

Report to Planning and Environment Committee

To: Chair and Members
Planning and Environment Committee
From: Gregg Barrett, Director, Planning and Development
Subject: Transit-Oriented Secondary Plan Prioritization
Date: December 13, 2021

Recommendation

That, on the recommendation of the Director, Planning and Development, the Transit-Oriented Secondary Plan Priority Areas, attached hereto as Appendix “A”, **BE ENDORSED.**

Executive Summary

In August 2021, Municipal Council directed Civic Administration to prioritize the development of a secondary plan for the Wellington Gateway corridor, as well as prioritize secondary plans for the Transit Village Place Type identified in *The London Plan*. This report identifies four general areas where there exists a potential need for the development of a secondary plan based on the locations of transit-oriented place types. These four general areas have been prioritized in this report and in Appendix “A”.

Linkage to the Corporate Strategic Plan

This recommendation supports the following 2019-2023 Strategic Plan areas of focus:

Strengthening our Community

- Increase affordable and quality housing options
- Improve the health and well-being of Londoners
- Ensure that new development fits within and enhances its surrounding community

Building a Sustainable City

- Direct growth and intensification to strategic locations

Growing our Economy

- Increase public and private investment in strategic locations

Analysis

1.0 Background Information

1.1 Previous Reports Related to this Matter

- July 26, 2021, Planning and Environment Committee, Draft Terms of Reference for the Oxford Wonderland Secondary Plan

2.0 Discussion and Considerations

2.1 Secondary Plan Purpose and Location Considerations

Where there is a need to elaborate on the parent policies of *The London Plan*, or where it is important to coordinate the development of multiple properties, a secondary plan may be prepared. Secondary plans allow for a comprehensive study of, and a

coordinated planning approach to, a secondary planning area. This allows for the opportunity to provide more detailed policy guidance for the secondary planning area that goes beyond the general policies of *The London Plan*. Once adopted, the policies of the secondary plan have the same status as the policies of *The London Plan*. Where conflicts between the policies of *The London Plan* and the secondary plan exist, the secondary plan policy prevails.

Policy 1557 of *The London Plan* provides a list of areas that may warrant the preparation and adoption of a secondary plan. These include:

1. Areas that have been added to the Urban Growth Boundary and are within a Future Growth Place Type.
2. Areas that require a coordinated approach to subdivision development.
3. Residential neighbourhoods that are experiencing pressure for conversion, infill development, or redevelopment to a higher intensity of use.
4. Residential areas where detailed planning is required to maintain residential stability and character, and to improve neighbourhood amenities.
5. Older industrial areas that are subject to pressures for expansion or transition to other uses.
6. Institutional areas that may be in transition or subject to major redevelopment.
7. Areas that are subject to substantial change as the result of a proposed major development.
8. Commercial areas that are subject to land use transition.
9. Areas where a coordinated approach to the development of multiple properties is required for a specific planning and design objective.
10. Areas that have been designated as Community Improvement Project Areas.
11. Areas, in whole or in part, within the Transit Village, Rapid Transit Corridor, or Urban Corridor Place Types that may require vision and more specific policy guidance for transition from their existing form to the form envisioned by this Plan.

2.2 Secondary Plan Process and Timelines

The secondary plan process begins with an analysis of a general area and considers the existing policy context, the physical environment, recent planning applications, and other factors to determine an appropriate and manageable boundary for a study area.

A draft terms of reference is then developed for the identified study area. The draft terms of reference identifies the goals and objectives of the study and the desired outcomes, as well as establishes the scope of work to be undertaken, including a preliminary list of matters that are to be considered through the development of the secondary plan. The draft terms of reference is presented to Municipal Council for endorsement.

If the draft terms of reference is endorsed by Municipal Council, an Official Plan amendment is initiated by Civic Administration, which starts an extensive public and stakeholder consultation process. The planning matters identified in the terms of reference are further considered, which may require subject-specific background studies to be undertaken.

Policies are drafted in response to the feedback received during the consultation process and the findings of the planning analysis. Civic Administration brings forward a

draft secondary plan to Municipal Council for review and additional public consultation prior to the adoption of the final secondary plan.

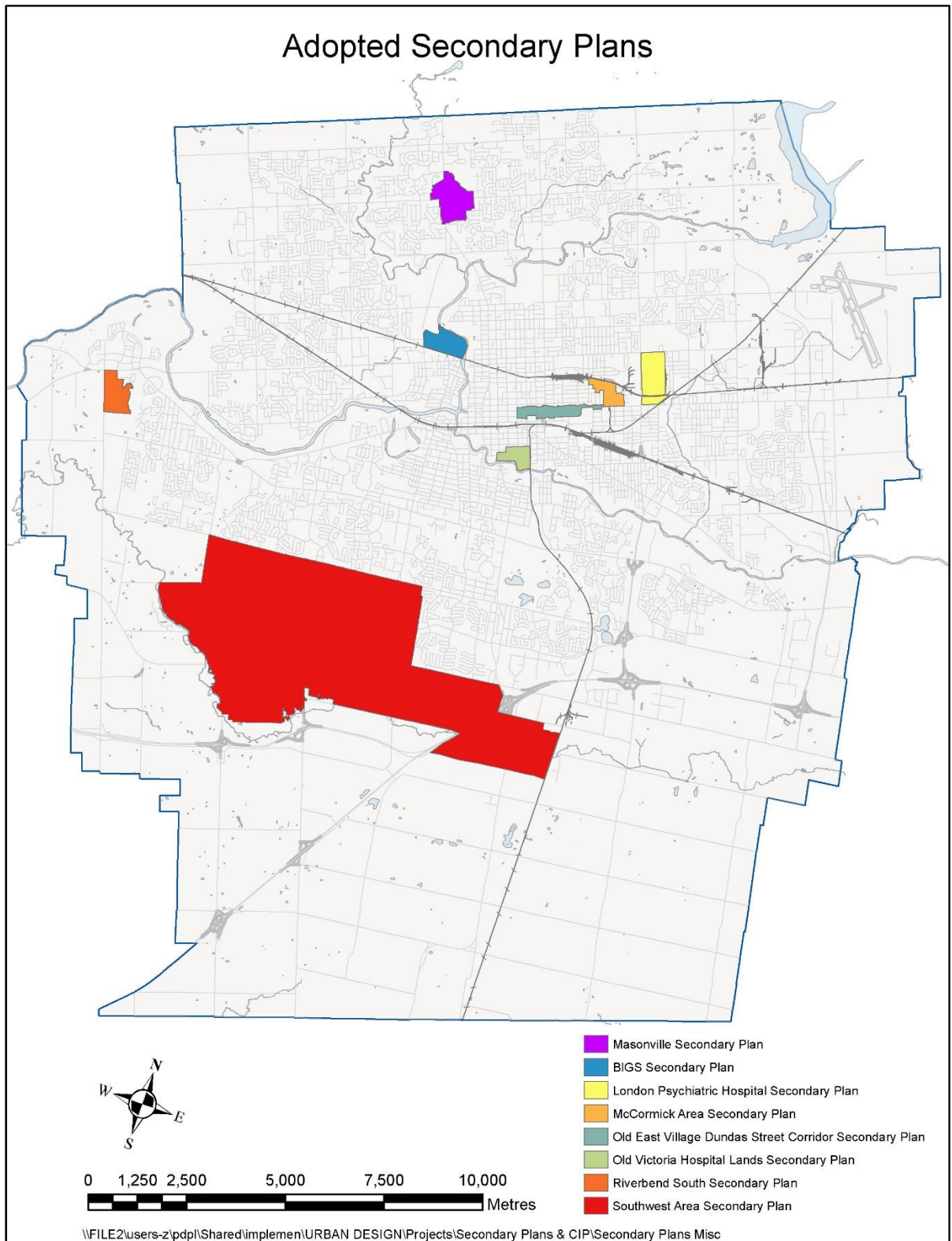
Based on the complexity of matters under consideration and the extent of public interest and participation, the entire process outlined above may take between one and three years to complete. However, multiple secondary plan studies can be underway concurrently based on available resources. It also should be noted that as a secondary plan requires an amendment to *The London Plan*, appeals can be made which may delay the implementation of the secondary plan policies beyond this timeline.

2.3 Adopted Secondary Plans

Municipal Council has previously adopted the following secondary plans:

- Beaufort/Irwin/Gunn/Saunby (BIGS) Neighbourhood Secondary Plan
- London Psychiatric Hospital Secondary Plan
- Masonville Secondary Plan
- McCormick Area Secondary Plan
- Old East Village Dundas Street Corridor Secondary Plan
- Old Victoria Hospital Lands Secondary Plan
- Riverbend South Secondary Plan
- Southwest Area Secondary Plan

Map 1 illustrates the locations of the secondary planning areas associated with the secondary plans listed above.



2.4 Priority Areas for Transit-Oriented Secondary Plans

At its meeting held on August 10, 2021 Municipal Council resolved:

That the Civic Administration BE DIRECTED to prioritize the development of the secondary plan for the Wellington Gateway corridor and BE DIRECTED to report back at a future meeting of the Planning and Environment Committee with respect to the timing of future secondary plan development that prioritizes the “transit village” place types identified in the London Plan; it being noted that the draft Terms of Reference for the Oxford Wonderland Secondary Plan, as outlined in the staff report dated July 26, 2021, would be included in the aforementioned report back. (2021-D08) (AS AMENDED) (2.1/11/PEC)

The London Plan has two transit-oriented place types: the Transit Village and the Rapid Transit Corridor. These place types are located based on the four anticipated rapid

transit routes radiating from the downtown; all four corridors currently have high-frequency transit service and significant ridership. The planning and implementation of the south (Wellington Gateway) and east (East London Link) rapid transit routes are currently underway.

Rapid transit service will have an impact on the physical environment of these corridors and is anticipated to increase interest in the redevelopment of properties in proximity to the rapid transit service. For this reason, in addition to the direction provided by Municipal Council, priority was given to the south and east areas within the Transit Village Place Type as the implementation of these rapid transit routes is currently underway.

Consistent with the framework established through the above Council resolution, and taking into consideration the planned rapid transit network, Civic Administration will undertake an analysis to determine the needs for secondary plans in the following areas, listed in priority order:

1. The Rapid Transit Corridor Place Type generally located along Wellington Street, between Bathurst Street and Bradley Avenue (Wellington Gateway).
2. The Transit Village Place Type generally located at the intersection of Wellington Road and Bradley Avenue (White Oaks Mall).
3. The Transit Village Place Type generally located along the west side of Highbury Avenue, south of Oxford Street East.
4. The Transit Village Place Type generally located at the intersection of Oxford Street West and Wonderland Road.

The four priority areas are illustrated in Appendix "A".

Through further examination of the context and specific policy needs of each general area listed above, study area boundaries will be developed. For areas listed covering a significant land area, such as the Wellington Gateway, it is anticipated that multiple study areas will be identified resulting in the need for more than one secondary plan to appropriately address the entirety of the corridor.

In addition to the four priority areas listed above, it should be noted that there may be areas along the East London Link that require further evaluation of the applicable policies due to their proximity to this planned rapid transit route. These areas include the Rapid Transit Corridor Place Type generally located along Dundas Street, between Ontario Street and Florence Street; and, the Rapid Transit Corridor Place Type generally located along Oxford Street East, between Roehampton Avenue and Second Street.

3.0 Financial Impact/Considerations

3.1 Background Studies

Policy 1560 of *The London Plan* identifies that background studies may address such matters as:

- A planning analysis which addresses the Our City and Our Strategy policies and all of the relevant City Building policies of this Plan.
- Natural heritage studies to address the Environmental Policies of this Plan.
- Infrastructure studies to address the Civic Infrastructure policies of this Plan.
- A cultural heritage resource review, including archaeological resources, cultural heritage landscapes and built heritage resources.

- A planning and design report to evaluate and establish the important design goals and objectives for the planning area and to develop a neighbourhood or development concept plan that implements the City Design policies of this Plan.
- A transportation study to evaluate existing and required street network, cycling and pedestrian infrastructure, and transit linkages.
- Population, residential unit, employment and industrial, commercial and institutional floor space forecasts.
- An evaluation of affordable housing needs.
- A financial analysis, providing a forecast of the one-time and ongoing costs and revenues that will be generated by the development of the subject lands, considering the timing of these costs and revenues and in keeping with public asset best management practices.

Depending on the nature and subject matter of the background studies required, there may be costs associated with retaining the professional expertise necessary to complete the background studies. Funding to support background studies for the preparation of growth-related secondary plans is collected through Development Charges (DCs). It is not anticipated that any additional source of funding or resources will be required to carry out the above-noted work plan.

Conclusion

There are four general transit-oriented areas identified where there exists a potential need for the development of a secondary plan. These areas have been listed in priority order, based on the direction received from Municipal Council in August 2021 and the planned rapid transit network. Civic Administration will begin with the secondary planning process for the Wellington Gateway in the first quarter of 2022.

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Recommended by: Gregg Barrett, AICP
Director, Planning and Development

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 and Economic Development.

Appendix A – Transit-Oriented Secondary Plan Priority Areas

