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File No. O-8844
Planner: T. Macbeth

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	WHITE OAK/DINGMAN SECONDARY PLAN – TERMS OF REFERENCE FOR PROJECT INITIATION MEETING ON DECEMBER 4, 2017

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning & City Planner, the following report and Terms of Reference **BE RECEIVED** and **BE CIRCULATED** to stakeholders, agencies and the public for the purposes of initiating the Secondary Plan for the White Oak/Dingman area, noting that draft Official Plan policies will be brought before a future meeting of the Planning and Environment Committee following consultations with stakeholders, agencies and the public.

PREVIOUS REPORTS PERTINENT TO THIS MATTER

March 23, 2015 Planning and Environment Committee, “Application by City of London [for] Lands South of Exeter Road, North of Dingman Drive, East of White Oak Road and West of the Marr Drain [and] Recommended Urban Growth Boundary Expansion for Future Industrial Growth” (File O-8014/O-8362).

BACKGROUND

Area History – Township of Westminster

A large portion of the lands south of Exeter Road, north of Dingman Drive, east of White Oak Road and west of the Marr Drain were added to the City from the Town of Westminster as part of annexation in 1993. In the then Westminster Official Plan, a range of manufacturing, assembling and processing uses were permitted through its “Fringe Perspective – Industrial” land use designation. In 2003 applicants submitted a plan of subdivision to the City of London, which illustrated a proposed road pattern and land use designations for the area. The concept plan showed the area as predominately Light Industrial with some General Industrial designations.

Land Needs Review as Background Report to the London Plan

In 2014 the City of London initiated an Official Plan Amendment to conduct a review of the land uses within the White Oak/Dingman Area. The review was initiated as a result of a landowner’s request that the City review the Industrial designation and to have them considered for alternative land uses. The review was conducted as a background study to the preparation of the new Official Plan.

The review evaluated the existing industrial lands within the study area, including the landowners’ requests, to determine if it was appropriate for them to continue for industrial purposes or whether

Agenda Item #	Page #

Item #
Page #

File No. O-8844
Planner: T. Macbeth

the lands should be re-designated to non-industrial uses (e.g. residential, commercial, institutional and/or open space).

The findings of the evaluation indicated the lands are poorly located for future industrial development, existing infrastructure investments are not being used efficiently, and a lack of market interest are precluding the lands from being developed for industrial purposes. As a result of the review, in March 2015 Municipal Council approved a change in Official Plan land use designation for a portion of the White Oak/Dingman area from “Industrial” designation to “Urban Reserve-Community Growth” designation. Changes to the Southwest Area Plan (SWAP) are also reflective of the change.

Council’s decision to re-designate a portion of the lands from Industrial to non-Industrial land uses was appealed to the Ontario Municipal Board (OMB). Through its August 2016 decision, the OMB upheld Council’s decision to re-designate the lands for non-industrial uses.

As part of the March 2015 report, draft Terms of Reference for the preparation of a White Oak/Dingman Secondary Plan were approved by Council. The 2015 draft Terms of Reference identified the planning context for the area as well a number of component studies and development and urban design studies and strategies that would be required.

WHITE OAK/DINGMAN AREA SECONDARY PLAN: TERMS OF REFERENCE

The draft Terms of Reference, attached as Appendix ‘A’ to this report, are intended to update, scope, and refine the previous draft Terms of Reference approved in 2015. The Terms of Reference will establish the scope of work that will be included in the Secondary Plan process.

Since preparation of the 2015 Terms of Reference, the *London Plan* (new Official Plan) has been adopted by Council (in June 2016) and Ministry-approved (in December 2016). The attached draft Terms of Reference are intended to reflect changes to policy direction and policy language of the *London Plan*.

As part of the change to the new *London Plan*, instead of a change to the “land use designation” of “Urban Reserve-Community Growth”, the *London Plan* identifies a “Place Type” (or the ‘type of place’ that will be created), and instead of an “Urban Reserve – Community Growth” the Place Type is as “Future Community Growth”.

The “Future Community Growth” Place Type establishes the intent for future urban development, but that development is not permitted until the Secondary Plan has been approved and has determined the urban Place Type and its comprehensive and coordinated set of development and design permissions, including uses, intensities of use, and forms of development.

Therefore the change from “Future Community Growth” to another Place Type will be consistent with the *London Plan*. The vision for those lands will be identified through the *London Plan* policy framework as well as the Southwest Area Plan and through public and stakeholder consultation for the Secondary Plan.

Any related special policy considerations, or transition policies required for the use or development of these lands will also be identified through the Secondary Plan process.

NEXT STEPS

Following Council direction to initiate the White Oak/Dingman Secondary Plan process, the next steps will include: (1) finalizing the Terms of Reference, based on any further feedback received;

Agenda Item #	Page #

Item #
Page #

File No. O-8844
Planner: T. Macbeth

(2) holding public consultations in order to set a vision for the area and Future Growth lands (to inform the future urban Place Type); and (3) reviewing and preparing any required updates to existing 'Background Analysis' matters and preparing new Background Analyses where new ones are required or no previous draft exists.

The results of the public engagement and the review of the Background Analysis matters will be brought before future meetings of the Planning and Environment Committee as land use options and draft polices. Additional public consultation will be held after the draft policies and mapping are presented to Council in order to incorporate any directions from Council in order to prepare the final 'preferred land use option'. Following this second round of consultations the final, recommended policies and mapping and Official Plan Amendments will be brought before Planning and Environment Committee. The statutory Public Participation Meeting will be held concurrent to the final report to Committee.

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

November 22, 2017

TM/tm

Attach.

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Agenda Item #	Page #

Item #
Page #

File No. O-8844
Planner: T. Macbeth

Appendix 'A'
White Oak / Dingman Area Secondary Plan
Draft Terms of Reference

1.0 Introduction

The City of London is proposing to undertake a Secondary Plan for lands south of Exeter Road, north of Dingman Drive, east of White Oak Road and west of the Marr Drain. The lands are owned by private landowners, with a portion owned by the City of London and Hydro One. The subject lands encompass an area of approximately 225 hectares as outlined in the map below.

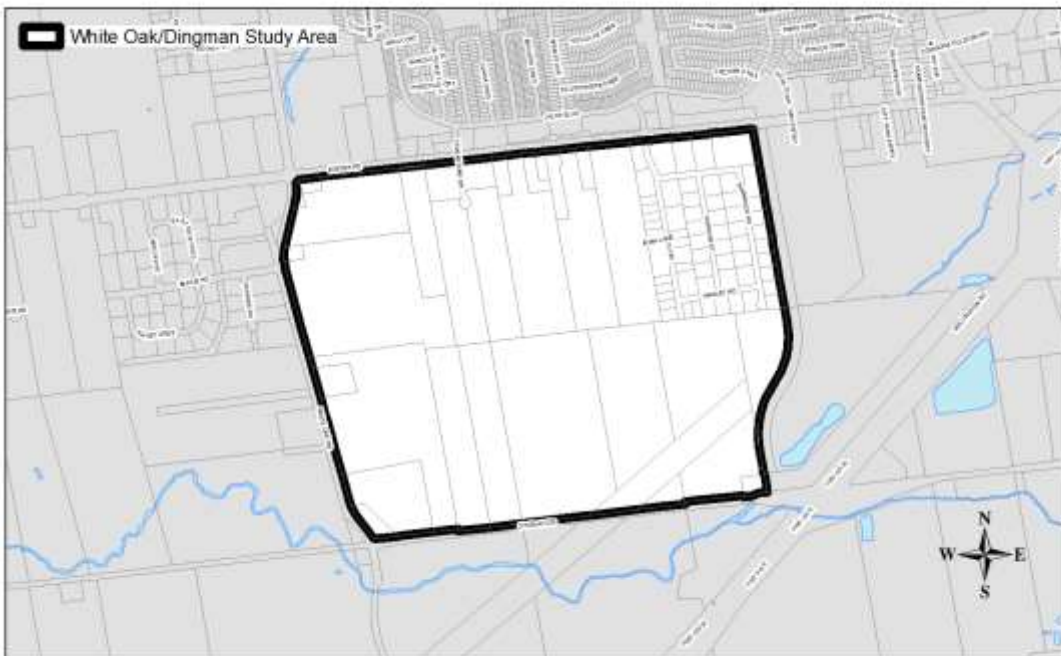


Figure 1: White Oak/Dingman Secondary Plan study area

The Secondary Planning process represents an opportunity to determine the appropriate land uses to provide for future community growth. The planning of the study area for a future neighbourhood would also connect the future residential uses west of White Oak Road with the study area, and to the existing White Oaks neighbourhood to the north. Identification of the future mobility system, including street system, pathways, and parks and open space will provide additional opportunities to integrate this area with the surrounding neighbourhoods.

2.0 Purpose and Key Considerations

The purpose of the Terms of Reference is to identify requirements and deliverables necessary for the recommendation of a final Secondary Plan for future Council adoption. These terms will be reviewed and refined, as necessary, through consultation between the City of London, community stakeholders, and interested parties.

In accordance with policies 1556_ of the London Plan, the Secondary Plans are to apply:

- Where there is a need to elaborate on the parent policies of the London Plan and where more policy guidance is required;
- Where it is important to coordinate development of multiple properties;
- Where comprehensive study is required to consider the City Building and Environmental policies of the Plan; and

Agenda Item #	Page #

Item #
Page #

File No. O-8844
Planner: T. Macbeth

Furthermore, as noted in policy 1557_ of the London Plan, Secondary Plans may apply to areas of varying sizes, including but not limited to:

- Areas within a Future Growth Place Type;
- Areas that require a coordinated approach to subdivision development;
- Older industrial areas that are subject to pressure for expansion or transition to other uses;
- Areas that are subject to substantial change as a result of a proposed major development; and/or
- Areas where a coordinated approach to the development of multiple properties is required for specific planning and design objectives;

The Secondary Plan will consist of policies and maps that provide more specific direction than that offered by the general policies of the Official Plan (London Plan). The Secondary Plan may include policies, illustrations and maps.

The Secondary Plan for the White Oak/Dingman Area has a number of key objectives. These include providing the basis for an Official Plan Amendment to change the Place Type of the portion of lands with “Future Community Growth” Place Type to a new, appropriate Place Type that will accommodate the intended range of future designs, intensities, land uses and land use concepts. The Secondary Plan will also identify transportation, road alignments, street classifications, and servicing to implement the community structure, and delineate natural and built heritage as required.

Consultation is also a key objective of the Secondary Planning process. Input from consultations with landowners, agencies, and the broader community will create the vision for the new neighbourhood and its land use concepts. Consultation will also include opportunity for public review of background analysis matters and reports, and review of alternative land use concepts and the preferred land use concept.

3.0 Existing Condition

The White Oak/Dingman Area Secondary Plan presents an opportunity for the development of a new neighbourhood in the southwest area of London. While a large portion of the lands in the study area were previously designated for industrial uses prior to the 1993 annexation, a limited amount of development has occurred to date. Development has occurred primarily along the Exeter Road frontage, with a limited amount of development within the Meg Drive/Shamrock Road subdivision area.

The existing conditions within the study area and adjacent lands include:

- Arterial roads (Civic Boulevard classification in the London Plan) along Exeter Road, White Oak Road and Dingman Drive to the north, west and south;
- A hydro corridor running through the southeast quadrant;
- Properties fronting Exeter Road and a portion of the lands within the subdivision in the northeast quadrant currently developed for a mix of commercial and industrial uses;
- A recycling facility located along Dingman Drive in the southeast quadrant;
- Some properties currently being used for residential purposes along Exeter Road and Dingman Drive;
- Undeveloped lands within the study area are currently being used for agricultural purposes;
- Location at the urban periphery with the Urban Growth Boundary as the southern border of the Secondary Plan area;
- Lands adjacent to the Marr Drain and the White Oak Road are designated as Environmental Review Place Type;

Agenda Item #	Page #

Item #
Page #

File No. O-8844
Planner: T. Macbeth

- Light Industrial uses exist to the northwest of the study area;
- A shopping plaza is located at the corner of Exeter Road and Meg Drive;
- Medium density residential and neighbourhood commercial uses on the north side of Exeter Road; and
- Proximity to institutional and office uses, including the Ontario Government Buildings and Elgin-Middlesex Detention Centre east of the Marr Drain along Exeter Road.

4.0 Public Consultation: Establish Vision for White Oak/Dingman Area

A public consultation process must be undertaken which provides for input from residents and property owners, key agencies and stakeholders involved in the area. At the outset of the consultation process, the project team will engage the local community in a community visioning exercise. The purpose of the Visioning will be to inform the area landowners, residents, businesses and interest groups of the Secondary Plan process and to develop a broad set of objectives to guide the planning process. The visioning exercise will serve as a sharing of information between City staff and the surrounding land owners and community so that a set of objectives can be established to guide the Secondary Plan process.

The public engagement process will set the vision and character for the new neighbourhood within its surrounding context and will identify matters such as:

- Focal points for the neighbourhood
 - Identifiable design features'
 - Gathering places and public uses, and
 - Community boundaries created through public spaces, streetscapes and building forms and designs;
- Connections to create a sense of place
 - Street patterns'
 - Site characteristics (such as topography, natural heritage features and surrounding uses),
 - Entry points, and
 - Focal points;
- Interfaces with surrounding neighbourhoods
 - Compatibility of mixing and blending different forms and uses and services provided,
 - Compatibility between developable urban areas and Natural Heritage/Natural Hazards, and Green Space areas, and
 - Setting permitted land uses and forms of those uses;
- Identifying where intensity will be allocated
 - Complementary mix of different building scales, designs, and intensities.

5.0 London Plan and Policy Context to Support Visioning

To support the vision for the lands that is established through the public consultations, the London Plan and related policy will be used to support changes in the Secondary Plan lands.

5.1 London Plan context

Preparation of the White Oak/Dingman Secondary Plan will recognize the area's location and policy context in relation to its position in the City's Strategic Directions; City Structure Plan; Mobility policies; the Uses, Intensities and Forms of the Urban Place Type policies; as well as the Southwest Area Plan (SWAP) policy context.

Agenda Item #	Page #

Item #
Page #

File No. O-8844
Planner: T. Macbeth

The Key policy directions of the Plan, upon which the development of the Secondary Plan must be based, are as follows:

- Direction 1: Plan strategically for a prosperous city;
- Direction 2: Connect London to the surrounding region;
- Direction 3: Celebrate and support London as a culturally rich, creative, and diverse city;
- Direction 4: Become one of the greenest cities in Canada;
- Direction 5: Build a mixed-use compact city;
- Direction 6: Place a new emphasis on creating attractive mobility choices;
- Direction 7: Build strong, healthy and attractive neighbourhoods for everyone; and
- Direction 8: Make wise planning decisions.

Development planned within the Secondary Plan area must be in recognition of the City Structure Plan and the subject area’s location and relationship to the Growth Framework, Mobility Framework, Green Framework, Economic Framework and Community Framework. From a growth management perspective, the Secondary Plan area’s site location within the Growth Framework is at the urban periphery next to the Urban Growth Boundary. The Secondary Plan area’s location in relationship to the Mobility Framework is outside of the Primary Transit Area. The area is not located along the projected route of the higher-order rapid transit network within the mobility framework, which stops at approximately the White Oaks Mall area on Wellington Road. The subject area is in proximity to some employment area within the economic framework and includes environmental areas which will be evaluated as contribution to the Green Framework.

The results of the public engagement processes, which will set the vision for the lands, will be informed by this policy context. The Vision will focus on identification of the urban Place Type for the new neighbourhood in the “Future Community Growth” lands, which will include permitted land uses, intensities of those use and design and form policies for the permitted uses.

Any additional considerations related to the compatibility of, and transition between, Industrial land uses and non-industrial uses will also be addressed as part of the Secondary Plan process. Currently, the Minister-approved London Plan includes specific Light Industrial policies under the Industrial Place Type recognizing transitional industrial policy along Exeter Road. These London Plan policies are as follows:

1137_ In addition to existing industrial uses, only those uses that are permitted within the Light Industrial Place Type that are located within enclosed buildings, require no outdoor storage and are unlikely to cause adverse impacts with respect to such matters as air, odour or water impacts, dust, or excessive vibration and noise levels may be permitted. These may include such uses as warehousing, research and communication facilities; laboratories; printing and publishing establishments; warehouse and wholesale outlets; technical, professional and business services such as architectural, engineering, survey or business machine companies; commercial recreation establishments; private clubs; private parks; restaurants; hotels and motels; service trades; and contractor’s shops that do not involve open storage.

1138_ The Province’s D-series Guidelines will be implemented to ensure that industrial uses and existing and planned sensitive land uses are not located inappropriately close to one another.

1139_ All uses adding, emitting, or discharging a contaminant into the natural environment that are required to obtain an Environmental Compliance Approval from the Ministry of the Environment and Climate Change as required by the Environmental Protection Act and associated regulations are not permitted. Uses permitted in this category will also be required to comply with additional requirements as set out in this section of the Plan and

Agenda Item #	Page #

Item #
Page #

File No. O-8844
Planner: T. Macbeth

in the City of London’s Waste Discharge By-law.

1140_ In addition to the Light Industrial Place Type Form policies, the development of transitional industrial lands will be subject to the following area and site design considerations:

1. Buffering - The Zoning By-law and the Site Plan Control By-law may specify higher standards for setbacks, the location of parking and loading areas, signage, landscaping along major entryways to the city and adjacent to residential areas.
2. Traffic - Industrial traffic should be directed away from, and not through, existing and planned residential areas.
3. Limited Access - The number of access points from transitional industrial sites to Urban Thoroughfares or Civic Boulevards should be limited to minimize disruption to current and planned traffic flows.
4. Scale of Development - The Zoning By-law may specify maximum building heights and site coverage so that the scale of new industrial development will have a minimal impact on existing and planned non-industrial uses in the surrounding area.

5.2 White Oak/Dingman Area’s Relationship to the Southwest Area Secondary Plan

The White Oaks Dingman Secondary Plan Area is also located within the broader Southwest Area Secondary Plan (SWAP). Under SWAP, the White Oak/Dingman area is identified as part of the “Dingman Industrial Neighbourhood”. Noting that changes to the land use designations (Place Types) have occurred through the London Plan process, SWAP will require amendment. Further updates to SWAP will be required to reflect the change in Place Types policies and mapping as determined through this White Oak/Dingman Secondary Plan process. In the Vision for SWAP, however, it is recognized that there be a transition from Industrial uses to non-industrial uses along Exeter Road, which reflect changes in the Industrial land marketplace’s locational demands. Specifically, policy 20.5.1.3 of SWAP states that:

[...] The existing industrial areas along Wonderland Road South and Exeter Road are identified in this Secondary Plan as “Transitional Industrial”. The intent is to build in the flexibility as part of this Plan that will allow for the shift in market demand from industrial to residential uses over the long term, yet still allow the existing industrial uses and properties in the identified areas to continue to develop as light industrial uses over the short term.

6.0 Vision Informed by Background Analysis

In addition to input from landowners and the public, and the strategic directions and policy context of the London Plan and SWAP, the Vision for the future neighbourhood of the White Oak/Dingman “Future Community Growth” lands will be supported by background analysis on a number of subjects.

As a result of the long history of the subject site and its previous planning, some of the information and reports will already be available. The intention is to scope required studies by utilizing previous research and background information when it is available and appropriate. Previous studies will also be updated where appropriate, rather than new background analyses prepared.

Background Analysis will be required related to the following subject matters:

- Natural Heritage and Natural Hazards evaluation/Environmental Impact Study
 - Environmental Review lands will be analysed for significance, the potential establishment of development limits for adjacent future land uses, and

Agenda Item #	Page #

Item #
Page #

File No. O-8844
Planner: T. Macbeth

recommendations will be made for land use and environmental management measures to support long-term protection of natural heritage features and functions. Any required environmental study will begin as soon as possible after the Visioning exercise, and will be scoped based on the land use concepts and Vision that are proposed through the initial public engagement process. Any required environmental studies are intended to begin in Spring 2018.

- Natural Hazards within the Upper Thames River Conservation Authority (UTRCA) regulated area, including the groundwater recharge area, regulatory flood line, and maximum hazard line, will be reviewed as part of the area’s environmental analysis.
- Public Uses
 - As part of visioning for the area, any parks and recreation requirements for the area, parkland requirements, or other public uses such as neighbourhood school sites, will be given consideration in evaluating future land use options.
- Transportation
 - Updates to previous transportation studies will be based on new land uses and patterns proposed through the Secondary Plan, in order to reflect any changes that may be required to the transportation system and road network previously established for the area. Changes may include: road connections, alignments and intersection locations as well as transit, pedestrian and bicycle networks.
- Archaeology and Cultural Heritage
 - Any potential built heritage and/or archaeological potential that may exist within the study area will be assessed. The level of significance of resources will be identified and recommendations will be made regarding conservation or preservation of such resources.
- Servicing and Infrastructure
 - Updates based on new land uses will be made to studies that were previously undertaken for stormwater, sanitary and water servicing requirements for the lands within the Secondary Plan area. Review of servicing requirements and options will be in concert with the previous work undertaken for draft approved plans of subdivision and the City’s master servicing studies and Growth Management Implementation Strategy (GMIS). GMIS will be used as the tool to address the proposed phasing of future development.

7.0 Project Management

It is anticipated that the White Oak/Dingman Area Secondary Plan will be a City-led process and Staff from Planning Services, with the assistance of Staff from other areas including Development Services, Development Finance, and EESD, will be responsible for the preparation of the Secondary Plan.

8.0 Preliminary Project Milestones

The project schedule for the Secondary Planning process shall contain the following milestones:

Preliminary Consultation – Terms of Reference

Initial consultation will involve the presentation of the updated draft Terms of Reference to the Planning and Environment Committee. The circulation and adoption of this document will set out the proposed process and scope of study and will be confirmed with stakeholders.

Public Consultation #1 – Community Visioning Exercise

Agenda Item #	Page #

Item #
Page #

File No. O-8844
Planner: T. Macbeth

The purpose of the visioning exercise is to engage area landowners, residents and interest groups in a process of determining the community values and design concepts that should influence the development of the Secondary Plan. The exercise will be undertaken at the start of the study and will include the consideration of neighbourhood design elements and transitions between uses.

Public Consultation #2 – Presentation of Background Study Findings

The findings of the background studies, along with the identification of any opportunities and constraints analysis will be presented to the public to inform their Vision as set through public consultations. The public will be invited to comment on alternative land use options (based on the Community Visioning) and accompanying background information, and to verify, or clarify previous comments. These second-stage of consultation comments will be considered in the preparation of a final land use plan. Upon receipt of feedback from the community, the preparation of the land use concepts will be undertaken.

Public Consultation #3 – Presentation of Land Use Concepts

Preliminary land use concepts will be presented to the public for review and comment. These concepts will be based upon preliminary opportunities and constraints. Input received from the public will be used to assist in the selection and refinement of the preferred land use plan and the accompanying land use designations (Place Types) policies.

Public Participation Meeting

The proposed land use plan will be presented to the Planning and Environment Committee as the recommended Official Plan Amendment to the London Plan. This meeting will fulfill the requirements of the statutory public meeting as identified in the Planning Act. Members of the public will be given the opportunity to ask questions or provide comments to the Planning and Environment Committee as part of the statutory Public Meeting before a decision is made on the proposed Secondary Plan.

Proposed Project Timing

Based on the milestones above, proposed project timing is shown below in Figure 1:

Figure 1: Proposed Project Timing

Action	Preliminary Project Timing for Actions			
	Q1 2018	Q2 2018	Q3 2018	Q4 2018
Community Visioning – Public Consultations and Identification of Land Use Concepts				
Update/Preparation of Environmental Analysis and other Background Analyses		/	/	
Interim Report and meeting re: Draft Plan, Land Use Concepts and Findings of Analyses				
Public Participation Meeting and Final Secondary Plan recommended to Committee and Council				

9.0 Deliverables

The Secondary Planning process will include the following elements:

- An interim report that will include the draft vision and objectives for the Secondary Plan, a summary of the background analyses findings, description and analysis of preliminary land use concepts, and draft Place Types and draft policies.

Agenda Item #	Page #

Item #
Page #

File No. O-8844
Planner: T. Macbeth

- The recommended White Oak/Dingman Secondary Plan. This document will include policy text, illustrations and schedules addressing matters of the Terms of Reference.
- Any proposed text and schedule amendments to the London Plan required as a result of the recommended White Oak/Dingman Secondary Plan.
- Any proposed text and schedule amendments to the Southwest Area Secondary Plan (SWAP) as a result of the recommended White Oak/Dingman Secondary Plan.
- Summary of consultation events and input received during the preparation of the Secondary Plan.
- Any guidelines for implementation related to phasing, transitioning, subdivisions and/or site plan, as required.