

Report to Planning and Environment Committee

To: Chair and Members
Planning & Environment Committee

From: John M. Fleming
Managing Director, Planning and City Planner

Subject: Masonville Transit Village Secondary Plan Terms of Reference

Public Participation Meeting on: January 7, 2019

Recommendation

That, on the recommendation of the Managing Director, Planning and City Planner, the Terms of Reference for the Masonville Transit Village Secondary Plan, attached hereto as Appendix A, **BE APPROVED**.

Executive Summary

The London Plan identifies four transit villages which are intended to be exceptionally designed, high density, mixed-use urban neighbourhoods, connected by rapid transit to downtown and each other. The lands in the Transit Village Place Type in the Masonville neighbourhood, are one of these Transit Villages (“Masonville Transit Village”).

The development of a Secondary Plan for the Masonville Transit Village is recommended, in order to provide a greater level of detail and more specific guidance for this area than the general Transit Village Place Type policies in The London Plan.

This is recommended in light of recent development pressures in this area and the desire expressed by the community for a greater level of clarity and certainty for future development. The development of this Secondary Plan will be subject to a robust community engagement process.

The purpose of the Secondary Plan will be to create a policy framework to facilitate and inform the future development of the Masonville Transit Village. This report brings forward the Terms of Reference that will be used to retain a consultant to aid in the development of this Secondary Plan.

Analysis

1.0 Purpose of a Secondary Plan for the Masonville Transit Village

The London Plan identifies four Transit Villages, which are intended to be exceptionally designed, high density, mixed-use urban neighbourhoods connected by rapid transit to the Downtown and to each other. These Transit Villages are intended to support intense forms of mixed-use development. While these Transit Villages are located in existing built-up areas, these locations have opportunities for significant infill, redevelopment, and overall more efficient use of land to support transit. The terminal transit station that is to be located in each of these Transit Villages is to be the focal point of the Transit Village.

The lands around the intersection of Richmond Street and Fanshawe Park Road, including lands fronting on portions of North Centre Road and Sunnyside Drive, in the Masonville neighbourhood are identified as one of the Transit Villages in The London Plan, referred to as the “Masonville Transit Village”. The Transit Village Place Type permits a broad range of residential, retail, service, office, cultural, institutional, hospitality, entertainment, recreational and other related uses, with a range of permitted heights between two to 15 storeys, up to 22 storeys with Type 2 Bonus Zoning. Mixed-use buildings are also encouraged.

Currently, the area within the Masonville Transit Village is primarily occupied by low-rise retail, attached residential uses and large expanses of surface parking. It is anticipated that the area will undergo redevelopment through infill and intensification over time to realize the vision of the Transit Village Place Type. The development of a Secondary Plan is intended to provide a greater level of detail and more specific guidance for the Masonville Transit Village than the general Transit Village Place Type policies, to create a plan for the future development of a Transit Village that is unique to the Masonville community. The Secondary Plan will also address issues of compatibility and transition to existing uses within the Transit Village and the surrounding neighbourhood.

It is anticipated that a secondary plan will be developed for all four Transit Villages to provide greater detail to guide their future development as complete communities that are compatible with surrounding neighbourhoods. The Masonville Transit Village, given the recent development pressure in that area, is recommended to be the first of these four Transit Villages to undergo the development of a Secondary Plan.

2.0 Terms of Reference

The following provides a brief overview of what is included in the Terms of Reference for the Masonville Transit Secondary Plan, as attached in Appendix A. Further details on each of these sections can be found in Appendix A.

2.1 Purpose of a Secondary Plan for the Masonville Transit Village

The Terms of Reference include an overview of the purpose of a Secondary Plan for the Masonville Transit Village, as identified in the above Section 1.0.

2.1 Overarching Goal, Objectives and Desired Outcomes

The overarching goal of the project is to create a vibrant, exceptionally designed, connected, high-density, mixed-use urban neighbourhood in the Masonville Transit Village that supports transit, provides a complete community, and is compatible with the surrounding neighbourhood.

The Terms of Reference outlines that the objective is to develop a Secondary Plan to guide the future development of the lands in the Transit Village Place Type in the Masonville Transit Village for buildings, parks and open spaces, connectivity, and other supportive infrastructure. The Terms of Reference further outlines the objectives to be accomplished by this Secondary Plan and through the Secondary Plan process.

The desired outcome of the Secondary Plan is to create a complete community in the Masonville Transit Village. This outcome is further detailed in the Terms of Reference.

2.2 Study Scope

The Terms of Reference provides a preliminary list of the matters that are to be considered through the development of the Secondary Plan.

The Terms of Reference also identifies the study area, which includes all lands within the Transit Village Place Type in the Masonville Transit Village. A map detailing the study area is included in the Terms of Reference but is also provided in Figure 1 below.

Select properties have been subject to recent Official Plan and/or Zoning By-law Amendments that have involved significant public consultation. The intention of these permissions will not be reconsidered through the Secondary Plan study but will be incorporated into the Secondary Plan. These properties are further detailed in the Terms of Reference and are also shown on Figure 1 below.

Amendments to the Zoning By-law are also outside of the scope of the Secondary Plan process. The policies of the Secondary Plan will inform the future zoning of these lands which will be reviewed through the City of London's Rethink Zoning process which will comprehensively consider zoning in the City of London.

The study scope may change through the learnings of the study process.

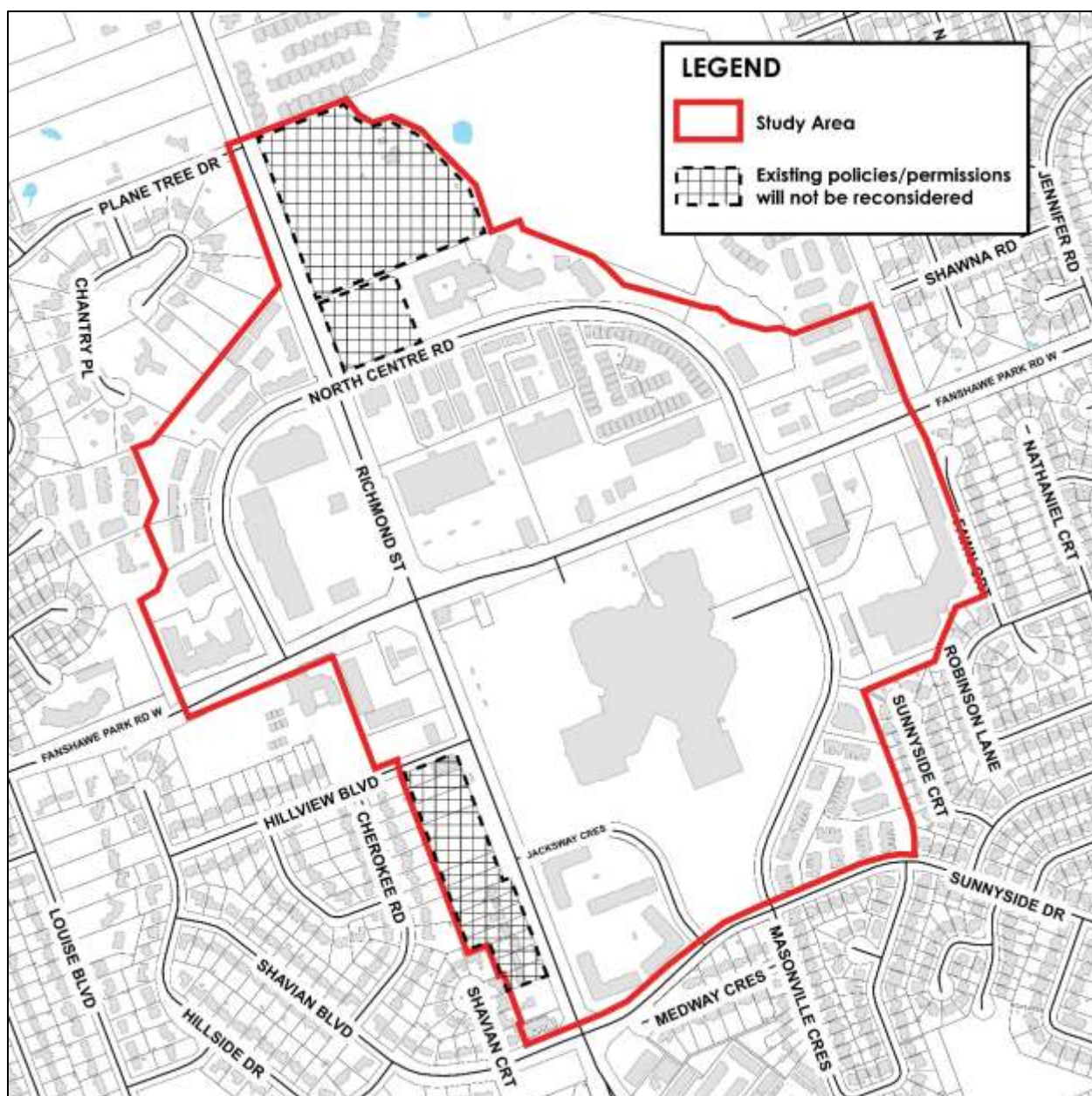


Figure 1 – Map of Study Area

2.3 Project Team

The project team includes both a consulting team and City Staff from various departments.

The project would be led by staff in Urban Regeneration, City Planning. The core project team also includes staff from Parks Planning and Design, Development Services, and other staff from City Planning. Various other divisions/service areas will be consulted throughout the process including Neighbourhood, Children and Fire Services, Environmental and Engineering Services, and the SHIFT Rapid Transit Office.

The role of the consultant would be to support staff in completing the work plan and providing specialized expertise.

The breakdown of the project team is further detailed in the Terms of Reference.

2.3 Community Engagement and Information Sharing

The consultation and outreach anticipated for this study includes community information meetings, a project webpage, and meetings with various stakeholders. Less formal methods of engagement will also be employed, including informal public engagement sessions, a walking meeting, and engagement activities targeted at a variety of demographics. Other forms of engagement, including social media, will also be considered as the study evolves and other opportunities for engagement are identified.

Further details on community engagement and information sharing is provided in the Terms of Reference.

2.3 Advisory Committees

It is anticipated that the Secondary Plan will need to be considered by advisory committees, including the Transportation Advisory Committee, Environment and Ecological Planning Advisory Committee and the London Advisory Committee on Heritage, prior to the report being considered by the Planning and Environment Committee. In addition, the Urban Design Peer Review Panel will be consulted.

2.3 Timeline

The Terms of Reference outlines in detail the anticipated timeline for the Secondary Plan study. The study process will begin immediately following Municipal Council's approval of the Terms of Reference. Completion of this study is targeted for the fourth quarter of 2019.

3.0 Recent Official Plan and Zoning By-law Amendment Applications in the Study Area

3.1 230 North Centre Road (OZ-8874)

At its meeting of November 20, 2018, Municipal Council adopted Official Plan and Zoning By-law Amendments to permit the development of a 15-storey apartment building with 222 residential units. As of the date of this report, these Official Plan and Zoning By-law Amendments are subject to the statutory appeal period.

3.2 1836 Richmond Street (Z-8229)

At its meeting of April 15, 2014, Municipal Council adopted a Zoning By-law Amendment to permit the development of apartments and townhouses, with a maximum density 75 units per hectare and maximum heights of 12 to 13 metres. Gibbons Lodge and the associated garage would be retained and used for commercial recreation, day care, dwellings, offices, places of worship, studios, and/or university-related functions. A portion of the site was also rezoned to open space.

3.3 Richmond Street-Old Masonville Master Plan and Urban Design Guidelines (OZ-7965)

At its meeting of January 10, 2012, Municipal Council adopted the Richmond Street-Old Masonville Master Plan and Urban Design Guidelines which provided a framework for the development of the lands at 1607, 1609, 1611, 1615, 1619, 1627, 1631, 1635, 1639, 1643, 1649 and 1653 Richmond Street following extensive consultation with the landowner and the community. Official Plan and Zoning By-law Amendments have been approved on several properties within this area to implement the Master Plan and Urban Design Guidelines.

This Richmond Street-Old Masonville Master Plan and Urban Design Guidelines have been incorporated into The London Plan as a Specific Policy Area.

4.0 Conclusion and Next Steps

Following Municipal Council's approval of the Terms of Reference, Staff will begin the Secondary Plan process including hiring a consultant.

It is anticipated that the study will be completed by the third quarter of 2019.

Staff will be returning to Municipal Council with a progress update prior to presenting the final Secondary Plan.

Prepared by:	Michelle Knieriem, MCIP, RPP Planner II, Urban Regeneration, City Planning
Submitted by:	Britt O'Hagan, MCIP, RPP Manager, Urban Regeneration, City Planning
Recommended by:	John M. Fleming, MCIP, RPP Managing Director, Planning and City Planner
<p>Note: The opinions contained herein are offered by a person or persons qualified to provide expert opinion. Further detail with respect to qualifications can be obtained from Planning Services</p>	

December 17, 2018
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Appendix A – Terms of Reference

Purpose of a Secondary Plan for the Masonville Transit Village

The London Plan identifies four Transit Villages, which are intended to be exceptionally designed, high density, mixed-use urban neighbourhoods connected by rapid transit to the Downtown and to each other. These Transit Villages are intended to support intense forms of mixed-use development. While these Transit Villages are located in existing built-up areas, these locations have opportunities for significant infill, redevelopment, and overall more efficient use of land to support transit. The terminal transit station that is to be located in each of these Transit Villages is to be the focal point of the Transit Village.

The lands around the intersection of Richmond Street and Fanshawe Park Road, including lands fronting on portions of North Centre Road and Sunnyside Drive, in the Masonville neighbourhood are identified as one of the Transit Villages in The London Plan, referred to as the “Masonville Transit Village”. The Transit Village Place Type permits a broad range of residential, retail, service, office, cultural, institutional, hospitality, entertainment, recreational and other related uses, with a range of permitted heights between two to 15 storeys, up to 22 storeys with Type 2 Bonus Zoning. Mixed-use buildings are also encouraged.

Currently, the area within the Masonville Transit Village is primarily occupied by low-rise retail, attached residential uses and large expanses of surface parking. It is anticipated that the area will undergo redevelopment through infill and intensification over time to realize the vision of the Transit Village Place Type. The development of a Secondary Plan is intended to provide a greater level of detail and more specific guidance for the Masonville Transit Village than the general Transit Village Place Type policies, to create a plan for the future development of a Transit Village that is unique to the Masonville community. The Secondary Plan will also address issues of compatibility and transition to existing uses within the Transit Village and the surrounding neighbourhood.

It is anticipated that a secondary plan will be developed for all four Transit Villages to provide greater detail to guide their future development as complete communities that are compatible with surrounding neighbourhoods. The Masonville Transit Village, given the recent development pressure in that area, is recommended to be the first of these four Transit Villages to undergo the development of a Secondary Plan.

Overarching Goal, Objectives and Desired Outcomes

Goal: The overarching goal of the project is to create a vibrant, exceptionally designed, high-density, mixed-use urban neighbourhood, connected to a central Transit Station that supports transit, provides a complete community, and is compatible with the surrounding neighbourhood.

Objectives: The objective of the study is to establish a Secondary Plan to guide the future development of the lands in the Transit Village Place Type in the Masonville Transit Village for buildings, parks and open spaces, connectivity, and other supportive infrastructure. This Secondary Plan and process will:

- Provide policies to guide the future development of the lands in the Transit Village Place Type in the Masonville Transit Village in a coordinated way that facilitates the development of a vibrant, exceptionally designed, high-density, mixed-use urban neighbourhood that supports transit, provides a complete community, and is compatible with the surrounding neighbourhood
- Include consultation with all users involved in the planning process – including community groups, developers, land owners, and the general public
- Establish a Secondary Plan that is implementable and can be easily understood by all user groups
- Plan for high-quality parks and open spaces and other supportive infrastructure
- Provide a framework for connectivity throughout the Transit Village for walking, cycling, transit, movement with mobility devices, and motorized vehicle movement, and consider safety, access management, and traffic concerns.

- Plan for development that is conducive to the efficient operation and increased usage of public transit, walking and cycling
- Consider developing a public needs assessment and bonusing considerations
- Capitalize on the location as a transit node
- Plan for a high quality pedestrian environment and public realm
- Coordinate with other development initiatives in the area (i.e. SHIFT Rapid Transit)

Desired Outcomes:

- Create a complete community in the Masonville Transit Village that:
 - Provides for a range and mix of uses
 - Introduces intense forms of development that are compatible with the surrounding neighbourhood
 - Provides transit-oriented development forms
 - Creates accessible, urban streetscapes with quality pedestrian environments and strong connections to transit
 - Breaks down large blocks into a grid pattern of smaller blocks
 - Creates usable parks and other publically-accessible spaces
 - Establishes a pedestrian friendly, public realm
 - Conserves heritage resources
 - Provide a range and mix of housing types
 - Considers the use of existing and planned municipal services and infrastructure
 - Protects the natural environment
 - Provides greater clarity to the development community and members of the public about future development expectations

Study Scope

The study area will encompass all lands within the Transit Village Place Type in the Masonville Transit Village. The study area is shown in Figure 1 below.

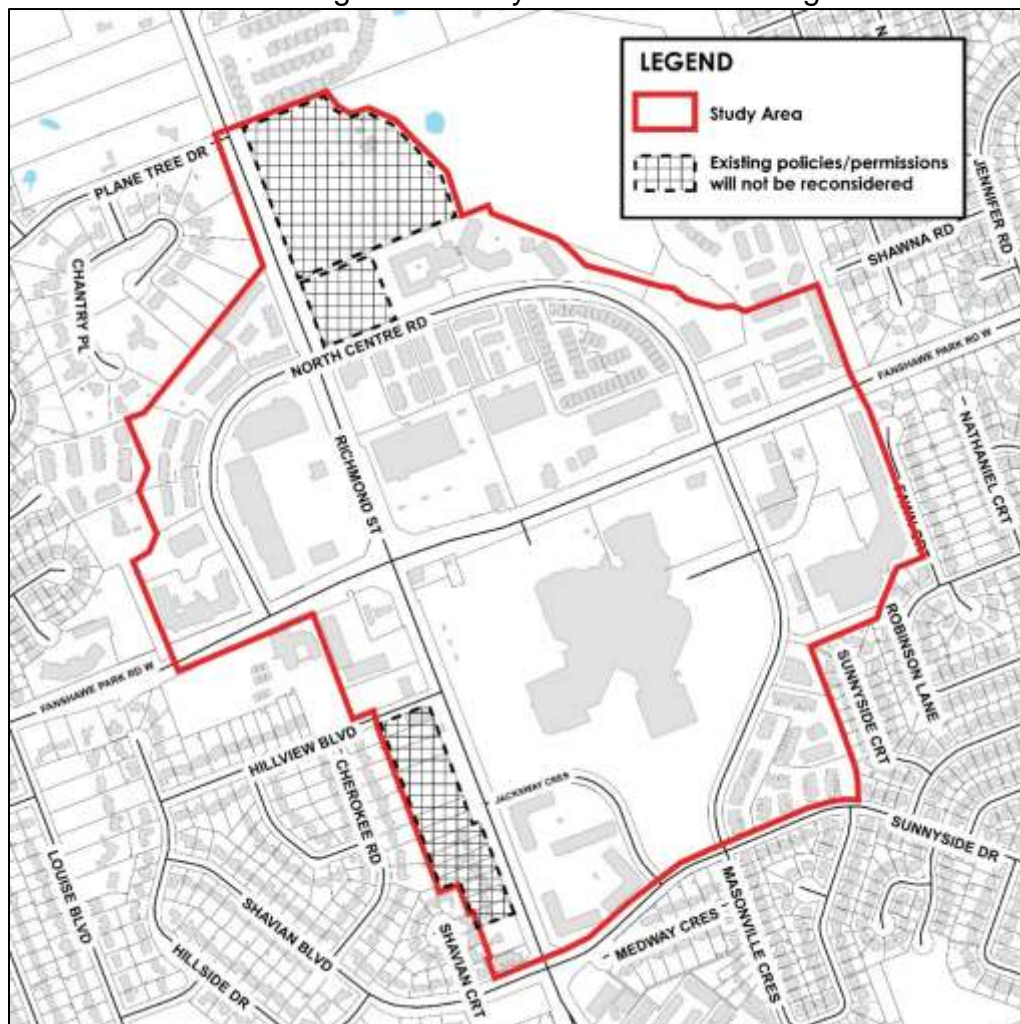


Figure 1 – Map of Study Area

The following provides a preliminary list of matters to be considered through the Secondary Plan development process:

- Gateways
- Access management
- Guidance for public realm improvements and financial implications
- Land use
- Intensity
- Built form, including consideration of the potential impacts of built form (i.e. shadow, wind)
- Urban design
- Transition to surrounding neighbourhoods
- Block layout
- Connectivity, both within the Transit Village Place Type and to the broader community, including public and private roads, sidewalks, bike lanes, and other connections
- Integration with rapid transit and local bus routes
- Transportation study
- Evaluation of road classifications
- Parking study
- Strategy regarding future land acquisition for public transit
- Impact on natural heritage
- Community services and facilities
- Public needs assessment and bonusing considerations
- The future location of parks and other forms of publically accessible open spaces
- Servicing capacity analysis
- Financial plan for any necessary extensions to civic infrastructure
- Provision of a range and mix of housing types
- Stage 1 Archaeological Assessment
- Preservation of heritage resources
- Identification of important view sheds
- Sustainable design

The above list is subject to change through the learnings of the study process.

The Study is intended for the development of a Secondary Plan, which will provide policies to guide development. The Study is not intended to make amendments to the Zoning By-law. However, the policies of the Secondary Plan will inform the future zoning of these lands which will be through the City of London's Rethink Zoning process which will comprehensively consider zoning in the City of London.

The direction of the Specific Area Policy for 1611, 1615, 1619, 1623, 1627, 1631, 1635, 1639, 1643, 1649, and 1653 Richmond Street (Richmond Street-Old Masonville Area) and the associated Richmond Street-Old Masonville Master Plan and Urban Design Guidelines will not be reconsidered as part of this study but will be incorporated into the Secondary Plan. The policies and guidelines specific to these lands were recently developed through an extensive public participation process, with considerable work from both the community and landowners to collaboratively develop the policies and guidelines that apply to these lands.

The intention of the permissions for lands at 1856 Richmond Street (Z-8229) will not be reconsidered as part of this study, as this property has recently undergone a Zoning By-law Amendment to permit multi-family residential development and non-residential uses in the existing building. The Official Plan and Zoning By-law Amendment application that was recently approved by City Council for 230 North Centre Road (OZ-8874) to permit multi-family residential development is undergoing its statutory appeal period as of the date of this report, however if these policies and permissions come into force and effect they will also not be reconsidered as part of this study.

Project Team

The project team will be comprised of City Staff from various departments within the Corporation and a consulting team. This section describes the role of staff and the consultant to be retained on the project.

City Staff

This project is part of the City Planning work plan and will be completed at the direction of the Managing Director, City Planning and City Planner. The project lead will be the Manager, Urban Regeneration, and the project manager will be a Planner from Urban Regeneration. The project team will include other staff from City Planning and from Parks Planning and Design.

The makeup of the core project team will include the following:

- Manager, Urban Regeneration, City Planning (Project Lead)
- Planner, Urban Regeneration, City Planning (Project Manager)
- Heritage Planner, Urban Regeneration, City Planning
- City Planning Urban Design Staff
- Parks and Open Space Design Staff
- Development Services Staff
- Manager, Development Finance, Development Services

It is anticipated that other individuals from various divisions/service areas, such as Neighbourhood, Children, Fire Services and Environmental and Engineering Services, will provide input on the project as required. The SHIFT Rapid Transit Office and the London Transit Commission will be involved throughout the process.

Other City Agencies, such as the Housing Development Corporation and London Hydro, will have the opportunity to comment on the study.

Consultant

Consultants will be retained to support staff in completing the work plan and providing specialized expertise throughout the project. A consultant will be hired to conduct the study following approval of these Terms of Reference.

The selected consultants will have a strong background in the development of planning studies, particularly those involving transit-oriented development. The consultants will require specialized skills including but not limited to, land use planning, urban design, community engagement, and planning implementation. It will be expected that the consultants will also have expertise or hire a sub-consultant with expertise in transportation, servicing, archaeology, and heritage preservation.

Community Engagement and Information Sharing

This study requires input from a variety of stakeholders if it is to be successful, including community groups, developers, land owners, and the general public. All members of the public are invited to participate in the process.

The following outlines the proposed engagement process:

- Community Information Meetings:
 - o It is anticipated that two Community Information Meetings will be held in association with this project – one to discuss the visioning and preferences for the study and the second to present and gather feedback on the draft Secondary Plan
 - o Notice for the Community Information Meetings will be sent to all landowners in the Transit Village Place Type, within a 120 metre radius of properties designated in the Transit Village Place Type, the Ward Councillors, and sent to neighbourhood associations for distribution to their members. Other individuals who identify themselves as interested parties will also receive notice. Notice will also be posted on the City calendar and on the project website.

- Project webpage:
 - o The project webpage will include updates on the project and any background documents, and will include opportunities to provide feedback. This will be developed through Get Involved London.
- Meetings with stakeholder groups:
 - o It is anticipated that meetings will be held with stakeholders including landowners, community businesses, residents, and neighbourhood associations.
- Walking Meeting:
 - o Staff will hold a walk and imagine my neighbourhood tour with the community to inform the study.
- Ask-a-Planner:
 - o Staff will hold public engagement sessions to allow for informal discussions with residents in convenient public locations in the study area, or in privately-owned commercial establishments (with permission from the landowner)
- Engagement with young people:
 - o Staff will work with schools near the study area and the London Public Library – Masonville Branch to consider opportunities for engaging young people in the development of the secondary plan.

Other forms of engagement, including social media, will also be considered as the study evolves and other opportunities for engagement are identified.

While members of the public will have the continued opportunity throughout the project to provide feedback to the Project Manager, they will also have the opportunity to make deputations when the Secondary Plan is considered by the Planning and Environment Committee.

Advisory Committees

The findings of the Secondary Plan will be considered by the City's Transportation Advisory Committee, Environment and Ecological Planning Advisory Committee and the London Advisory Committee on Heritage, prior to the report being considered by the Planning and Environment Committee. In addition, the Urban Design Peer Review Panel will be consulted.

Timeline

The following is the timeline for the key milestones in the secondary plan process. The study is targeted for completion at the end of the second quarter of 2019. The following are the milestones and schedule targets:

- Q1, 2019: Hire consultants
- Q1, 2019: Community Information Meeting #1– Visioning and Priorities Workshop
- Q1 to Q2, 2019: Background research including site analysis and inventory
- Q1 to Q3, 2019: Stakeholder meetings and engagement
- Q3, 2019: Report to the Planning and Environment Committee providing a progress update
- Q3, 2019: Community Information Meeting #2– Draft Secondary Plan
- Q4, 2019: Report to the Planning and Environment Committee including recommendations for the adoption of the Secondary Plan