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File: O-7609
Planner: G. BARRETT

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	APPLICATION BY: CITY OF LONDON THE SOUTHWEST AREA SECONDARY PLAN INFORMATION REPORT MEETING ON WEDNESDAY, OCTOBER 24, 2012

RECOMMENDATION

That, on the direction of Municipal Council, with respect to the application by the City of London for an Official Plan Amendment to change the existing land uses designations and to adopt a Secondary Plan for the area generally bounded by Southdale Road West, White Oak Road, Exeter Road, Wellington Road South, Green Valley Road, and the Urban Growth Boundary, that the following actions **BE TAKEN**:

- (a) That the attached report **BE RECEIVED** for information; and,
- (b) That the proposed by-law **BE INTRODUCED** at the Municipal Council meeting on November 20, 2012, and that no further notice be given.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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October 15, 2012 Public Participation Meeting before Planning and Environment Committee to adopt the Southwest Area Secondary Plan.

BACKGROUND

At the Public Participation Meeting held before the Planning and Environment Committee on October 15, 2012, the Committee referred a number of questions to Staff to be addressed at a special meeting of the Planning and Environment Committee. The purpose of this report is to provide a response to those questions.

RATIONALE

Servicing & Phasing Strategy

As noted in previous committee reports, the current 2009 Development Charge (DC) Background Study includes approximately \$90.7M (Present Value Cost Estimate) of servicing works to accommodate growth within the Southwest Area. The attached appendices identify the various servicing works that have already been contemplated in 2009 DC study to allow for servicing in the southwest area. Between the DC Study and the related City of London Master Servicing Studies (Water, Wastewater, Stormwater and Transportation) there is a comprehensive servicing strategy to allow for the development of the southwest. The 2009 DC Background Study along with annual Growth Management Implementation Strategy (GMIS) updates also provides the proposed timing of the servicing projects required for the Southwest.

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Depending on the nature and specific location of future development within the corridor, opportunities will exist to review the timing of the specific projects required, and meet Council's expectations of when development may occur. To advance some of these projects, developer participation through servicing agreements may be required. It should be noted that the current Council policy regarding Municipal Services Financing Agreements has a \$5 million cap per 5-year period.

The Plan is proposing to ensure that there will be services and infrastructure available for the development of all of the lands within the Southwest Area. The Secondary Plan recommends:

1. The 2013 GMIS be amended to identify funds for studies required to support the future development in the Southwest Area.
2. The 2014 Background Study DC, currently underway, include all of the projects necessary in the Southwest Area to provide for the future development of the area.
3. The results of the 2014 DC Background Study will form the basis of the future Development Charge, and the new projects identified will be considered within the context of all required infrastructure projects City-wide in future versions of the Growth Management Implementation Strategy.

Environmental Review Lands and Natural Heritage Corridors

i) Designation of lands containing Natural Heritage Features

In response to concerns that were raised regarding the designation of lands containing natural heritage features as "Open Space" on Schedule "A" of the Official Plan in advance of any on-site field investigations, the Plan has been amended to show lands that have not been evaluated in the field as "Environmental Review" on Schedule "A". The underlying natural heritage designation on Schedule "B-1" would remain the same. In the Secondary Plan, the Neighbourhood Area maps show these lands as open space, however, a policy has been added to the Plan that clarifies that Schedule "A" has precedence, and that these lands are subject to further review.

ii) 30-metre wide corridor adjacent to Natural Heritage Features

In response to the direction from Council that the Plan include an enhanced natural heritage system, new policies have been added to establish minimum corridor widths adjacent to natural heritage features in the area. Concern has been expressed that these corridors may not all have ecological benefit, and that there may be opportunities to enhance the natural heritage system through the relocation of some of these features.

With respect to the relocation, the Official Plan does contain policies that would provide for the possible relocation of existing stream corridors or the creation of upland corridors. The Secondary Plan could include a new policy that references this existing Official Plan policy.

The purpose of the proposed 30 metre corridor is to create an enhanced Natural Heritage System and improve the quality over time by strengthening linkages and rehabilitating the natural heritage features as they currently exist. In large areas of the Southwest Area, the natural heritage system has been seriously degraded, and in many places, consists of watercourses running through agricultural fields with little adjacent riparian vegetation. It is acknowledged that beyond 10 metres adjacent to the currently existing natural heritage feature there may be limited near-term ecological function, but the intent is that over time, this larger corridor area will help to create and restore natural features and ecological functions for an enhanced natural heritage system. The additional 20 metre corridor adjacent to the natural heritage feature may be used to accommodate the open space and neighbourhood pathway and trail system for the Southwest Area.

It should be noted that the current Official Plan already has a policy that would define a 30 metre corridor adjacent to significant river, stream and ravine corridors. Policy 15.4.6 ii) states:

Significant River, Stream and Ravine Corridors are designated Open Space on Schedule "A", and delineated on Schedule "B1" with the corridor width to be determined on the basis of the following criteria:

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(a) The corridor width shall be sufficient to accommodate the natural features and ecological functions that contribute to its significance including water resource functions such as flood plain and erosion hazards, riparian buffers for natural features, ecological functions and water quality and quantity, and provision for future pathways or access trails. This will be determined through the preparation of an Area Plan, Environmental Impact Study and/or Subject Lands Status Report; and,

(b) The minimum width of Significant River, Stream and Ravine Corridors will be generally comprised of 30 metres on each side of the watercourse measured from the high water mark. The ultimate width of a corridor will be established on a case-by-case basis through application of the Guidelines for Determining Setback and Ecological Buffers, as part of an Environmental Impact Study and/or Subject Lands Status Report approved by the City.

In order to implement this policy, an additional policy has been added that will require that 10 metres of the corridor adjacent to the natural heritage feature be dedicated to the City in accordance with the City’s policies regarding the dedication of environmentally significant lands, at the reduced rates as defined in the *Parkland Conveyance and Levy By-Law CP-9*. For the remaining 20 metres to be dedicated, development credit equal to the land area will be assigned to the adjacent land for the purposes of density, coverage and lot area calculations. As full development credit for these lands to be dedicated is to be provided, no parkland credit will be provided. Where no other identified natural heritage or ecological feature other than a water course exists and the 30 metre corridor is applied, no Environmental Impact Study will be required.

An additional policy could be provided that would also provide for additional means to acquire these corridors, such as condominiums or land trusts.

Transportation Planning

i) Kilbourne Road Connection

The proposed Kilbourne Road east-west road connection, located between Colonel Talbot Road and Wonderland Road South, is intended to serve inter-neighbourhood traffic, including the Lambeth and Bostwick neighbourhoods, and may serve as a future inter-neighbourhood bus route.

The classification of this section of Kilbourne Road is proposed as a Primary Collector Road connection to support and disperse the anticipated high volume of traffic generated from the surrounding neighbourhoods. The general alignment of the road is shown as an extension to Kilbourne Road, located west of Colonel Talbot Road, and proposed in a location with the intent to minimize impact on two significant woodlands. While the final alignment of Kilbourne Road will be refined in detail at the planning application stage, the proposed alignment in the Secondary Plan is intended to establish the desired road network and connecting linkages within and to the surrounding neighbourhoods.

ii) Fine-Grain Grid Network

Development patterns are proposed to be laid out to encourage a fine-grain grid road network of local, collector and arterial roads through the entire Southwest Area Secondary Plan to promote the following:

- all modes of travel,
- enable effective transit routing,
- shorter walking distances within neighbourhoods,
- shorter walking distances to access transit routes and major corridors,
- east-west roads for energy efficiency,
- access to current and planned routes and activity areas in adjacent neighbourhoods,
- establish consistent separation distances and connectivity ratio for intersecting roads,
- may take pressure off the surrounding arterial road network which is already showing pressure due to traffic from developed areas.

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The Secondary Plan also provides for the future redevelopment of large commercial blocks by establishing an interconnected pattern of streets and blocks. Policies in the Plan will require the creation and dedication of local streets within the blocks adjacent to Wonderland Road South. These local streets will be incorporated into the site design for new commercial development, and used as part of the private development in the interim without needing to be built to municipal standards until such time as the site is redeveloped. Establishing the local street pattern now will create an organizing structure and road access network for the lands adjacent to Wonderland Road South. The local street pattern can also provide connections to adjacent neighbourhoods east and west of the commercial/mixed-use corridor. This road pattern will also ensure that larger parcels are not land-locked so that there will be opportunities for future redevelopment.

The proposed grid road network is consistent with the Provincial Policy Statement for:

- Developing Strong Communities,
- Transportation,
- Transportation Corridors and Infrastructure Corridors, and
- Development and Site alteration of Natural Heritage.

The Plan shows this street pattern however, it is noted that the final location, spacing and number of intersections with the arterial road system will be subject to the findings of any required Environmental Assessments and the City's Access Management Guidelines.

iii) Frontage Streets

Parallel "frontage streets" along the Wonderland Road Corridor are designed to facilitate the efficient movement of through traffic, located within the centre portion of Wonderland, yet allowing for local streets to connect to the through lane without interrupting the flow and safety of the through traffic.

The use of frontage streets on the Corridor is an alternative approach to promoting the grid road network rather than having direct local road connections to Wonderland Road. This street pattern will also provide flexibility in the development of the adjacent sites, as road connections to Wonderland will be possible.

iv) 57 metre Wide Arterial Road

The Transportation Master Plan identifies Wonderland Road South as an arterial road that will eventually require six lanes. The Official Plan allows for up to a 60 metre road allowance for arterial roads and can be supported for the following reasons:

- The Southwest Area Secondary Plan is proposing an innovative design for this six-lane major arterial road that will accommodate two major functions of this road: as a major traffic artery designed to safely and efficiently move high volumes of traffic through the City, and as a major gateway to the City and central London.
- The identification of a specific road width in the Secondary Plan is necessary to implement the yard requirements adjacent to arterial and collector roads in the Z.-1 Zoning By-law.
- This innovative design is for a road width consistent with other arterial roads designs in the City, such as Pack Road and Gainsborough Road. The proposed design is shown in the Secondary Plan to clearly establish the expectation for this corridor, and to demonstrate that the proposed road width can support the road design requirements, including the location of servicing infrastructure, utilities and street trees.

The final design of the road, including intersection design, the number and location of turn lanes, and the number and location of connections between the frontage roads and the "through" lanes on Wonderland Road will be finalized as development occurs, and as part of any required Transportation Environmental Assessments.

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Figure 3 - Pack Rd: Illustration to show an example of a total 66 metre width along Pack Road, which includes a 36 metre right-of-way for Pack Road, plus the 15 metre wide window street for Loyalist Court and a second possible 15 metre wide window street on the south side of Pack Road.

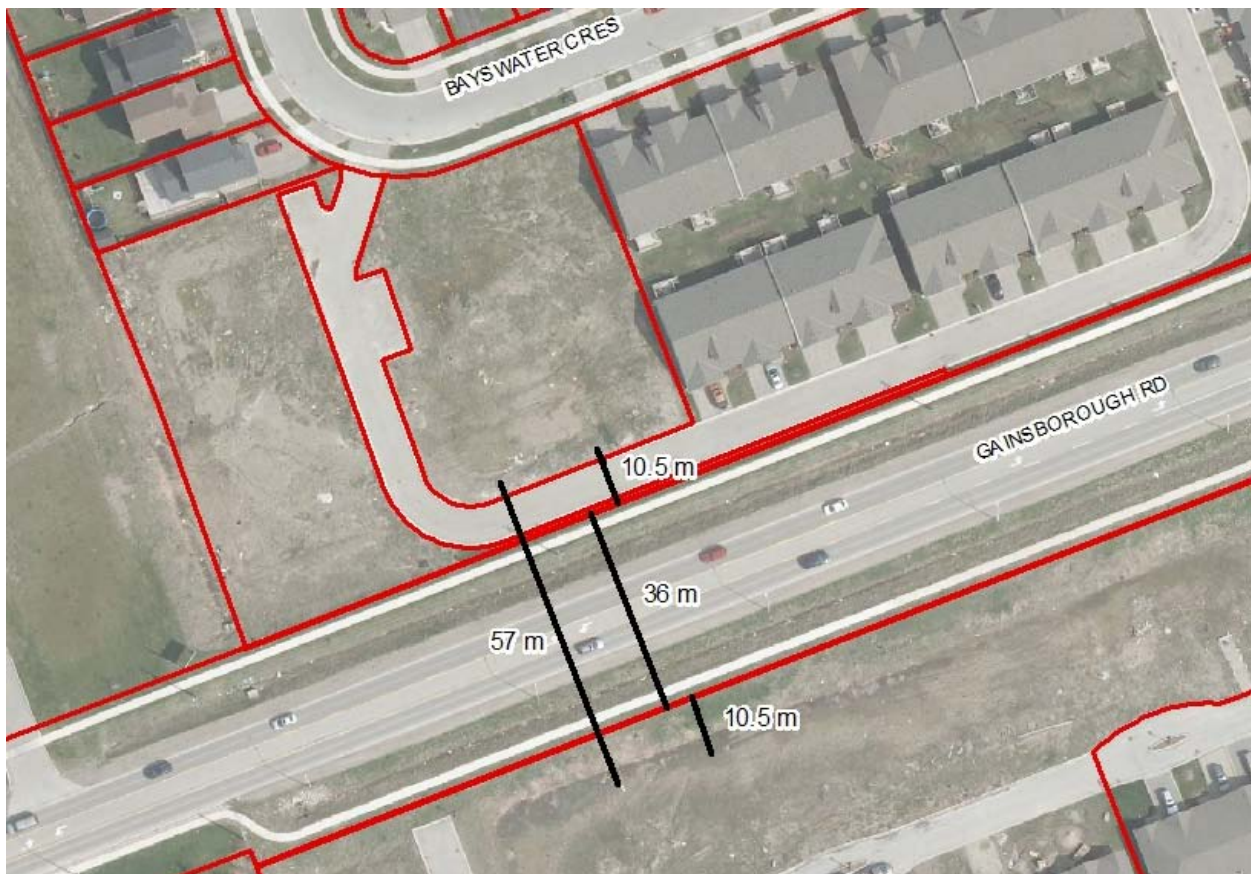


Figure 4 - Gainsborough Rd: Illustration to show an example of a total 57 metre width along Gainsborough Road, which includes a 36 metre right-of-way for Gainsborough Road, plus the 10.5 metre wide window access lane for the multi-family development on the north side, and a second possible 10.5 metre wide access lane on the south side of Gainsborough Road.

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Wonderland Road Enterprise Corridor Designation

i) Extending the Designation south of Exeter Road

The Wonderland Road Enterprise Corridor designation as shown in the Secondary Plan and the proposed amendment to Schedule 'A', with a southerly limit of Exeter Road, is consistent with Council's direction from June 26 and 27, 2012.

ii) Name Change for the Enterprise Designation

The identification of "Enterprise" in the Wonderland Road Enterprise Corridor designation is consistent with Council's direction from June 26 and 27, 2012.

A name change can be accommodated should Council modify their original direction given in June 2012. However, a name change would involve changes to the Official Plan Amendment By-law, Secondary Plan, and corresponding maps and schedules.

iii) Request for Mixed-Use Policies

The draft Southwest Area Secondary Plan, dated June 2012 and as recommended by City staff, identified a specific Mixed-Use commercial designation at the intersection of Wonderland Road South, Exeter Road and Wharnclyffe Road South with associated policies.

The lands designated as Multi-family Medium Density Residential adjacent to the Wonderland Road corridor between Exeter Road and Hamlyn Road are intended to permit higher density residential development to a height of 10 storeys and a density of 150 units per hectare. Small scale office uses, and commercial uses up to 1,000 square metres for an individual use may also be permitted as part of a mixed-use residential development.

Wonderland Road Enterprise Corridor

i) Office Space

Up to 20,000 square metres (215,000 square feet) of new office development is proposed to be permitted within the corridor. This can occur in office developments of up to 5,000 square metres (54,000 square feet), consistent with the medium-scale office policies of the Official Plan.

Small-scale office is permitted for the lands designated as Multi-family Medium Density Residential (MDR), generally located adjacent to Wonderland Road South between Exeter Road and Hamlyn Street, and along the south side of Exeter Road east and west of Wonderland Road South. Commercial development for the identified MDR lands may be permitted as components of a mixed-use development.

The limit of gross floor area proposed for office and commercial along the Corridor is to ensure some level of control for development, and to provide a range and scale of uses that compliment the traditional commercial uses and forms in Lambeth Village Core and office uses in the Downtown.

ii) Location of High Density Residential

The location of High Density Residential designated lands in the Wonderland Road Enterprise Corridor is based on the following rationale:

- supports the vision and intent of the Secondary Plan to promote high intensity and mix of uses along the identified section of the Wonderland Corridor,
- supports the opportunity for a large amount of commercial development along the Corridor as directed by Council,
- is consistent with Transit Supportive Guidelines,
- focuses high density residential development to provide an opportunity for future extensions of a future rapid transit network,
- in response to public concerns, directs high intensity of residential use away from other

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- residential neighbourhoods,
- provides opportunity for stepping of height and intensity for other forms of residential use adjacent to the Wonderland Corridor.

iii) Low Density Residential west of Wonderland Road South

A higher intensity of low density residential development for these lands is based on the following rationale:

- supports the vision and intent of the Secondary Plan to promote a high intensity of residential uses along this section of the Wonderland Corridor,
- supports the stepping of intensity of residential development extending from the Wonderland Road Corridor to the existing residential development, located west of the Natural Heritage Feature,
- the identified lands are adequately separated from the existing residential neighbourhood by a wide natural heritage feature,
- an additional 30 metre wide corridor along the natural heritage feature is proposed as a recommendation for the Secondary Plan to increase the natural cover for the feature,
- is an efficient use of land, energy and resources, and
- is consistent with Transit Supportive Guidelines.

Adding lands to Urban Growth Boundary

The addition of new lands to the Urban Growth Boundary (UGB) was not identified in the Terms of Reference for the review of the Southwest Area Secondary Plan. Consideration of adding lands to the UGB, including the West Talbot Landowners Group, Farhi Holdings Corporation, and extending the growth area to Highway 402 or Highway 401 have either been referred to the both ReThink London and the Industrial Land Development Strategy.

The Southwest Area Secondary Plan proposes infill and redevelopment opportunities for “Transitional Industrial” areas along Wonderland Road South and Exeter Road. A review of “Brownfield” development opportunities and other “Transitional Industrial” areas in the City will be considered through ReThink London.

Brockley Residential Neighbourhood

i) Applying Commercial and Residential Uses to the south-east side of Wellington Road and Dingman Drive

The current Official Plan designates the identified lands “Urban Reserve – Industrial Growth”. Removing a substantial amount of potential land for employment opportunities is not consistent with the Provincial Policy Statement.

An extension of the commercial designation, south of Dingman Drive, does not conform to the intent of the Official Plan or Council’s goals to promote economic opportunities.

Establishing new sensitive land uses, such as residential, in close proximity to the existing industrial operation located at 4645, 4675 and 4695 Wellington Road South does not meet Provincial requirements for compatibility separation distance and minimization of future impacts from new or expanded industrial operations and residential uses in proximity to each other; nor does it meet the Provincial Policy Statement which requires that planning for major waste management systems and sensitive land uses, are appropriately separated from each other to prevent adverse effects from odour, noise and other contaminants.

ii) Urban Growth Boundary

This Plan recognizes the unique rural settlement of Brockley, located along Dingman Drive west of Wellington Road. In response to public comments, the specific policies in the Secondary Plan are recommended to protect the rural residential nature of the Brockley community:

- remove the lands from the Urban Growth Boundary (UGB),
- change the designation from “Urban Reserve- Industrial Growth” to “Rural Settlement”,
- designate the lands as “Rural Settlement” to allow for some limited severance

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- opportunities on private services, in accordance with the Official Plan policies,
- if lands remain in UGB and designated “Low Density Residential”, servicing of new development would require the extension and construction of full municipal services at the expense of the property owner,
 - apply a minimum 40 metre vegetated visual separation, and other setback, screening, and lighting requirements for new light industrial use in proximity to the existing residential community,
 - limit new light industrial uses on the east side of Wellington Road South to require no outdoor storage and unlikely to cause adverse effects with respect to air, odour, water pollution, dust, or excessive vibration and noise levels.

Compatibility Between Land Uses

A concern was raised regarding the nature of future residential development adjacent to existing residential development in the lands surrounding Lambeth. As noted above, the lands identified for future Low Density Residential development between Wonderland Road and Lambeth are separated from the existing development by a significant natural area. While the density of development in this area is intended to be greater than currently exists, there would be no new development immediately adjacent to any of the existing development because of the intervening natural area.

Along the northern limits of Lambeth, the Lambeth Neighbourhood policies of the Secondary Plan provide for the lowest density of residential development in the entire Southwest Area Secondary Plan area in recognition of the existing residential development pattern.

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October 18, 2012
 GB/HMcN