

## Report to Planning and Environment Committee

**To:** Chair and Members  
Planning & Environment Committee

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

**Subject:** The Corporation of the City of London  
Victoria Park Secondary Plan – Draft Secondary Plan  
Public Participation Meeting on: June 17, 2019

## Recommendation

That, on the recommendation of the Managing Director, Planning and City Planner:

- (a) The Draft Victoria Park Secondary Plan, as attached in Appendix “A” **BE RECEIVED** for information purposes;
- (b) The Draft Victoria Park Secondary Plan **BE CIRCULATED** for further public engagement with the community and stakeholders;

**IT BEING NOTED** that the feedback received through this consultation process, the outcome of supporting and informing studies, and the implementation of any changes to the *Planning Act* arising from the *More Homes, More Choices Act, 2019* (Bill 108) will feed into a revised Victoria Park Secondary Plan and implementing Official Plan Amendment that will be prepared for the consideration and approval of Municipal Council at a future Public Participation Meeting of the Planning and Environment Committee in the fourth quarter of 2019.

## Executive Summary

The purpose and effect of the recommended action is for Municipal Council to receive the Draft Victoria Park Secondary Plan and for it to be subsequently circulated for public review and for staff to return with a revised Secondary Plan in the fourth quarter of 2019.

## Relevant Reports

**Corporation of the City of London – Victoria Park Secondary Plan: Status update and Draft Secondary Plan Principles (OZ-8978)(Public Participation Meeting: April 29, 2019):** Municipal Council endorsed the Draft Principles for the Victoria Park Secondary Plan.

**Application by GSP Group Inc. 560 and 562 Wellington Street – Status update and request to undertake further study (OZ-8462)(Public Participation Meeting: April 30, 2018):** Municipal Council received this report for information and directed Staff to undertake a review of the existing plans, policies, and guidelines applying to the properties surrounding Victoria Park and to consider a comprehensive plan for the properties surrounding the park

**Application by GSP Group Inc. re properties located at 560 and 562 Wellington Street (OZ-8462)(Public Participation Meeting May 8, 2017):** Municipal Council considered the Staff recommendations in this report and directed Staff to continue to work with the applicant to develop a revised proposal that is more in keeping and conforms with the West Woodfield Heritage Conservation District Plan, the Official Plan, and The London Plan

## Analysis

### 1.0 Background

#### 1.1 Need for the Victoria Park Secondary Plan

The need to undertake the Victoria Park Secondary Plan was identified through the review of an Official Plan (OPA) and Zoning By-law Amendment (ZBA) application submitted for 560 and 562 Wellington Street (at the north east corner of Wolfe Street).

The Official Plan and Zoning By-law Amendment application was submitted in 2015. The initial request was to permit the development of a 25 storey mixed-use apartment building, however in December, 2016, this was revised to request permission for a 22 storey mixed-use apartment building. The revised proposal continued to receive significant concern from residents in the surrounding area.

Planning Staff prepared a report that was considered by Municipal Council at its meeting on May 16, 2017, recommending the requested Official Plan Amendment and Zoning By-law Amendment be refused, as the proposed development was not consistent with the Provincial Policy Statement; did not conform to the West Woodfield Heritage Conservation District Plan; did not meet the location criteria for the Multi-Family High Density Residential land use designation in the Official Plan; represented over-intensification of the subject site; did not pass all of the criteria in a Planning Impact Analysis described in the Official Plan; and was not consistent with The London Plan.

At this meeting, Municipal Council referred the application back to Staff to continue to work with the applicant to revise the application for consideration at a future Public Participation Meeting. Council resolved:

“That the application by GSP Group Inc. for the property at 560 and 562 Wellington Street BE REFERRED back to the Civic Administration in order to continue to work with the applicant to submit a revised proposal that is more compatible with the surrounding context with consideration given to the West Woodfield Heritage Conservation District, the Official Plan, and The London Plan”.

Following further discussions with the applicant, Staff prepared a report that was considered by Municipal Council on May 8, 2018. This report provided an update on the status of discussions with the applicant and identified that, although the applicant had made considerable changes to their development proposal, a substantial gap remained between what was being proposed and the policy framework.

Through this review, a gap was also identified in the policy framework applying to the properties around Victoria Park. While various policy and guideline documents apply to different properties around the park, no policy framework exists that considers the properties surrounding Victoria Park comprehensively based on their unique relationship to the park. As a result, it was recommended that more work needed to be done to better understand how properties around Victoria Park should be developed in the future due to the complex planning framework and their unique relationship to the park.

As a result of the recommendation in this report, Council resolved:

“Staff BE DIRECTED to undertake a review of the existing plans, policies, and guidelines applying to the properties surrounding Victoria Park and to consider a comprehensive plan for the properties surrounding the Park”.

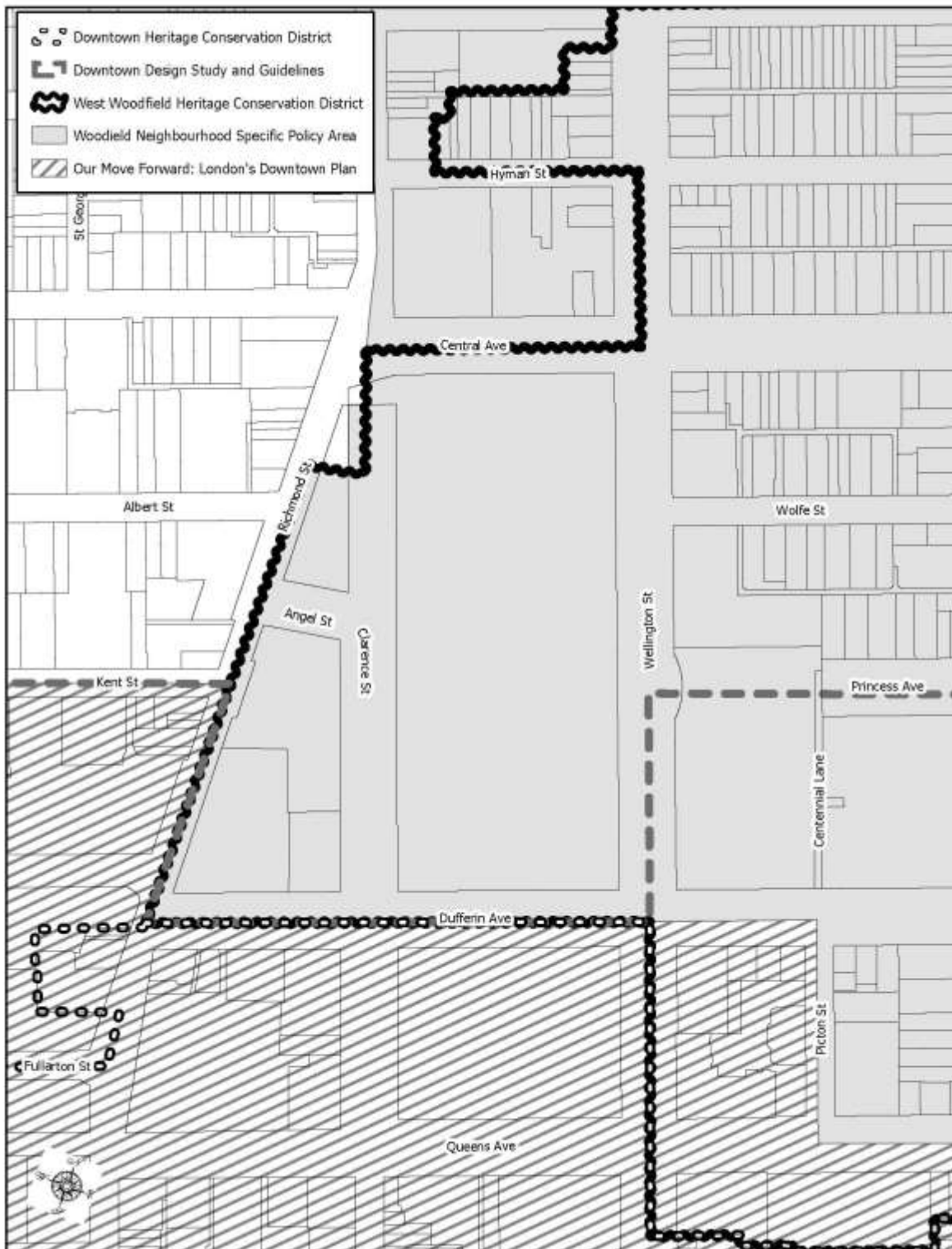
Based on this direction from Municipal Council, Staff began the Victoria Park Secondary Plan study to develop a comprehensive plan for the properties surrounding Victoria Park.

## 1.2 Existing Policy Framework

The planning framework for the lands surrounding Victoria Park is varied, with several policy and guideline documents applying to certain properties around the park. No policies or guidelines exist that consider the properties around Victoria Park comprehensively based on their unique relationship to the park.

A map demonstrating the varied planning framework for the land surrounding Victoria Park can be found below:

Figure 1 - Overlapping policy and guideline documents around Victoria Park



All properties surrounding Victoria Park are subject to the 1989 Official Plan and the Council-adopted The London Plan, a portion of which is in-force and effect and a portion of which is under appeal to the Local Planning Appeals Tribunal. The designations for properties surrounding Victoria Park in the 1989 Official Plan vary, with Low Density Residential, Multi-Family Medium Density, Community Facility, Downtown Area, Office Area, and Main Street Commercial Corridor designations applying to the properties surrounding the park. The London Plan Place Types for properties surrounding Victoria Park include Downtown, Neighbourhood, and Rapid Transit Corridor. These Official Plan designations and The London Plan Place Types are further augmented by additional plans, policy layers and guidelines that apply to certain properties surrounding the park, including:

- West Woodfield Heritage Conservation District Plan – Properties on the east and west sides of Victoria Park are within this Heritage Conservation District
- Downtown Heritage Conservation District Plan – Properties on the south side of Victoria Park are within this Heritage Conservation District
- Downtown Design Study and Guidelines – Properties on the south side of Victoria Park and also the City Hall block on the northeast corner of Dufferin Avenue and Wellington Street are within this plan area
- Our Move Forward: London’s Downtown Plan – The Downtown Plan applies to the lands on the south side of Victoria Park
- Woodfield Neighbourhood Specific Policy Area – This Specific Policy Area applies to the lands on the north, east, and west side of Victoria Park, with the exception of the property at the southwest corner of Richmond Street and Central Avenue

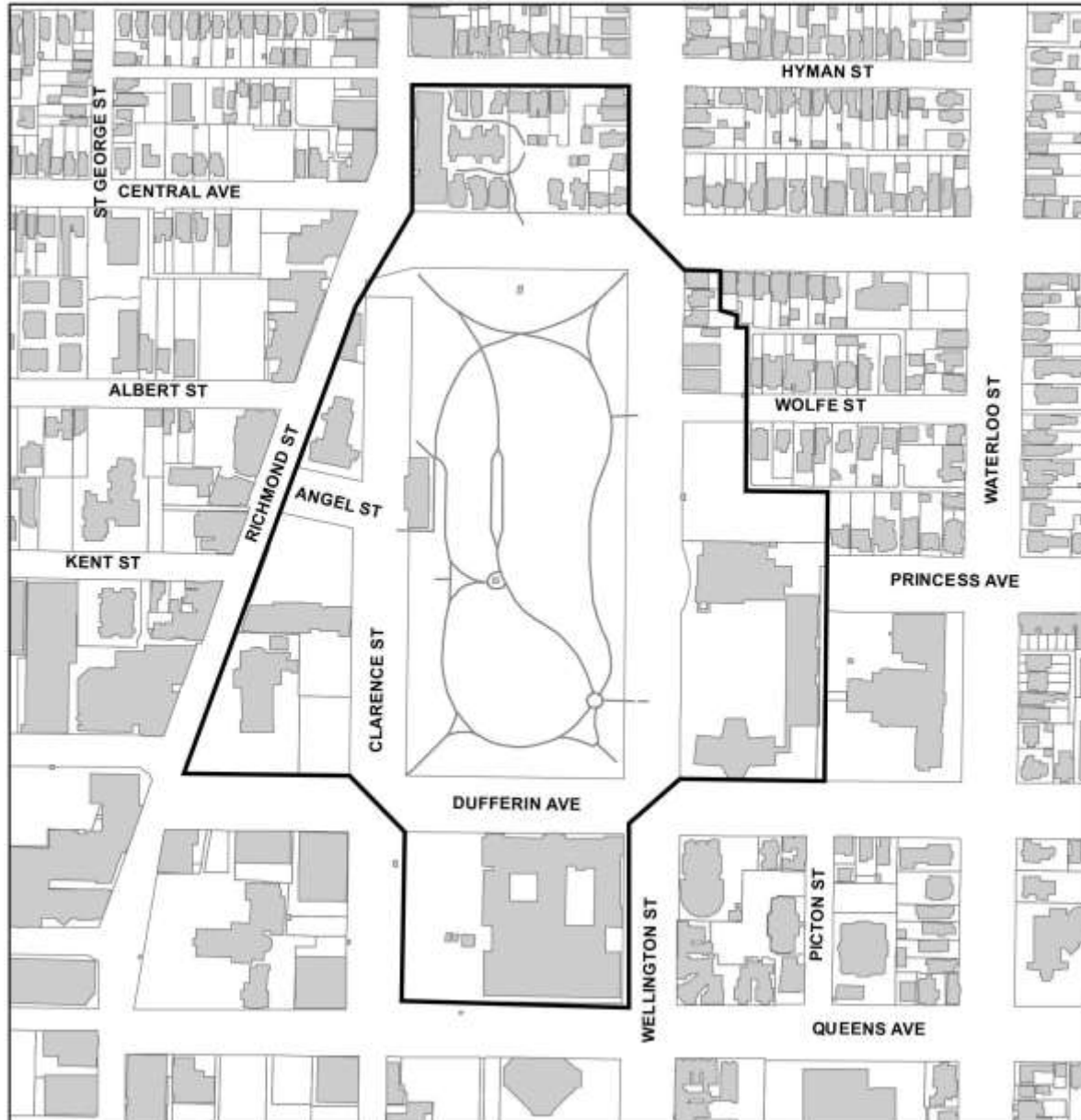
The park itself is also located in the West Woodfield Heritage Conservation District and is individually designated under Part IV of the Ontario Heritage Act, based on its significant historic, architectural, and cultural heritage landscape importance. The Part IV heritage designation that applies to Victoria Park also recognizes that it has assumed a role as the “jewel of the parks system” in the City of London.

## 2.0 Study Overview

### 2.1 Secondary Plan Boundary

The Victoria Park Secondary Plan applies to properties around Victoria Park as identified in Figure 2. This area has been delineated to include properties with frontage on Victoria Park and properties that are anticipated to be consolidated for future development around the park. The surrounding context was considered in the preparation of the Secondary Plan, however the policies in the Secondary Plan will only apply within this boundary.

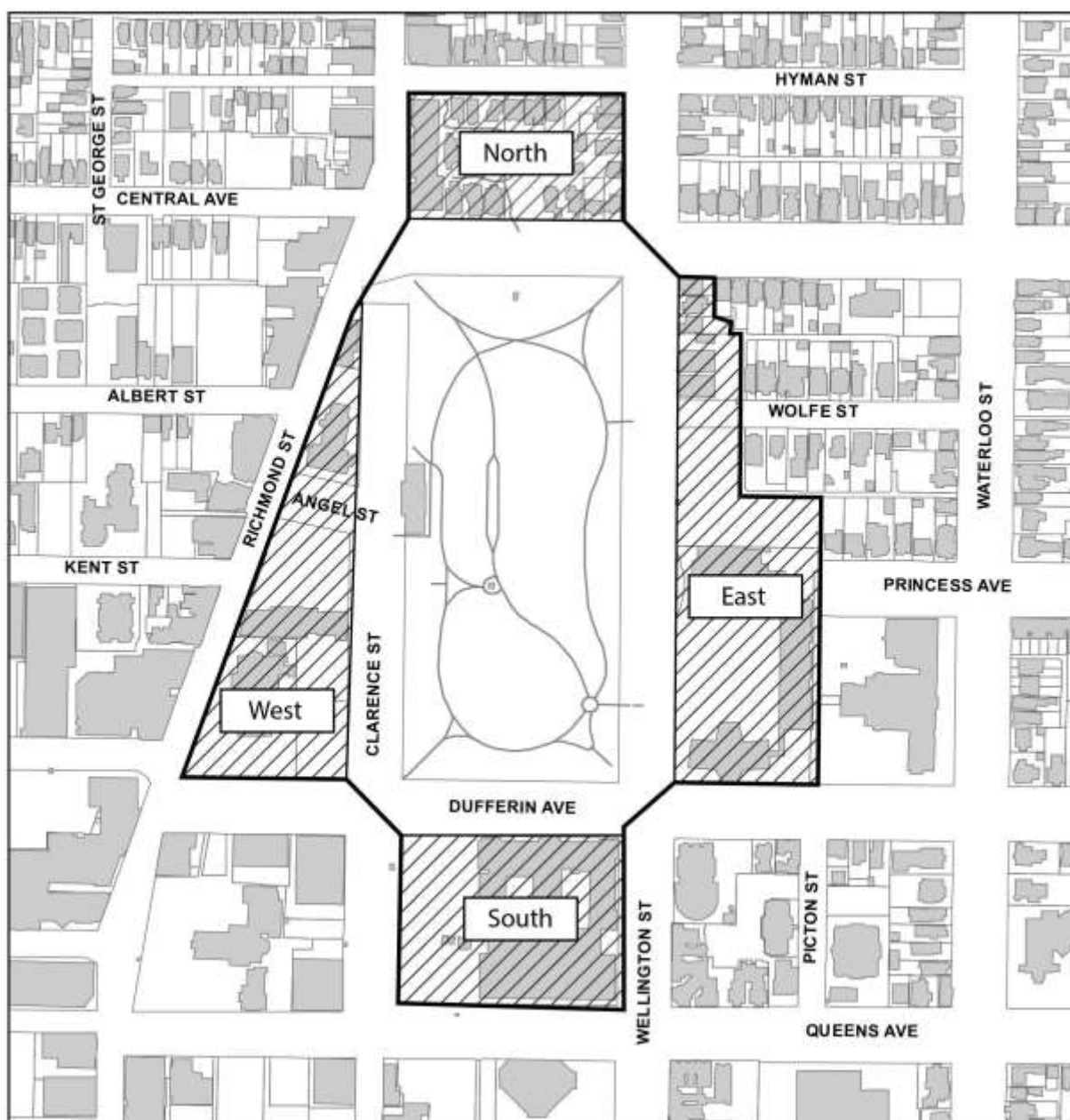
Figure 2 – Secondary Plan boundary



The area subject to the Victoria Park Secondary Plan has been divided into the four Policy Areas, each encompassing a different side of the park: North, East, South, and West (identified in Figure 3). While it is anticipated that most of the policies in the Secondary Plan will apply to the entirety of the area within the Secondary Plan boundary, certain policies may apply to a specific Policy Area due to the unique characteristics of each side of the park.

The boundaries of each of the four Policy Areas can be found below:

Figure 3 – Four Policy Areas in the Victoria Park Secondary Plan



The details about the policy framework that applies to each Policy Area can be found in the report considered by Municipal Council at its meeting of May 7, 2019 (Corporation of the City of London – Victoria Park Secondary Plan: Status update and Draft Secondary Plan Principles (OZ-8978)(Public Participation Meeting: April 29, 2019) and can be found in Appendix C.

## 2.2 Purpose of the Secondary Plan

The Victoria Park Secondary Plan is being created to provide a framework to evaluate future development and present a consistent vision for the evolution of the properties surrounding the park. The Secondary Plan policies provide a greater level of detail than the general policies of The London Plan and 1989 Official Plan, and are intended to provide guidance and certainty for the evolution of the lands surrounding Victoria Park. It provides comprehensive built form, urban design, and land use directions that consider how future development should best relate to the park and enhance the surrounding context, while ensuring conservation of the cultural heritage resources in the area and the continued ability of the park to act as a central gathering space for festivals and events.

### **2.3 Secondary Plan Principles**

The policies in the Draft Victoria Park Secondary Plan have been guided by the following ten principles:

1. Preserve and strengthen visual connections to Victoria Park and create new view corridors where possible
2. Improve and create new connections to Victoria Park
3. Preserve and enhance the landscaped edges around Victoria Park
4. Respect and conserve cultural heritage resources within and surrounding Victoria Park
5. Frame Victoria Park with an appropriately-scaled streetwall that creates a comfortable pedestrian environment
6. Identify opportunities for compatible and sensitive intensification
7. Protect the residential amenity of the Woodfield Neighbourhood by mitigating impacts of new development
8. Support and animate Victoria Park with active uses on the ground floor
9. Design buildings to celebrate the prominence of Victoria Park as a City-wide gem
10. Continue to enhance the amenity of Victoria Park as a neighbourhood green space as well as a destination for all Londoners and space for festivals and events

These principles were based on the draft principles endorsed by Municipal Council at its meeting of May 7, 2019 and were developed through consultation with the community and other stakeholders. Minor modifications were made to the draft principles endorsed by Municipal Council to add additional clarity about the intent of these principles. These principles form the basis for the policy framework included in the Secondary Plan.

## **3.0 Community Engagement**

### **3.1 Engagement Overview**

The Victoria Park Secondary Plan study has involved a robust community engagement process. While the community feedback received with regard to preferred heights around the park has been varied, what has emerged as being consistent among all respondents is that Londoners are extremely passionate about what happens to the lands around Victoria Park. To date, approximately 180 interested parties have provided their contact information to stay updated about the study. The following describes the outreach to date on the study.

The feedback received from the public has helped inform the development of the Draft Victoria Park Secondary Plan.

### **3.2 Summer Festivals**

Staff had a booth during select hours of Sunfest and the Home County Music and Art Festival in July, 2018. This booth provided an opportunity to engage with Londoners in Victoria Park, about the Victoria Park Secondary Plan study. Approximately 50 people visited the booth during the two festivals to learn about the study. Many of those visitors identified that the study was needed and noted the importance of Victoria Park to Londoners. Comments received about built form were varied, with some individuals preferring towers around the park, and others preferring low-rise development.

### **3.3 Community Information Meeting #1**

The first Community Information Meeting for the study was held on October 1, 2018 at the London Public Library – Central Branch. This meeting was attended by approximately 40 people. At this meeting, presentations were made by staff and the consulting team providing an overview of the study and identifying draft key opportunities and considerations to help inform the Secondary Plan. This was followed by breakout tables where individuals were able to discuss the draft key opportunities and considerations in small groups with staff and members of the consulting team.

The draft key opportunities and considerations identified by the consulting team were the following:

1. Response to transit
2. Clarence Street interface with Victoria Park
3. What are appropriate height transitions?
4. Shadow impacts
5. Enhance key views to the park
6. Rethink Richmond Street/Victoria Park relationship
7. Continue to enhance Victoria Park gateways

Comments that were provided by the community at this meeting included the following:

- Balance the relationship between rapid transit and parkland
- Improve views to and from the park
- Improve connectivity to the park
- Green the area around the park
- Importance of Victoria Park as a major public space
- Impact of intensification on the park grounds
- Significance of the heritage context of the park
- Need for guidance for major development parcels surrounding the park
- Variety of opinions about height, urban form, and character, with some preferring exclusively low-rise development around the park with others preferring high-rise development around the park
- Questions about how Victoria Park compares to major central urban parks in other cities
- Desire for a pedestrian-friendly environment

The comments provided at this meeting, combined with the other feedback received with regard to the study, were incorporated into the Draft Principles for the Secondary Plan that were presented at the second Community Information Meeting.

### **3.4 Community Information Meeting #2**

The second Community Information Meeting was held on January 24, 2019 at London Central Secondary School. This meeting was attended by approximately 120 people. At this meeting presentations were provided by staff and the consulting team outlining the study to date and next steps, providing examples of development around other major central urban parks in Europe and North America, and identifying the Draft Principles to form the basis of the policy development for the Secondary Plan.

An overview of examples of development around other major central urban parks in Europe and North America as presented by Urban Strategies at the January 24, 2019 meeting can be found in Appendix B.

The Principles included in this report are similar to the Principles presented at this meeting, with the exception of additions and modifications to these Principles as a result of the feedback received at this meeting.

Comments provided at the meeting included the following:

- Importance of protecting the environmental health of Victoria Park
- Support for improved connectivity
- Support for the views to and from Victoria Park identified by the consultant to be preserved and enhanced, but also recommend including views to and from



Princess Avenue (if Centennial Hall is to be removed in the future) and views to and from St. Peter's Basilica Cathedral

- Concern about the impact of additional traffic in the Victoria Park area
- Need for high-quality architectural design for any new development around the park
- Desire to preserve sunlight on the park
- Need for any new development to be compatible with heritage resources
- Concerns about parking around Victoria Park and the need for new development to accommodate parking; preference for underground parking
- Improvements to Reginald Cooper Square
- Concerns about safety of pedestrian crossings at Angel Street
- Need for significant setbacks above the podium for new buildings around the park, so that new development is hidden from the street
- Desire for boulevards across from the park to be green extensions of the park
- Preference for podiums to have active uses at grade
- Concern about new development generating wind tunnel effects
- Desire that on-site outdoor space be part of any new development
- Concern about noise from festivals
- Diverse views about appropriate heights in different areas around the park, with some preferring exclusively low-rise development around the park, others preferring high-rise development around the park, and some preferring a mix

### **3.5 Public Participation Meeting at the Planning and Environment Committee – May 1, 2019**

At its meeting of May 7, 2019 Municipal Council endorsed the Draft Victoria Park Secondary Plan Principles that were intended to form the basis of the policies in the Victoria Park Secondary Plan, as recommended by Staff.

Prior to its consideration by Municipal Council, this report and the Draft Secondary Plan Principles were considered at a Public Participation Meeting of the Planning and Environment Committee on May 1, 2019. Sixteen members of the public provided comment on the Draft Secondary Plan Principles at the Planning and Environment Committee meeting. Comments centred on the importance of conserving the amenity of Victoria Park, recognition for the prominence of Victoria Park, the need to conserve cultural heritage resources, and varying opinions about what would constitute appropriate heights for new development around the park.

The public comments made at this meeting were considered in the preparation of the Draft Victoria Park Secondary Plan.

### **3.6 Get Involved Website**

The Get Involved website provides an opportunity for individuals to provide comments on the study through the website. The feedback section will be updated to allow individuals to provide feedback on the Draft Secondary Plan.

### **3.7 Other Feedback**

Dozens of emails and telephone calls have been received from over 180 interested parties with questions and comments about the Secondary Plan study.

In addition to the Community Information Meetings and the comments that have been received from community members and other stakeholders via email, telephone, and the website, City Planning Staff have had meetings with surrounding landowners and interested community groups who have reached out to Staff and requested a meeting, including: Auburn Developments, Farhi Holdings Inc., Great West Life, representatives from St. Peter's Basilica Cathedral, and the Friends of Victoria Park.

The comments received through meetings, telephone calls, and email have been consistent with the comments identified from the Community Information Meetings. This feedback has helped lead to the development of the Draft Secondary Plan.

## **4.0 Policies**

The following provides an overview of the policies included in the Draft Victoria Park Secondary Plan. The policies included in the Draft Secondary Plan are provisional and may be subject to revisions for the final Secondary Plan as a result of the continued learnings of the study process.

Policies included in the Draft Victoria Park Secondary Plan address the following: view corridors, connections, public realm, cultural heritage, built form, bonusing, land use, and compatibility with park activities.

These policies are generally consistent with the intent of the policies in The London Plan, however have consideration for the uniqueness of the Victoria Park context and in many instances provide a greater level of detail for implementation based on the context of the area. These policies are intended to provide direction of any future development around Victoria Park that balances the desire for growing inward and upward with the need to conserve heritage resources and ensure the continued amenity of Victoria Park as a space for both major civic events and active and passive recreational opportunities.

A peer review was conducted by ERA Architects Inc. of the Draft Secondary Plan with regard to heritage matters. The comments provided by ERA Architects Inc. were incorporated into the policies of this Draft Secondary Plan.

The following provides an overview of the policies in the Draft Secondary Plan. A detailed list of the policies can be found in the Draft Secondary Plan in Appendix A.

### **4.1 View Corridors**

The preservation of existing view corridors and the creation of new view corridors is intended to help foster strong visual connections between Victoria Park and the surrounding area, connecting Victoria Park to its surroundings.

The policies in the Draft Secondary Plan are intended to maintain view corridors from Wolfe Street, Kent Street, the north sidewalk at Richmond Street and Albert Street, and Dufferin Avenue west of Richmond Street to Victoria Park. The maintenance of a view corridor from the park to St. Peter's Basilica is also included in the policy framework, as throughout the study process it was identified that this building was an important landmark for many Londoners. The Draft Secondary Plan also includes policies to consider the creation of new view corridors through future Official Plan and/or Zoning By-law Amendment applications.

### **4.2 Connections**

Connections to Victoria Park help to improve access to the park and enhance the relationship of the park to its surroundings. Throughout the consultation process, there was a desire identified to enhance connectivity to Victoria Park, should certain sites redevelop in the future.

A connection is suggested to Victoria Park from Kent Street, should the opportunity to construct this connection arise. This could take many possible forms, such as a road, a flex street, or a pedestrian-only connection. It is anticipated that if a Kent Street connection is created, the City may investigate the possibility of removing the Angel Street crossing. The creation of a Kent Street connection would help to better connect Victoria Park to the Richmond Row main street.

A possible connection is also suggested from Princess Avenue to Victoria Park, should the opportunity to construct this connection arise. This connection could take many forms such as a road, a flex-street, or a connection through a building. This connection would help to enhance the connection to the Woodfield Neighbourhood.

Existing connections to the park are also proposed to continue to be enhanced in the future.

### **4.3 Public Realm**

Improvements to the streetscape and public space around Victoria Park will help to improve the connection between Victoria Park and its surroundings, enhance the pedestrian environment, and expand the green landscaping of the park into the surrounding area. This enhanced public realm is intended to allow the experience of the green landscaping of the park to “spill over” into the surrounding area.

It is anticipated that these enhancements to the streetscape and public space around Victoria Park will primarily occur on public property due to the minimal setbacks of existing buildings from the front property lines and the existing wide public rights-of-way. While much of the public realm around Victoria Park is already occupied by green landscaping, maintaining and enhancing these green edges around the park will ensure the public realm continues to provide a positive experience for pedestrians and expand the experience of the park into its surroundings.

### **4.4 Cultural Heritage**

The policies included in the Draft Victoria Park Secondary Plan are intended to compliment the cultural heritage policies in the 1989 Official Plan, The London Plan, the Downtown Heritage Conservation District Plan, and the West Woodfield Heritage Conservation District Plans.

Any future development applications in the Victoria Park Secondary Plan boundary for a property that is located in the Downtown Heritage Conservation District or the West Woodfield Heritage Conservation District will still be required to receive Heritage Alteration Permits prior to development.

### **4.5 Built Form**

The Draft Victoria Park Secondary Plan provides detailed direction on built form, including such matters as building height, setback, tower separation, streetwall height, façade design, and design to promote building activation at-grade. While this study has identified that there are opportunities for intensification around Victoria Park, it has also been found that this intensification must be at a higher standard of design that would be expected elsewhere in the City due to the significance of Victoria Park as a location cherished by Londoners. This requires a careful balance between allowing opportunities for height in appropriate places with the conservation of heritage resources and providing appropriate transitions to surrounding neighbourhoods.

Careful consideration has also been given to potential shadow impact of new development, with polices included in the Draft Secondary Plan intended to minimize shadow impacts on the park, public realm, and West Woodfield Heritage Conservation District. A shadow study is provided in Appendix D.

Policies provided also include direction on the design of future buildings, to ensure that future development is of a high standard of design that reflects its prominent location next to the “jewel of the parks system” in London and contributes to the continued success of the Victoria Park area.

The greatest heights in the Secondary Plan are contemplated in the South Policy Area based on its location closer to the centre of Downtown London. Lower heights are contemplated in the East and West Policy Areas, as these areas begin to transition away from the Downtown. Heights in the West Policy Area are generally intended to be taller than heights on most properties in the East Policy Area, based on the proximity of the West Policy Area to a transit corridor and the need for the East Policy Area to transition in height to the lower scale buildings in the Woodfield Neighbourhood. Heights contemplated in the North Policy Area consider that a portion of this Policy Area fronts on a transit corridor, and as such contemplate the greatest heights on Richmond Street, transitioning to the lower scale buildings in the Woodfield Neighbourhood.

A Demonstration Plan representing the built form that could result from the implementation of the policies in this Draft Secondary Plan can be found in Appendix E. This Demonstration Plan is one possible scenario of what could be built based on the policies of this Plan. Actual build out will likely differ as the policies could allow for a variety of built form scenarios. It is provided for demonstration purposes only, and shows the upper height limits contemplated by this Plan.

The following provides a more detailed overview of the heights proposed in each Policy Area and how those heights relate to the range of permitted heights contemplated in The London Plan:

#### *South Policy Area*

The Draft Secondary Plan contemplates the highest heights in the South Policy Area. The range of permitted heights for this Policy Area mirror the range of permitted heights in The London Plan of 2 to 20 storeys, with up to 35 storeys permitted through bonusing. This location is considered to be appropriate for the highest heights within the Victoria Park Secondary Plan boundary as it is closest to the centre of the Downtown. Restrictions on tower floor plate size and requirements for tower separation will help to mitigate potential shadow impacts from any future redevelopment.

The London Life Building located on the eastern portion of this block is not anticipated to redevelop, however the western portion of the block which is occupied by a surface parking lot presents an opportunity for intensification.

#### *West Policy Area*

The West Policy Area considers heights of 2 to 20 storeys, up to 25 storeys with bonusing, for the portion of this Policy Area that is south of Angel Street. This portion of the Policy Area is within the Downtown Place Type in The London Plan. The heights contemplated for this portion of this Policy Area are a slight refinement on the full range of permitted heights in the Downtown Place Type, as this area is on the edge of the Downtown and provides a transition to the lower heights contemplated on the northern portion of Richmond Row. The portion of the this block that is occupied by St. Peter's Basilica Cathedral is proposed to have a range of permitted heights of 2 to 4 storeys, as the northern portion of this block was found to be the preferred location for potential development based on the prominence of St. Peter's Basilica Cathedral.

The portion of this policy area north of Angel Street is in the Rapid Transit Corridor Place Type in The London Plan. This portion of the West Policy Area was found to be appropriate for the full range of permitted heights in this Place Type in The London Plan, allowing 2 to 12 storeys, with up to 16 storeys permitted through bonusing.

#### *East Policy Area*

The Draft Victoria Park Secondary Plan contemplates the highest heights in the southern portion of this Policy Area, with lower heights going north as the Policy Area transitions away from the Downtown. Policies are also included to require new development to transition downward in height from the Wellington Street frontage to the low-rise residential area to the east.

The southern portion of this Policy Area, the City Hall Block, contemplates a range of permitted heights of 2 to 20 storeys, with up to 25 storeys permitted through bonusing. This portion of the Policy Area is in the Downtown Place Type in The London Plan. The range of permitted heights for this site is a refinement on the full range of permitted heights in the Downtown Place Type, as this area is on the edge of the Downtown and provides a transition to the low-rise Woodfield Neighbourhood.

For the middle portion of this Policy Area, which is currently occupied by a surface parking lot, heights are contemplated of 2 to 16 storeys, with up to 20 storeys permitted through bonusing for the southern portion of this parking lot, transitioning to a range of permitted heights of 2 to 12 storeys for the northern portion of this parking lot. This

range of permitted heights is an increase from the range of permitted heights contemplated for this site through The London Plan where this site is in the Neighbourhoods Place which would permit 2 to 4 storeys, up to 6 storeys with bonusing. Higher heights were found to be appropriate in this location, as it provides a transition from the Downtown Place Type with recognition for the existing zoning. The existing zoning permits a height of 90 metres (approximately 30 storeys), though certain provisions in the zoning make it challenging to realize a height above approximately 18 storeys.

The northern portion of this Policy Area is contemplated to have lower heights as the Policy Area transitions into the low-rise neighbourhood. This area is in the Neighbourhoods Place Type in The London Plan, however a slight increase in the range of permitted heights beyond The London Plan provisions is included in the Draft Secondary Plan for the property immediately north of Wolfe Street (560-562 Wellington Street), where a range of heights of 2 to 8 storeys is contemplated. The permission of this additional height is suggested based on the transitioning downward in heights from the Downtown Place Type and the frontage onto Victoria Park. Further north, a range of permitted heights of 2 to 4 storeys is proposed.

The heights contemplated in the East Policy Area are generally lower than in the West Policy Area based on the adjacency to a low-rise neighbourhood whereas the West Policy Area is adjacent to a planned transit corridor.

#### *North Policy Area*

The western portion of the North Policy Area is within the Rapid Transit Corridor Place Type in The London Plan, which contemplates heights of 2 to 12 storeys, up to 16 storeys with bonusing. The interior of the block is also considered to be in the Rapid Transit Corridor Place Type, based on the policies in The London Plan that allow for interpretation of the Rapid Transit Corridor Place Type boundaries based on the possibility of lot assemblies. The remainder of this Policy Area is within the Neighbourhoods Place Type.

It was found that the full range of permitted heights for the Rapid Transit Corridor Place Type would be appropriate for the western portion of the block. The full range of permitted heights in the Rapid Transit Corridor is also contemplated for the interior of the block, which is occupied by a surface parking lot and found to present an opportunity for intensification.

The remainder of the block is recommended to have the range of heights contemplated in the Neighbourhoods Place Type of 2 to 4 storeys.

#### **4.6 Bonusing**

The bonusing provisions in the Draft Victoria Park Secondary Plan identify a list of priorities to be considered when implementing bonusing on applications within the boundaries of the Victoria Park Secondary Plan. These bonusing priorities are based on identified needs within Victoria Park and the surrounding area, and are meant to provide specific direction based on this particular area that goes beyond the more general provisions in the 1989 Official Plan and The London Plan.

The Built Form policies in the Draft Victoria Park Secondary Plan identify height ranges where applications would be required to provide bonusing.

#### **4.7 Land Use**

The Draft Victoria Park Secondary Plan includes policies to direct land use around Victoria Park. The land use policies in the Draft Victoria Park Secondary Plan contemplate permitting a mixture of uses, similar to the existing land use mix in the area. Street-oriented retail and service uses are encouraged within the Victoria Park Secondary Plan boundary, and are required on the Richmond Street frontage to continue to foster the Richmond Street main street. Automotive uses are not permitted on any sites within the Secondary Plan boundary.

#### **4.8 Compatibility with Park Activities**

Victoria Park is an important City-wide resource for active and passive recreation, and is an important gathering space for festivals and events. The role of Victoria Park as a place of public gathering and celebration is one of the reasons for the park's Part IV heritage designation, as it has been a gathering place for Londoners since 1874. While certain festivals and events will move to Dundas Place when it is completed, it is anticipated Victoria Park will continue to host many festivals and events. The Draft Secondary Plan includes policies to help ensure the park's continued vitality and functionality as a space for festivals and events, as well as preserve the quality of the landscaped park grounds.

The Draft Victoria Park Secondary Plan includes a policy that requires a detailed wind study for all mid-rise and high-rise buildings to demonstrate that wind conditions will continue to be comfortable for users of the park and the pedestrian realm around the park.

Noise studies will also be required to be submitted with Site Plan Control applications for all new mid-rise or high-rise buildings. Noise will be mitigated through sound dampening building practices. This is intended to help implement the findings of the Music, Entertainment and Culture Districts Strategy, adopted by Municipal Council in 2018. The policy included in the Draft Victoria Park Secondary Plan also requires that purchasers and/or tenants be advised of the possibility of noise and festivals through the addition of a clause into the lease or agreement of purchase and sale, such that all moving into the area expect the noise that is generated by festivals in the park.

The Draft Secondary Plan also includes a policy that new mid-rise and high-rise developments will be required to provide on-site indoor and/or outdoor amenity space for residents. This is intended to help moderate the impact of increased intensification on the wear and tear of the park grounds. Concern about this wear and tear was identified in the Music, Entertainment, and Culture Districts Strategy and through community consultation.

#### **4.9 Consistency of Policies with the Provincial Policy Statement**

The policies identified in the Draft Secondary Plan are consistent with the Provincial Policy Statement. These policies balance the desire to promote efficient development patterns and the provision of a range and mix of housing types with the conservation of cultural heritage resources and encouraging a sense of place through well-designed built form. As these draft policies evolve through the preparation of the final Victoria Park Secondary Plan, they will continue to be reviewed to ensure consistency with the Provincial Policy Statement.

#### **4.10 Bill 108 – Changes to the Planning Act**

The Minister of Municipal Affairs and Housing introduced Bill 108, More Homes, More Choices Act, 2019 on May 2, 2019. The Bill proposes a number of amendments to 13 different statutes including the Planning Act. The intention of Bill 108 is to address the housing crisis in Ontario by minimizing regulations related to the residential development through changes to various Acts related to the planning process, including revisions to Section 37 of the Planning Act which provides municipalities with the ability to bonus for increased heights and densities.

As of the date of this report, Bill 108 has received Royal Assent. The resulting impact on municipal policies and regulations is not known at this time. Transition regulations are also unknown at this time. With the enactment of Bill 108, changes to Official Plan policies including those in The London Plan and those being considered in the Draft Victoria Park Secondary Plan will be required to align policies with any modifications to the Planning Act encompassed in Bill 108. This is a situation being faced by all municipalities throughout the province, as Official Plan policies may need to be revised to align with any changes to the Planning Act that arise from Bill 108.

The policies in the Draft Victoria Park Secondary Plan will be modified to align with Bill 108 when a revised Victoria Park Secondary Plan is considered by Municipal Council for adoption in the fourth quarter of 2019.

## 5.0 Next Steps

The Draft Victoria Park Secondary Plan is presented for information purposes and to gather feedback to inform the development of the final Victoria Park Secondary Plan. The policies included in this Draft Secondary Plan are subject to possible revisions through the continued learnings of the study process.

The Draft Victoria Park Secondary Plan will be circulated to the community and stakeholders. Staff will continue consultation on the Draft Secondary Plan throughout the third quarter of 2019. Feedback received will be considered through revisions to the Secondary Plan. The revised Secondary Plan will be brought forward to the Planning and Environment Committee in the fourth quarter of 2019.

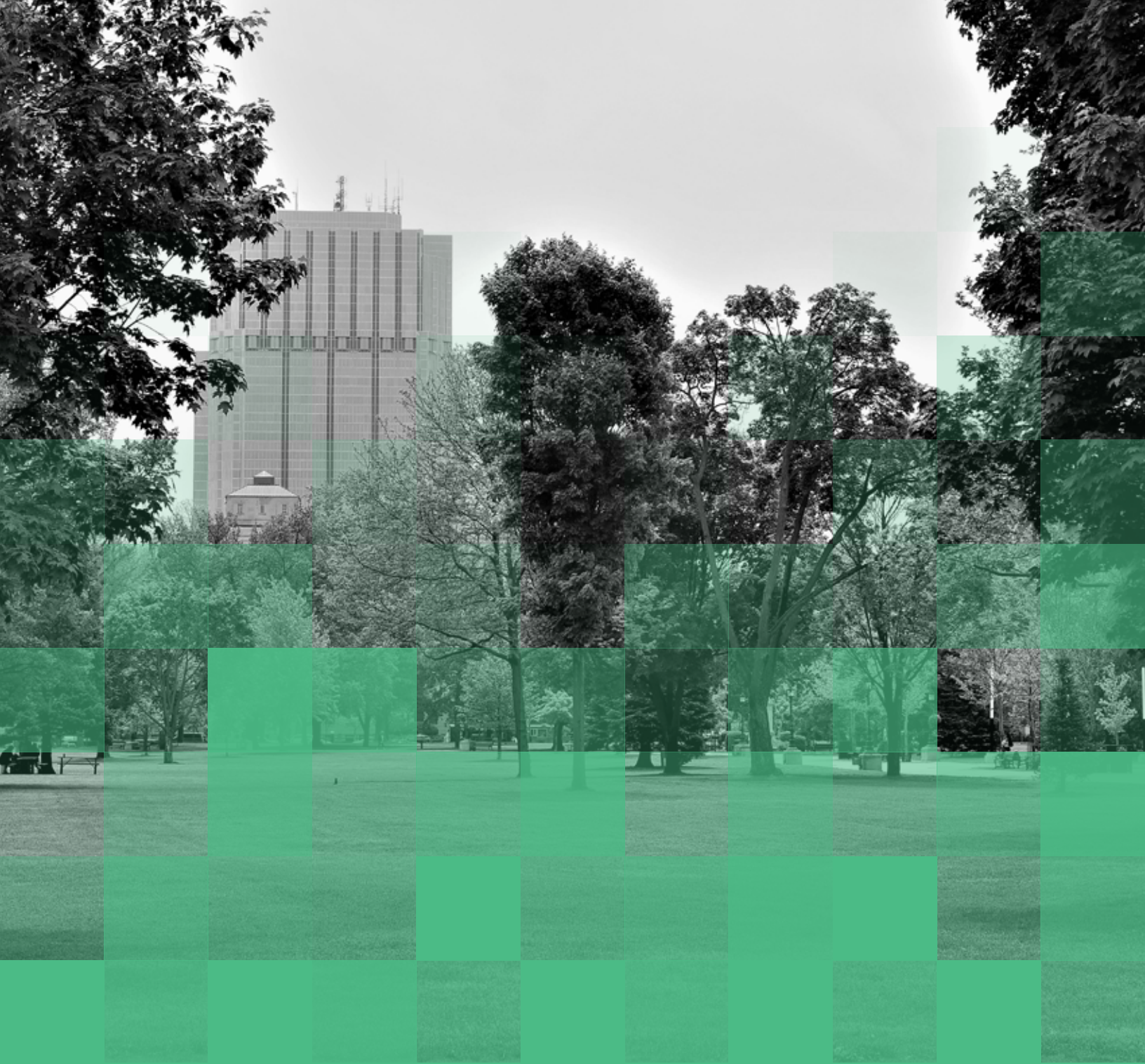
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Note: The opinions contained herein are offered by a person or persons qualified to provide expert opinion. Further detail with respect to qualifications can be obtained from Planning Services	

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# Victoria Park (Draft)

## Secondary Plan

June 2019





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# 1.0 Introduction

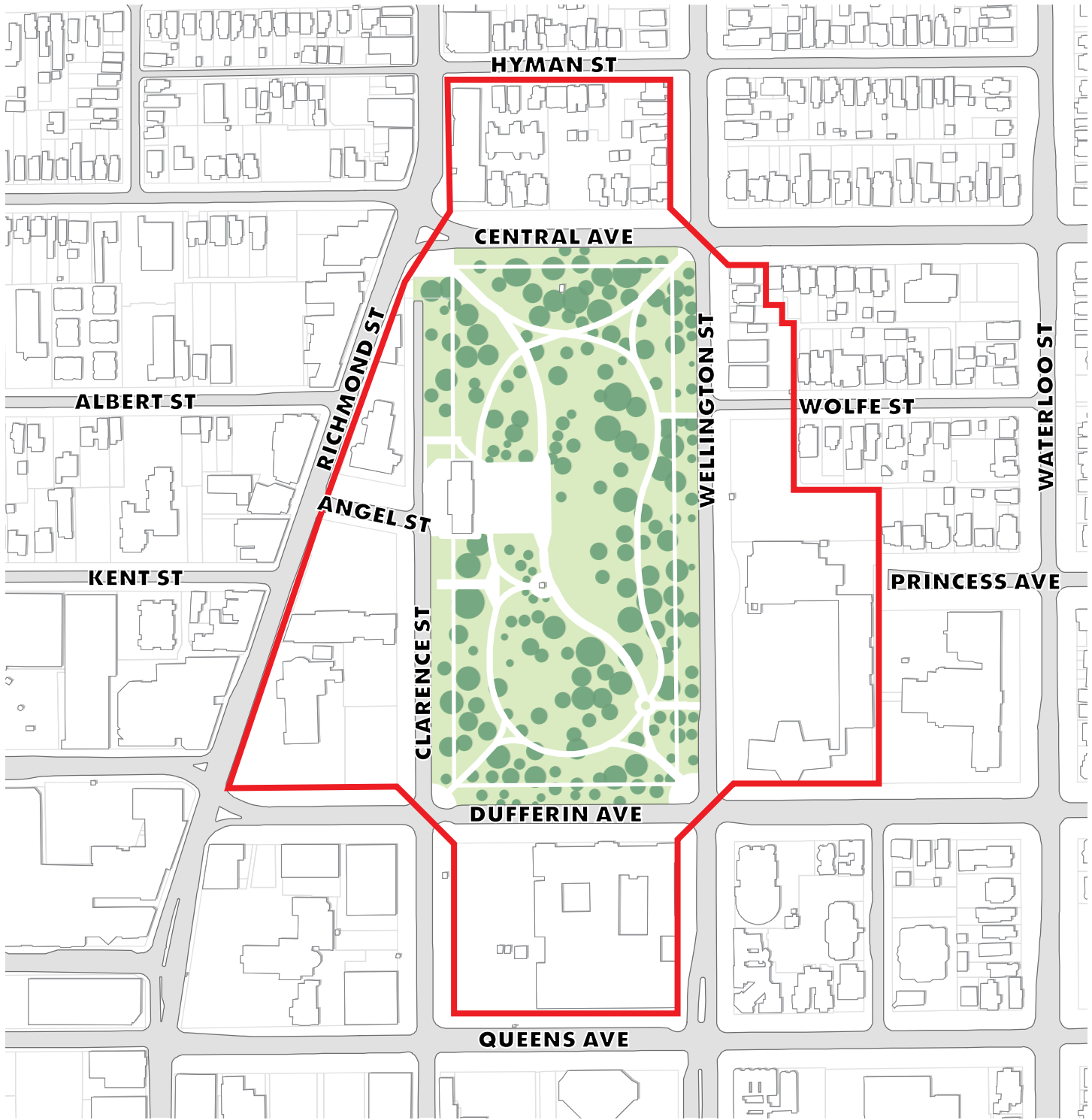
## 1.1 BACKGROUND

Victoria Park is centrally located in the City of London, adjacent to the downtown. The park has been an important feature at the heart of the city as a central gathering place for events and celebrations of city-wide significance, as well as an open space for active and passive recreation.

Development pressure on lands surrounding Victoria Park has warranted the creation of a comprehensive vision for future growth. The purpose of this Secondary Plan is to establish a policy framework to guide the future of the lands surrounding Victoria Park, recognizing that the existing overlapping policy framework is complex and has not yet considered the properties surrounding the park based on their unique relationship to the park.

This Secondary Plan considers how future development and redevelopment will relate to existing buildings, adjacent neighbourhoods, the downtown, and Victoria Park. Existing plans, policies, and guidelines applying to properties around the park have been taken into account to create the development framework and to provide clarity and consistency in reviewing future development applications. The policies in the *West Woodfield Heritage Conservation District Plan* and the *Downtown Heritage Conservation District Plan* will continue to apply to properties within the Victoria Park Secondary Plan boundary. Any future development applications will be evaluated on a site-by-site basis for conformity to the applicable Official Plan policies and the Heritage Conservation District Plans for the conservation of cultural heritage resources within the Secondary Plan boundary.

# Schedule 1: Secondary Plan Area



## Legend

 Victoria Park Secondary Plan Boundary



## 1.2 LOCATION

The Victoria Park Secondary Plan applies to properties around Victoria Park as identified in Schedule 1: Secondary Plan Area. This area has been delineated to include properties surrounding Victoria Park and properties that are anticipated to be consolidated for future development around the park. The surrounding context was considered in the preparation of the Secondary Plan, however the policies in the Secondary Plan will only apply within this boundary.

## 1.3 CULTURAL HERITAGE RESOURCES

The presence of cultural heritage resources within the Victoria Park Secondary Plan boundary are foundational to the character of the area. Cultural heritage resources within the Secondary Plan boundary include the *West Woodfield Heritage Conservation District*, the *Downtown Heritage Conservation District*, and a number of properties that are individually designated under Part IV of the Ontario Heritage Act or are listed on the City's Register. Appendix A: Cultural Heritage identifies cultural heritage resources within and adjacent to the Victoria Park Secondary Plan boundary.

The park itself is designated under Parts IV and V of the Ontario Heritage Act, as it is individually designated and also designated as part of the West Woodfield Heritage Conservation District. The individual designation under Part IV of the Ontario Heritage Act is based on Victoria Park's significant historic, architectural, and cultural heritage landscape importance. The Part IV heritage designation that applies to Victoria Park also recognizes that it has assumed a role as the "jewel of the parks system" in the City of London. Appendix B: Reasons for Designation - Victoria Park includes the reasons for designation for Victoria Park.



## 1.4 PURPOSE AND USE

This Secondary Plan presents a vision for the evolution of properties surrounding the park and provides a consistent framework to evaluate future development. It provides comprehensive built form, urban design, and land use directions that consider how future development should relate to the park and enhance the surrounding context, while ensuring conservation of the cultural heritage resources in the area.

Policies in this Secondary Plan apply to all properties in the Victoria Park Secondary Plan boundary unless where specifically noted as only applying to a specific property or Policy Area.

The policies of this Secondary Plan provide a greater level of detail than the policies of the Official Plan. Where the policies of the Official Plan provided sufficient guidance to implement the vision of this Secondary Plan, these policies were not repeated. As such, the policies of this Secondary Plan should be read in conjunction with the Official Plan, the applicable Heritage Conservation District Plans, and any other applicable policy documents. In instances where the overall policies of the Official Plan and the Victoria Park Secondary Plan are inconsistent, the Secondary Plan shall prevail.

The policies of this Secondary Plan that use the words “will” or “shall” express a mandatory course of action. Where the word “should” is used, suitable alternative approaches to meet the intent of the policy may be considered.



The policies of this Secondary Plan will be implemented through mechanisms set out in this Secondary Plan, public investments in infrastructure and public realm improvements, as well as other tools available to the City including the *Zoning By-law*, and the Site Plan Control.

The schedules form part of this Secondary Plan and have policy status whereas other figures and photographs included in the Secondary Plan are provided for graphic reference, illustration, and information.





## 1.5 VISION

The Victoria Park area will continue to evolve as a prominent destination that is cherished by Londoners. It will develop in a way that balances the desire to grow inward and upward with the need to conserve cultural heritage resources, be compatible with the surrounding context, and foster Victoria Park's continued use as a city-wide destination for recreation, relaxation and events. Future development of the area will celebrate the prominence of Victoria Park through design excellence, contributing to the continued success of this area as a destination for Londoners both now and in the future.



## 1.6 PRINCIPLES

The development of this Secondary Plan has been guided by the following principles:

- Preserve and strengthen visual connections to Victoria Park and create new view corridors where possible
- Improve and create new connections to Victoria Park
- Preserve and enhance the landscaped edges around Victoria Park
- Respect and conserve cultural heritage resources within and surrounding Victoria Park
- Frame Victoria Park with an appropriately-scaled streetwall that creates a comfortable pedestrian environment
- Identify opportunities for compatible and sensitive intensification
- Protect the residential amenity of the Woodfield Neighbourhood by mitigating impacts of new development
- Support and animate Victoria Park with active uses on the ground floor
- Design buildings to celebrate the prominence of Victoria Park as a city-wide gem
- Continue to enhance the amenity of Victoria Park as a neighbourhood green space, as well as a destination for all Londoners to attend festivals and events





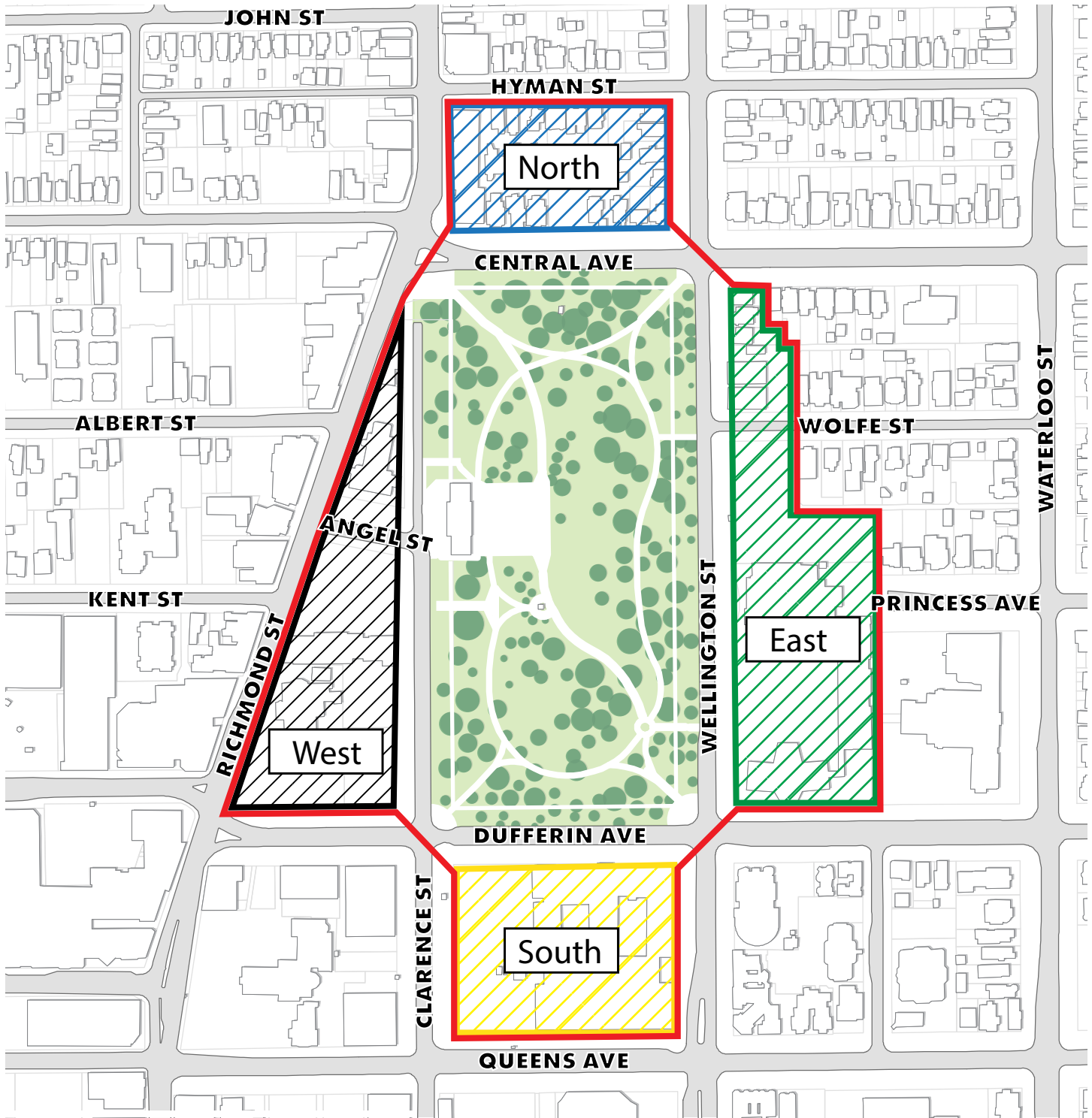
## 2.0 Policy Areas

### 2.1 OVERVIEW

The area subject to the Victoria Park Secondary Plan has been divided into four Policy Areas, each encompassing a different side of the park: North, East, South, and West, as identified in Schedule 2: Policy Areas. Most of the policies in the Secondary Plan apply to the entire area within the Victoria Park Secondary Plan boundary, but some identified policies apply to a specific side of the park due to the unique characteristics of each side of the park.

The boundaries and the unique characteristics of each of the four sides surrounding Victoria Park are detailed in the following sections.

## Schedule 2: Policy Areas



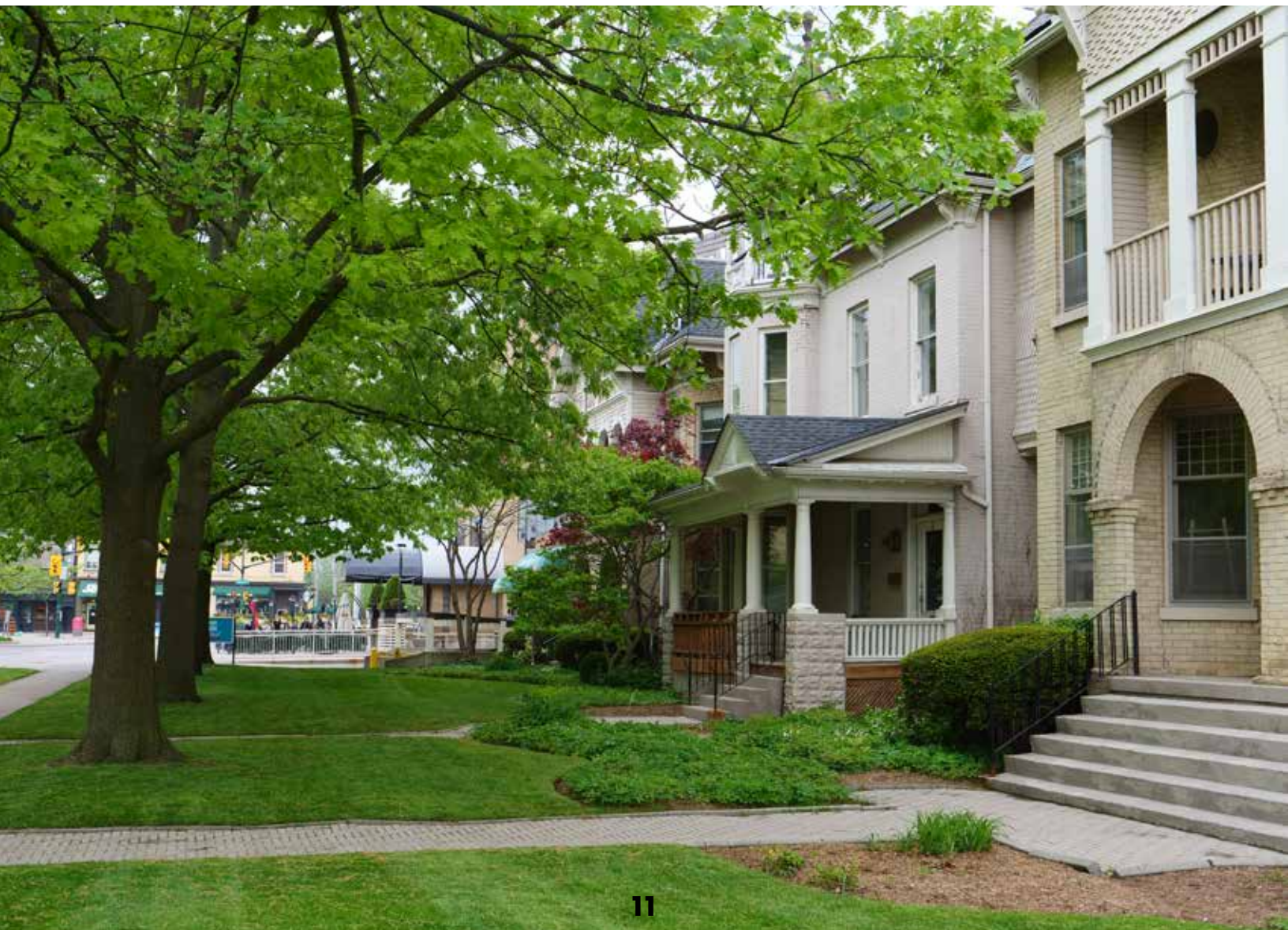
### Legend

-  Victoria Park Secondary Plan Boundary
-  North Policy Area
-  South Policy Area
-  West Policy Area
-  East Policy Area

## 2.2 NORTH POLICY AREA

The North Policy Area adjacent to Victoria Park is lined by 2.5-storey house-form buildings, many of which have been converted for office uses, with the exception of the Richmond Street frontage, which is occupied by a 4-storey mixed use building. A 3-storey residential building is located on the western portion of the interior of the block. While this Policy Area is not within a Heritage Conservation District, many of the properties in this Policy Area are listed on the City's Register.

A parking lot located on the eastern portion of the interior of the block presents an opportunity for intensification. The mid-rise building fronting Richmond Street also presents an opportunity for intensification, due to its proximity to a transit corridor.





## 2.3 EAST POLICY AREA

The East Policy Area is characterized by a broad mix of uses including City Hall, Centennial Hall, surface parking and a public square. A mix of other uses are also found, including professional offices, a multi-unit residential building, and a single detached dwelling. The southern portion of this block is located in the Downtown Place Type, and the northern portion is in the Neighbourhoods Place Type and also subject to the provisions of the Woodfield Neighbourhood Specific Policy Area. The entirety of this Policy Area is in the *West Woodfield Heritage Conservation District*.

There is opportunity for intensification of under-utilized sites in the East Policy Area, particularly south of Wolfe Street.



## 2.4 SOUTH POLICY AREA

The South Policy Area is in the Downtown Place Type and includes the iconic London Life Insurance Company building, which is a character defining feature of the block. This block is also entirely within the *Downtown Heritage Conservation District*.

The west portion of the block contains a large surface parking lot that presents an opportunity for intensification.



## 2.5 WEST POLICY AREA

The West Policy Area includes the triangular block between Richmond Street and Clarence Street. Richmond Street is a main street commercial corridor connecting to downtown. Clarence Street runs immediately adjacent to the park and is a planned transit corridor. The block consists of religious institutions, including St. Peter's Basilica Cathedral and First Baptist Church, as well as a limited amount of commercial uses and surface parking. The majority of this block is in the Downtown Place Type. With the exception of the northern property, it is also in the *West Woodfield Heritage Conservation District*.

Portions of this Policy Area present opportunities for intensification, particularly the surface parking lots.





## 3.0 Policies

### 3.1 OVERVIEW

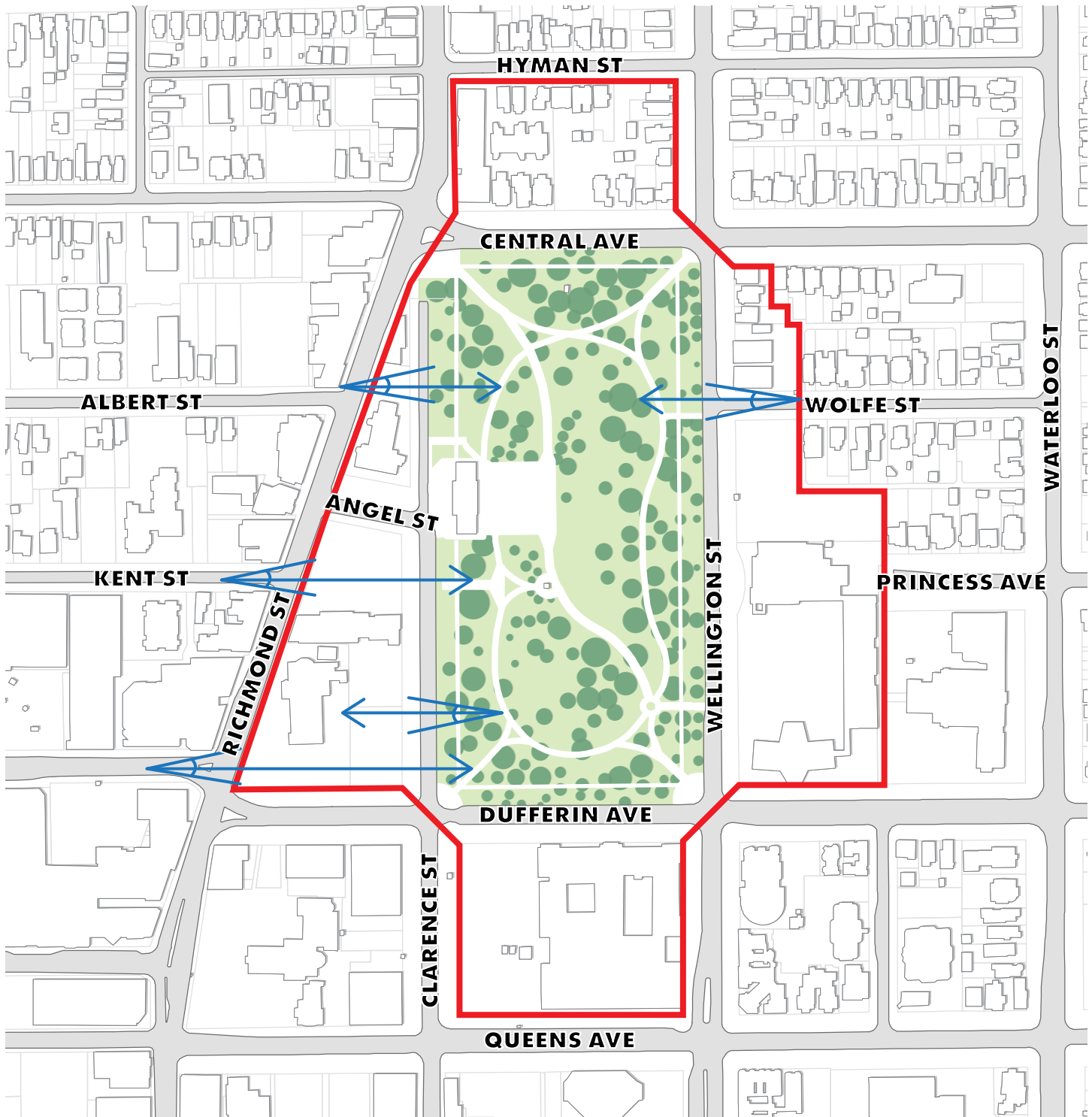
The intent of this Secondary Plan is to provide a policy framework to guide future development and public projects in the Victoria Park Secondary Plan area. Policies in this Secondary Plan support the vision by providing guidance on: view corridors, connections, public realm, cultural heritage, built form, land use, parking and compatibility with park activities.

The policies of this Secondary Plan generally provide a greater level of detail than the general policies of the Official Plan. Where the policies of the Official Plan provide sufficient guidance to implement the vision of this Secondary Plan, these policies were not repeated. As such, the policies of this Secondary Plan should be read in conjunction with the Official Plan. In instances where the overall policies of The London Plan and the Victoria Park Secondary Plan are inconsistent, the Secondary Plan shall prevail.

The policies of this Secondary Plan that use the words “will” or “shall” express a mandatory course of action. Where the word “should” is used, suitable alternative approaches that meet the intent of the policy may be considered.

The policies of this Secondary Plan will be implemented through mechanisms set out in this Secondary Plan, public investments in infrastructure and public realm improvements, as well as other tools available to the City including the *Zoning By-law* and *Site Plan Control By-law*. Planning and development applications will be evaluated based on the Planning and Development Application policies in the Our Tools section of *The London Plan* to ensure that the permitted range of uses and intensities is appropriate within the surrounding context.

### Schedule 3 – View Corridors



#### Legend

 Victoria Park Secondary Plan Boundary

 View Corridor

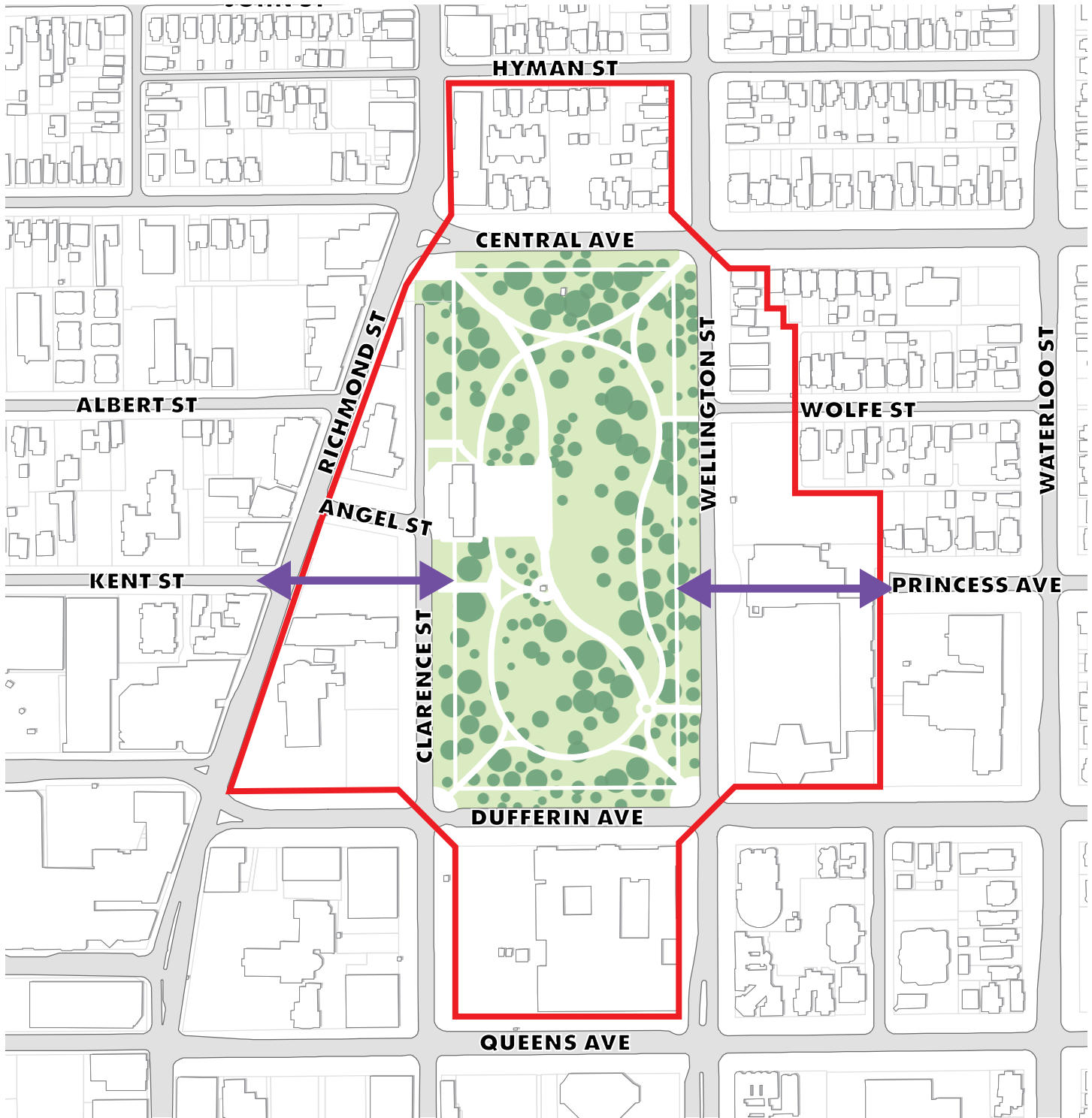
## 3.2 VIEW CORRIDORS

The preservation of existing view corridors and the creation of new view corridors will aid in orientation and help to maintain strong visual connections between Victoria Park and the surrounding area. View corridors to be maintained are specified in the policies below and identified in Schedule 3: View Corridors.



- a) Any proponent for a *Planning Act* application that may impact an existing view corridor identified below will be required to provide an urban design brief demonstrating how the existing view corridor will be maintained for pedestrians.
- b) View corridors to Victoria Park from Wolfe Street, Richmond Street, Kent Street, and Dufferin Avenue west of Richmond Street will be maintained.
- c) A view corridor to St. Peter's Basilica Cathedral from Victoria Park will be maintained.
- d) A view corridor from Kent Street to Victoria Park should be maintained, if development occurs in the West Policy Area.
- e) Any application for Site Plan, Zoning By-law and/or Official Plan Amendments on lands within the Victoria Park Secondary Plan will be required to explore:
  - i) The potential for adding new view corridors; and
  - ii) Creative or innovative ways to enhance existing view corridors (if applicable).



## Schedule 4 – Connections



### Legend

-  Victoria Park Secondary Plan Boundary
-  Proposed Connections



### 3.3 CONNECTIONS

Connections to Victoria Park help to improve access to the park and enhance the relationship of the park to its surroundings. Priority locations for new connections to Victoria Park are identified in Schedule 4: Connections.

- a) New connections to the park from Kent Street and Princess Avenue should be considered to improve access to the park if development occurs on lands that could facilitate these connections.
  - i) Connections will prioritize pedestrian access, but may incorporate flex-street or shared street design elements.
  - ii) Innovative approaches to connectivity may be considered such as enclosed or covered walkways through buildings.
- b) Wide sidewalks should be provided and maintained on streets adjacent to and leading to the park as part of any future public works project to create a comfortable pedestrian environment and promote accessibility.
- c) The provision enhanced of pedestrian amenities, such as benches, will be encouraged during site plan approval.
- d) Transit infrastructure such as transit stops and street improvements should be enhanced in areas around the park through redevelopment.



### 3.4 PUBLIC REALM

Improvements to the streetscape and public space around Victoria Park will help to strengthen the connection between Victoria Park and its surroundings, enhance the pedestrian environment, and expand the green landscaping of the park into the surrounding area. These green edges are anticipated to primarily be located on public land due to the minimal setbacks of existing buildings to front property lines and the existing wide right-of-ways and boulevards.

- a) Landscaping and green space in building setbacks and the public right-of-way will be enhanced by maintaining and reinforcing the existing built form edge. Hard surfaces will be limited to driveways, pedestrian entranceways, bicycle parking areas, benches and patios.
- b) The preservation of existing street trees and the planting of new large canopy trees is encouraged.
- c) The green edge between St. Peter's Basilica Cathedral and Dufferin Avenue, should be maintained.



### 3.5 CULTURAL HERITAGE

The cultural heritage resources surrounding Victoria Park are foundational to its character. In addition to the cultural heritage policies in this Secondary Plan, the objectives and policies in the *Downtown Heritage Conservation District* and *West Woodfield Heritage Conservation District* Plans will continue to apply. Appendix A: Cultural Heritage identifies cultural heritage resources within and adjacent to the Victoria Park Secondary Plan.

- a) On-site and adjacent cultural heritage resources and their heritage attributes will be conserved.
  - i) Any new buildings must be both physically and visually compatible with the surrounding cultural heritage resources.
  - ii) New and renovated buildings shall be designed to be sympathetic to the heritage attributes through measures including but not limited to massing, rhythm of solids and voids, significant design features, and high quality materials.
- b) New development shall be compatible with the heritage character of the surrounding Heritage Conservation Districts, through consideration of height, built form, setback, massing, material, and other architectural elements.
- c) The design guidelines in the *Downtown Heritage Conservation District* and the *West Woodfield Heritage Conservation District* will be used to review and evaluate proposals for new buildings in these Heritage Conservation Districts to ensure compatibility with the surrounding context.



### 3.6 BUILT FORM

The following built form policies will help to shape future development in a way that balances intensification and compatibility, and provides a transition between the downtown and low-rise residential neighbourhoods. Built form will be designed to ensure impacts on the park and existing context are minimized, and the design of new development frames the park.

Victoria Park is the “jewel of the parks system” in the City of London, and is a location of civic importance that must be complemented by development that meets a high standard of design. As such, all new development is expected to be of a high standard of urban and architectural design, celebrating the prominence of the Victoria Park area.



### 3.6.1 GENERAL BUILT FORM

- a) The setback of new buildings will respond to the existing built form context and reinforce the established built form edge with the intent of maintaining a continuous street wall that frames the edges of the park. New development should be located close to the front property line while still providing sufficient setbacks to avoid building elements from encroaching into the right-of-way.
- b) The design of new buildings and additions to existing buildings should make effort to minimize the impacts of shadows on the park, public realm and the *West Woodfield Heritage Conservation District*, as applicable.
- c) Significant cultural heritage resources and their heritage attributes shall be conserved.
- d) High- and mid-rise buildings shall be designed to express three defined components: a base, middle and top. Alternative design solutions that address the following intentions may be permitted:
  - i) the base shall establish a humanscale façade with active frontages including, where appropriate, windows with transparent glass, awnings, lighting, and the use of materials that reinforce a human scale
  - ii) the middle shall be visually cohesive with, but distinct from, the base and top
  - iii) the top shall provide a finishing treatment, such as a roof or a cornice treatment, and will serve to hide and integrate mechanical penthouses
- e) All new development will be subject to a public site plan review.





### 3.6.2 FAÇADE DESIGN

- a) Building façades shall be articulated to reflect the scale and the rhythm of existing buildings along the edge of the park.
- b) High quality materials, such as brick and natural stone, will be used to complement the character and quality of buildings around the park and adjacent areas. The use of stucco and exterior insulation and finishing system (EIFS) will not be permitted.

### 3.6.3 ACTIVATION

Creating active building facades encourages walkability, passive surveillance and a pedestrian friendly environment surrounding the park and also fronting onto the Richmond Row main street.

- a) Main building entrances shall front onto the park, unless the building also has frontage on Richmond Street in which case the main building entrance will be located on Richmond Street with a secondary entrance onto the park.
- b) Multiple building entrances are encouraged. Corner buildings and buildings with two street frontages should have entrances onto both streets.
- c) Residential units at grade will have pedestrian access directly from the right-of-way.
- d) Regardless of the intended use, the ground floor of new buildings shall be designed with the flexibility to accommodate conversion to non-residential uses in the future. Strategies could be considered, such as providing a raised floor over the slab that can be removed to provide additional ground floor height in the future.



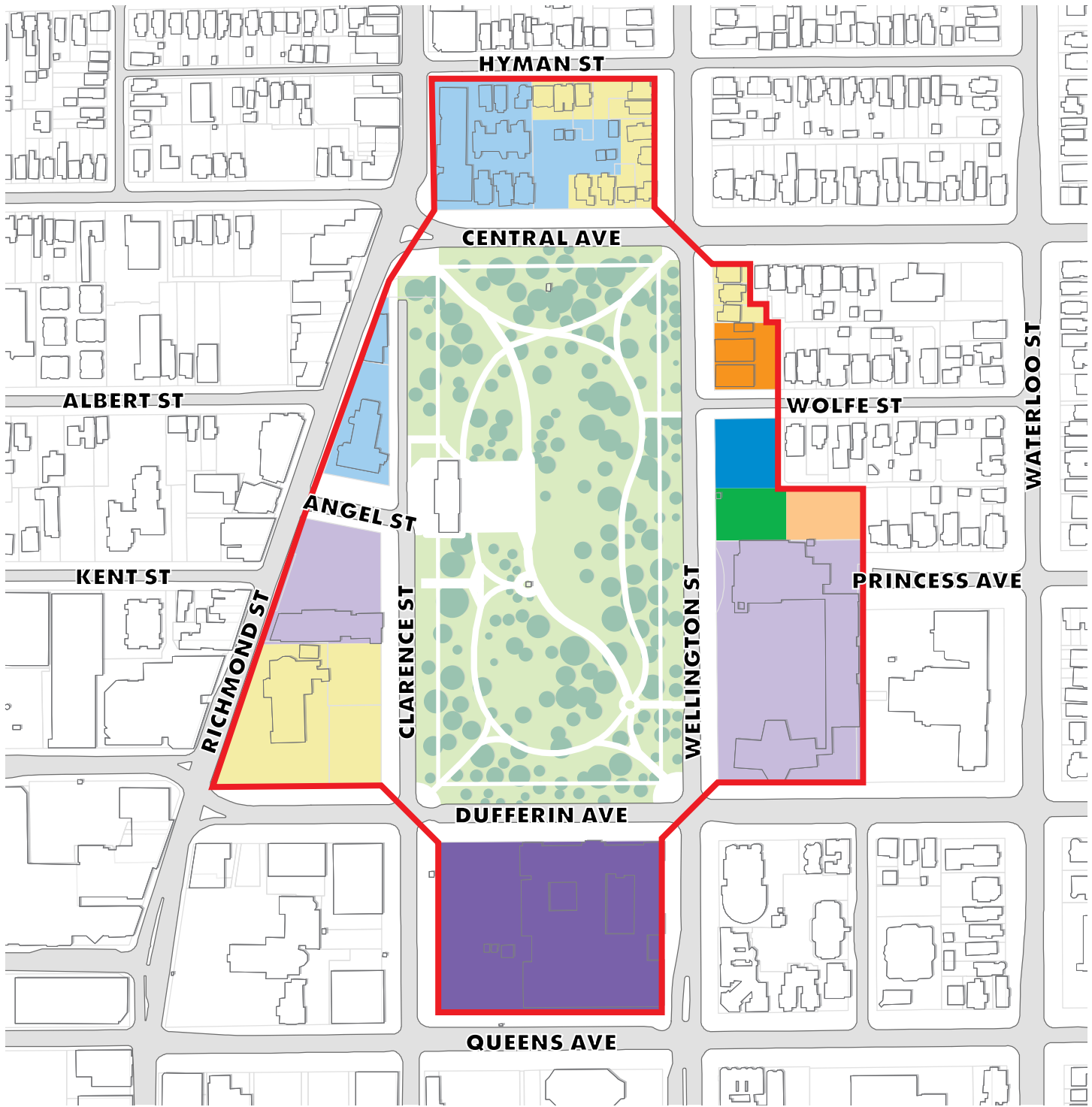
- e) Attractive and active frontages shall be located around all edges of the park. All building faces oriented towards the park should exhibit a high level of architectural detail, large transparent windows and high quality materials. Blank walls, parking, services and utilities will not face towards the park or Richmond Street.
- f) Attractive and active frontages shall be located around all edges of the park. All building faces oriented towards the park should exhibit a high level of architectural detail, and high quality materials. Blank walls, parking, services and utilities will not face towards the park or Richmond Street.

### **3.6.4 PARKING**

While parking is recognized as a continued need in proximity to Victoria Park, it should be provided in a way that does not detract from the pedestrian realm surrounding the park, nor the City-wide importance of this green space.

- a) Parking and service entrances shall not front onto the park or pedestrian walkways. Parking and service entrances will be located on side streets, behind buildings and along laneways where possible.
- b) Parking should be provided underground where possible. New surface parking lots shall not be permitted within the Victoria Park Secondary Plan boundary.
- c) Above-grade structured parking shall be wrapped on all exterior lot lines with residential, retail, service, community facility or office uses.
- d) Parking shall not be located between the building and public right-of-way

Schedule 5- Permitted Heights



Legend

- Victoria Park Secondary Plan Boundary
- 2-4 Storeys
- 2-6 Storeys
- 2-8 Storeys
- 2-12 Storeys
- 2-12 Storeys (up to 16 with bonusing)
- 2-16 Storeys (up to 20 with bonusing)
- 3 (or 9m) -20 Storeys (up to 25 with bonusing)
- 3 (or 9m) - 20 Storeys (up to 35 with bonusing)

### 3.6.5 PERMITTED HEIGHTS

Minimum and maximum permitted heights for new development within the Victoria Park Secondary Plan boundary are described below and identified in Schedule 5: Permitted Heights.

- a) Building heights will transition from higher buildings in the downtown and fronting Richmond Street to lower buildings near low-rise residential areas.
- b) The Zoning By-law will provide more detail on individual permitted heights; this may not include the full range of heights identified in this Secondary Plan.

#### 3.6.5.1 North Policy Area

- a) The range of permitted heights for the western portion of the North Policy Area and the interior of the block are between 2 and 12 storeys, with up to 16 storeys permitted through bonusing. The remainder of the Policy Area has a range of permitted heights between 2 and 4 storeys.

#### 3.6.5.2 East Policy Area

- a) Buildings will be designed to transition downward in height from the Wellington Street frontage to the low-rise residential area to the east.
- b) The southern portion of the East Policy Area, the City Hall Block, allows a range of permitted heights of 2 to 20 storeys, with up to 25 storeys permitted through bonusing.
- c) The middle portion of the East Policy Area, south of Wolfe Street, allows a range of permitted heights of 2 to 16 storeys, with up to 20 storeys permitted through bonusing for the southern portion of this site, transitioning to a range of permitted heights of 2 to 12 storeys for the northern





portion of this site. A range of permitted heights between 2 to 6 storeys is allowed for the southeast portion of this site.

- d) The northern portion of the East Policy Area, north of Wolfe Street, allows a range of permitted heights of 2 to 8 storeys for the lot adjacent to Wolfe Street, and 2 to 4 storeys for all portions north of this site.

#### **3.6.5.3 South Policy Area**

- a) The range of permitted heights in the South Policy Area is 2 to 20 storeys, with up to 35 storeys permitted through bonusing.

#### **3.6.5.4 West Policy Area**

- a) The range of permitted heights in the West Policy Area is 2 to 4 storeys for the portion of the Policy Area occupied by St. Peter's Basilica Cathedral and 2 to 20 storeys, up to 25 storeys with bonusing, for the portion of this Policy Area that is north of St. Peter's Basilica Cathedral but south of Angel Street. The portion of the West Policy Area north of Angel Street allows a range of permitted heights of 2 to 12 storeys, with up to 16 storeys permitted through bonusing.

### **3.6.6 MID-RISE FORM**

For the purposes of this Secondary Plan, mid-rise buildings will be described as buildings 4 storeys in height and up to and including 8 storeys in height.

- a) The streetwall of new mid-rise buildings shall have a height of 4 to 5 storeys to frame the park, except along the Richmond Street frontage where streetwalls shall have a height of 2 to 3 storeys.
- b) Buildings shall step back a minimum of 5 metres above the streetwall for all portions of mid-rise buildings fronting Victoria Park and Richmond Street.
- c) Buildings shall step back a minimum of 3 metres above the streetwall for all portions of mid-rise buildings not fronting Victoria Park or Richmond Street, but fronting public streets or pedestrian walkways.
- d) Shadow studies shall be required for all planning and development applications for new mid-rise buildings to demonstrate how the impact of shadows on the park, public realm, and West Woodfild Heritage Conservation district are being minimized.



### 3.6.7 HIGH-RISE FORM

For the purposes of this Secondary Plan, high-rise buildings will be described as buildings 9 storeys in height and taller. High-rise buildings will be designed with a podium base and tower above.

- a) The podiums of new high-rise buildings shall have a height of 4 to 5 storeys to frame the park, except along the Richmond Street and Central Avenue frontages where podiums shall have a height of 2 to 3 storeys.
- b) Buildings shall step back a minimum of 5 metres above the podium for all portions of high-rise buildings fronting Victoria Park or Richmond Street.
- c) Buildings shall step back a minimum of 3 metres above the streetwall for all portions of high-rise buildings not fronting Victoria Park or Richmond Street, but fronting public streets or pedestrian walkways.
- d) High-rise buildings should have a minimum separation distance of 30 metres between towers. This separation distance is intended to:
  - i) Enhance the ability to provide a high-quality, comfortable public realm
  - ii) Protect development potential of adjacent sites
  - iii) Provide access to sunlight on surrounding streets and Victoria Park
  - iv) Provide access to natural light and a reasonable level of privacy for occupants of tall buildings
- v) Provide pedestrian-level views of the sky between tall buildings particularly as experienced from adjacent streets, Victoria Park, and views between towers for occupants of tall buildings
- vi) Limit the impacts of uncomfortable wind conditions on streets, Victoria Park, and surrounding properties
- e) All portions of high-rise buildings above the podium should be setback a minimum of 15 metres from the property line of any adjacent sites that could accommodate a high-rise development, as to not compromise the development potential of adjacent properties.
- f) Residential tower floor plates in high-rise buildings should be a maximum of 750 square metres to limit large shadows on streets, the park, and nearby properties. Office uses may have larger floor plates based on operational requirements, but should be designed to limit large shadows on streets, the park, and nearby properties
- g) Shadow studies shall be required for all planning and development applications for new high-rise buildings to demonstrate how the impact of shadows on the park, public realm, and West Woodfield Heritage Conservation district are being minimized.
- h) Towers shall not have any blank facades
- i) The top portions of the tower shall be articulated through the use of a small setback, difference in articulation, or the use of an architectural feature. The mechanical penthouse shall be integrated into the design of the tower.



### 3.7 BONUSING

Additional direction is provided on bonusing beyond what is provided in the Official Plan to ensure that the matters provided in exchange for additional height and density meet the needs of the area surrounding Victoria Park.

In accordance with the permitted heights identified in Schedule 5: Permitted Heights, additional height up to the limits specified may be permitted through the use of a bonus zone.

- a) Where high-rise forms are permitted and where it can be demonstrated that significant measures are put in place to support or mitigate additional height or density, City Council may pass a by-law, known as a bonus zone, to authorize increases in the height and density of development beyond what is otherwise permitted by the *Zoning By-Law*, in return for the provision of such facilities, services, or matters as are set out in the bonus zone.
- b) The following facilities, services, and matters will be prioritized when permitting additional height and density through bonusing on lands within the Victoria Park Secondary Plan boundary:
  - i) Affordable housing
  - ii) Securing and developing new publicly-accessible pedestrian connections
  - iii) Publicly-accessible car parking, car sharing, and bicycle sharing facilities
  - iv) Contribution to the development of transit amenities, features, and facilities



### 3.8 LAND USE

Land uses around Victoria Park should be supportive of the active pedestrian realm around the park, while recognizing the prominence of Richmond Street as a main street. The *Zoning By-law* will provide more detail on individual permitted uses; this may not include the full range of uses identified in this Secondary Plan.

- a) A broad range of residential, retail, service, office, community facility and other related uses may be permitted within the Victoria Park Secondary Plan boundary.
- b) A minimum of 60% of the Richmond Street frontage at grade will be street-related retail and service uses oriented towards Richmond Street. Community facility and institutional uses may be permitted if they are to be used for street-oriented, active uses.
- c) New development that does not have frontage on Richmond Street is encouraged to have street-oriented retail and service uses at grade.
- d) Auto-oriented uses are prohibited and drive through facilities will be prohibited within the Victoria Park Secondary Plan boundary.



### 3.10 COMPATIBILITY WITH PARK ACTIVITIES

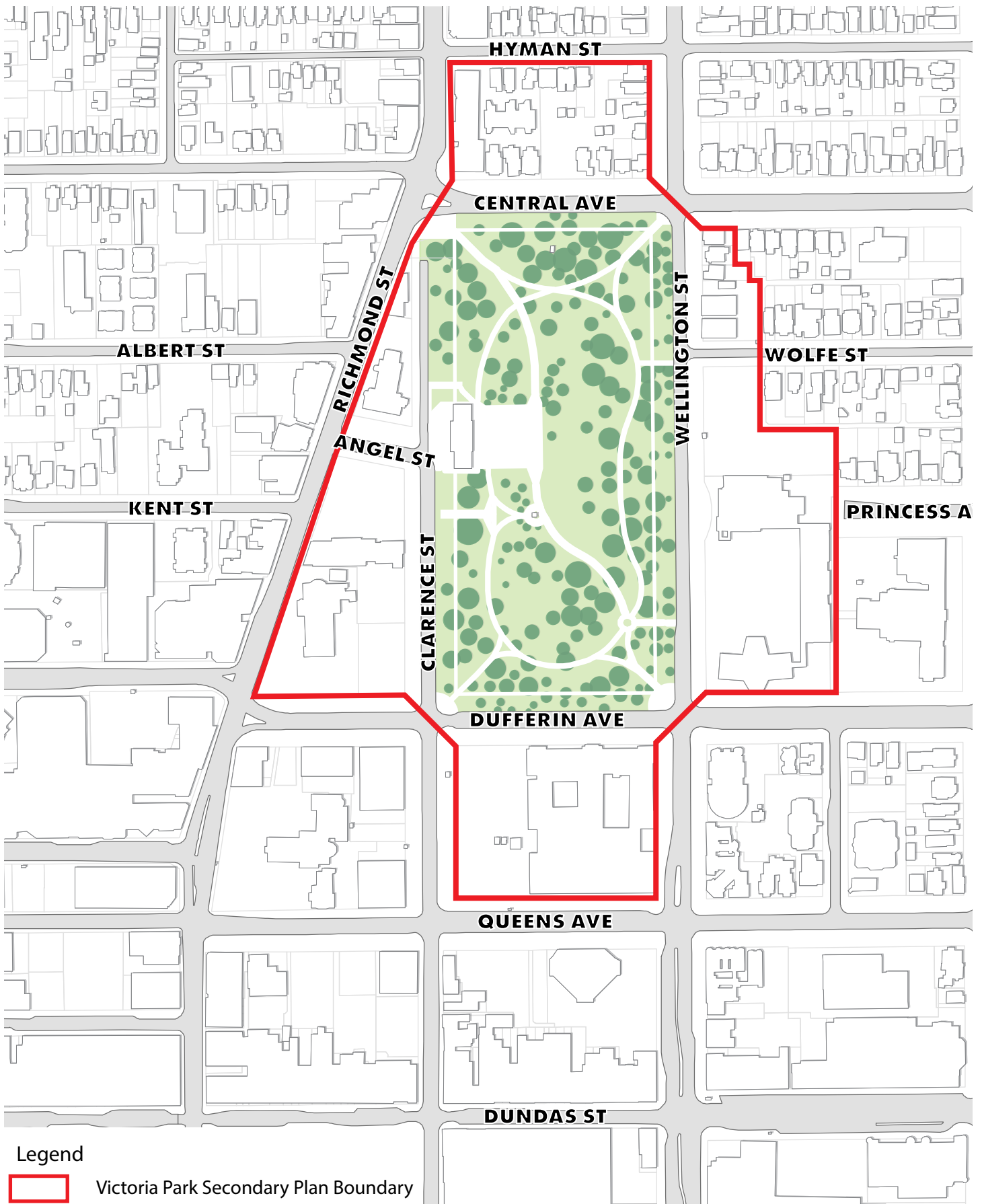
Victoria Park serves as an important city-wide resource for active and passive recreational activities. It is also an important neighborhood resource for residents of Woodfield and the downtown. It is important to ensure the continued vitality and functionality of Victoria Park as a destination for Londoners.

- a) Noise studies shall be submitted with all Site Plan Control applications for new mid-rise or high-rise residential developments and should consider how noise from festivals will be mitigated through sound dampening building practices. Purchasers and/or tenants should be advised of the possibility of noise from festivals though the addition of a warning clause to the lease or agreement of purchase and sale and registered on title.
- b) Wind studies shall be submitted with all Site Plan Control applications for new mid-rise or high-rise residential developments to provide information on the existing wind conditions and the wind conditions that can be expected when the proposed development is constructed. The study will demonstrate how the wind conditions that are expected to be generated by the proposed development are being mitigated, and demonstrating the resulting wind conditions after mitigation are comfortable for pedestrians on sidewalks and users of the park.
- c) New mid-rise and high-rise multi-unit residential developments shall provide indoor and/or outdoor communal amenity space for residents to help moderate the impacts of increased intensification on the grounds of Victoria Park.

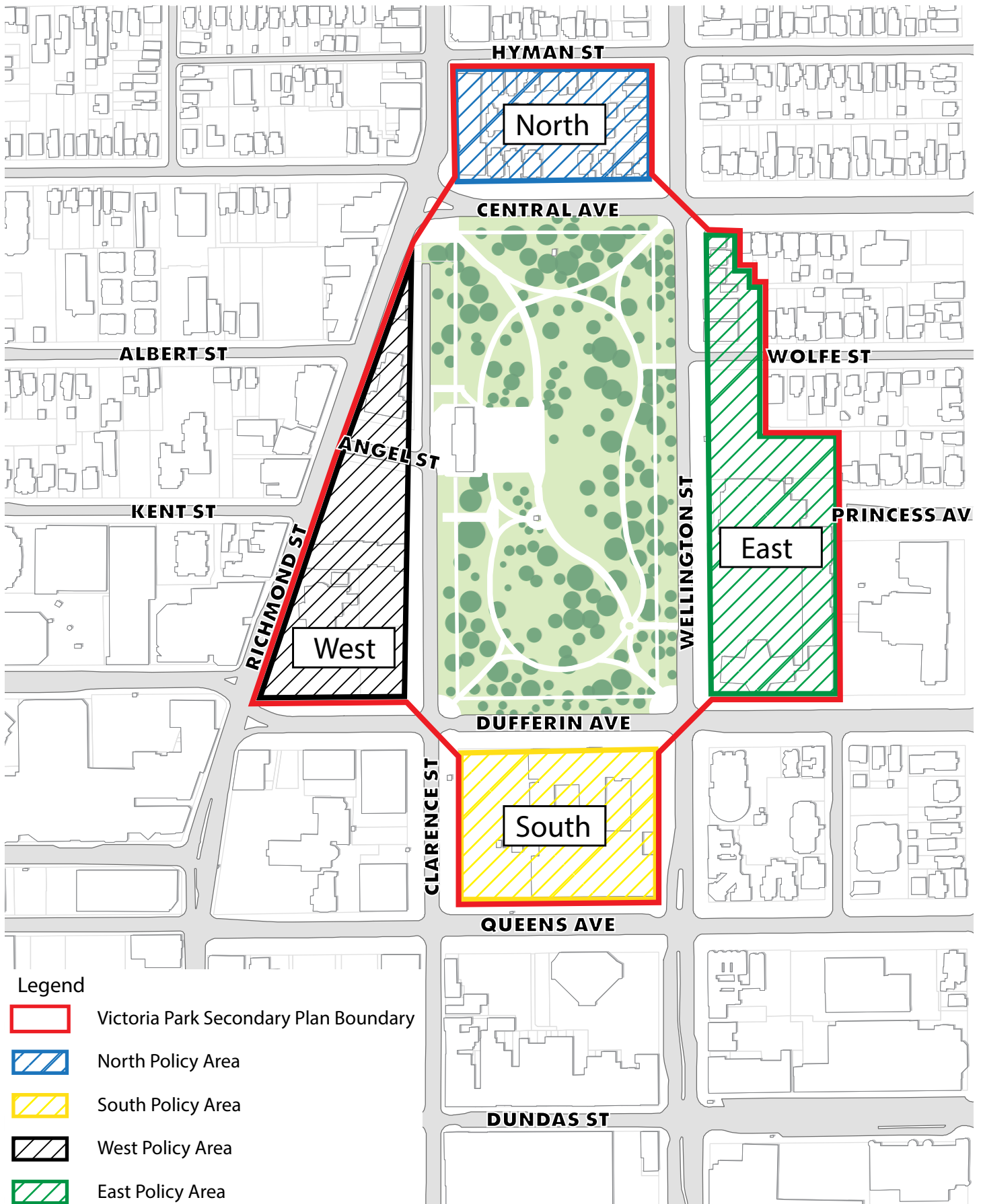


## 4.0 Schedules

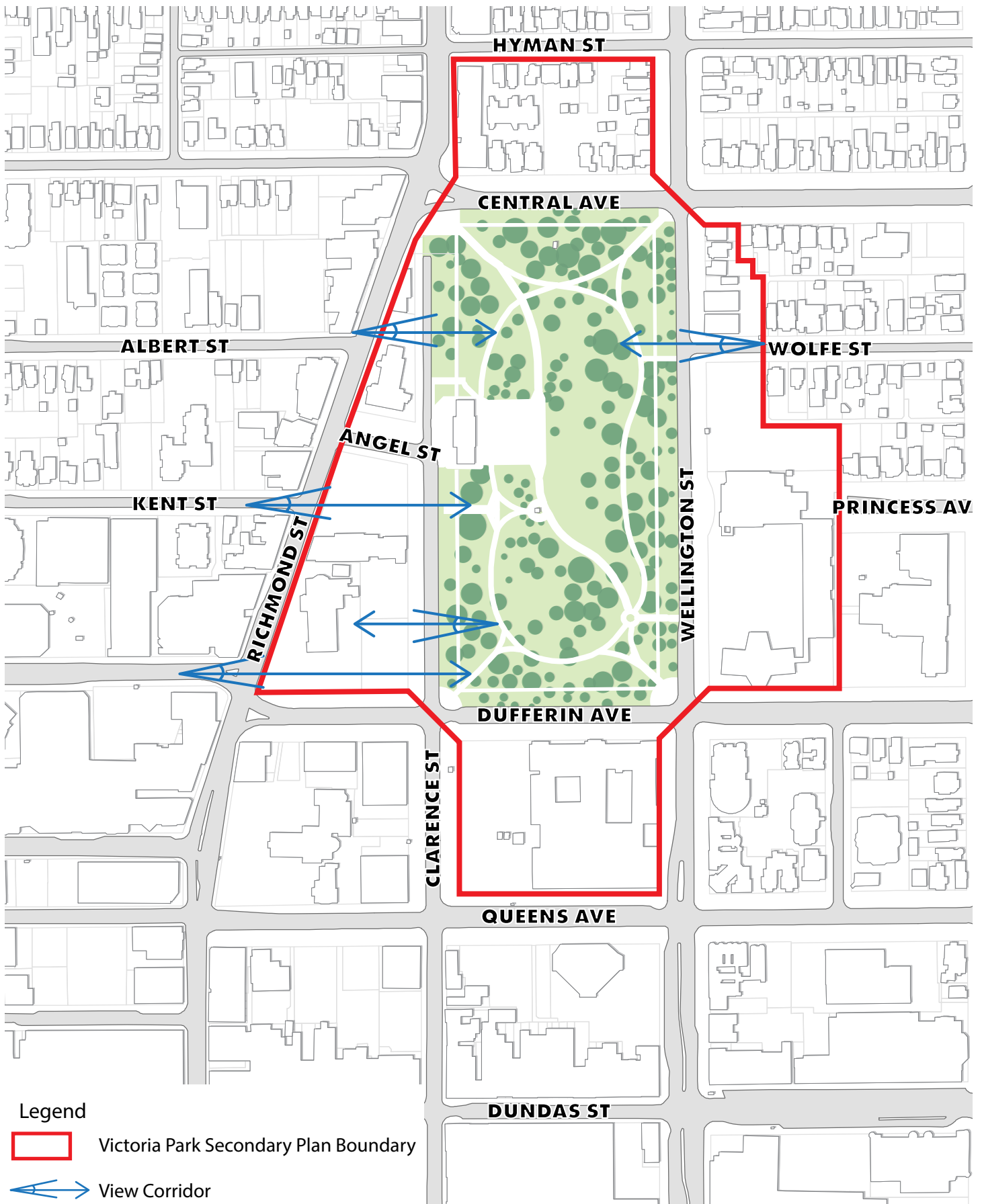
# SCHEDULE 1: SECONDARY PLAN AREA



## SCHEDULE 2: POLICY AREAS

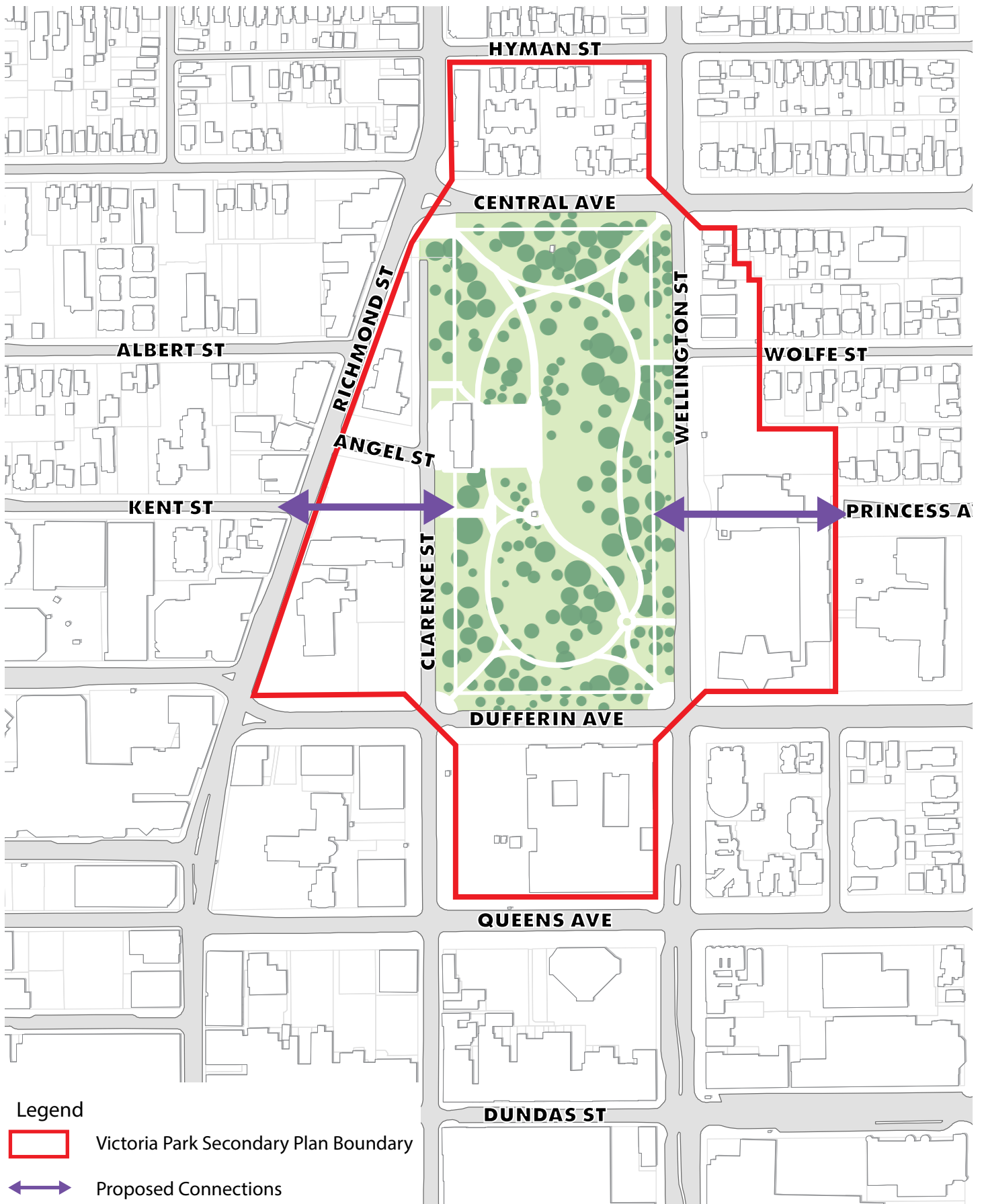


# SCHEDULE 3: VIEW CORRIDORS

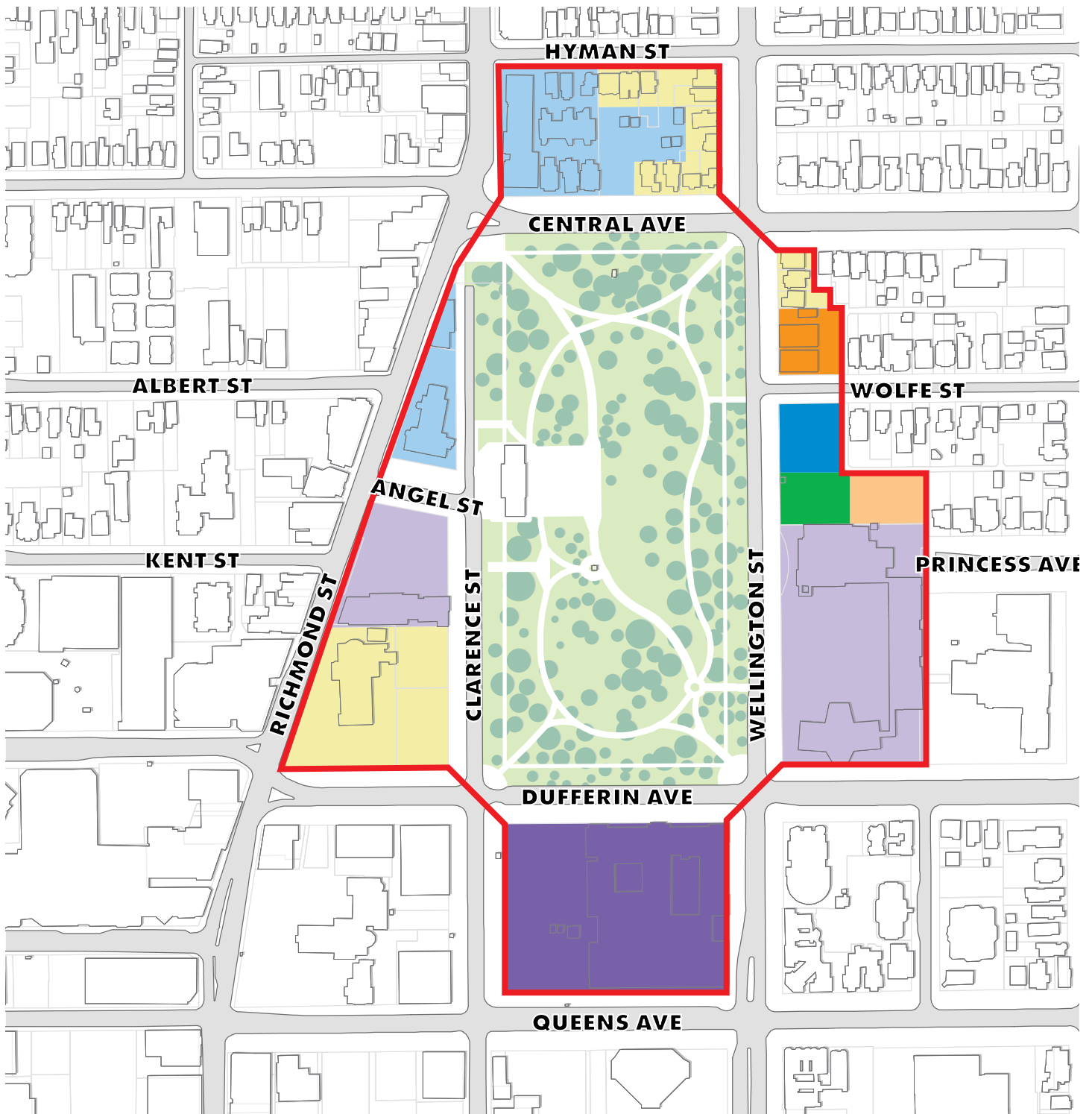




# SCHEDULE 4: CONNECTIONS



# SCHEDULE 5: PERMITTED HEIGHTS



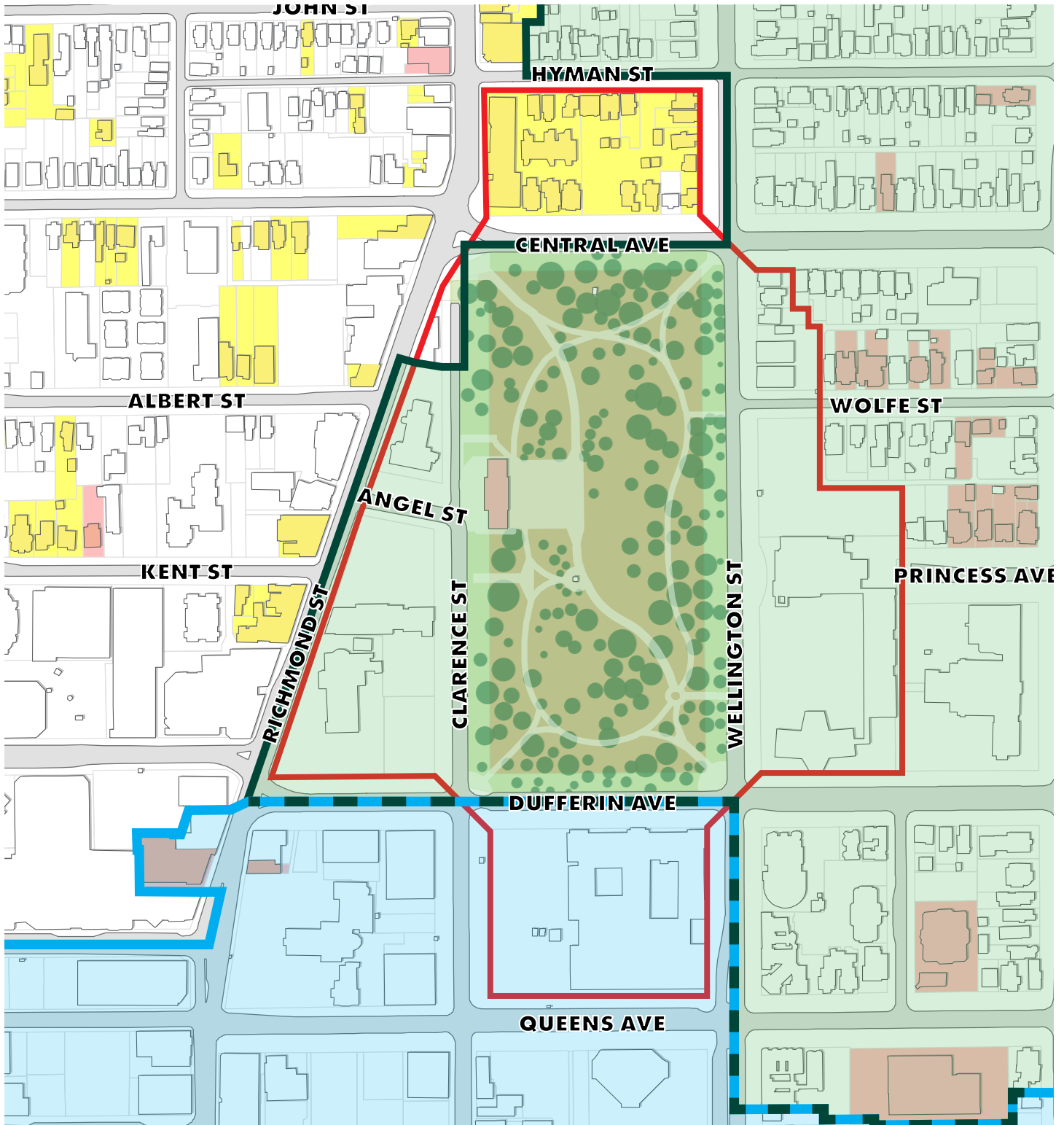
## Legend

- Victoria Park Secondary Plan Boundary
- 2-4 Storeys
- 2-6 Storeys
- 2-8 Storeys
- 2-12 Storeys
- 2-12 Storeys (up to 16 with bonusing)
- 2-16 Storeys (up to 20 with bonusing)
- 3 (or 9m) - 20 Storeys (up to 25 with bonusing)
- 3 (or 9m) - 20 Storeys (up to 35 with bonusing)








## 5.0 Appendices

# APPENDIX A: CULTURAL HERITAGE



## Legend

- |                                                                                     |                                                                |                                                                                     |                                                      |
|-------------------------------------------------------------------------------------|----------------------------------------------------------------|-------------------------------------------------------------------------------------|------------------------------------------------------|
|  | Victoria Park Secondary Plan Boundary                          |  | Listed On City's Heritage Inventory                  |
|  | West Woodfield Heritage District Boundary<br>Part V Designated |  | Individually Part IV Designated<br>Heritage Property |
|  | Downtown Heritage District Boundary<br>Part V Designated       |                                                                                     |                                                      |

# APPENDIX B: REASONS FOR DESIGNATION - VICTORIA PARK

## SCHEDULE "A"

To By-law No. L.S.P.-3311-283

Victoria Park is bounded by Central Avenue, Clarence Street, Dufferin Avenue and Wellington Street including part of Princess Avenue (formerly known as Bond Street) closed by By-law registered as Instrument GD34133 in the City of London and County of Middlesex being all of PIN 08266-0001.

## SCHEDULE "B"

To By-law No. L.S.P.-3311-283

### REASONS FOR DESIGNATION - VICTORIA PARK

(The Block bounded by Dufferin Avenue, Clarence Street, Central Avenue, and Wellington Street)

#### Historical Reason

Victoria Park represents a unique combination of beauty, amenity and heritage in the City of London. The 6.25 hectare park has been a gathering place for Londoners since 1874. Victoria Park is of significant historic, architectural and cultural heritage landscape importance in five key areas:

- (a) As a registered archaeological site;
- (b) Military history;
- (c) A designed landscape;
- (d) A place of public gathering and celebration; and
- (e) Monuments

Victoria Park is a significant resource for archaeology in London, exhibiting three critical layers of historic importance. Prehistoric remains from the native occupation of the area can be found below ground, as well as, remains from the British Military occupation. The Framed Infantry Barracks which covered the northern two-thirds of the park property in the period circa 1838-1873 represents the largest and best preserved historic site in the City of London. Victoria Park is also the City's most celebrated designed landscape from the 19<sup>th</sup> Century, created by American landscape architect Charles Miller 1878. The layout of the landscape was reminiscent of an English parkland with drives and tree lined walks, fountains, floral areas and bandstand. Limited remains for this grand parkland era remain today. Victoria Park, from its conception, has continually evolved in its role and relationship to London. Its development must be seen in conjunction to the history of design, society and conventions, and the City's fiscal and management considerations of various periods. To date the park has been idealized as a pleasure ground, a venue of horticultural and artistic expression, a recreational facility and most recently a civic space for special events.

Archaeological investigations of Victoria Park indicate that the property represents the single largest and best preserved historic archaeological site in the City of London. It is arguably the most important historic archaeological site in the City by virtue of its significance to the history of the region and to the development of the municipality. Altogether, these remains represent some of the most important complex issues for future management within the property.

Archaeological assessment indicates a number of components within the park including evidence of prehistoric Iroquoian occupation sometime within the period 800-1550 AD.

Historic research has determined that the Framed Infantry Barracks covered an area of some 10 acres including the entire northern two-thirds of Victoria Park; the southern third was used as the drill ground and cricket ground. This Barracks formed an integral part of the British Military Reserve established in London following the Rebellion of 1827. The British Garrison was based in London from 1838 to 1853, when troops were withdrawn to be sent to the Crimean War, and again from 1861 to 1869. During the mid to late 1850s, the complex served as a refugee camp for escaped slaves from the United States and as the site of a racially integrated school. The barracks survived until the early 1870s, when a fire destroyed the officers' quarters, and the remainder of the structures were cleared in preparation for the creation of Victoria Park.

The barracks complex included several dozen structures surrounded by a stockade with projecting bastions. The major structures centred around a parade square. It was bounded by the soldiers' quarters to the north, the officers quarters to the south, the hospital compound to the west, and the canteen, cells, defaulters room and powder magazine to the east.

When the British Government saw no reason to retain the garrison lands, the drive to have the land become a public park began. The Municipal Council began to initiate civic improvements such as street beautification in 1871 and the establishment of a standing committee on Public parks in 1873. It was not until 1878 that London received the deed for Victoria Park. It was at this time that William Saunders presented to City Council plans for the park prepared by American Landscape Architect Charles H. Miller. In March 1878 Charles Miller came to London with the layout plans for the park. The plans were adopted, and park development proceeded as per Miller's plan.

Charles Miller (1829-1902) gained prominence when he became the chief gardener for the Bureau of Horticulture for the Centennial Exhibition in 1876 in Philadelphia. Miller is known to have done two projects in Southwestern Ontario, both seemingly instigated by William Saunders. The first was Victoria Park in 1878 followed by the commission to prepare a landscape and site plan for the Ontario Agricultural College, Guelph in 1882. Through various documents and letters it is known that Miller made several visits to Canada during this period of time. He was recognized as being a leading landscape designer and horticulturalist in his day.

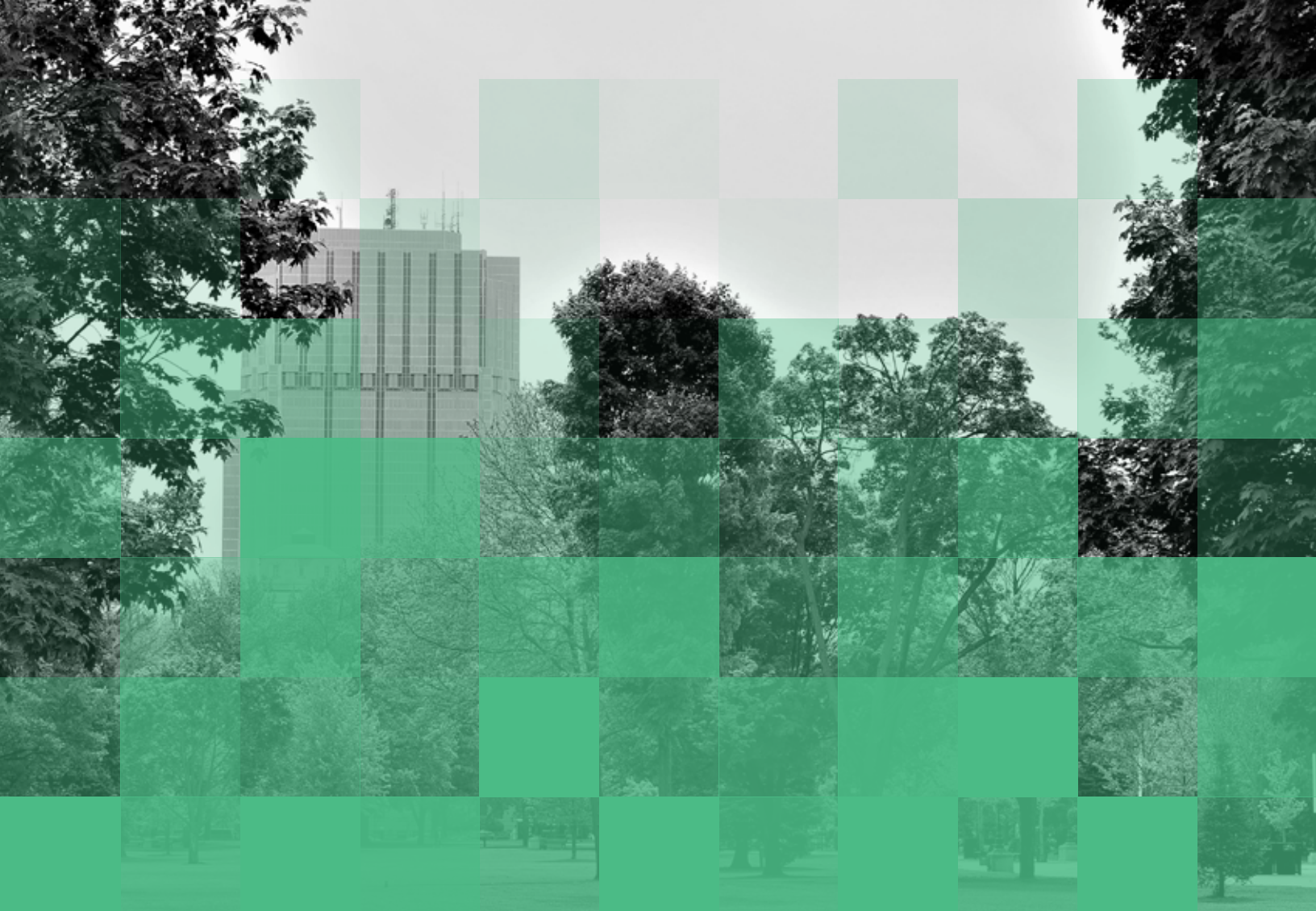
By the end of 1879 the first phase of the parks development was completed. A total of 31 trees and 72 shrubs were added to the double row of maple trees which already surrounded the grounds. In addition walks, drives and a bandshell were installed. The final feature added at this time was the famed fountain topped with a cupid which was installed in the centre of the park along with three military guns from the Battle of Sebastopol which had been donated by Sir John Carling.

Victoria Park evolved as it assumed its role as the 'jewel of the parks system". In 1912 the park was placed under the responsibility of the Board of Water Commission (later Public Utilities Commission). Recreational activities became increasingly important with the introduction of the skating rink in 1914. By the 1920s a great number of the park's original elements such as iron benches, urns, fencing, had been removed due to age and condition and others were replaced with a single level illuminated one. From this time on, the park began a slow, inexorable decline. By the late 1950s and into the 1960s the residential character along the north and eastern edge was changing with the loss of residential uses, buildings not being oriented to the park, and parking lots.

An important aspect of the park's history are traditions that have evolved over time. Skating has been a part of the park since 1914. Public concerts have been associated with the site since the period of the British Garrison. The first bandstand was erected in the park in 1876. With the bandstand City Council established a fund for free weekly concerts and encouraged local bands. The Salvation Army held Sunday afternoon services in the park for many years. In recent years a bandshell was built in 1950 with funds donated by the Kiwanis Club; and the present bandshell was built in 1989, again with funds from the Kiwanis Club. A very strong tradition of festivals and special events continues in the park to the present day, with over 30 events occurring annually, most notably the Festival of Lights/Winterfest, Home County Folk Festival, and Remembrance Day Services.

### **Architectural Reasons**

Several Monuments have become important features of Victoria Park. The Boer War Soldiers' Monument was added to the park in 1912. The sculpture was commissioned by veterans of the Boer War from Montreal sculptor George W. Hill. On November 10, 1934 the Cenotaph was dedicated. It is a replica of the cenotaph that Sir Edwin Lutyens had designed for Whitehall in London, England. This monument was commissioned by the I.O.D.E. and dedicated to "The Glorious Dead".



City Planning  
June 2019





## Appendix B – Case Studies of Urban Parks

The following case studies of urban parks were prepared by the City's consultant, Urban Strategies, and presented at the second Community Information Meeting for the Victoria Park Secondary Plan study held on January 24, 2019:

### Case Studies – Urban Strategies

An analysis of global case studies was undertaken as a part of the Secondary Plan study process in order to understand the conditions around major urban parks. The selected case studies included parks across Canada and the globe that share similarities with Victoria Park with respect to the location, scale, historic character, uses, park character, and the surrounding built form edge.

Development around the parks was analyzed in terms of scale, relationship with heritage, permeability and views, connectivity, development character, and buildings heights. The examples demonstrate the characteristics that are ideal for each of their setting and lessons learned for Victoria Park.

As with Victoria Park, some of the case studies were parks with civic importance, and they managed to reinforce their civic character with the placement of monuments within view corridors that extend into the surrounding areas. Some parks were more connected to their surroundings than others. In the case of Victoria Park in Regina, the streets that surround the park extend into the park as view corridors into the central place in the park.

In places where the park was situated in a historical built form context, heritage attributes were respected and celebrated. New development adjacent to historical buildings complements the existing context in form, scale, and use of materials, as seen in the case of George Square in Glasgow, Scotland.

The development context surrounding the parks were highly varied from low-rise to high-rise, and in most cases, had a wide ranges of building heights. The case studies demonstrate that tall buildings do not necessarily compromise the experience of the park, but instead, shows that they can add to the vibrancy and the character of the place with proper design treatments to mitigate potential negative impacts to the pedestrian environment. In the case of Rittenhouse Square in Philadelphia, USA, density was focused around the park, while a low rise scale was maintained further from the park. In any case, parks with a continuous and consistent built form edges were more successful in framing and shaping the park. In most cases, these built form edges were between 4 and 10 storeys in height.

In terms of uses, many parks had a mix of uses surrounding the park including institutional, residential, commercial, and office uses. At ground level, parks with active uses such as retail and services fronting onto the parks generally had more vibrant urban character.

### Merrion Square, Dublin Ireland

Merrion Square is a downtown park in Dublin Ireland built in 1762. At the time, this park was on the edge of the city and provided an opportunity for expansion with new high-end urban residences. Buildings around the park were built within 30 years of the square being created. Merrion Square is one of five Georgian Squares in Dublin and the best preserved.

Merrion Square is slightly smaller than Victoria Park though they are similar in that they both have large open fields, a large tree canopy and curving pathways, statues and monuments, ornamental landscaping, and seating areas. Merrion Square also features a playground.

Consistent building heights of four storeys and the continuous street wall creates a strongly defined edge that shapes the space of the park and creates a sense of enclosure. Originally designed and used for residential purposes, most of the buildings are now used as offices. The high quality and consistent Georgian style architecture, articulated ground level, fine-scale development with many street facing entrances and front stoops results in an attractive built form edge around the park.

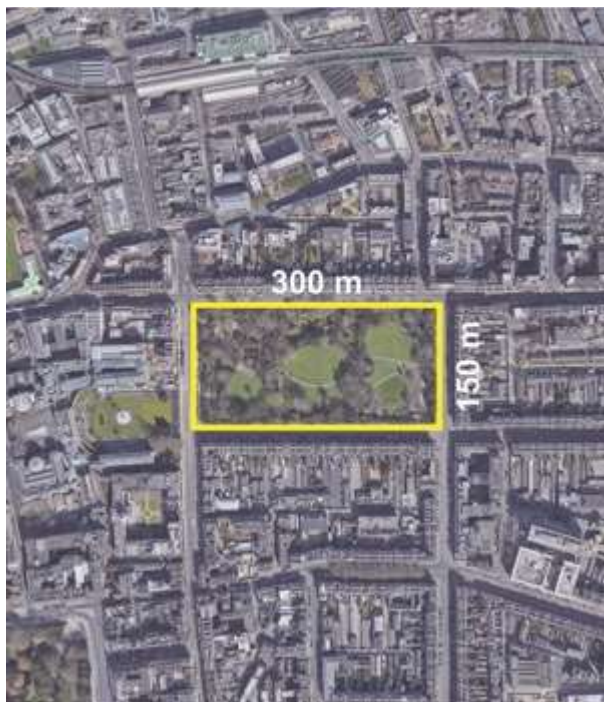


Figure 4 - Merrion Square



Figure 5- Victoria Park



Figure 6 - Aerial view of Merrion Square



Figure 7 - Photo of Merrion Square

### George Square, Glasgow, Scotland

George Square is the primary public square in Glasgow which was first laid out in 1781 but completed in the 1820's. Important heritage buildings around the park include the Glasgow City Chambers, the former General Post Office and the Millennium Hotel.

George Square is much smaller than Victoria Park though it also has an important historical context and civic character. The square includes four small lawns, monuments, statues, an abundance of seating, and bicycle parking. A prominent 24 metre column is located in the centre of the square dedicated to Sir Walter Scott.

High quality architecture, relatively consistent building heights of 4 to 8 storeys, and a continuous streetwall frame this park to create a strong edge definition. Buildings with diverse function and design help to create an engaging public realm. Building uses around the park include residential, office, civic, retail, and accommodations. Well-developed view corridors down Hanover Street create a prominent public space.



Figure 8 - George Square



Figure 9 - Victoria Park



Figure 10 - Aerial view of George Square



Figure 11 - Photo of George Square

### Rittenhouse Square, Philadelphia

Rittenhouse Square is a small urban park in Center City, Philadelphia. It is one of five squares planned by William Penn and was built in 1683. The park features a large tree canopy, sculptures, a fountain, abundant seating, lawns, and gardens. Rittenhouse square is a very active public space serving as an important park in a high-density neighbourhood. The park is well maintained and programmed by Friends of Rittenhouse Square with events, festivals and farmers markets.

Buildings framing the park range in height from 3 storeys to 33 storeys. The predominantly high-density built form along the edge of the park quickly transitions to low-rise buildings of 3 and 4 storeys in areas further from the park. Building uses around the park include residential, office, retail, and institutional. This example shows the relation of tall buildings on the edge of the park to low-rise residential development in a historic district.



Figure 12 - Rittenhouse Square



Figure 13 - Victoria Park



Figure 14 – Aerial view of Rittenhouse Square



Figure 15 – Photo of Rittenhouse Square

### Central Memorial Park, Calgary

Central Memorial Park is a Victorian Style landscaped park built in 1889. Central Memorial Park in Calgary is about half the size of Victoria Park but with similar proportions. The park features gardens, monuments and statues, a cenotaph, the Memorial Park Library, a restaurant, fountains and seating areas. The Central Memorial Library, one of the Carnegie libraries, is a national historic site and opened in 1912.

Buildings surrounding the park vary in height from 3 storeys to 34 storeys. A hotel, residential, office, a hospital, and retail surround the edge of the park. Tall buildings around the park help to shape and contain the large open space of the park. There are gaps in the streetwall created by undeveloped lots that could become opportunities for redevelopment which would help to create a more strongly defined edge around the park.



Figure 16 - Central Memorial Park



Figure 17 - Victoria Park





Figure 18 – Central Memorial Park



Figure 19 – Central Memorial Park

### Victoria Park, Regina

Victoria Park in Regina is a downtown park the size of two city blocks. The area was set aside for park space in 1883 and was used for recreation purposes. The space was formalized as a park in 1907 with park improvements and the naming as Victoria Park.

The park features a large tree canopy, lawns, pathways, landscape planting, monuments, sculptures, a cenotaph, seating areas, public art, and a playground. There is also a hardscape plaza known as City Square Plaza. The cenotaph in the centre is the focal area of the park. Programming in Victoria Park includes events, festivals, a farmer's market, and ice skating in the winter.

Victoria Park is framed by buildings with a diversity in scale and style. Buildings around the park include office, commercial, retail, residential, and institutional uses. Buildings range from 2 storeys to 20 storeys. View corridors are maintained down Cornwall Street with a view that terminates on the park with large trees and the cenotaph in the centre of the park. This street also provides an important connection to the park.



Figure 20 - Victoria Park, Regina



Figure 21 - Victoria Park, London



Figure 22 – Aerial view of Victoria Park, Regina



Figure 23 – Photo of Victoria Park, Regina

### Dorchester Square, Montreal

Dorchester Square in Montreal was acquired and set aside starting in 1872 and the park was completed in 1892. The park was originally known as Dominion Square up until 1967 when the adjacent Place du Canada was created. Together, these spaces form an important open space roughly half the size of Victoria Park though more linear in shape and split by the Rene-Levesque Boulevard. The park contains a café, walking pathways, historic monuments, ample seating, and a large tree canopy.

The park is bordered by a mix of modern and heritage buildings. Building uses around the park include commercial, retail, and institutional uses. Important historic buildings around the park include the Sun Life Building, Dominion Square Building, Le Windsor, Mary Queen of the World Cathedral, and St Georges Anglican Church among other notable buildings. There are large variations in building heights from 3 storeys to 45 storeys around the park, but it does not overwhelm the space and instead adds to the vibrancy and the character of the place. The park gives a sense of respite in the downtown of Montreal.



Figure 24 - Dorchester Square



Figure 25 - Victoria Park



Figure 26 – Aerial view of Dorchester Square



Figure 27 – Photo of Dorchester Square

### Canoe Landing Park, Toronto

Canoe Landing Park in Downtown Toronto was completed in 2009 as a privately funded project that complements the City Place development. The park features a green lawn, a turf field, and public art. The Park is a popular place for people to bring their dogs. Public art includes work by Douglas Coupland.

The built form around the park includes residential high-rise buildings with ground level retail. A community centre of 2-3 storeys is currently being built on the undeveloped lot to the east of the park seen in the following aerial images. The 9-10 storey podium base of buildings surrounding the park helps to shape the space and towers are setback from the podium while higher towers are placed further from the park. The park is in a challenging location because of the topography with steep slopes to the west and south and the proximity to the highway though it is a successful contemporary space.



Figure 28 - Canoe Landing Park



Figure 29 - Victoria Park



Figure 30 – Aerial view of Canoe Landing Park



Figure 31 – Photo of Canoe Landing Park

Emery Barnes Park, Vancouver

Emery Barnes Park is a small urban park serving a high-density neighbourhood in Vancouver which was built in three phases from 2003 to 2012. The park features a playground, seating area, an open lawn, pathways, pergolas, a dog park, chess board tables and a water feature consisting of fountains and a stream.

A mix of building heights frame the park ranging from 1 storey to 33 storeys. Building uses include commercial, retail, residential and institutional. Buildings around the park are mostly point towers with a podium base of 3-4 storeys. Active and attractive ground floor frontages create a welcoming pedestrian scale. Active commercial frontages, residential units and building lobbies that open to the park and street trees creates a development that complements and relates to the park.



Figure 32 - Emery Barnes Park



Figure 33 - Victoria Park





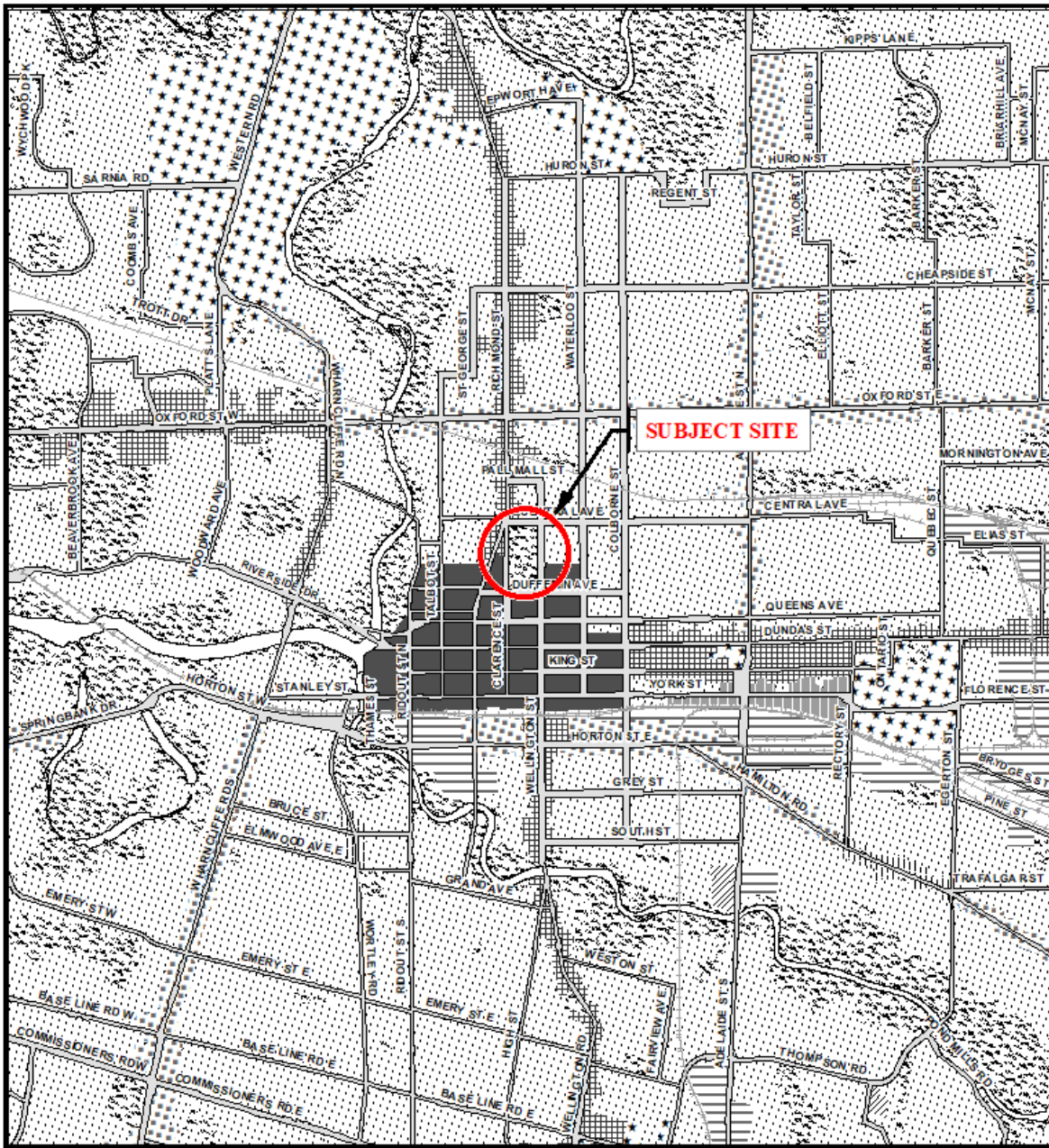
Figure 33 – Aerial view of Emery Barnes Park



Figure 34 – Photo of Emery Barnes Park

# Appendix C – Relevant Background

## Additional Maps



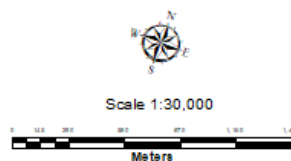
### Legend

- |                        |                          |                                         |
|------------------------|--------------------------|-----------------------------------------|
| Downtown               | Future Community Growth  | Environmental Review                    |
| Transit Village        | Heavy Industrial         | Farmland                                |
| Shopping Area          | Light Industrial         | Rural Neighbourhood                     |
| Rapid Transit Corridor | Future Industrial Growth | Waste Management Resource Recovery Area |
| Urban Corridor         | Commercial Industrial    | Urban Growth Boundary                   |
| Main Street            | Institutional            |                                         |
| Neighbourhood          | Green Space              |                                         |

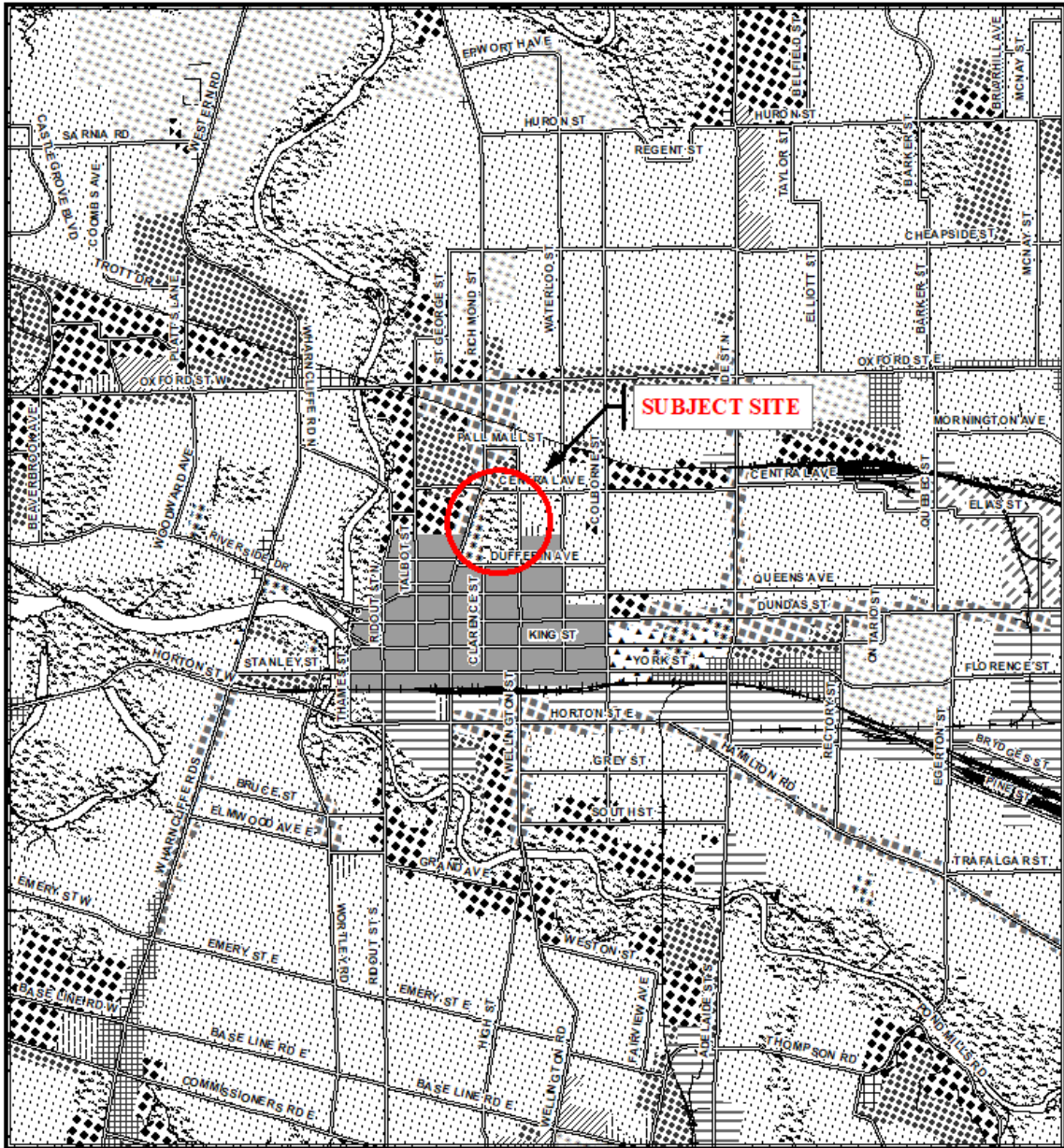
This is an excerpt from the Planning Division's working consolidation of Map 1 - Place Types of the London Plan, with added notations.

At the time of the printing of this map, the Rapid Transit EA is in progress. This map shows the Rapid Transit Corridors and Urban Corridors to recognize potential alignments. These Place Types will be modified to align with the results of the EA process for the final version of The London Plan.

**CITY OF LONDON**  
 Planning Services /  
 Development Services  
**LONDON PLAN MAP 1**  
**- PLACE TYPES -**  
 PREPARED BY: Planning Services



**File Number:**  
**Planner:** MK  
**Technician:** MB  
**Date:** April 23, 2018

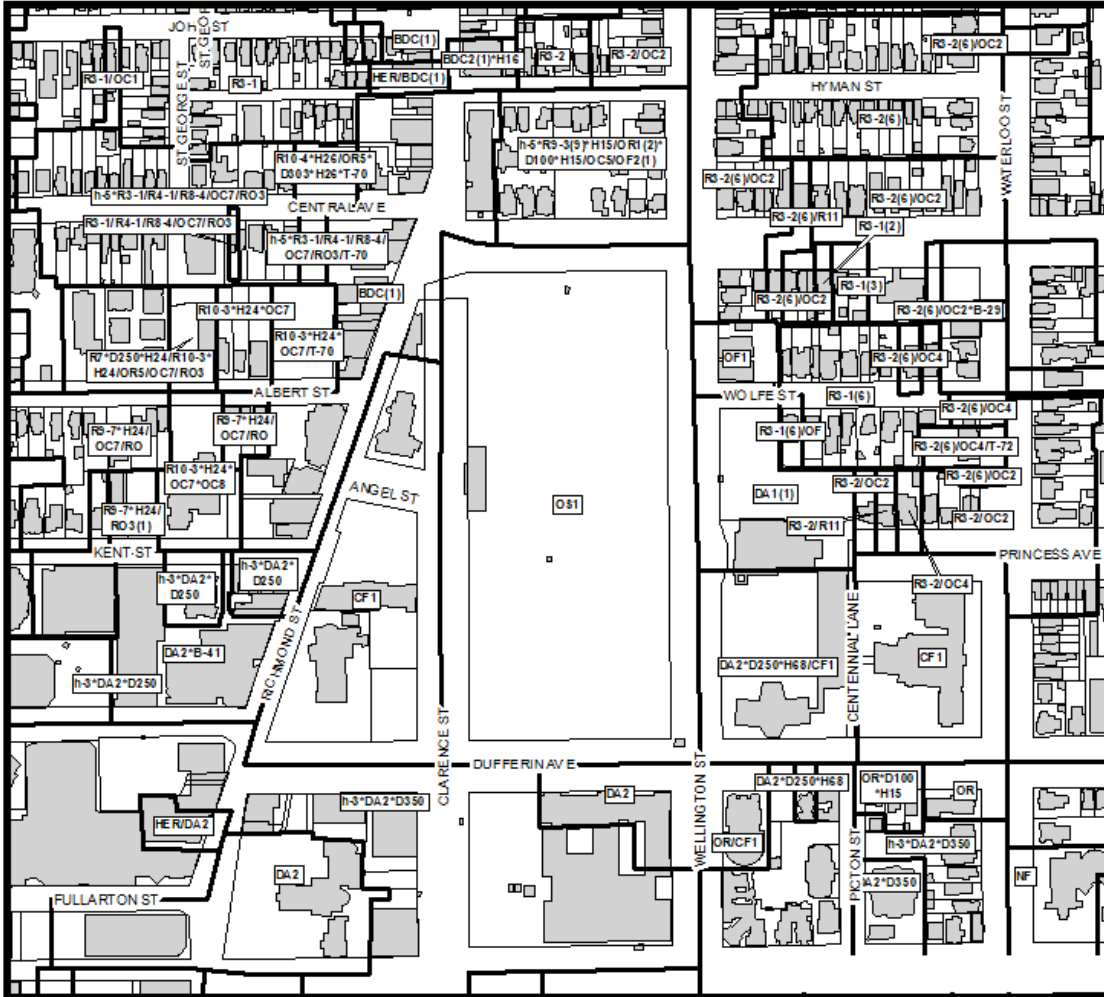


Legend		
Downtown	Multi-Family, Medium Density Residential	Office Business Park
Wonderland Road Community Enterprise Corridor	Low Density Residential	General Industrial
Enclosed Regional Commercial Node	Office Area	Light Industrial
New Format Regional Commercial Node	Office/Residential	Commercial Industrial
Community Commercial Node	Regional Facility	Transitional Industrial
Neighbourhood Commercial Node	Community Facility	Rural Settlement
Main Street Commercial Corridor	Open Space	Environmental Review
Auto-Oriented Commercial Corridor	Urban Reserve - Community Growth	Agriculture
Multi-Family, High Density Residential	Urban Reserve - Industrial Growth	Urban Growth Boundary

<p><b>CITY OF LONDON</b></p> <p>Planning Services / Development Services</p> <p>OFFICIAL PLAN SCHEDULE A - LANDUSE -</p> <p><small>PREPARED BY: Graphics and Information Services</small></p>	<p>Scale 1:30,000</p> <p>Meters</p>	<p>FILE NUMBER:</p>
		<p>PLANNER: MK</p> <p>TECHNICIAN: MB</p> <p>DATE: 2018/04/23</p>

PROJECT LOCATION: e:\planning\projects\p\_officialplan\work\consolid0\excerpts\mxd\_templates\scheduleA\_b&w\_sx14\_with\_SWAP.mxd



1) **LEGEND FOR ZONING BY-LAW Z-1**

- R1 - SINGLE DETACHED DWELLINGS
- R2 - SINGLE AND TWO UNIT DWELLINGS
- R3 - SINGLE TO FOUR UNIT DWELLINGS
- R4 - STREET TOWNHOUSE
- R5 - CLUSTER TOWNHOUSE
- R6 - CLUSTER HOUSING ALL FORMS
- R7 - SENIOR'S HOUSING
- R8 - MEDIUM DENSITY/LOW RISE APTS.
- R9 - MEDIUM TO HIGH DENSITY APTS.
- R10 - HIGH DENSITY APARTMENTS
- R11 - LODGING HOUSE
  
- DA - DOWNTOWN AREA
- RSA - REGIONAL SHOPPING AREA
- CSA - COMMUNITY SHOPPING AREA
- NSA - NEIGHBOURHOOD SHOPPING AREA
- BDC - BUSINESS DISTRICT COMMERCIAL
- AC - ARTERIAL COMMERCIAL
- HS - HIGHWAY SERVICE COMMERCIAL
- RSC - RESTRICTED SERVICE COMMERCIAL
- CC - CONVENIENCE COMMERCIAL
- SS - AUTOMOBILE SERVICE STATION
- ASA - ASSOCIATED SHOPPING AREA COMMERCIAL
  
- OR - OFFICE/RESIDENTIAL
- OC - OFFICE CONVERSION
- RO - RESTRICTED OFFICE
- OF - OFFICE

- RF - REGIONAL FACILITY
- CF - COMMUNITY FACILITY
- NF - NEIGHBOURHOOD FACILITY
- HER - HERITAGE
- DC - DAY CARE
  
- OS - OPEN SPACE
- CR - COMMERCIAL RECREATION
- ER - ENVIRONMENTAL REVIEW
  
- OB - OFFICE BUSINESS PARK
- LI - LIGHT INDUSTRIAL
- GI - GENERAL INDUSTRIAL
- HI - HEAVY INDUSTRIAL
- EX - RESOURCE EXTRACTIVE
- UR - URBAN RESERVE
  
- AG - AGRICULTURAL
- AGC - AGRICULTURAL COMMERCIAL
- RRC - RURAL SETTLEMENT COMMERCIAL
- TGS - TEMPORARY GARDEN SUITE
- RT - RAIL TRANSPORTATION
  
- 'h' - HOLDING SYMBOL
- 'd' - DENSITY SYMBOL
- 'h' - HEIGHT SYMBOL
- 'b' - BONUS SYMBOL
- 't' - TEMPORARY USE SYMBOL

**CITY OF LONDON**

PLANNING SERVICES / DEVELOPMENT SERVICES

**ZONING  
BY-LAW NO. Z.-1  
SCHEDULE A**



THIS MAP IS AN UNOFFICIAL EXTRACT FROM THE ZONING BY-LAW WITH ADDED NOTATIONS

FILE NO:

MAP PREPARED:  
2018/04/23

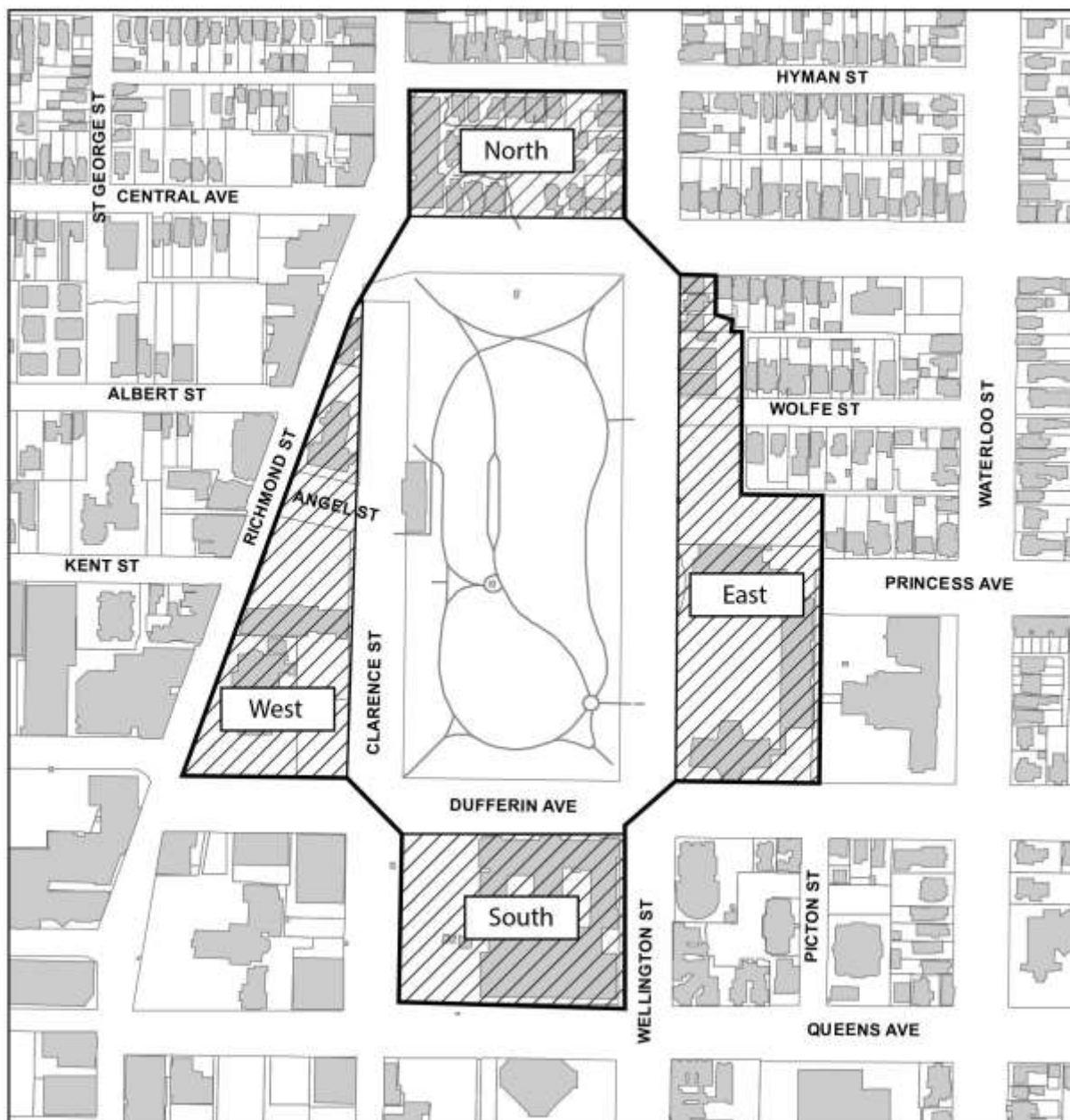
1:4,500

0 20 40 80 120 160  
Meters

## Existing Policy Framework

The following provides an overview of the existing policy framework that applies to the four Policy Areas surrounding Victoria Park:

Figure 4– Four Policy Areas in the Victoria Park Secondary Plan



### **North Policy Area**

#### *Existing Land Uses*

The North Policy Area is currently lined by a ring of 2.5-storey residential buildings, many of which have been converted for office uses, with the exception of the Richmond Street frontage which is occupied by a 4-storey mixed use building. A 3-storey residential building is located in the western portion of the interior of the block. A parking lot is located on the eastern portion of interior of the block which presents an opportunity for intensification.

#### *The London Plan*

The western portion of this block, fronting Richmond Street, is in the Rapid Transit Corridor Place Type in The London Plan. The Rapid Transit Corridor permits a range of commercial and residential uses and, based on the location of the subject site in close proximity to a proposed rapid transit station, would allow for a range of permitted heights between 2 and 12 storeys, up to 16 storeys with bonusing. The eastern portion of the block is within the Neighbourhoods Place Type, permitting primarily residential uses with a range of permitted heights of 2 to 4 storeys.

This block is also subject to a specific policy area in the Neighbourhoods Place Type (Policies 1033 to 1038). This specific policy area identifies that the Woodfield Neighbourhood is to be maintained as a low density residential area. This policy includes specific guidance for this block, which is identified as permitting Multi-Family Medium Density Residential uses and encourages development which is similar in scale and design to the existing structures in the area.

The portion of this block fronting Richmond Street is also part of a specific policy area for the Richmond Row Specific Segment policies, applying from Oxford Street to Kent Street. Sites within the Richmond Row Specific Segment have a range of permitted heights between 2 and 12 storeys, with up to 16 storeys permitted through bonusing. Policies also require the conservation of cultural heritage resources, and the requirement that development proposals assess the potential impact on heritage resources and to design new development to avoid or mitigate such impact.

#### *1989 Official Plan*

The 1989 Official Plan designates the western portion of the block, fronting Richmond Street, as Main Street Commercial Corridor, while the eastern portion of the block is designated Multi-Family Medium Density Residential. Main Street Commercial Corridors permit a variety of small-scale retail, commercial and service uses. Residential uses are also permitted. Heights for properties fronting Richmond Street are to step down from Kent Street to Central Avenue, with maximum heights specified in the Zoning By-law. The Multi-Family Medium Density designation allows for primarily residential uses with a maximum density of 100 units per hectare.

This Policy Area is also subject to the Woodfield Neighbourhood policies for specific residential areas in the 1989 Official Plan (Policy 3.5.4) which identifies that the Woodfield Neighbourhood is to be maintained as a low density residential area. This block is identified as permitting Multi-Family Medium Density Residential uses, and encourages development which is similar in scale and design to the existing structures in the area.

#### *Zoning*

This majority of this Policy Area has zoning that permits office and residential uses, with a maximum height of 15 metres (approximately 4 to 5 storeys), with the exception of the property fronting onto Richmond Street which has zoning to permit a mixture of commercial and residential uses, with a maximum height of 12 metres (approximately 3 to 4 storeys).

#### *Heritage*

This Policy Area is not located in a Heritage Conservation District, but several properties in the block are listed on the City's Register.

### ***West Policy Area***

#### *Existing Land Uses*

The West Policy Area is occupied by a restaurant (William's Café) First Baptist Church, St. Peter's Cathedral Basilica and the former St. Peter's School building which is associated with St. Peter's Cathedral Basilica. The Policy Area is also occupied by surface parking lots. These surface parking lots present potential opportunities for intensification. Angel Street bisects the Policy Area, connecting Richmond Street to Clarence Street.

#### *The London Plan*

In The London Plan, the portion of the Policy Area south of Angel Street is within the Downtown Place Type, with a range of permitted heights of 2 to 20 storeys, and heights of up to 35 storeys may be approved through bonusing. The portion of the Policy Area north of Angel Street is in the Rapid Transit Corridor Place Type, allowing a range of commercial and residential uses with a range of permitted heights between 2 to 12 storeys, with up to 16 storeys permitted through bonusing.

This Policy Area is also included in the Woodfield Neighbourhood specific area policy in the Neighbourhoods Place Type in The London Plan (Policies 1033 to 1038). These policies identify that the Woodfield Neighbourhood is intended to be maintained as a low density residential area, limiting office conversions to certain areas. The properties in this Policy Area are not in the Neighbourhoods Place Type in The London Plan.

The portion of this Policy Area north of Kent Street is also part of a specific policy area for the Richmond Row Specific Segment policies, applying from Oxford Street to Kent Street. Sites within the Richmond Row Specific Segment have a range of permitted heights between 2 and 12 storeys, with up to 16 storeys permitted through bonusing. Policies also require the conservation of cultural heritage resources, including the requirement that development proposals assess the potential impact on cultural heritage resources and to design new development to avoid or mitigate such impact.

#### *1989 Official Plan*

The entirety of this Policy Area is within the Community Facilities designation in the 1989 Official Plan, with the exception of the northernmost property in the Policy Area which is designated Main Street Commercial Corridor. The Community Facilities designation allows a variety of institutional uses, while the Main Street Commercial Corridor designation contemplates residential uses and a variety of small-scale retail, commercial and service uses.

This Policy Area is within the Woodfield Neighbourhood policies for specific residential areas (Policy 3.5.4). These policies identify the Woodfield Neighbourhood as intended to be maintained as a low density residential area, limiting office conversions. The properties in this Policy Area are not designated residential in the 1989 Official Plan.

#### *Zoning*

The majority of this Policy Area is zoned to allow for community facilities, with a maximum height of 12 metres (approximately 3 to 4 storeys). The exception is the property occupied by the restaurant on the northern portion of this Policy Area which has zoning that allows for a mixture of commercial and residential uses, with a maximum height of 12 metres (approximately 3 to 4 storeys).

#### *Heritage*

This Policy Area is within the West Woodfield Heritage Conservation District.

### **South Policy Area**

#### *Existing Land Uses*

The South Policy Area abutting Victoria Park is occupied by the 4-storey London Life Building and an associated surface parking lot. The surface parking lot, located on the west portion of the block, presents an opportunity for intensification.

#### *The London Plan*

Properties in the South Policy Area are within the Downtown Place Type in The London Plan, which permits a range of commercial and residential uses and is intended to accommodate the highest levels of development intensity in the City with the range of permitted heights between 2 and 20 storeys, up to 35 storeys with bonusing.

#### *1989 Official Plan*

These properties are also in the Downtown Area designation in the 1989 Official Plan, which also contemplates the highest levels of development intensity in the City and permits a range of commercial and residential uses.

#### *Zoning*

The zoning in this Policy Area permits a variety of commercial and residential uses with heights up to 90 metres (approximately 30 storeys).

#### *Heritage*

The properties in this Policy Area are in the Downtown Heritage Conservation District.

## **East Policy Area**

### *Existing Land Uses*

The East Policy Area abutting Victoria Park is occupied by 2-storey residential dwellings that have been converted to office uses, a two-storey residential dwelling, a two-storey office building and a 5-storey office building on the 560-562 Wellington Street site, a surface parking lot associated with Great West Life, Centennial Hall performance venue, Reginald Cooper Square, a mixed-use building (Centennial House), and City Hall. Wolfe Street bisects the block between 560-562 Wellington Street and the Great West Life surface parking lot. There is an opportunity for intensification in the East Policy Area, particularly south of Wolfe Street

### *The London Plan*

In The London Plan, the City Hall block is within the Downtown Place Type, while the properties to the north of the City Hall block are in the Neighbourhoods Place Type. The Downtown Place Type allows for a range of permitted heights between 2 and 20 storeys, with up to 35 storeys permitted through bonusing. The Neighbourhoods Place Type, located on a Civic Boulevard, allows primarily residential uses with heights of 2 to 4 storeys, up to 6 storeys with bonusing. There is a site-specific appeal to The London Plan for the site at 560-562 Wellington Street that is one of the appeals to The London Plan being considered by the LPAT.

In the 1989 Official Plan the City Hall site is designated Downtown Area, while the Great West Life surface parking lot on the southeast corner of Wolfe Street and Wellington Street is designated Office Area, and the properties north of Wolfe Street, including 560-562 Wellington Street, are designated Low Density Residential. The Downtown Area designation allows for a range of commercial and residential uses and contemplates the highest heights and densities for development in the City. The Office Area designation is primarily intended to accommodate small and medium-scale offices in low and mid-rise buildings. The Low Density Residential designation allows for primarily residential uses with a maximum height of 4 storeys and a maximum density of 75 units per hectare.

In the 1989 Official Plan and The London Plan, these properties are also subject to the Woodfield Neighbourhood policies for specific residential areas/specific area policies for the Neighbourhoods Place Type (Policy 3.5.4 in the 1989 Official Plan; Policies 1033 to 1038 in The London Plan) which identify that it is the policy of this plan to maintain the Woodfield Neighbourhood as a low density residential area, limiting office conversions to certain areas. Properties north of Princess Avenue are identified as being a low density residential neighbourhood with infill and intensification permitted only when compatible with the character, scale and intensity of the low density residential area, with the exception of the lands fronting the north side of Princess Avenue (the Great West Life parking lot) which are intended to be an area of transition between high density residential and institutional uses to the south and the low density residential areas to the north.

### *Zoning*

The zoning on the northern portion of this Policy Area permits residential and office conversion uses with maximum heights of 10.5 metres (approximately 2 to 3 storeys), the zoning on the 560-562 Wellington Street site permits office uses with a maximum height of 10 metres, the zoning on the Great West Life surface parking lot and Centennial Hall permits a variety of commercial and residential uses with a maximum height of 90 metres, and the zoning on the City Hall, Reginald Cooper Square and Centennial House site permits a variety of commercial and residential uses with a maximum height of 68 metres.

### *Heritage*

The properties in the East Policy Area are within the West Woodfield Heritage Conservation District Plan which includes a policy suggesting that heights step down from City Hall going north.



## Appendix D – Shadow Studies

Shadow studies were conducted using the Demonstration Plan to show the shadows that could be generated using the upper height limits contemplated by the Draft Victoria Park Secondary Plan.

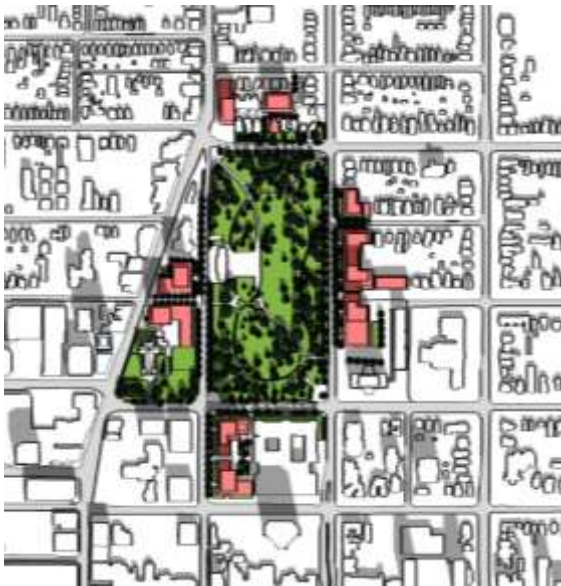
### March 21 – Shadow Studies



March 21, 8am



March 21, 10am



March 21, 12pm



March 21, 2pm



March 21, 4pm



March 21, 6pm

June 21 – Shadow Studies



June 21, 8am



June 21, 10am



June 21, 12pm



June 21, 2pm



June 21, 4pm



June 21, 6pm

September 21 – Shadow Studies



September 21, 8am



September 21, 10am



September 21, 12pm



September 21, 2pm



September 21, 4pm

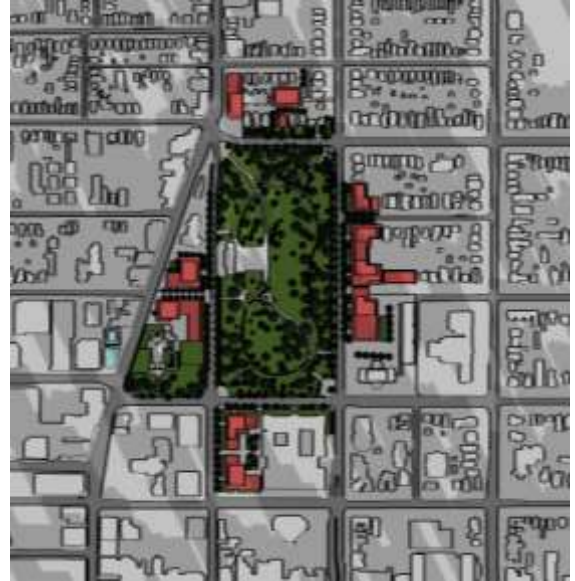


September 21, 6pm

December 21 – Shadow Studies



December 21, 8am



December 21, 10am



December 21, 12pm



December 21, 2pm



December 21, 4pm



December 21, 6pm

## Appendix E – Demonstration Plan

The below Demonstration Plan provides a representation of the possible built-out that could result from the implementation of the policies in this Draft Secondary Plan. This Demonstration Plan is one possible scenario of what could be built based on the policies of this Draft Plan. Actual build out will likely differ as the policies could allow for a variety of built form scenarios. All new developments within the West Woodfield Heritage Conservation District and the Downtown Heritage Conservation District would be subject to a Heritage Alteration Permit process, and certain properties may require Heritage Impact Assessments to be submitted with any development application. This heritage review may impact a property's development potential and may not allow for the built form shown in the Demonstration Plan. This Demonstration Plan is provided for demonstration purposes only, and shows the upper height limits and contemplated by this Plan.



Demonstration Plan: Overview



Demonstration Plan: North Policy Area Detail



Demonstration Plan: East Policy Area Detail



Demonstration Plan: South Policy Area Detail



Demonstration Plan: West Policy Area Detail