis above, the following amendments are recommended to the WRCEC office policies:

1. Maintain the current policies that describe the types of office uses that are appropriate on the Wonderland Road corridor – this existing policy will be relied on to discourage the types of offices that should locate downtown, such as large scale business offices, from moving to this suburban context.
2. Maintain the 20,000m² cap – There is no justification to increase the cap given the findings of the Hemson report and the city’s vision for office development and office hierarchy described in *The London Plan*. It is appropriate to maintain the established cap given the following considerations:
 - o More than 20,000m² in office zoning has already been allocated to properties within the WRCEC designation,
 - o There may be office uses that require a location near to the 401, and the WRCEC provides a good setting for those types of office uses.
 - o The cap will prevent a large number of offices from arguing that they meet the criteria of requiring access to the 401 and therefore leaving the downtown.
 - o Unlike commercial zoning, the office zones are more widely distributed throughout the corridor and the majority of floor area is not allocated to specific sites.
3. Allow an exception to the office cap for small scale service and medical/dental offices – these forms of office are part of creating a complete community in WRCEC and do not

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compete with the Downtown as they tend to be more community oriented. These uses would be prevented from locating anywhere not currently zoned for office uses without the exception given that all of the 20,000m² have already been allocated.

4. Reduce the per-building cap to 2,000m² – To be consistent with *The London Plan* approach that permits office uses over 2,000m² to be in locations that support rapid transit or downtown regeneration.

4. Re-format to structure by Use, Intensity, and Form

Rationale for Implementing Policy in 2012

While SWAP was a step towards the planning approach taken in *The London Plan*, some aspects are now considered rudimentary. Mixed use development is encouraged in *The London Plan* and the evaluation of a planning application equally considers its “use”, “intensity”, and “form”. While SWAP talks about mixed use development it is written in such a way that emphasizes land use over other considerations. Consideration of the built form and intensity is secondary in WRCEC, which is evident in that the chapter is structured with intensity and built form policies nested within permitted use policies rather than as separate headings.

What Have We Learned Since Then?

Although WRCEC encourages mixed use development, the form and intensity policies focus on single-use developments. Therefore the form and intensity policies can be difficult to interpret when multiple uses are proposed. Intensity and form are not necessarily dependent on the land use, in fact buildings can often accommodate a wide variety of land uses and their contribution to the neighbourhood is a result of their design, which is why “form” and “intensity” warrant individual policy consideration.

The WRCEC policies would be clearer and more consistent with the City-wide approach taken in *The London Plan* if it provided specific direction for the “use”, “intensity”, and “form” in a way that placed equal emphasis on each.

Recommended Amendment to WRCEC

This amendment does not change the content of the designation but reformats the policies to provide direction based on the use, intensity, and form of a new development. The existing and proposed structure is in Table 3.

Table 3 – Current and Proposed WRCEC Policy Structure

Current WRCEC Policy Structure	Proposed WRCEC Policy Structure
20.5.6.1 Wonderland Road Community Enterprise Corridor	20.5.6.1 Wonderland Road Community Enterprise Corridor
i) Intent	i) Intent
ii) Permitted Uses	ii) Permitted Uses
iii) Development Pattern/Local Street Connections	iii) Intensity
iv) Compatibility Between Land Uses	iv) Built Form
v) Built Form and Intensity-Commercial Development	v) Development Pattern/Local Street Connections
vi) Built Form and Intensity-Office Development	vi) Compatibility Between Land Uses
vii) Built Form and Intensity-Residential Development	vii) Parking – Office and Residential Development
viii) Parking-Office and Residential Development	
ix) Allocation of Commercial and Office Development	

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CONCLUSION

The Wonderland Road Community Enterprise Corridor land use designation was approved by Council in 2012 and the OMB in 2014. With the approval of *The London Plan* and because of recent issues raised when implementing the Secondary Plan, it is recommended that areas of incompatibility between the WRCEC policies and *The London Plan* be corrected. Therefore, it is recommended that the Southwest Area Secondary Plan policies for the Wonderland Road Community Enterprise Corridor be amended to implement the policy direction of *The London Plan* by revising the policies to reflect the direction of the Shopping Area Place Type. Specific changes that are recommended include:

1. Removing the maximum commercial floor area;
2. Reducing maximum and minimum permitted residential intensity;
3. Reducing the maximum office floor area per building; and
4. Re-formatting the policies to be structured by use, intensity, and form.

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

May 29, 2017
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Planner: J. Adema

Responses to Public Liaison Letter and Publication in “The Londoner”

James W. Harbell, 5300 Commerce Court West, 199 Bay Street, Toronto, ON
Scott Snider, 15 Bold Street, Hamilton, ON
Carol Weibe, 630 Colborne Street, London, ON

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File: O-8731
Planner: J. Adema

Bibliography of Information and Materials
O-8731

Request for Approval:

City of London Official Plan Amendment Application Form, completed by J. Adema, January 23, 2017

Reference Documents:

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Hemson Consulting Ltd. Office Policy Study. April 11, 2016

Kircher Research Associates Ltd. Retail Market Demand Analysis for the South West Area Plan (SWAP), 2016-2031, November 24, 2016

Public Comments, received February-March, 2017.

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File: O-8731
Planner: J. Adema

Appendix "A"

Bill No. (number to be inserted by Clerk's Office)
2017

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

A by-law to amend the Southwest Area
Secondary Plan, 2012 relating to the
Wonderland Road Community Enterprise
Corridor designation

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 June 13, 2017.

Matt Brown
Mayor

Catharine Saunders
City Clerk

First Reading – June 13, 2017
Second Reading – June 13, 2017
Third Reading – June 13, 2017

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**File: O-8731
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 change the Southwest Area Secondary Plan by deleting Section 20.5.6.1 – Wonderland Road Community Enterprise Corridor in its entirety and replacing it with the revised policies below.

B. LOCATION OF THIS AMENDMENT

This Amendment applies to lands located within the Wonderland Road Community Enterprise Corridor designation in the Southwest Area Secondary Plan in the City of London.

C. BASIS OF THE AMENDMENT

To amend the Southwest Area Secondary Plan policies for the Wonderland Road Community Enterprise Corridor to implement the policy direction of *The London Plan* by revising the policies to reflect the direction of the Shopping Area Place Type. Specific changes that are recommended include:

1. Removing the maximum commercial floor area;
2. Reducing maximum and minimum permitted residential intensity;
3. Reducing the maximum office floor area per building; and
4. Re-formatting the policies to be structured by use, intensity, and form

D. THE AMENDMENT

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

1. Section 20.5.6.1 – Wonderland Road Community Enterprise Corridor of the Southwest Area Secondary Plan, which is listed in Section 20.2 of the Official Plan for the City of London (1989) and 1565 of The London Plan is amended by deleting the all policies and replacing them with the following:

20.5.6.1 – Wonderland Road Community Enterprise Corridor

i) Intent

The Wonderland Road Community Enterprise Corridor designation is intended to provide for a wide range of commercial, office, residential, and institutional uses in low to mid-rise built forms. Both stand-alone and mixed-use developments are permitted.

It is anticipated that the area may redevelop over time, such that new mixed-use developments or reformatted commercial development may occur. In order to provide for these redevelopment opportunities, a grid pattern of development shall be encouraged through the provision and dedication of local roads and/or rights-of-way aligned perpendicular to Wonderland Road South for the lands designated as Wonderland Road Community Enterprise Corridor. In advance of redevelopment, this grid pattern will establish an organizing structure for the land uses permitted within the designation.

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Commercial uses within this designation are intended to complement the more traditional commercial uses and forms in the Lambeth Village Core, and serve local, neighbourhood and city needs. It is not intended that the specific location of commercial uses be identified within this designation, however, such uses shall be encouraged to locate in mixed use developments over time with the opportunity to incorporate office and/or residential uses.

ii) Permitted Uses

A broad range of retail, service, office, entertainment, recreational, educational, institutional, and residential uses may be permitted within the Wonderland Road Community Enterprise Corridor.

Office uses within the Wonderland Road Community Enterprise Corridor are not intended to compete with the Downtown; therefore, office uses that do not require access to the provincial highway system for work-related activities shall be encouraged to locate in the Downtown. In addition to the office uses that are permitted in accordance with the "Office Area" policies of the Official Plan, research, development and information processing establishments and businesses with a mobile sales-based workforce requiring access to the provincial highway system shall be permitted. Secondary uses permitted in Office Areas shall not be permitted.

A mix of any of these permitted uses within a single building is also permitted and shall be encouraged

Uses with large amounts of outdoor storage, large warehouse components, storage of heavy vehicles, and/or emitting noise, vibration, or dust, will not be permitted. Uses that are not compatible with residential and retail uses will not be permitted.

iii) Development Pattern/Local Street Connections

In order to establish an organizing structure for the present and future development for lands within the "Wonderland Road Community Enterprise Corridor" the policies in 20.5.3.8 i) j) shall apply.

Local street rights-of-way may be dedicated for any development or redevelopment within the Wonderland Road Community Enterprise Corridor. The dedication shall occur as a condition of a plan of subdivision or consent. Where the development or redevelopment of the site is subject to site plan control, land area dedicated to the city for rights-of-way will be included in the lot area calculation permitted density, coverage and floor area.

Internal access and shared internal driveways across adjacent lands may be required.

iv) Compatibility Between Land Uses

Lands within the Wonderland Road Community Enterprise Corridor may develop over a period of time, and the location of the various permitted land uses is not prescribed. In order to ensure compatibility between developments, design guidelines shall be developed to ensure appropriate relationships between different forms of development and different land uses. Minimum landscape requirements, shared parking areas, and integrated site access shall be required. Development proposals on lands within the Wonderland Road Community

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Enterprise Corridor shall demonstrate how they are integrated, and compatible with adjacent development.

v) Intensity

- a) Maximum heights shall not exceed four storeys. Bonus Zoning beyond this limit, up to six storeys, may be permitted.
- b) Residential development shall occur at a minimum density of 30 units per hectare and a maximum density of 75 units per hectare. Bonus Zoning beyond this limit, up to 100 units per hectare, may be permitted.
- c) Office development for the entire Wonderland Road Community Enterprise Corridor shall not exceed 20,000m², excluding small scale Service Offices and Medical/Dental Offices, and each building shall not exceed a maximum gross floor area of 2,000m².
- d) The Zoning By-law will include regulations to ensure that the intensity of development is appropriate for individual sites

vi) Built Form

- a) Built form may be of a low to mid-rise height, however minimum height and setbacks may be established in the Zoning By-law to ensure that development will result in a strong, street-related built edge and achieve other design objectives for this area. In particular, development will be encouraged in a “main street” format where buildings are oriented to a public street. Permitted uses are encouraged in mixed use developments or buildings.
- b) Development shall be planned on the basis that future intensification will occur, either by intensification or redevelopment or through a combination of approaches. Nevertheless, except for minor buildings and structures, development will be viewed as permanent (i.e. potentially remaining for the long term). Accordingly, development shall be located at appropriate locations so that future phases of intensification are not inhibited. Over time, the redevelopment of lands within this designation will be encouraged to include residential or office uses in a mixed-use format.
- c) Development shall be designed to be pedestrian and transit friendly from the outset. In particular, development shall be generally oriented to the street where possible and designed to promote a vital and safe street life and to support early provision of transit. However, where large scale stores are permitted, given that they are often not conducive to a pedestrian oriented street setting, design alternatives to address this issue will be utilized. These may include locating these stores in the interior of a commercial or mixed use development block with small-scale stores and other buildings oriented to the surrounding major roads to create a strong street presence. Alternatively, the frontage of the building facing a major road could be lined with small-scale stores and/or have multiple entrances.
- d) The Urban Design policies of Section 20.5.3.9 of this Plan shall apply.

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vii) Parking – Office and Residential Development

- a) Parking will be located underground, in a structure integrated into the building or at the rear of the property behind the building or in a surface parking field to the rear of the building. Surface parking may be considered in the interior side yard, provided design measures are used to mitigate the view of the parking field from the public realm. Parking is not permitted along the property frontage between the building and the public right-of-way.
- b) Appropriate buffering shall be provided between parking areas and “back of building” functions, such as loading/ receiving areas and garbage/storage areas, and adjacent land uses or the public realm.

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