Report to Planning and Environment Committee

To: Chair and Members

Planning & Environment Committee

From: John M. Fleming

Managing Director, Planning and City Planner

Subject: Commissioners Road East Corridor Review

(between Adelaide Street South and Meadowgate Boulevard)

City of London

Meeting on: Monday, December 2, 2019

Recommendation

That, on the recommendation of the Managing Director, Planning and City Planner, that **NO ACTION** be taken with respect to a further City of London review of the Commissioners Road East Corridor Review (between Adelaide Street South and Meadowgate Boulevard) to initiate London Plan and/or zoning by-law amendments.

Executive Summary

Summary of Request

This item was on the Deferred Matters List of the Planning and Environment Committee (PEC). The Committee requested that planning staff review the corridor to see if any changes could be made to address existing vacancies and recent land use changes.

Purpose and the Effect of Recommended Action

Remove the item from the Deferred Matters List and no further action be taken.

Rationale of Recommended Action

The current policy framework of the London Plan, which identifies lands within the corridor in the Shopping Area, Commercial Industrial and Neighbourhood Place Types provide for a broader range of uses than contemplated in the 1989 Official Plan Community Commercial Node, Neighbourhood Commercial Node, Auto-Orientated Commercial Corridor, Multi-Family High Density Residential, Multi-Family Medium Density Residential and Low Density Residential land use designations. The London Plan Place Type policies provide opportunities for redevelopment along the corridor so no change would be required. In addition, there have been no recent landowner requests for official plan and/or zoning by-law amendments to change the Official Plan policies that apply to these lands or the range of permitted uses.

Analysis

1.0 Rationale for Review

The request for a review of the area initially came from the Ward Councillor in March 2019 and was subsequently reviewed by Planning and Environment Committee (PEC) on March 18, 2019 and added to the Deferred Matters List.

The Councillor indicated that the area was *experiencing vacancy and turnover issues* and the Pond Mills Plaza, specifically, was *transitioning to non-retail uses* and ,as a result, requested a review of the corridor. The Councillor, and subsequently the Committee requested that planning staff;

- 1. Determine possible planning initiatives to address revitalization and redevelopment opportunities;
- 2. Review the current land uses along the corridor, and to determine if revised policies and/or other planning tools could be developed to foster redevelopment along the corridor; and,
- 3. Examine the streetscape and identify opportunities for future improvements along the Commissioners Road Corridor.

The Councillor requested that the corridor between Adelaide Street and Highbury Avenue be reviewed; however, Planning staff have suggested adding the remaining commercial lands east of Highbury Avenue over to Meadowgate Boulevard to foster a complete review of commercial lands east of Adelaide Street to the City boundary.

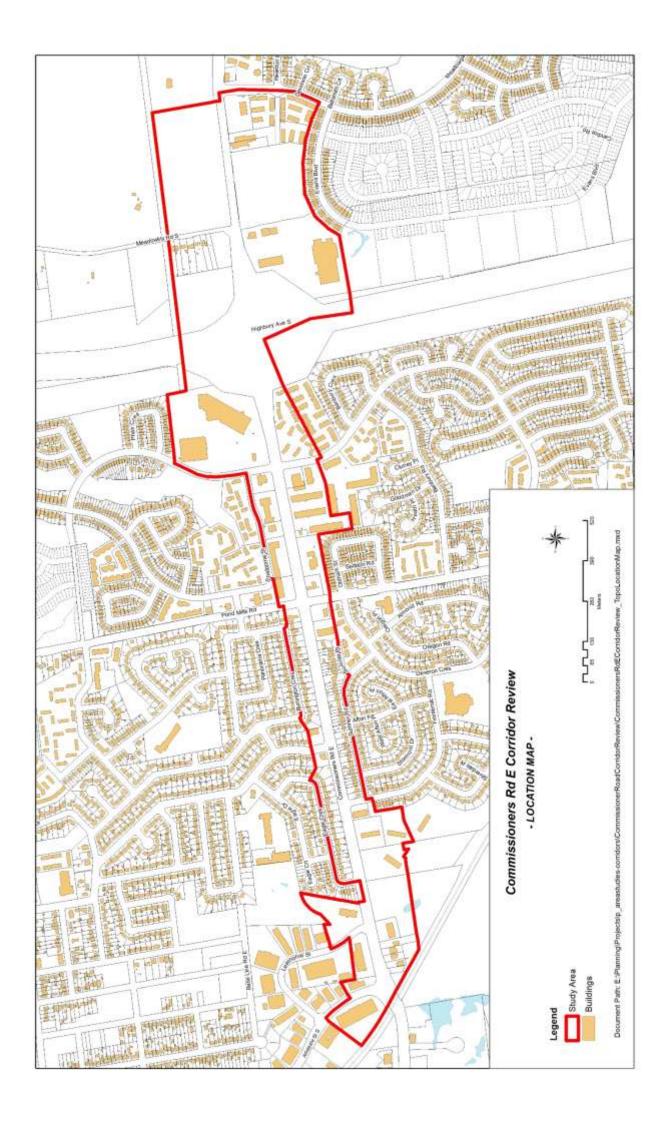
2.0 Corridor Location and Policy Framework

2.1 Nature of Corridor

This portion of the Commissioners Road corridor is a five lane auto-orientated road corridor carrying between 30,000-34,000 vehicles per day. All commercial development along the corridor is auto-orientated, characterized by setbacks from the roadway and front yard parking. In its current form it is not walkable. The commercial corridor is not continuous on both sides of the road. Some commercial sites are nodal at street intersections.

There is no residential development fronting Commissioners along this portion of the corridor; any adjacent residential uses are typically back lotted and screened by noise walls. Currently, this is not a pedestrian – orientated corridor and does not encourage walking and bicycling between the neighbourhood and commercial/community uses.

Appendix 1 provides a summary of the London Plan Place Types and existing zoning along the corridor as well as land and building statistics and existing land uses. The majority of uses include neighbourhood serving uses (eg. Service offices, restaurants, banks etc.), retail (eg. Food stores and convenience stores), neighbourhood facilities (library and fire station) and some commercial/industrial uses near the intersection with Adelaide Street.



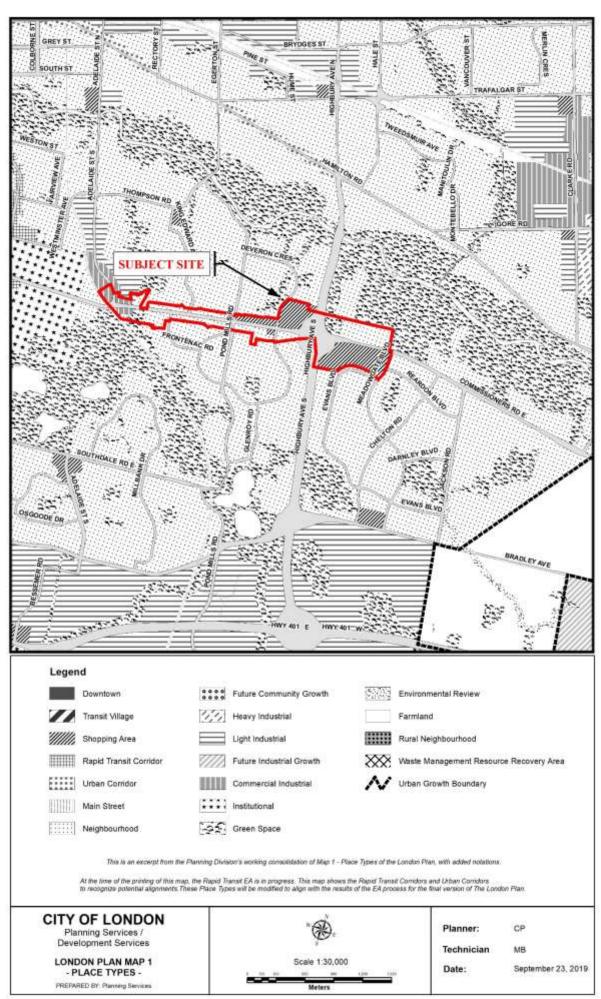
2.2 Existing Policy Framework

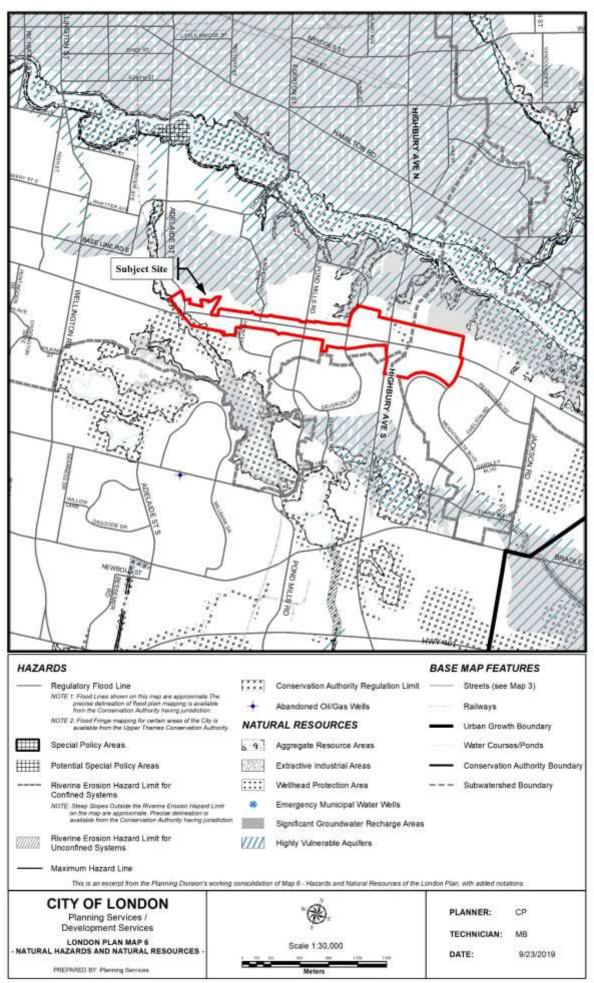
The existing Policy framework for the corridor is summarized in Table 1 below.

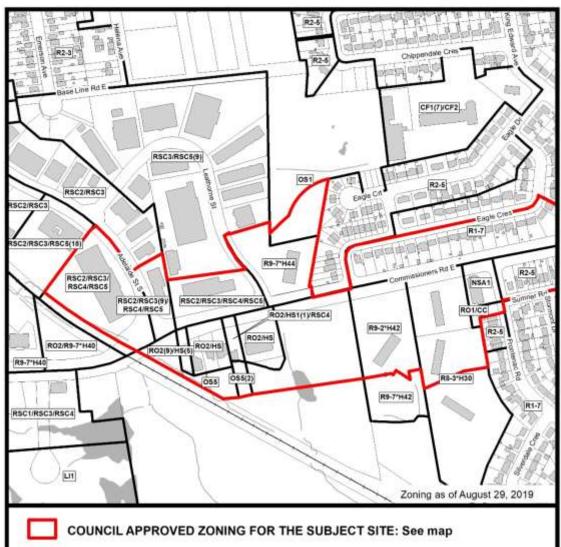
TABLE 1 – EXISTING POLICY FRAMEWORK

London Plan Place Type (see Map 4 and 6)	Uses, Form and Height Permitted These centres act as	Zoning By- law Z-1 (see Maps 1-4)	Uses, Form and Height Permitted
Shopping Area	hubs for neighbourhoods and include a broad range of retail, office and residential uses at a moderate intensity. Over time, many of these centres will reformat to become mixed use centres which are less auto-orientated. Storeys-	CSA5 and CSA5 (2)	A broad range of retail, office and service uses up to a maximum size of 30,000m². The regulations are for a form which is typically auto-orientated, setback from the street with large parking areas. Height is 12m which could accommodate 2-3 storeys.
	auto-orientated. Storeys- 1 minimum and 4-6 maximum. Special policy to allow 4923m²of office space at 1200 Commissioners.	Various ASA Zones	A broad range of retail, office and service uses normally in a strip plaza format up to a maximum size of 6000m². Maximum height is 12m or 2-3 storeys.
		NF	Permits churches and schools and other neighbourhood serving uses.
		SS	Permits small gas bars and other auto uses.
Neighbourhood	Residential uses with neighbourhood-orientated commercial and public facility uses. Intensity varies by road classification. Commissioners Road is an Urban Thoroughfare, the highest classification	Various NSA Zones	A limited range of retail, office and services uses at a maximum size of 2000m²in a shopping centre or the same range of uses at a maximum size of 500m²in a standalone building. Height is 8 metres or 1-2 storeys.
	of road, and permits the broadest range of uses and greatest intensity. Minimum height 2 storeys, max. 6 stys	ASA	A broad range of retail, office and service uses in a free standing format up to a maximum size of 6000m². Maximum height is 12m or 2-3 storeys.
		CC	Permits small convenience uses a maximum size of 1000m²and height of 8 metres.
		SS	Permits small gas bars and other auto uses

London Plan Place Type (see Map 4 and 6)	Uses, Form and Height Permitted	Zoning By- law Z-1 (see Maps 1-4)	Uses, Form and Height Permitted
Commercial/ Industrial	Includes commercial and industrial uses which have planning impacts which need to be separated from residential neighbourhoods and pedestrian areas. Storeys – 1 minimum and 2 maximum.	RSC	A broad range of commercial uses with large buildings and/or open storage associated with the use to a maximum size of 6000m²and height of 12 metres. Auto-orientated uses with high traffic volumes at a maximum height of 8 metres.
		RO	Permits small scale office buildings at a maximum size of 2000m²and height of 12 metres or 3 storeys.







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 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

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BDC - BUSINESS DISTRICT COMMERCIAL
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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

HER - HERITAGE DC - DAY CARE

OS - OPEN SPACE CR - COMMERCIAL RECREATION ER - ENVIRONMENTAL REVIEW

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AG - AGRICULTURAL AGC - AGRICULTURAL COMMERCIAL RRC - RURAL SETTLEMENT COMMERCIAL TGS - TEMPORARY GARDEN SUITE RT - RAIL TRANSPORTATION

"h" - HOLDING SYMBOL "0" - DENSITY SYMBOL "H" - HEIGHT SYMBOL "B" - BONUS SYMBOL "T" - TEMPORARY USE SYMBOL

CITY OF LONDON MAP 1

PLANNING SERVICES / DEVELOPMENT SERVICES

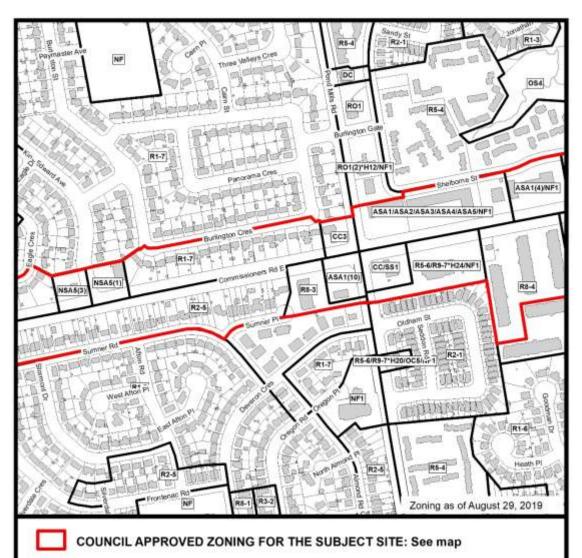
ZONING BY-LAW NO. Z.-1 SCHEDULE A



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

Commissioners Rd E Corridor Review

MAP PREPARED: 2019/09/23



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CITY OF LONDON

PLANNING SERVICES / DEVELOPMENT SERVICES

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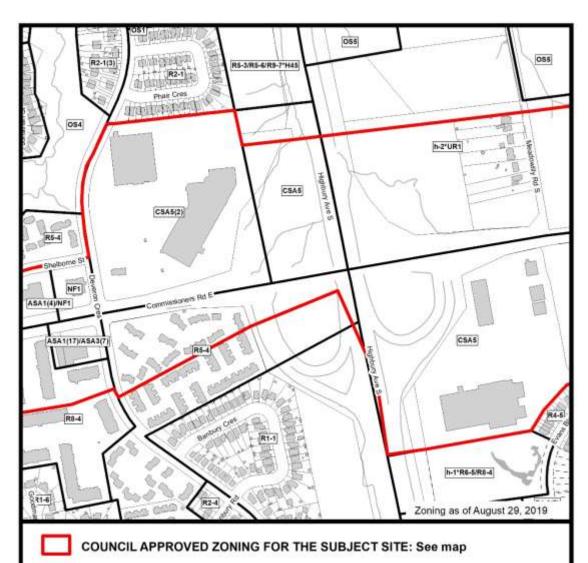


MAP 2

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Commissioners Rd E Corridor Review

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PLANNING SERVICES / DEVELOPMENT SERVICES

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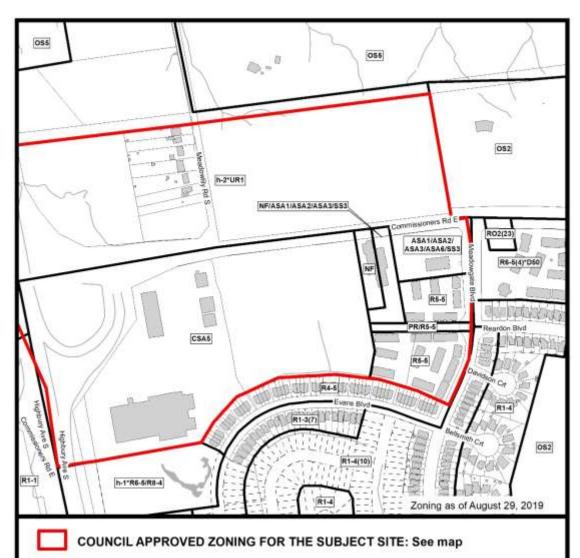


MAP 3

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MAP PREPARED: 2019/09/23



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MAP 4

CITY OF LONDON PLANNING SERVICES / DEVELOPMENT SERVICES

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MAP PREPARED: 2019/09/23

Table 1 indicates that the London Plan policies and existing Zoning By-law Z-1 regulations already provide for a broad range of retail, office, residential and service commercial uses along the entire corridor. Most of the zones that can be applied are applied to the various properties along Commissioners Road East.

Following site visits and aerial photograph review it appears there is an oversupply of commercial land in this corridor to serve the needs of the neighbourhood and community residents, as evidenced by the number of vacancies and the amount of vacant commercial land still not developed. There are some vacant lands which may be more suitable for residential uses, especially those bordering the Commissioners Road East and Highbury Avenue South highway interchange

Even though the Shopping Area and Neighbourhood Place Types in the London Plan permit residential uses, the current zoning does not. There is an option of pre-zoning the entire corridor, or certain properties, for residential uses; however, it is difficult at this point to predetermine which properties should be prezoned without some interest and a design concept in advance.

The Rethink Zoning By-law process will be undertaken over the next few years which will implement the policies of the London Plan by replacing the existing Zoning By-law Z-1. In the interim it is possible that any non-permitted uses and/or changes to regulations could be applied through a zoning by-law amendment application.

Both the Neighbourhood and Shopping Area Place Types in The London Plan provides opportunities for transition and the development of more residential units, as well as commercial uses, as components of these commercial areas.

5.0 Conclusion

The current policy framework included in the London Plan provides opportunities for the redevelopment of the area. As noted in the report, there is currently some inconsistency between the policies and the current zoning. Through the Rethink Zoning By-law Project, the zoning along this corridor will be reviewed to better align with the policies of the London Plan so it would not be appropriate to rezone these lands now in advance of that process.

In the interim, zoning by-law amendment applications to provide for uses contemplated by the London Plan could be considered by Municipal Council.

Prepared by:	
	W.J. Charles Parker, MA Senior Planner – City Planning (Planning Policy)
Submitted by:	
	Gregg Barrett, AICP Manager – Long Range Planning and Sustainability
Recommended by:	
	John M. Fleming, MCIP, RPP Managing Director, City Planning and City Planner
•	tained herein are offered by a person or persons ert opinion. Further detail with respect to qualifications

Y:\Shared\policy\Commissioners Road East Corridor Review\PEC-Report- dec 2 1019.docx November 20, 2019

can be obtained from Planning Services

COMMISSIONERS ROAD EAST LAND USE SURVEY (OCTOBER 2019)

1 Page

APPENDIX 1 - COMMISSIONERS ROAD EAST LAND USE SURVEY (west to east)

October 2019

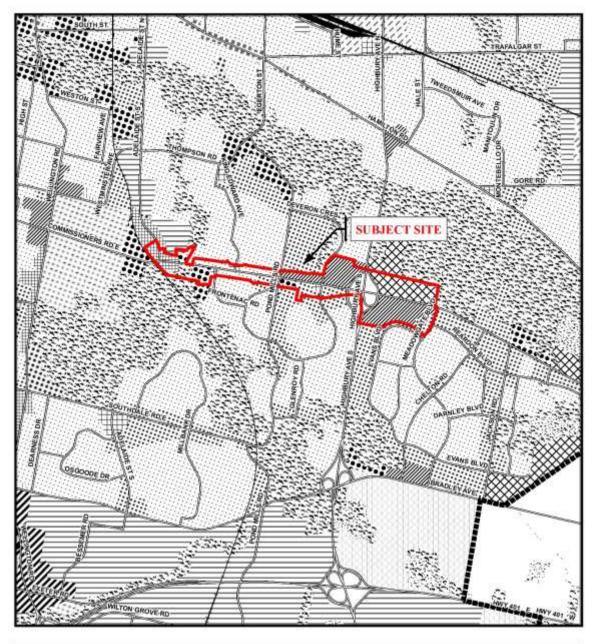
Address	Land Area (m²)	Frontage (m)	Depth (m)	Building Area (m²)	Vacant Area (m²)	Land Uses	London Plan Zoning	Zoning	Previous Applications
317 Adelaide St. S	1655.2	210			1.Unit 104-166 2.Unit 1018 – 204 3.547 T. 917	Vital Aire – home oxygen 110-London Training – employment services Unit 101- vacant London Bath and Flooring Depot 102-Max & Oskars Childrens Hair Studio 102a-Global Inks and PC – computer Repair 121a- Condos Plus Property Management Inc. Steda Tropical Foods Ltd – groceries Salon Trend Hair and Beauty Salon Gigolai's Bakery and Grill Habitat Restore Comairco Compressed Air 112-Signature Graphics	Commercial	RSC2/RSC3/RSC4/RSC5	Z-6186 – Aaron Showwalter, TM 2001 Z-6509 – City –LP-2003 A.067/01 – 423400 Ont Ltd - 2001
320 Adelaide St. S	3723	145			372	Occu Medical South London Dental Care Centre	Commercial	RSC2/RSC3(9)/RSC4/RSC5	Z-6509 Z-6174 – Southside Group – TM - 2001
920 Commissioners Rd. E	8498	145 6				Top Notch Immigration Solutions Inc. Big Al's Aquarium Supercentre March of Dimes Canada Kokomos – retail, tanning Universal Kuts-hair salon Brick House Mortgage Group Lavish Nails & Spa GT Hair Boutique Service Ontario Edward Jones Investments Ontario Driving School Jimbo's – rest. & bar	Commercial	RSC2/RSC3/RSC4/RSC5	Z-6509
907 Commissioners Rd, E	1497	18.8				Surface parking lot for adjacent business:	Commercial	RO2(9)/HS(5)	Z-5721 Long Ngo – JL - 1999
911 Commissioners Rd E	1330	19.4				Ketolibriyum – food sales/products	Commercial	RO2/HS	

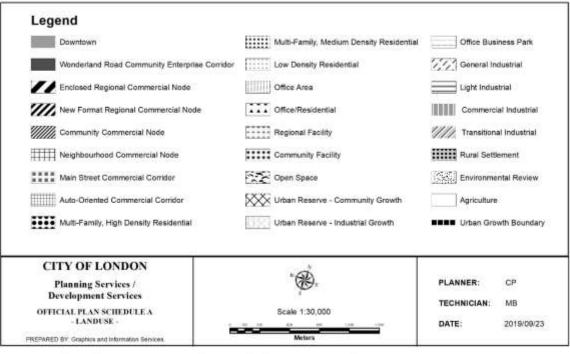
Address	Land Area (m²)	Frontage (m)	(m)	Building Area (m²)	Vacant Area (m²)	Land Uses	London Plan	Zoning	Previous Applications
915 Commissioners Rd E	1507	23.4		195		Tim Hortons with drive-through	Commercial	ROZ/HS	B 007/11- Markou- LM- 2011
919 Commissioners Rd. E.	1509	22.4	67.4	25 pkg spaces	112	Small plaza with Aim Convenience, Wireless Shield (repair & sell), Pancel's Pizza and Vacancy	Commercial	RO2/HS	
923 Commissioners Rd. E.	2883	22.8				Vacant	Commercial	RO2/HS1(1)/RSC4	
931 Commissioners Rd. E.	4775	88.5		1814 80 pkg spaces	653	London Prosthetics Co. Ltd T. Harris Enviornmental Management Inc. Lucas Works Recruitment & Human Resourse Specialist Partners Indemnity Insurance Cornerstone United	Commercial	RO2/HS	
971 Commissioners Rd E.	2628	56.4		876		Frontenac Convenience Desjardins Ins. Wine Worx Partners in Health Vacant Vacant Vacant Partners in Health - massage	Neighbourho	NSA1	A 017/19- maintain existing parking of 30 spaces
275 King Edward Ave.	1983	43.8	46			Dental Office	Neighbourho	NSA5(3)	Z-7068 – Amberlin Hldgs-CS-2005 SP05-127161
280 King Edward Ave.	2365	44.7	52.9			KE Health Centre & Pharmacy	Neighbourho od	NSA5(1)	Z-5951 - ICORR Prop LM-2000
1076 Commissioners Rd E.	2003	43.8	45.7			7-11	Neighbourho od	ස	
1075 Commissioners Rd. E.	3066	52.7				Burger King	Neighbourho od	ASA1(10)	
1085 Commissioners Rd. E	3556	9.89	91.8 8.			Husky gas station	Neighbourho od	CC/SS1	OZ-7514 Suncor-CS- 2008 SP07-015006 SP10-001088

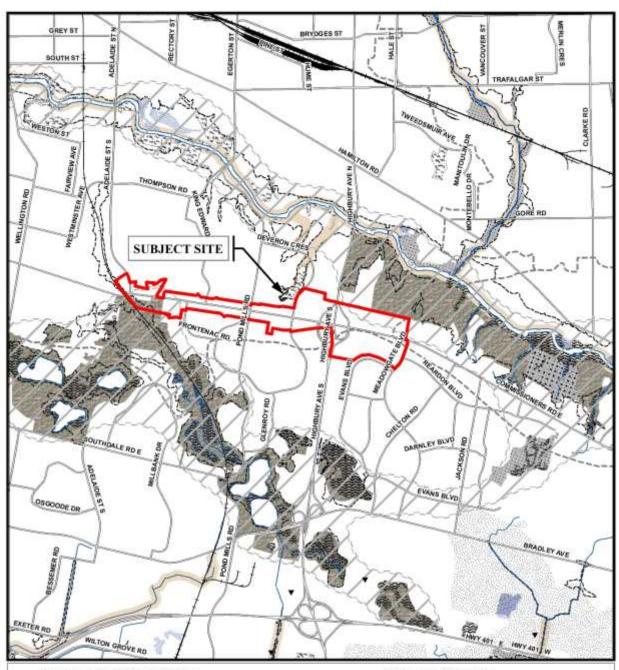
Previous Applications	St	St	4S SP14-036962	OZ-7962 – Devoom Dev. Inc-LM-2011 SP12-040384		
Zoning	ASNIF1	AS/NF1	ASAT/ASAZ/ASA3/ASA4/AS AS/NF1	ASA1(17)/ASA3(7)	ASA1(4)/MF1	딘
London Plan	Shopping Area	Shopping Area	Shopping Area	Shopping Area	Shopping Area	Shopping Area
Land Uses	Canada Trust Centre -TD -Supercuts -Laundry -Subway -Slavyanka Deli -Joe Bros. Pizza -Pond Mills variety		Petit Paris Production Facility – catering establishment	Shoppers Drug Mart – drug store/pharmacy	Fireside Grill & Bar – rest. Pond Mills Medical Pharmacy Pond Mills Medical Clinic M & M Food Market – retail Pond Mills Animal Hospital Mai Nails & Spa Public Library Maggies Grooming – pet service	City of London Fire Station
Vacant Area (m²)		346 525 Total - 871				
Building Area (m²)						
Depth (m)		62	6.09			
Frontage (m)	73.1	129.2	49.8	75.3	102.7	51.8
Land Area (m²)	4775	7932	3035	4978	8629	4330
Address	1086 Commissioners Rd. E	1100 Commissioners Rd. E	1146 Commissioners Rd. E.	1155 Commissioners Rd. E	1166 Commissioners Rd E.	751 Deveron Cres.

plications	d Mills ral Partner	Son Land Corp- 1999				no Dev. p – NP.
Previous Applications	Oz-7894-Pond Mills Square General Partner Ltd-MH-2011	O-5356 Jackson Summerside Land Corp- AM-1999 Z-5844 – AM-1999 39T-92020 SP05-132049 SP07-022656 SP08-002221	O-5356 39T-92020 D	0-5356	0-5356 39T-92020 D	Z-6810- Comro Dev. Group-ZGroup – NP. 2004
0.000	CSA5(2)	CSA5	CSA5	HZ.	NF/ASA1/ASA2/ASA3/SS3	ASA1/ASA2/ASA3/ASA6/SS 3
London Plan	Shopping Area	Shopping Area	Shopping Area	Shopping Area	Shopping Area	Shopping Area
Land Uses	Food Basics - retail Dollarama - retail Dollarama - retail Teen Challenge Thrift Store - retail Employment and Training Division – Colleges & Universites – office Rear (Old Zellers) – Windley Ely Inc – offices –	Summerside Shopping Centre 1305-Activity Plex (opening soon) 1315-BMO 1319-Summerside Family Dental First Choice Hair Cutters Asian Wok Pet Value Mr. Sub Vacant Vacant 1309-Vacant 1309-Vacant				Summerside Dental Chefs Wok Veras Pizza Salon Diva Hair Design Jessicas Nail Spa Macs
Vacant Area (m²)	139-2787	119-2787				
Building Area (m²)	6055 20477 830 pkg spaces	12688 100 pkg spaces				
Depth (m)						
Frontage (m)						
Land Area (m²)		62,000	55,889	3723	5383	9510
Address	1200 Commissioners Rd. E.	1305-1319 Commissioners Rd. E	1335 Commissioners Rd. F	1447 Commissioners Rd.	1457 Commissioners Rd. E	2010-2030 Meadowgate Blvd

EXISTING 1989 OFFICIAL PLAN POLICIES









ESAs

:::: Potential ESAs

Significant Woodlands

Woodlands Vivodlands

Unevaluated Vegetation Patches

Significant River, Stream, and Ravine Corridors

Unevaluated Stream and Ravine Corridors

Provincially Significant Wetlands

Locally Significant Wetlands

Unevaluated Wetlands

▲ Potential Naturalization Areas

▼ Potential Upland Corridors

Ground Water Recharge Areas

NATURAL HAZARDS

Maximum Hazard Line

NOTE 1: Hazard Lines abown on this map are approximate. The precise definiation of hazard line mapping available from the Conservation Authority having jurisdiction.

NOTE 2: Flood Fringe mapping for certain areas of the city is available from the Upper Thames River Conservation Authority.

Base Map Features

××× Railways

✓ Water Courses/Ponds

Streets (refer to Schedule "C")

Conservation Authority Boundary

Subwatershed Boundary

Big Picture Meta-Cores and Meta-Corridors

CITY OF LONDON

Planning Services / Development Services

OFFICIAL PLAN SCHEDULE BI - NATURAL HERITAGE FEATURES -

PREPARED BY: Graphics and Information Services

Scale 1:30,000

PLANNER: CP
TECHNICIAN: MB

DATE: 2019/09/23

