

Report to Planning and Environment Committee

To: Chair and Members
Planning & Environment Committee
From: Scott Mathers, MPA, P. Eng.,
Deputy City Manager, Planning and Economic Development
Subject: Draft Victoria Park Secondary Plan
Date: March 7, 2022

Recommendation

That, on the recommendation of the Director, Planning and Development, the following actions be taken with respect to the draft Victoria Park Secondary Plan:

- (a) The draft Victoria Park Secondary Plan, attached in Appendix “A” **BE RECEIVED** for information; and,
- (b) The draft Victoria Park Secondary Plan **BE CIRCULATED** for public comment.

IT BEING NOTED that feedback received will inform a revised 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.

Executive Summary

The purpose and effect of the recommended action is for Municipal Council to receive the revised draft *Victoria Park Secondary Plan* for consideration, and for the public to be able to review the revised draft Secondary Plan and provide comments prior to and during a future public participation meeting of the Planning and Environment Committee where staff will recommend approval of the final *Victoria Park Secondary Plan* and implementing Official Plan Amendment.

Linkage to the Corporate Strategic Plan

The preparation of the draft *Victoria Park Secondary Plan* contributes to implementing the Strategic Plan through Building a Sustainable City and Strengthening Our Community. The area surrounding Victoria Park is partially within and directly adjacent to the Downtown and is considered a strategic location for growth and intensification. The preparation of the draft *Victoria Park Secondary Plan* coordinates growth and development in a well-planned and sustainable manner over the long term. The draft Secondary Plan will promote the efficient use of land, prioritize active transportation, and ensure that new development is of the highest design standard and will fit within and enhance the surrounding community.

Climate Emergency

On April 23, 2019, Council declared a Climate Emergency. The draft *Victoria Park Secondary Plan* supports the City’s commitment to reducing and mitigating climate change by providing compact development forms that will encourage land use intensification and ‘inward and upward’ residential growth at an appropriate location. It also encourages active transportation and supports the inclusion of sustainable development practices. The *Victoria Park Secondary Plan* supports and efficient use of existing urban lands to manage growth and reduce the demand for sprawl.

Analysis

1.0 Background Information

1.1 Previous Reports Related to this Matter

November 1st, 2021 – PEC – Application by GSP Group Inc. re properties located at 560 and 562 Wellington Street (OZ-8462)

September 10, 2021 – PEC – Application for Site Plan Approval by Great-West Life 556 Wellington Street (SPA19-046)

February 3, 2020 - PEC – *Victoria Park Secondary Plan* (OZ-8978)

June 17, 2019 - PEC – *Victoria Park Secondary Plan* – Draft Secondary Plan (OZ-8978)

April 29, 2019 - PEC – *Victoria Park Secondary Plan*: Status update and Draft Secondary Plan Principles (OZ-8978)

April 30, 2018 - PEC – Application by GSP Group Inc. 560 and 562 Wellington Street – Status update and request to undertake further study (OZ-8462)

May 8, 2017 - PEC – Application by GSP Group Inc. re properties located at 560 and 562 Wellington Street (OZ-8462)

1.2 Purpose of the Victoria Park Secondary Plan

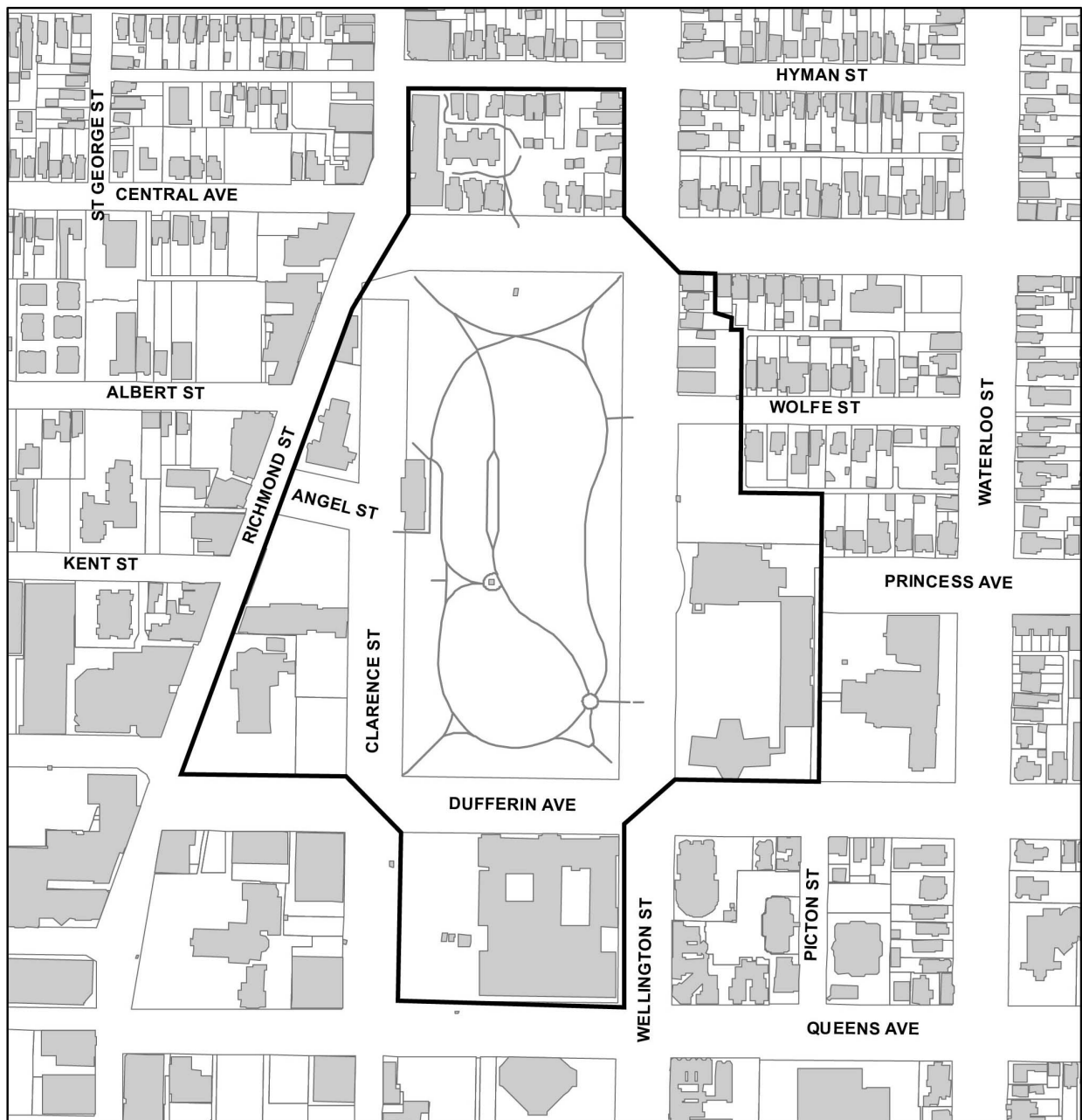
Secondary Plans provide an opportunity for more detailed area-specific policy guidance, going beyond the parent policies of the Official Plan. In the case of the *Victoria Park Secondary Plan*, the intent is to provide a more comprehensive vision for future development and redevelopment within the Secondary Plan area, expanding on the general policies of *The London Plan*. Existing plans, policies, regulations, and guidelines applying to properties around the park have been considered to create the development framework and to provide clarity and consistency in reviewing future applications.

The policies in the *West Woodfield Heritage Conservation District Plan* and the *Downtown Heritage Conservation District Plan* will continue to apply to many properties within the *Victoria Park Secondary Plan* boundary and are evaluated under the framework of the *Ontario Heritage Act*.

Any future development application will be evaluated on a site-by-site basis for conformity to the applicable Official Plan policies, Secondary Plan policies, and Heritage Conservation District Plans. Additionally, site-specific technical studies, and the general regulations of the Zoning Bylaw and Site Plan Bylaw will also be considered in the evaluation of future development applications.

1.3 Study Area

The Victoria Park Secondary Plan applies to properties around Victoria Park as identified in Figure 1 below. This area has been defined 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 to properties within this boundary.



1.3 Referral back to Civic Administration

On February 3, 2020 a public participation meeting was held at the Planning and Environment Committee and a previous version of the *Victoria Park Secondary Plan* was presented with a recommendation for adoption.

At its meeting on February 11, 2020, Council resolved:

- a) *the Victoria Park Secondary Plan BE REFERRED back to the Civic Administration for further public consultation and consideration, with a report back to a future meeting of the Planning and Environment Committee, with the report back to include consideration to include, but not be limited to, the following matters:*
 - i) *permitted heights and the relationship with the proposed 45 degree angular plane;*
 - ii) *Housing affordability within the proposed Secondary Plan;*
 - iii) *sound mitigation from noise generated from festivals held at Victoria Park; and,*
 - iv) *other issues raised by the public during the public participation meeting held on this matter;*

- a) *the Civic Administration BE REQUESTED to provide 3D modelling of different permitted heights and related shadow impacts with the report back;*

Further technical studies, analysis and consultation have been undertaken related to the issues raised at the Planning and Environment Committee and Council. Recent planning and development approvals related to properties within the Secondary Plan area, as well as new applicable policies and regulations have also been considered. These additional considerations are included in Section 4.0 Discussion and Considerations below, and have informed revisions to the draft *Victoria Park Secondary Plan*, attached to this report as Appendix A.

2.0 Community Engagement

2.1 Summary of Consultation

The *Victoria Park Secondary Plan* has involved extensive community engagement. A Get Involved webpage was created with project information and relevant documents publicly available. To date, more than 200 interested parties have provided their contact information to stay updated about the *Victoria Park Secondary Plan*.

The following section outlines major engagement opportunities for the *Victoria Park Secondary Plan*:

- Home County Music and Art Festival - July 16-18, 2018
- Sun Fest - July 4-7, 2019
- Ribfest including Virtual Reality (VR) visualization - August 1-6, 2019
- Community Information Meeting #1 - October 1, 2018
- Community Information Meeting #2 - January 24, 2019
- Public Participation Meeting at the PEC - April 29, 2019
- Public Participation Meeting at the PEC - June 17, 2019
- Community Information Meeting #3 - September 4, 2019
- Public Participation Meeting at the PEC - February 3, 2020
- Community Information Meeting #4 (virtual) - November 11, 2020
- Various meetings (both in-person and virtually), telephone calls, and emails from community members, landowners, and other stakeholders, including Friends of Victoria Park, Woodfield Community Association, Architectural Conservancy of Ontario (ACO), Downtown London BIA, Woodfield Ratepayers.

2.2 Summary of Comments and Themes

The feedback received during the Secondary Plan process was varied. The high level of public response indicate that Londoners across the City are passionate about the future of the *Victoria Park Secondary Plan Area* and want to ensure the continued vitality and functionality of the park. The feedback received has informed the development of the *Victoria Park Secondary Plan*. A more detailed summary of how specific themes of comments have been addressed in this revised *Victoria Park Secondary Plan* is attached in Appendix B.

The overarching themes from various consultation events include the following:

- Opportunities for intensification in certain locations.
- Need to transition to low-rise development and existing character.
- Pedestrian environment needs improvement.
- Concern about traffic and congestion as a result of increased development.
- Desire for information about sustainable development.
- Desire for consideration about affordable housing.
- Sound mitigation for noise from festivals.
- Consider active transportation.
- Impact of development on trees and green space.
- Opportunities to consider existing uses, character and context of surrounding areas.
- Concerns about permitted heights and related shadow and wind tunnel impacts.
- Impact of view corridors on development potential.
- Relationship of new development with St. Peter's Basilica Cathedral.
- Loss of parking in the area.
- Application and clarity of angular plane and other policies.

The feedback received from the public and stakeholders has helped inform the development of, and revisions to, the draft *Victoria Park Secondary Plan*. Substantive changes to the plan since the February 2020 version are outlined in section 5.0 – Revisions to the draft Victoria Park Secondary Plan.

3.0 Policy Framework

3.1 Provincial Policy Statement, 2020 (PPS)

The *Provincial Policy Statement (PPS)*, 2020 provides policy direction on matters of provincial interest related to land use planning and development. The policies support the integration of land use planning, growth management, transit-supportive development and optimization of transit investments to minimize land consumption and servicing costs (1.1.1.e)).

The policies in the Victoria Park Secondary Plan are consistent with the PPS, including direction that healthy, liveable, and safe communities are sustained by promoting efficient development and land use patterns, accommodating an appropriate affordable and market-based range and mix of residential types, employment, institutional, recreation, park and opens space and other uses to meet long-term needs (1.4.3). The PPS identifies that the vitality and regeneration of settlement areas is critical to the long-term economic prosperity of our communities. The PPS promotes appropriate development standards which facilitate intensification, redevelopment, and compact form, while avoiding or mitigating risks to public health and safety. Further, the PPS establishes that Planning authorities shall identify appropriate locations and promote opportunities for transit-supportive development, accommodating a significant supply and range of housing options through intensification and redevelopment where this can be accommodated taking into account existing building stock or areas, and the availability of suitable existing or planned infrastructure and public service facilities required to accommodate projected needs.

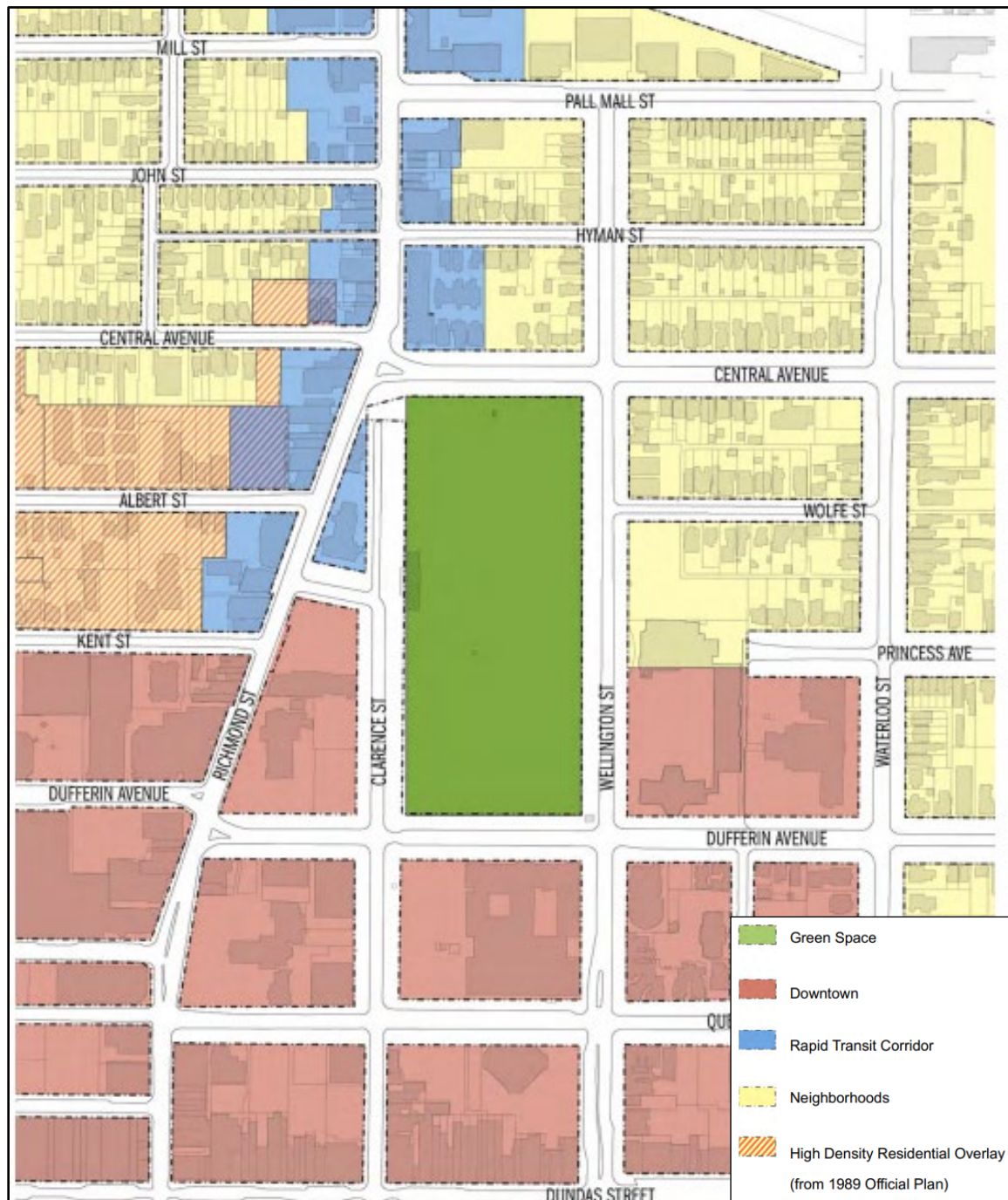
The PPS promotes healthy, active communities by planning public streets, spaces and facilities to be safe, meet the needs pedestrians, foster social interaction and facilitate active transportation and community connectivity. The PPS also encourages a sense of place, by promoting well-designed built form and cultural planning, and by conserving features that help define character, including built heritage resources and cultural heritage landscapes (1.7.1). Long-term economic prosperity is also supported by minimizing negative impacts from a changing climate. Finally, the PPS promotes economic development and competitiveness by encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable and resilient communities.

3.2 The London Plan

The London Plan is the new Official Plan for the City of London (Council adopted, approved by the Ministry with modifications, and the majority of which is in force and effect). *The London Plan* policies under appeal to the *Local Planning Appeals Tribunal* (Appeal PL170100) and not in force and effect are indicated with an asterisk throughout this report. *The London Plan* policies under appeal are included in this report for informative purposes indicating the intent of City Council but are not determinative for the purposes of this planning application.

The lands within the study area have a variety of Place Types including: Downtown, Rapid Transit Corridor and Neighbourhoods. The various Place Types permit a wide range of commercial, retail, shopping, office, mid-rise and high-rise residential forms. The draft Victoria Park Secondary Plan will build on the planning direction from *The London Plan*, but also help to establish effective transitions between the different uses, intensities and forms permitted in the different Place Types to create a comprehensive vision for the overall area.

Figure 2 – London Plan Place Types



Downtown

The properties located south of Angel Street and Princess Street, making up approximately the lower half of the plan area are designated Downtown in The London Plan. Downtown is the highest-order mixed-use activity centre in the city and contemplates a broad range of residential, retail, service, office, cultural, institutional, hospitality, entertainment, recreational and other related uses. The London Plan permits standard maximum heights of up to 22 storeys. Heights up to 35 storeys are permitted using bonus zoning. The Downtown is also subject to the minimum densities in the Protected Major Transit Station Areas (PMTSA) policies to support higher-order transit ridership and the possible implementation of Inclusionary Zoning.

Rapid Transit Corridor

The properties located along Richmond Street, north of Angel Street in the north-west quadrant of the plan area are designated Rapid Transit Corridor in The London Plan. The vision for the Rapid Transit Corridors is to create vibrant mixed-use and transit-oriented neighbourhoods that support walkability and transit ridership, particularly in locations adjacent to planned station areas. The Rapid Transit Corridor policies include a framework for lot consolidation which allows the Place Type boundary to be expanded to accommodate more viable development parcels, as well as transition to adjacent Neighbourhoods.

The Rapid Transit Corridor Place Type contemplates a broad range of residential, retail, service, office, cultural, recreational, and institutional uses. The area along Richmond Street from Oxford Street to Kent Street is further defined by special policies as the Richmond Row Main Street. This segment allows for standard maximum heights up to 12 storeys, and extends up to 16 storeys with bonusing. The Rapid Transit Corridor is also subject to the minimum densities in the PMTSA policies to support planned higher-order transit and the possible implementation of Inclusionary Zoning.

Neighbourhoods

The properties located north of Princess Ave and the east portion of the block north of Central Avenue, making up the north-east quadrant of the plan area are designated Neighbourhoods Place Type in *The London Plan*. The vision for Neighbourhoods is to create vibrant, exciting places to live, that help us to connect with one another and give us a sense of community well-being and quality of life. Key elements of Neighbourhoods are attractive streetscapes, buildings and public spaces, with a diversity of housing choices allowing for affordability, and giving people the opportunity to remain in their neighbourhoods as they age if they choose to do so. Neighbourhoods will be well-connected with lots of safe, comfortable, convenient mobility options, and attractive amenities such as parks, and recreational opportunities.

The Neighbourhoods Place Type contemplates an appropriate range of residential, retail, service and office uses. The permitted heights in the Neighbourhoods Place Type depend on the street classification, and are generally up to 4 storeys, and extends up to 6 storeys with bonusing.

Guidelines and Special Policy Areas with The London Plan

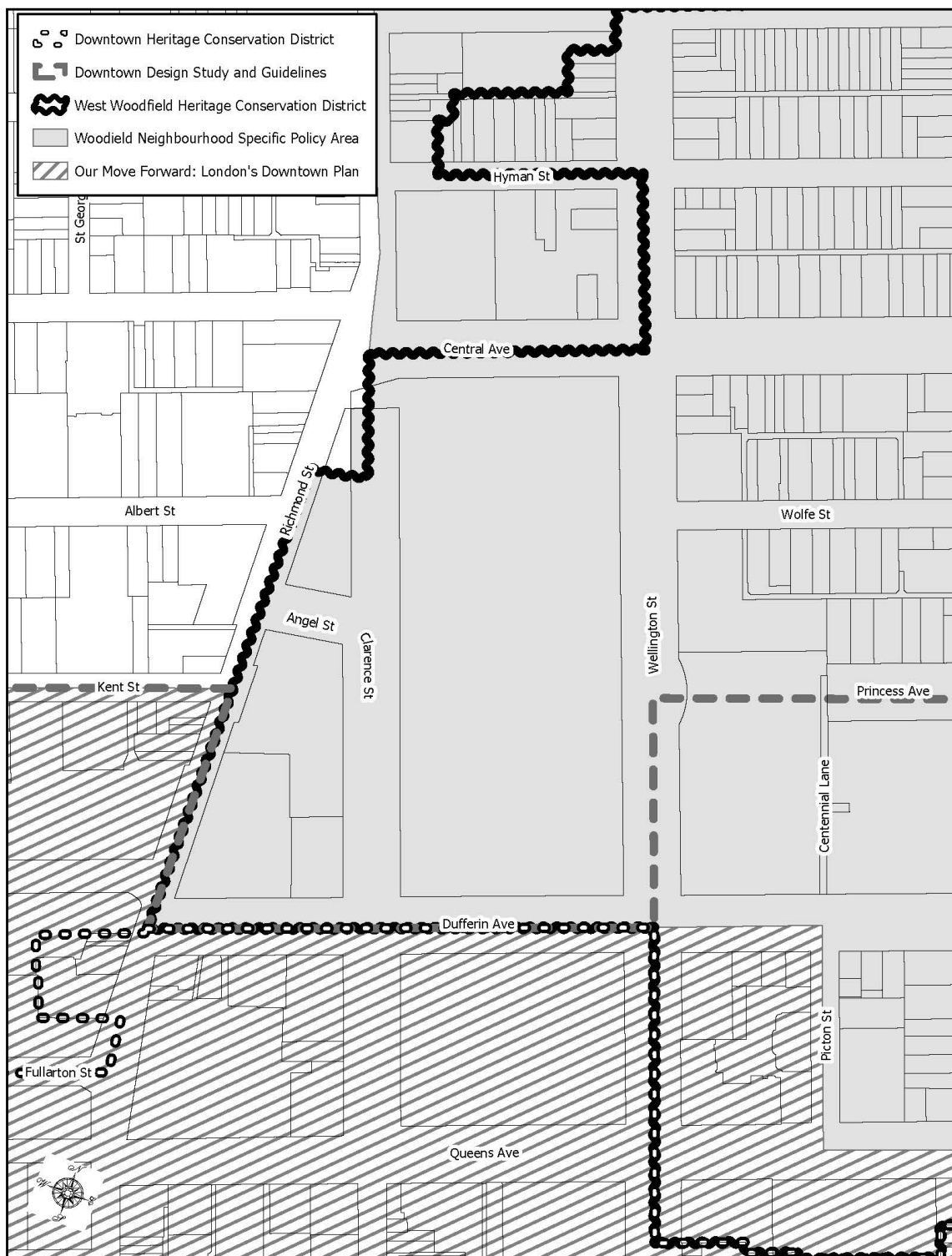
Our Move Forward: London's Downtown Plan and the *Downtown Design Study and Guidelines* are both guideline documents adopted under policy _1717 of The London Plan and apply mainly to the southern portion of the study area. The Woodfield Neighbourhood Specific Policy Area (policy _1033) is also part of *The London Plan* and applies to all properties within the Secondary Plan area except the property south of Dufferin Avenue and the most northerly property west of Clarence Street along Richmond Street. A map demonstrating the overlapping planning framework for the lands surrounding Victoria Park can be found in Figure 3 below.

3.3 1989 Official Plan

The lands within the study area have a variety of designations in the 1989 Official Plan including: Downtown Area, Low Density Residential, Multi-Family Medium Density, Community Facility, Office Area, and Main Street Commercial Corridor. The various designations permit a wide range of commercial, retail, shopping, office, mid-rise and high-rise residential forms.

With the Downtown and Rapid Transit Corridor Place Type policies being in force and effect, the 1989 Official Plan policies mainly apply within the under-appeal Neighbourhood Place Type in the north-east portion of the study area.

Figure 3 – Overlapping policy and guideline documents around Victoria Park



3.4 Cultural Heritage Legislative and Policy Framework

Cultural heritage resources are to be conserved and impacts assessed as per the fundamental policies of the *Provincial Policy Statement* (2020), the *Ontario Heritage Act*, and *The London Plan* and the *Official Plan* (1989, as amended).

Ontario Heritage Act

Section 42 of the *Ontario Heritage Act* requires that a property owner not demolish, erect, alter, or permit the alteration of, the property without obtaining Heritage Alteration Permit approval. The *Ontario Heritage Act* enables Municipal Council to give the applicant of a Heritage Alteration Permit: a) the permit applied for; b) notice that the council is refusing the application for the permit; or, c) the permit applied for, with terms and conditions attached (*Ontario Heritage Act*, Section 42(4)).

As a result, any future development applications for a property located in the *Victoria Park Secondary Plan* area that is designated Part IV or Part V (pursuant to the *Ontario Heritage Act*) will still be required to receive Heritage Alteration Permits prior to

development. A Heritage Impact Assessment will also be required for any planning or development application.

West Woodfield Heritage Conservation District Plan (2008)

The West Woodfield Heritage Conservation District (WWHCD) is primarily bounded by Richmond Street, Pall Mall Street and Central Avenue, Maitland Street, and Dufferin Avenue and Queens Avenue. The majority of properties south of Central Avenue and north of Dufferin Avenue are within the WWHCD with the exception of the northern most property west of Clarence Street.

Downtown Heritage Conservation District Plan (2013)

The Downtown Heritage Conservation District is primarily bounded by the Thames River, Blackfriars Bridge, Fullarton Street, Dufferin Avenue and mid-block between Wellington and Waterloo, north of Dundas. The properties south of Dufferin Avenue are located within the Downtown HCD.

4.0 Discussion and Considerations

Further technical studies, policy review, analysis and consultation have been undertaken related to the issues raised at the Planning and Environment Committee and Council. Recent planning and development approvals related to properties within the Secondary Plan area, as well as new applicable policies and regulations have also been considered. These additional considerations are summarized below, and have informed revisions to the draft *Victoria Park Secondary Plan*, attached to this report as Appendix A.

4.1 Additional Community Consultation

Within the limitations and restrictions presented by the Covid-19 pandemic, City staff undertook additional community consultation related to the *Victoria Park Secondary Plan*. This consultation included a Community Information Meeting, which was held virtually using Zoom, as well as several meetings, telephone calls and emails with community groups, property owners and individuals.

The following summarizes the consultation that has occurred since the February 3, 2020 public participation meeting before PEC:

- November 11, 2020 - Community Information Meeting #4 (virtual)
- January 21, 2020 – Friends of Victoria Park
- February 28, 2020 – Woodfield and Friends of Victoria Park
- November 2, 2020 – Architectural Conservancy of Ontario (ACO)
- November 11, 2020 – Downtown BIA
- November 16, 2020 – Woodfield Ratepayers
- Various dates – Meetings with Property Owners

The issues and concerns raised through community engagement were consistent with those that had been previously raised and considered. A detailed summary of consultation themes and responses is provided in Appendix B: Public Engagement.

4.2 Heights and Angular Plane

Angular planes are an effective tool to address transition between existing low-rise neighbourhoods and areas for intensification to minimize shadowing and privacy impacts. An angular plan essentially provides a horizontal setback in relation to the vertical height of a building, pushing taller portions of the building further away from the low-rise area.

Through analysis of the Secondary Plan area, and different building typologies, it was found angular planes are most effective at shaping the massing of slab-type low-rise and mid-rise buildings, as well as the podium or base of high-rise development. However, angular planes are less effective at shaping high-rise buildings, or determining height of high-rise buildings, in the absence of other regulations. For tall

buildings - privacy, shadowing, sky-view and other impacts are better controlled through restrictions on the width and size of tower floorplates, tower separation and setbacks, to allow shadows to move quickly across impacted properties.

The use of angular planes can also have unintended consequences when applied in the absence of other massing restrictions, including incentivizing lot consolidation and redevelopment deeper into adjacent neighbourhoods than anticipated, and permitting large slab-type development with terraces overlooking the adjacent low-rise area.

The policies of the Secondary Plan have been revised to add clarity around the permitted heights for each Policy Area, removing cross-references to angular planes from Table 1: Permitted Heights and Schedule 4: Permitted Heights. The permitted heights are based on the underlying policy framework of *The London Plan*, the existing development permissions on various sites, and the ability to provide sensitive and compatible infill development within each site's unique context.

The most significant change to permitted heights is for the 556 Wellington Street property. To acknowledge the existing height and density permissions in the Zoning By-law and development agreement, the heights for this property have been revised from a maximum height based on an angular plane on the north portion and 30 storeys on the south portion, to 16 storeys and 25 storeys respectively. An additional change to the permitted heights is for the 560-562 Wellington Street property. An appeal has been received in relation to a site-specific development proposal and the permitted height for the property will be determined by a future decision of the Ontario Land Tribunal. Once a final decision is rendered and in-force, the Secondary Plan will be updated to reflect the permitted heights.

The draft *Victoria Park Secondary Plan* has been revised to ensure appropriate policy guidance is in place to shape the height and massing of new buildings to minimize shadow, privacy, sky-view, streetscape character, scale and other impacts for both mid-rise and high-rise buildings in all Policy Areas. Policies guiding the shape of development are included in chapters 3.7 Heights and 3.8 Built Form. Where more detailed information is required to assess the impact of a site-specific development proposal, additional technical studies have been outlined in 4.7 Required Studies and will be required for any planning and development application to address such things as wind shear and noise impacts. Achieving the full range of heights permitted in the Secondary Plan will be based on a developments' ability to conform to the other policies of the Secondary Plan, in particular the Built Form policies.

A shadow study is provided in Appendix C demonstrating the maximum permitted heights, and the application of the Built Form policies. It is important to note that many of the properties in the *Victoria Park Secondary Plan* area could accommodate a variety of different configurations, building locations and sizes. Individual shadow studies will still be required for specific development proposals to assess shadow impacts and mitigative design measures. The shadow study in Appendix C is illustrative of one potential build-out scenario.

4.3 Surrounding Context and Character

Staff conducted a figure ground analysis as well as more detailed in person assessment of the area within and surrounding the *Victoria Park Secondary Plan* area to better understand the existing context and character of both public and private land. The figure ground analysis included looking at aerial photography to differentiate areas where buildings, hard surfaces (pavement), and soft surfaces (landscaping) were located within the area. In addition, a review of the existing land uses including conversions to multi-unit and office uses was undertaken.

The analysis found that the large majority of green and soft surfaces were within Victoria Park itself, on the St. Peter's Basilica Cathedral property and in the front yards and city boulevards. Some areas of green space were present in the rear yards of the surrounding neighbourhoods, mostly north of Central Avenue. Hard surfaces in the area included the roads and sidewalks, but a significant amount of hard surface was

attributed to the large surface parking lots to the east, south and west of the park, as well as Reg Cooper Square. Outside of the Secondary Plan area, the London Central Secondary School yard, and a number of large and small rear yard parking areas are hard surfaced.

Through visual assessment, as well as reviewing zoning, residential rental licenses and business license data in the surrounding area, it is apparent that many of the buildings in the area have been converted to either multi-unit residential properties, businesses or offices. Based on the above review, it's evident the surrounding area is functioning in a different way than it was originally developed and could be considered as a transitional mixed-use area, rather than an exclusively residential neighbourhood. However, despite the change in use, the majority of additions and alterations to the properties have occurred to the rear of buildings and in rear yards, and the defining heritage character and build form of the neighbourhood is still evident on the front facades of buildings and in areas visible from the public realm.

Chapter 3.8 Built Form in the *Victoria Park Secondary Plan* has been revised to strengthen policies related to compatibility with adjacent buildings, streetscapes and character. These revised policies direct new development to provide a consistent scale and composition as adjacent streetscapes including elements such as rhythm of façade openings (i.e. windows and doors), continuation of datum lines (i.e. floor heights), façade articulation (i.e. recesses and projections) and setbacks above the existing defined street wall. The mid-rise and high-rise building policies also direct the design of buildings and sites to ensure residential amenity is being protected and created for both new and existing developments.

4.4 Noise Assessment

City staff retained RDWI Consulting Engineers to conduct a preliminary noise assessment for the Secondary Plan area, to address 1) how the development that the *Victoria Park Secondary Plan* envisions affects the sound distribution from festivals and events in Victoria Park, and 2) noise mitigation concepts for future development in the *Victoria Park Secondary Plan* to support the continued role of the park as a location for summer festivals and events. Modification of park structures to increase noise mitigation is not contemplated due to the heritage designation.

Screening level modelling illustrates the changes in sound between the existing conditions and future development based on the contemplated built form. Large areas of decreased sound level are located to the east of the park, with smaller areas of reduction to the north and south. There is a lack of significant change to the west due to the directionality of the sound path and the barrier effect that the bandshell provides. The future mid-rise and high-rise buildings to the east, north and south would provide large areas with noticeable to very noticeable sound level reductions of 5 to 10 db. A narrow area to the east of the park shows a sound level increase of 5 to 10 db. where existing buildings are built close to the Wolfe Street sidewalk and future buildings will be set back further from Wolfe Street, providing less of a sound barrier.

RDWI provided preliminary recommendations to ensure residents are adequately separated from the sound of activity in the park, in particular residential building façades that are visible from the park. A building envelope itself provides acoustic separation, but includes weaker elements such as windows, doors, passive and active ventilation. Possible façade upgrades include reducing the proportion of the façade that is window, reducing sliding patio doors and using windows with sound-reducing glass combinations.

Section 3.8.6 High-Rise Building policies were revised to not require windows and doors for the minimum glazing requirement on towers, allowing flexibility for spandrel and to not conflict with the noise assessment recommendations. Given the variety of innovative building technologies available and to balance the other policies of the Secondary Plan, the *Victoria Park Secondary Plan* includes a requirement that noise studies shall be submitted for new mid-rise or high-rise residential development. These studies will consider how noise from festivals will be mitigated through sound dampening building

practices. As the submission of noise studies and a warning clause for future tenants and purchasers advising about the possibility of noise from festivals were already included in *the Victoria Park Secondary Plan*, no further changes are proposed.

4.5 Traffic

Victoria Park is centrally located in the City of London, adjacent to Downtown and a Rapid Transit Corridor. *The London Plan* policies identify these Place Types as highly walkable areas that support active transportation as well as transit ridership, and reduce automobile dependence. Future rapid transit and active mobility choices will provide a real and attractive alternative to the car for residents and visitors in the *Victoria Park Secondary Plan* area. Increased intensification and more people living in proximity to downtown is conducive to increased usage of public transit and discourages additional traffic and congestion.

To address the potential for additional traffic, *the Victoria Park Secondary Plan* requires a Traffic Impact Assessment be submitted for any development proposal within the Secondary Plan area. The Sustainable Development policies of the Secondary Plan have also been enhanced to encourage and prioritize active transportation through the design of development. The results of an ongoing city-wide review of parking standards will also inform future development applications.

4.6 Parking

A parking count was conducted as part of the review of the Victoria Park Secondary Plan. The total number of parking spaces within the Secondary Plan area is approximately 1,150 spaces. This number includes approximately 2/3 on street and surface parking lots spaces and 1/3 of all spaces are within the Reg Cooper parking garage. Most existing parking lots within the Secondary Plan area are privately owned, dedicated to monthly parking passes for employees or residents, and available as metered spaces for public use. It's difficult to gauge how many spaces are available and accessible to the public versus private employees or residents. *The Downtown Parking Strategy* considers the provision of parking in Downtown and ensures adequate quantities of parking through various initiatives. Additionally, there are three Municipally owned parking lots in proximity to Victoria Park on Queens Ave (lot 5) and on Kent Street (lot 6 and lot 20).

No changes to the required parking rates are proposed within the Secondary Plan area. Section 3.8.4 Parking of the Secondary Plan includes policies that direct the location, access and visibility of parking. A policy has been added to encourage the provision of publicly accessible parking spaces and the potential need for a parking study for individual development proposals has also been added to section 4.7 Required Studies.

4.7 Impacts to Trees and Environment

Concerns were raised during public consultation regarding the impact of development and increased population on the park and trees. Further consultation has occurred with the Urban Forestry division on potential shadow, reflection, wind and compaction impacts to trees and is summarized below.

The impact of shadows on trees varies by species, and trees will grow best in whichever conditions are appropriate to the species. Shade tolerant species can grow in quite intense shade while intolerant species prefer full sun. Intolerant species that are not immediately adjacent to structures or other trees would likely continue to grow as sufficient ambient light is bounced or refracted off other structures. The ongoing management of trees in the park, including removals and replacements, will continue to select the right tree for the right location.

Trees adapt as they grow and are adapted to their growing conditions including weather which would include wind, heat and sun exposure. An abrupt change to wind levels without mitigative measures may result in snapping of stems, crowns, and large branches, or rotation at the roots. However, trees will adapt gradually over time to intensified winds from new directions. The impact of sunlight reflection on trees is short

term and where leaves and parts of trees are newly exposed to heat and light, the next year's leaves will adapt to these conditions. Long-term intense exposure, if not mitigated, may contribute to drier soils and the heat island effect.

The daily passive use of the pathways and lawn area in the park is not a significant contributor to tree decline. Large events where the public or vendors are permitted under the tree canopy and over rooting zones are a contributor to premature tree removals.

A Victoria Park Tree Health Assessment has been finalized and will help to understand impact on trees and inform potential mitigating solutions. This could include identifying trees that are more susceptible to decline due to compaction and limit foot traffic and the use within the root zone of the tree, or implementation of decompaction plans prior to park events, removal of turf underneath trees and substituting with mulch and decompaction practices such as aeration.

While operational and tree management considerations are outside of the scope of the *Victoria Park Secondary Plan*, the Secondary Plan policies do acknowledge that new development in the area can impact the health of trees and the design of development can help to mitigate those impacts. Sections 3.9 Compatibility with Park Activities and 4.7 Required Studies in the *Victoria Park Secondary Plan* have been updated to include considerations of tree impacts as part of wind studies for future development proposals.

4.8 Affordable Housing

Municipal Council resolved at its meeting of February 11, 2020 that further consideration of housing affordability be incorporated into the *Victoria Park Secondary Plan*. The following outlines new city-wide policy considerations related to affordable housing, as well as how housing mix and affordability are being addressed with the revised Secondary Plan.

Bonusing

Bonusing under section 37 of the *Planning Act* contemplates greater heights and densities for developments in exchange for the provision of certain services, facilities or matters provided as community benefits. Bonusing has been one of the primary tools used to secure affordable housing units through the development review process. Recent changes under Bill 108 to the *Planning Act* removed section 37 Bonusing and the tool will not be available beyond September 2022. Bonusing is therefore not included within the Secondary Plan.

Protected Major Transit Station Areas (PMTSAs)

The *Planning Act* defines Protected Major Transit Station Areas (PMTSAs) as areas “surrounding and including an existing or planned higher order transit station or stops” (S.16(15)). Municipal Council approved the designation of PMTSAs in the city of London on December 8, 2020, which align with the Downtown and Rapid Transit Corridor Place Types, within the Secondary Plan area. The PMTSA policies and designations in *The London Plan* will continue to apply to lands within the Secondary Plan area. Planning and development applications within the PMTSAs will be evaluated to ensure that they provide for an adequate level of intensity to support transit, utilize existing infrastructure and services, and ensure that the limited amount of land within this area is used efficiently.

Inclusionary Zoning

As a designated PMTSA, a large portion of the lands within the Secondary Plan area are eligible for the future consideration of Inclusionary Zoning. Inclusionary Zoning could require that a certain number of units or gross floor area within residential development be set aside as affordable housing for a set period of time. The terms of reference for Inclusionary Zoning were brought forward in January of 2021, and work is underway as per Provincial requirements.

An updated report to the Planning & Environment Committee regarding Inclusionary Zoning was received on February 7th, 2022. The report outlined how Inclusionary Zoning contributes to achieving the “Roadmap to 3,000 affordable units” by 2026 and requests the Province to consider the City’s Assessment Report evaluating the potential for and feasibility of Inclusionary Zoning on a city-wide basis.

The *Victoria Park Secondary Plan* area is anticipated to experience residential growth during the planning horizon, which makes it an appropriate and desirable area to integrate Inclusionary Zoning. Inclusionary Zoning within the Secondary Plan area will be implemented through the Official Plan policies within *The London Plan* or through the development of a Community Planning Permit System (CPPS). Inclusionary Zoning has the potential to deliver a level of affordable housing that will create housing choice and diversity and serve to replace units previously secured through bonusing.

Housing Mix and Affordability

As demonstrated above, the planning tools available to implement affordable housing through development applications can change over time. The *Victoria Park Secondary Plan* policies have been updated to include Section 3.10 Housing Mix and Affordability that outline the overarching goals for inclusion of affordable housing within the Secondary Plan area and can be implemented through the tools available at the time of a development application. Another piece of providing affordable housing beyond regulated affordable units is to plan for a mix of housing types, sizes and configurations that support a variety of different household structures within the plan area. The Housing Mix and Affordability section includes policies related to supporting a diverse population to live in the area, including the provision of amenities geared to a wide variety of demographics. Additionally, each new development proposal will be assessed on its ability to contribute to housing mix and affordability and will be required to submit a statement addressing the housing policies of the Secondary Plan.

4.9 Sustainable Development

The Victoria Park Secondary Plan contributes to sustainability and addressing the climate emergency by promoting a compact form of development in Central London that reduces urban sprawl. The Secondary Plan recognizes the importance of climate change mitigation, adaption and the need for a more sustainable and resilient city. Sustainable development policies are included in the Secondary Plan that will assist in addressing the Climate Emergency.

Section 3.11 Sustainable Development of the *Victoria Park Secondary Plan* has been revised to strength the existing policies of the plan, as well as introduce additional policies related to bird-friendly development practices and supporting active transportation within the building design and layout.

4.10 Planning and Development Approvals

Since the previous iteration of the *Victoria Park Secondary Plan*, two notable development applications within the Secondary Plan area have been considered and approved by Council and are summarized below.

556 Wellington Street (SPA19-046)

A Public Participation Meeting was held before the Planning and Environment Committee on September 21, 2021 regarding the Site Plan Approval of 556 Wellington Street.

This property is designated Office Area in the *Official Plan (1989)* and Neighbourhood Place Type in *The London Plan*. The existing zoning on the site is Downtown Area DA1(1) with a special provision to permit a convention centre. The application was to implement the existing zoning through a Site Plan.

Development proposal summary:

- Two apartment buildings with a total of 405 residential units.

- The first building fronting onto Wellington is 18 storeys tall with 17-storeys of residential above one-storey of retail, and 264 underground parking spaces.
- The second building in the rear of the site is 12 storeys tall with 7-storeys of residential above a 5-storey parking structure, containing 286 parking spaces.
- The buildings are proposed in a tiered formation with step-backs to distinguish the tiers and a number of material changes.

The existing policy and zoning framework on this property allows for the height and density contemplated in the development proposal. The permitted heights in the Secondary Plan have been revised to reflect the existing zoning on the site.

291 Wolfe Street / 560 & 562 Wellington Street (OZ-8462)

A Public Participation Meeting was held before the Planning and Environment Committee on November 1, 2021 in regards to the Official Plan and Zoning By-law amendment for 560 and 562 Wellington Street.

This property was designated Low Density Residential in the *Official Plan (1989)* and Neighbourhood Place Type in *The London Plan*. The existing zoning on the site is Office (OF1). The planning application was to amend the 1989 Official Plan to a Multi-Family, High Density Residential designation, and add a Specific Area Policy in Chapter 10, as well as change the zoning to a holding Residential R10 Special Provision zone.

Development proposal summary:

- 17 storey, mixed-use residential/commercial apartment building containing 173 residential apartments and 1 commercial unit.
- Reductions to yard depths for all sides between the building and property lines.
- Maximum height of 61m and lot coverage of 95%.
- Minimum landscaped open space of 20% including roof-top areas.
- Minimum 0 meter parking area setback from the road.

The proposal was approved by Council and subsequently appealed to the Ontario Land Tribunal and is awaiting a hearing.

As this proposal is currently subject to an appeal, the permitted heights for this site have been left out of the Secondary Plan and will be determined based on the decision of the Ontario Land Tribunal. Once a final decision is rendered and in-force, the *Victoria Park Secondary Plan* will be updated to reflect the permitted heights.

4.11 Cultural Heritage

The Cultural Heritage resources surrounding Victoria Park are foundational to its character. As such, the policies in *Victoria Park Secondary Plan* are intended to support the conservation of significant heritage resources. These cultural heritage policies complement the cultural heritage policies in *the London Plan*, the *Official Plan (1989)*, the *Downtown Heritage Conservation District Plan*, and the *West Woodfield Heritage Conservation District Plan*. In addition, the Secondary Plan policies conform with the Provincial Policy Statement (2020) policies for built heritage as follows:

- *Significant built heritage resources and significant cultural heritage landscapes shall be conserved.*
- *Planning authorities shall not permit development and site alteration on adjacent lands to protected heritage property except where the proposed development and site alteration has been evaluated and it has been demonstrated that the heritage attributes of the protected heritage property will be conserved.*

London Advisory Committee on Heritage

At the September 11, 2019 meeting of London Advisory Committee on Heritage (LACH), the Committee indicated support for the vision, principles and policies of the draft *Victoria Park Secondary Plan*. *“It is being noted that the proposed policies outlined in Section 3.5 of the above-noted Secondary Plan continue to support the objectives and policies of the West Woodfield and Downtown Heritage Conservation Districts and*

promotes the conservation of on-site cultural heritage resources and compatibility of new development with on-site and adjacent cultural heritage resources.”

Heritage Peer Review

The City of London retained E.R.A Architects to conduct a heritage peer review of the *Victoria Park Secondary Plan* prior to the last iteration of the Secondary Plan in 2020. All the resulting recommendations from the review were incorporated into the *Victoria Park Secondary Plan* that was presented to Council in February 2020. Policies related to cultural heritage have not been revised since the previous version of the Secondary Plan.

The Cultural Heritage policies in the *Victoria Park Secondary Plan* are consistent with *the London Plan*, *the Official Plan (1989)*, *the Downtown Heritage Conservation District Plan*, *the West Woodfield Heritage Conservation District Plan* and *Ontario Heritage Act*. The Heritage review and LACH indicate that the Cultural Heritage policies in the Secondary Plan do not conflict with applicable policies and promote the conservation of on-site cultural heritage resources and compatibility of new development with on-site and adjacent cultural heritage resources. Staff are satisfied that no changes in the cultural heritage policies of the *Victoria Park Secondary Plan* are required.

5.0 Revisions to the draft Victoria Park Secondary Plan

5.1 Major Revisions to the Secondary Plan

The following substantive changes have been incorporated into the draft *Victoria Park Secondary Plan* since the February 2020 version:

Section 3.7 Heights

The permitted heights have been revised for the East Policy Area to reflect the recent decision and appeal for 560-562 Wellington Street, and the existing height and density zoning permissions for 556 Wellington Street. More information about these approvals can be found in section 4.2 Heights and Angular Plane and section 4.10 Planning and Development Approvals of this report. The language around permitted heights has been revised for added clarity and cross-references to angular plane have been removed for simplicity. Table 1: Permitted Heights and Schedule 4: Permitted Heights have been updated.

Section 3.8 Built Form

The Built Form policies were reviewed and revised to ensure appropriate policies were included to address contextual fit and mitigation of development impacts. The language in this section was also revised to ensure flexibility was provided where necessary to address site-specific constraints without the need for an Official Plan amendment.

Section 3.10 Housing Mix and Affordability

A new section was added to guide the provision of diverse and affordable housing options and supportive amenities.

Section 3.11 Sustainable Development

The Sustainable Development policies were revised and enhanced to encourage the provision of electric vehicle charging stations, car share facilities, bird-friendly design and green building technologies. Additional policies to prioritize active transportation in the design of new development were also included.

Section 4.7 Required Studies

Section 4.7 has been expanded to provide more detail regarding the required studies, plans, reports and assessments that may be required prior to consideration and approval of development applications within the Secondary Plan area. Consideration of

tree impacts has been included for wind studies. Section 4.0 Our Tools has been revised to clarify that site-specific special provisions may be required to implement the policies of the plan during development application review.

5.21 Minor Revisions

A number of minor revisions have been incorporated into the Secondary Plan since the 2020 draft Secondary Plan including the following:

- Formatting changes for consistency with other secondary plans
- Spelling, grammar, and language review for added clarity and readability
- Stylistic mapping changes
- Reordering of chapters and sections for better flow and readability
- Additional housekeeping changes

Conclusion

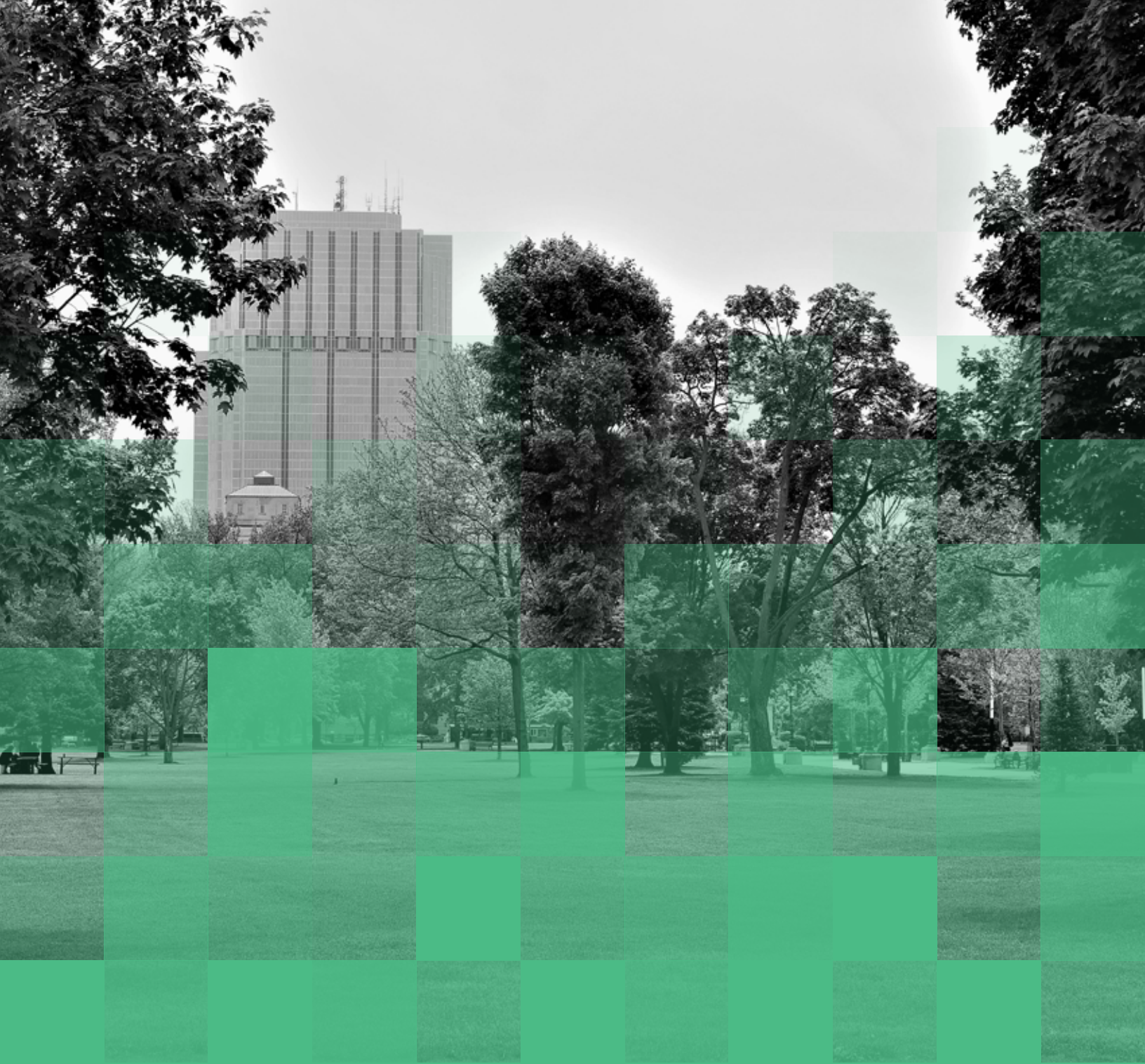
The draft *Victoria Park Secondary Plan* is based on the parent policies of *The London Plan* and has been developed with community and stakeholder input. The draft Secondary Plan provides policies and direction that will help coordinate intensification around Victoria Park. Comments received through this circulation will be included for consideration when the final *Victoria Park Secondary Plan* is brought forward for consideration and adoption at a future public participation meeting of the Planning and Environment Committee.

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Victoria Park

Secondary Plan

March 2022 (DRAFT)



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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 is 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 Secondary Plan boundary. 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 cultural heritage resources within the 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 Secondary Plan boundary.

Victoria Park 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

The Secondary Plan presents a vision for the development and redevelopment of properties surrounding the park and provides a consistent framework to evaluate future development applications. It provides comprehensive built form and land use direction 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 the *Victoria Park Secondary Plan* apply to all properties in the 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 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, 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, but not limited to, the *Zoning By-law*, and the *Site Plan Control By-law*.

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 is a prominent destination that is cherished by Londoners. The area will develop in a way that balances the desire to grow inward and upward with the need to conserve significant 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 and sympathetic development, 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:

- Identify opportunities for compatible and sensitive intensification
- Design buildings to celebrate the prominence of Victoria Park as a city-wide gem
- Enhance and conserve cultural heritage resources within and surrounding Victoria Park
- Respond to climate change by encouraging sustainable development, building design, and active transportation options
- Frame Victoria Park with an appropriately-scaled base that creates a comfortable and animated pedestrian environment
- Protect the residential amenity of the Woodfield neighbourhood by mitigating impacts of new development
- Preserve and strengthen visual and physical connections to Victoria Park and create new connections where possible
- 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
- Preserve and enhance the landscaped edges around Victoria Park

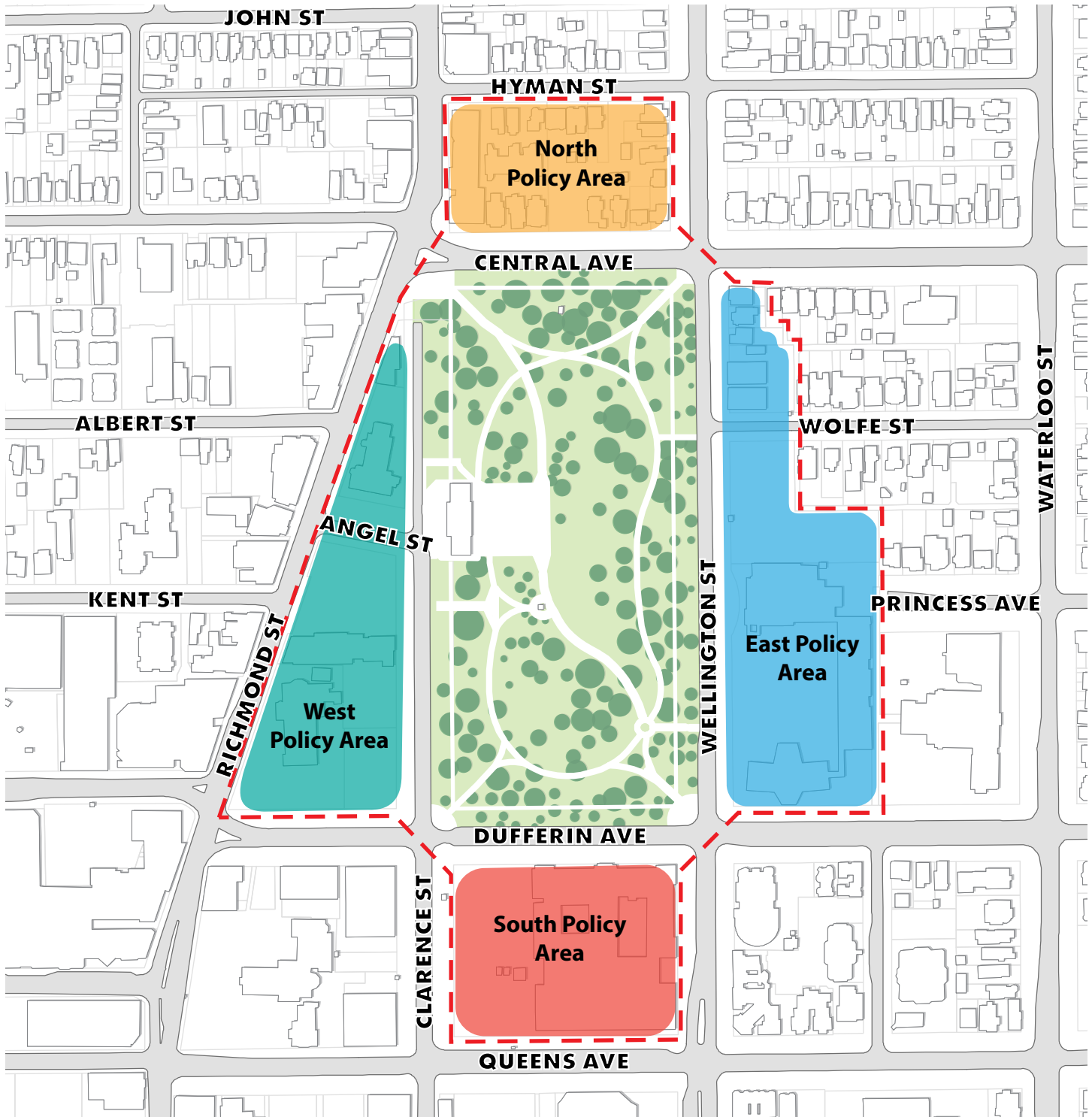


2.0 Policy Areas

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. However, some identified policies address the unique characteristics of one particular side of the park and therefore only apply to properties within the associated Policy Area. 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 or multi-unit dwellings, with the exception of the Richmond Street frontage, which is occupied by a 4-storey mixed-use building and forms part of Richmond Row. 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 of Cultural Heritage Resources.

The western portion of this Policy Area is in the Rapid Transit Corridor Place Type, while the eastern portion of this Policy Area is in the Neighbourhoods Place Type. There is opportunity for intensification in the North Policy Area, primarily on the interior of the block.





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 R.H. Cooper 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 is 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 underutilized sites in the East Policy Area, primarily south of Wolfe Street.

2.4 South Policy Area

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

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



2.5 West Policy Area

The West Policy Area includes the triangular area bounded by Richmond Street, Dufferin Avenue 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 West Policy Area consists of places of worship, including St. Peter's Basilica Cathedral and First Baptist Church, as well as a small amount of commercial uses and surface parking. The majority of this area is in the Downtown Place Type. This block is also in the West Woodfield Heritage Conservation District, with the exception of the northern most property.

Portions of this Policy Area present opportunities for intensification, particularly the surface parking lots north of St. Peter's Basilica Cathedral.





3.0 Policies

3.1 Overview

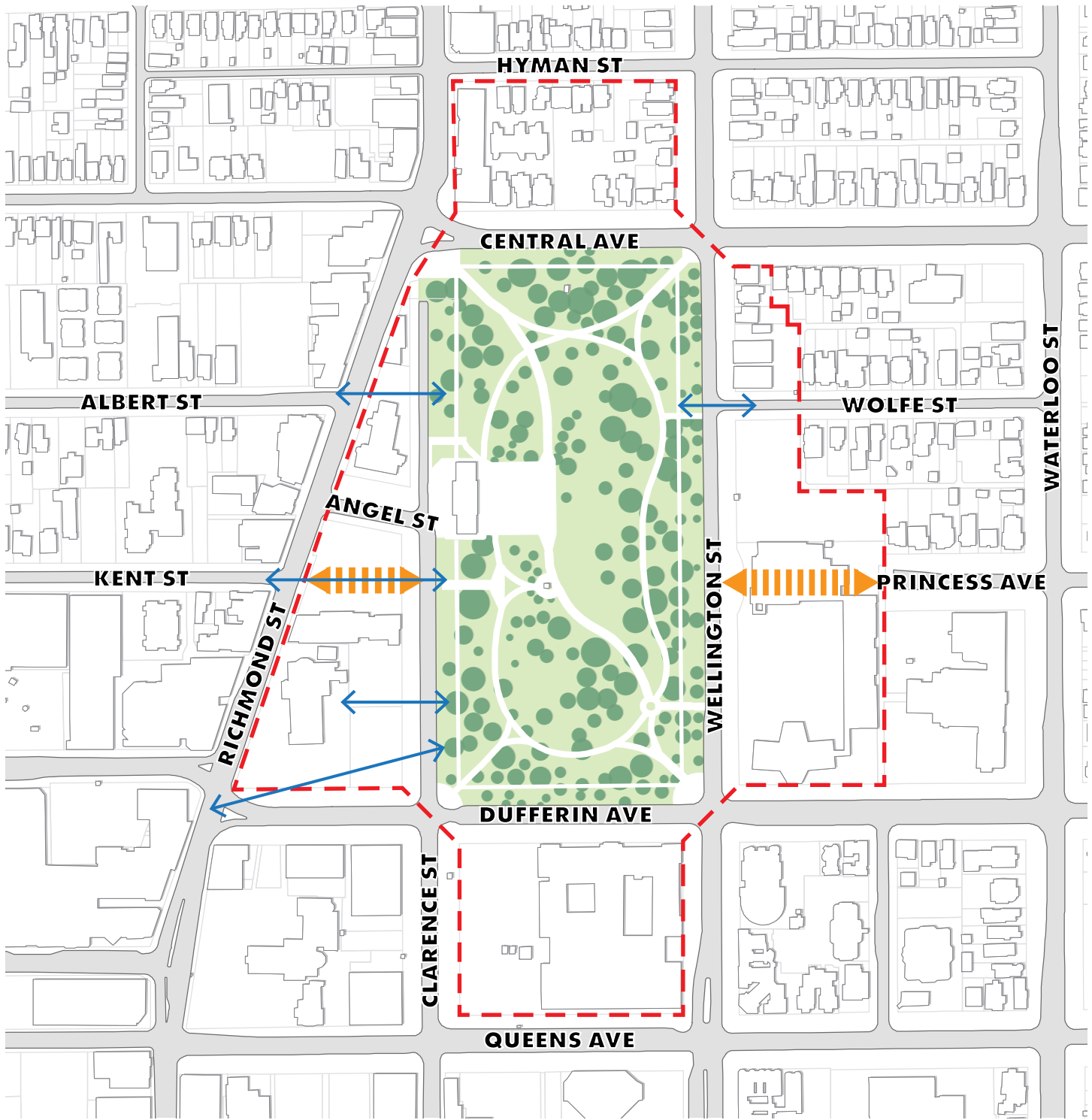
The intent of the *Victoria Park Secondary Plan* is to provide a policy framework to guide future development and public projects within the Secondary Plan boundary. Policies in this Secondary Plan support the vision by providing guidance on view corridors, connections, public realm, cultural heritage,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




3.2 View Corridors

Victoria Park is a prominent civic landmark and cultural heritage resource in the city of London and is an important part of the identity and image of the city. 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. Views to Victoria Park from Richmond Street are of particular importance as they help to connect the popular pedestrian corridor to Victoria Park.

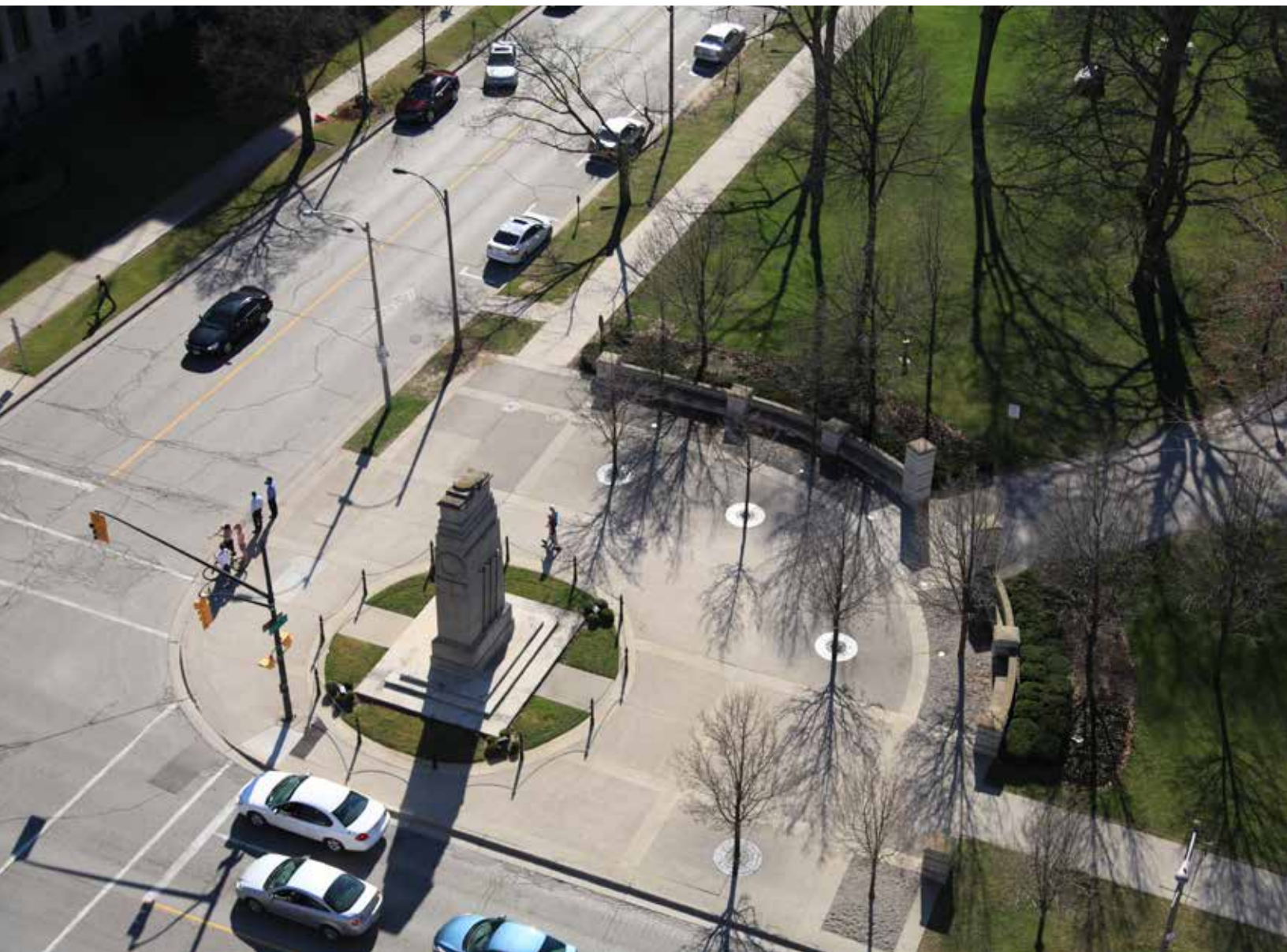
- i) Public works and private development will maintain and frame current views, and where possible through design, create new views to and from Victoria Park, as well as to and from St. Peter's Basilica Cathedral.

Schedule 3 – View Corridors and Connections



- Legend**
-  Victoria Park Secondary Plan Boundary
 -  Physical Connection
 -  View Corridor

- ii) Unobstructed view corridors to and from Victoria Park as identified below and illustrated in Schedule 3 – View Corridors and Connections, will be maintained, as viewed from a pedestrian perspective at street level.
 - a) The northwest corner of Albert Street and Richmond Street
 - b) The northwest and southwest corners of Kent Street and Richmond Street
 - c) The northwest and southwest corners of Richmond Street and Dufferin Avenue
 - d) The northeast and southeast corners of Wolfe Street and Wellington Street
 - e) The eastern elevation of St. Peter’s Basilica Cathedral, including the east aisle and the Lady Chapel
- iii) Any applications for Official Plan amendments, Zoning By-law amendments, and/or Site Plan Control on lands within the Secondary Plan area will consider the potential for adding new view corridors and, implementing creative or innovative designs to enhance existing view corridors, if applicable.





3.3 Connections

Connections to Victoria Park help 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 3: View Corridors and Connections.

- i) New connections to Victoria 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.
- ii) Connections will prioritize pedestrian access, but may incorporate flex-street or shared street design elements. Innovative approaches to connectivity may be considered such as enclosed or covered walkways through buildings.
- iii) Wide sidewalks should be provided and maintained on streets adjacent to and leading to the park as part of any future public works projects to create a comfortable pedestrian environment and promote accessibility.
- iv) Pedestrian amenities, such as benches, will be provided as part of redevelopment projects.
- v) Additional high quality pedestrian connections, that are clearly defined, well-lit and safe should be provided to connect Richmond Street to Victoria Park, if development occurs on lands that could facilitate these connections.



3.4 Public Realm

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

- i) Landscaping and green space on public and private land will be maintained and, where possible, enhanced. Hard surfaces should be limited to pedestrian entryways, benches, patios, and framed with landscaping/planters to soften their appearance.
- ii) The preservation of existing street trees and the planting of new large canopy trees is encouraged.
- iii) The green edge between St. Peter's Basilica Cathedral and Dufferin Avenue should be maintained.
- iv) The public realm around Victoria Park will continue to exhibit a high standard of design, featuring high-quality pedestrian environments.
- v) Boulevards should be maintained as sod and soft landscaping.
- vi) The City Hall block will continue to include a publically-accessible open space with a civic focus that compliments the architectural significance of City Hall and provides a link between City Hall and Victoria Park.



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 Plan* and *West Woodfield Heritage Conservation District Plan* will continue to apply. Appendix A: Cultural Heritage identifies cultural heritage resources within and adjacent to the Secondary Plan boundary.

- i) On-site and adjacent cultural heritage resources and their heritage attributes will be conserved.
 - a) Any new development must be both physically and visually compatible with the surrounding cultural heritage resources.
 - b) 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.
- ii) 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.
- iii) The policies and design guidelines in the *Downtown Heritage Conservation District Plan* and the *West Woodfield Heritage Conservation District Plan* will be used to review and evaluate proposals for new development in these Heritage Conservation Districts, where applicable, to ensure compatibility with the surrounding context.
- iv) Heritage Impact Assessments will be required for new development within the Secondary Plan boundary.



3.6 Land Use

Land uses around Victoria Park will 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, which may not include the full range of uses identified in this Secondary Plan.

- i) A broad range of residential, retail, service, office, community facility and other related uses may be permitted within the Secondary Plan boundary.
- ii) For buildings fronting Richmond Street, a minimum of 60% of the Richmond Street frontage at grade should be street-related retail and service uses oriented toward Richmond Street. Community facility and institutional uses may be permitted where they provide for a street-oriented, active ground floor.
- iii) Auto-oriented uses and drive through facilities are prohibited within the Secondary Plan boundary.
- iv) Residential lobbies should take up no more than 30% of the ground floor façade, to a maximum of 15 metres.



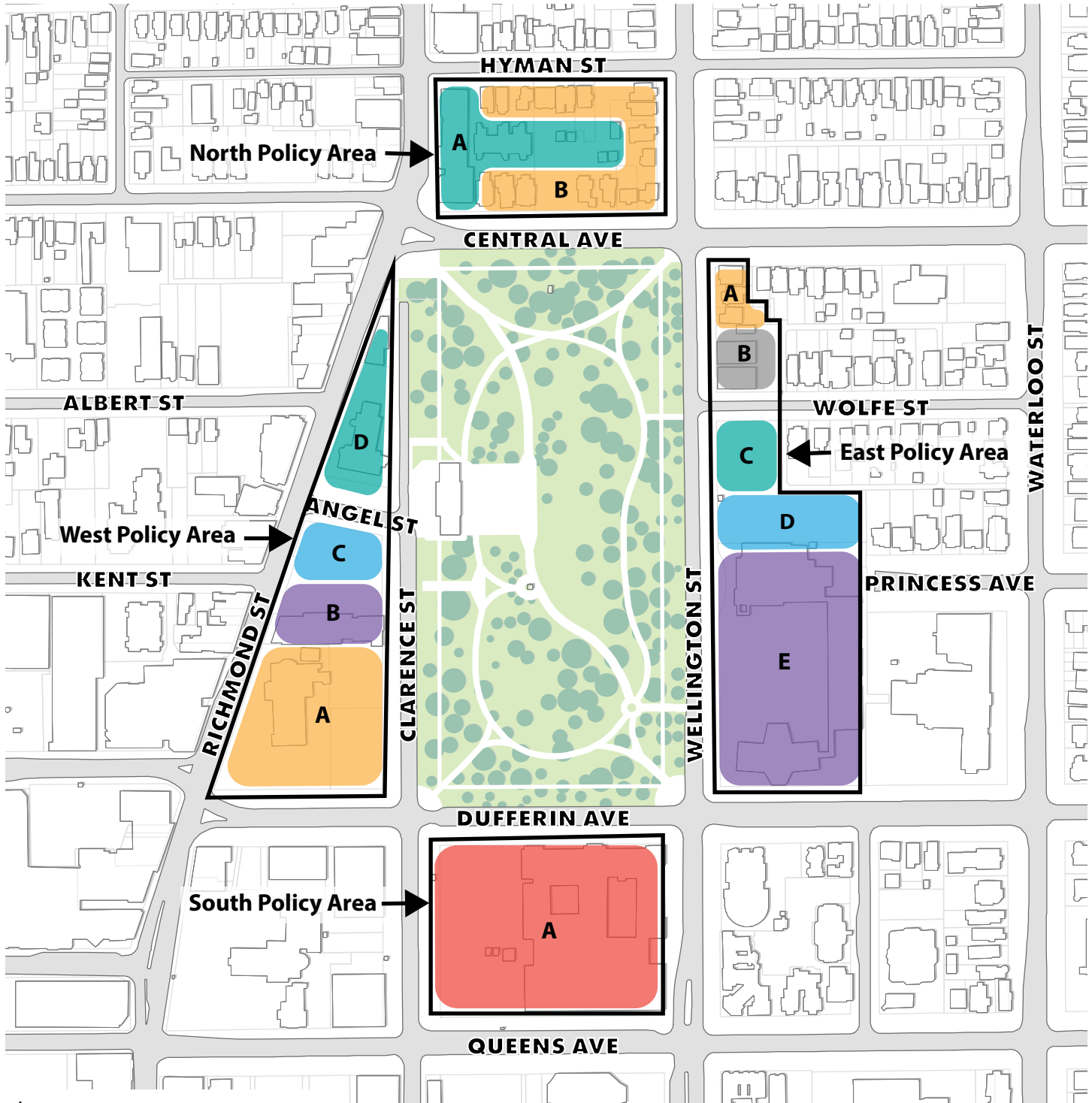
3.7 Height

Minimum and maximum permitted heights for new development within the Secondary Plan boundary are described below and identified in Schedule 4: Permitted Heights and Table 1: Permitted Heights. The Zoning By-law will provide more detail on individual permitted heights, which may not include the full range of heights identified in this Secondary Plan.






- i) The full range of heights identified in Table 1 and Schedule 4 will only be achieved through a site-specific Zoning By-law amendment, where it can be demonstrated that measures are put in place to support or mitigate this height and density, subject to the other policies of this plan.
- ii) Development proposals will require technical studies identified through consultation and outlined in Section 4.7: Required Studies. The results of these studies may influence the maximum height and density that is permitted through zoning.



Schedule 4- Permitted Heights



Legend

-  Policy Areas - as labeled
-  Maximum 4 Storeys
-  Maximum 16 Storeys
-  Maximum 25 Storeys
-  Maximum 30 Storeys
-  Maximum 35 Storeys
-  Determined by OLT*

*To be determined by decision of the Ontario Land Tribunal in the proceeding originally opened as File No. OLT-21-001824.



Table 1: Permitted Heights

Part	Minimum Height	Maximum Height
North Policy Area		
Part A	2 storeys	16 storeys
Part B	2 storeys	4 storeys
East Policy Area		
Part A	2 storeys	4 storeys
Part B	2 storeys	determined by Ontario Land Tribunal*
Part C	2 storeys	16 storeys
Part D	2 storeys	25 storeys
Part E	2 storeys	30 storeys
South Policy Area		
Part A	3 storeys	35 storeys
West Policy Area		
Part A	2 storeys (or 8 metres)	4 storeys
Part B	2 storeys (or 8 metres)	30 storeys
Part C	2 storeys (or 8 metres)	25 storeys
Part D	2 storeys (or 8 metres)	16 storeys

*To be determined by decision of the Ontario Land Tribunal in the proceeding originally opened as File No. OLT-21-001824.

3.7.1 North Policy Area

- i) The minimum permitted height is two storeys for the entire North Policy Area.
- ii) The maximum permitted height for the Richmond Street frontage and the interior of the block, identified as Part A, is 16 storeys. This height is consistent with the maximum height permitted in the Rapid Transit Corridor Place Type and may only be achieved through the Rapid Transit Corridor boundary interpretation policies of *The London Plan* (833, 834, 835).
- iii) The height and massing of new development in Part A will be contained within a 45-degree angular plane taken from three storeys above the closest property line of any properties not consolidated with Rapid Transit Corridor Place Type, and remaining as Neighbourhood Place Type.
- iv) The maximum permitted height for approximately 20 metres of depth along the north, east and south sides of the block's perimeter, identified as Part B, is four storeys. This height recognizes the scale of existing desirable buildings along these streetscapes.



3.7.2 East Policy Area

- i) The minimum permitted height is two storeys for the entire East Policy Area.
- ii) The maximum permitted height for the north half of the Central Avenue to Wolfe Street block, identified as Part A, is four storeys. This height acknowledges the existing built form and property constraints on these smaller lots.
- iii) The maximum permitted height for the south half of the Central Avenue to Wolfe Street block, identified as Part B, will be determined based on the decision of the Ontario Land Tribunal in the proceeding originally opened as File No. OLT-21-001824. Once a final decision is rendered and in-force, this plan will be updated to reflect the permitted heights.
- iv) The maximum permitted height for the north half of the Wolfe Street to Princess Avenue block, identified as Part C, is 16 storeys.
- v) The maximum permitted height for the south half of the Wolfe Street to Princess Avenue block, identified as Part D, is 25 storeys.
- vi) The maximum permitted heights for Part C and Part D indicated above, acknowledge the existing height and density permissions in the Zoning By-law for the property. New development will require a site-specific Zoning By-law amendment, subject to the built form policies of this Secondary Plan, which will shape the height and density to be more sensitive to and compatible with the surrounding context, than the existing setback provisions of the Zoning By-law.
- vii) The maximum permitted height for the City Hall block, identified as Part E, is 30 storeys. This height is lower than the maximum height permitted in the Downtown Place Type, and will begin the transition of heights, stepping down from the downtown core towards the north.



3.7.3 South Policy Area

- i) The minimum permitted height is three storeys for the entire South Policy Area.
- ii) The maximum permitted height for the South Policy Area is 35 storeys. This height is consistent with the maximum height permitted in the Downtown Place Type.
- iii) New high-rise buildings are only anticipated to be developed on the west portion of the property and any redevelopment or additions to the existing buildings may be limited by the evaluation of heritage impacts.

3.7.4 West Policy Area

- i) The minimum permitted height for the entire West Policy Area is two storeys or eight metres. This minimum height acknowledges the desire to create a sense of enclosure around the park and along the Richmond Row commercial corridor, while providing flexibility to accommodate community facility, institutional and other compatible uses in single storey buildings with the volume of two storeys.
- ii) The maximum permitted height to the south and east of St. Peter's Basilica Cathedral, identified as Part A, is limited to four storeys, in order to retain the prominence of the Cathedral and its important relationship to Victoria Park. The location of new development is also subject to the view corridor policies of this plan in order to protect the visual connections between Victoria Park and Richmond Street and to the building's east façade.
- iii) The maximum permitted height north of St. Peter's Basilica Cathedral and south of Kent Street, identified as Part B, is 30 storeys. This height is lower than the maximum height permitted in the Downtown Place Type, and will begin the transition of heights, stepping down from the downtown core towards the north.
- iv) The maximum permitted height for the Angel Street to Kent Street block, identified as Part C, is 25 storeys. This height provides a transition between the Downtown and Rapid Transit Corridor Place Types.
- v) The maximum permitted height for the Central Avenue to Angel Street block, identified as Part D, is 16 storeys. This height is consistent with the maximum height permitted in the Rapid Transit Corridor Place Type.



3.8 Built Form

The following built form policies will help to shape future development in a way that balances intensification and compatibility with the surrounding context. New development will be designed to minimize impacts on Victoria Park and the adjacent low-rise residential neighbourhoods. New development will be of a high standard of urban and architectural design, to complement and celebrate the prominence of the Victoria Park as the “jewel of the parks system”.

The following built form policies will be implemented through site-specific zoning provisions.

3.8.1 General Built Form

- i) New buildings will be designed to express three defined components - a base, middle and top. Alternative design solutions that address the following intentions may be permitted:
 - a) The base should establish a human-scale façade with active frontages including windows, canopies, pedestrian scale lighting, and the use of materials and architectural details that reinforce a human scale
 - b) The middle should be visually cohesive with, but distinct from, the base and top
 - c) The top should provide a finishing treatment, such as a sculpted roof or a cornice, and will serve to hide and integrate mechanical penthouses
- ii) The front and exterior side yard setbacks of new development, including additions, will respond to the setbacks of adjacent buildings to maintain the existing street wall. Where context does not exist, new development should include a minor setback to frame the park, while ensuring building elements such as canopies, porches and steps do not encroach into the right-of-way.



- iii) The height and massing of new development at the street wall (i.e. most forward facade), will respond to the existing scale and rhythm of adjacent buildings and streetscapes through articulation, stepbacks and other architectural responses.
- iv) New development should be set back a minimum of six metres from properties outside of the Secondary Plan boundary that are within the Neighbourhood Place Type in *The London Plan*, to ensure privacy for new and existing residential dwellings.

3.8.2 Facade Design

The design of building façades is important to ensuring development is pedestrian scale and fits within the character of the Victoria Park area.

- i) New development shall be designed so that the rhythm of façade articulation and proportional size of façade openings (i.e. windows and doors) responds to adjacent buildings and/or streetscapes, particularly cultural heritage resources. Grade-related façade articulation should generally occur every eight to 12 metres and projections and recesses should be at least 0.5 metres deep.
- ii) New development shall respond to existing datum lines of adjacent buildings, particularly cultural heritage resources, including the continuation of storey heights and other defining features, such as porches.
- iii) High quality materials, such as brick and natural stone, will be used to complement the character and quality of buildings around the park and within adjacent areas. The use of stucco and exterior insulation and finishing system (EIFS) will not be permitted.



3.8.3 Activation

Active building façades provide passive surveillance, encourage social interaction, and create a walkable, pedestrian-friendly environment surrounding the park.

- i) Attractive and active frontages shall be located around all edges of the park. All building façades oriented towards the park should exhibit a high level of pedestrian amenity including pedestrian-scale features and fixtures, weather protection and large transparent windows.
- ii) 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 fronting the park.
- iii) Multiple building entrances are encouraged at a pedestrian-scale rhythm. Corner buildings and buildings with two street frontages should have entrances onto both streets.
- iv) Entrances to lobbies, and retail and commercial units should be flush with grade and accessible directly from the public sidewalk.
- v) Residential units on the ground floor should have individual front entrances accessible directly from the public sidewalk. Entrances to individual residential units should be raised to a maximum of 1.2 metres above grade to provide privacy for residents. A landscape buffer between the building and the public sidewalk is encouraged for privacy and separation. Access to units from below-grade will not be permitted.

- vi) Regardless of the intended use, the ground floor of new buildings should be designed with the height and flexibility to accommodate conversion to non-residential uses in the future. This may be achieved by providing a raised floor over the slab that can be removed to provide additional ground floor height in the future, or through other strategies.
- vii) Blank walls, parking, and service and utility areas should not be visible from the park or Richmond Street.
- viii) Glazing should be maximized for non-residential uses located at-grade, while ensuring compatibility with heritage resources.

3.8.4 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 or existing character surrounding the park.

- i) Parking and service entrances should not front directly onto Victoria Park or Richmond Street, and should be accessed from side streets and laneways where possible, to minimize their appearance and the amount of pavement within the green boulevards surrounding the park.
- ii) Despite policy i) above, in the event a site only has frontage on Victoria Park and/or Richmond Street, parking and service entrances may be provided from one of the frontages. In these instances, the access points shall be minimized as much as possible and incorporate design features to ensure pedestrian safety.
- iii) Parking should be located underground.
- iv) Structured parking on the ground floor shall be fully wrapped on all street frontages with active uses including residential, retail, service, community facility and/or office uses to limit the visual impact of parking on the public realm.
- v) Structured parking above the ground floor should be wrapped with active uses on all street frontages. Where it is unavoidable due to building constraints, structured parking that is visible above grade shall be designed to appear as active space and be fully wrapped with a high level of architectural detail, large transparent windows, and high-quality materials, consistent with the rest of the building's facade.
- vi) New surface parking will not be permitted, except to accommodate required accessible, visitor and drop-off spaces.
- vii) The provision of new publicly-accessible parking is encouraged.

3.8.5 Mid-Rise Buildings

In addition to the general built form policies of this Secondary Plan that apply to all new development, the following direction is provided specifically for mid-rise buildings.

- i) Mid-rise buildings are buildings with heights of four storeys up to and including eight storeys.
- ii) New mid-rise buildings shall step back at the second, third or fourth storey, depending on the built form context, along public rights-of-way to mitigate downward wind shear, support the existing character at street level and allow the street wall to be the primary defining element of the site. Minimum stepbacks should be as follows:
 - a) Five metres for frontages facing Victoria Park and Richmond Street.
 - b) Three metres for frontages facing all other streets and pedestrian connections.
 - c) Larger stepbacks are encouraged and may be required in specific locations.
- iii) The massing of new mid-rise buildings will be contained within a 45-degree angular plane taken from three storeys above the closest property line of any properties outside of the Secondary Plan area.
- iv) Mid-rise buildings shall be located and designed with sufficient rear and interior yard setbacks and building separation to achieve the following:
 - a) Provide access to natural light and a reasonable level of privacy for occupants of new and existing buildings;
 - b) Provide adequate on-site amenity space;
 - c) Provide safe and clear pedestrian circulation from building entrances to the public sidewalk;
 - d) Protect the development potential of adjacent sites; and,
 - e) Provide pedestrian-level views of the sky between buildings particularly as experienced from adjacent streets and Victoria Park.



3.8.6 High-Rise Buildings

In addition to the general built form policies of this Secondary Plan that apply to all new development, the following direction is provided specifically for high-rise buildings.

- i) High-rise buildings are buildings nine storeys in height or taller.
- ii) High-rise buildings will be designed with a podium base and tower above. The tower will consist of all storeys above the maximum podium height.
- iii) Podiums of new high-rise buildings shall have a maximum height of five storeys in the South Policy Area and East Policy Area to frame the park, and a maximum height of three storeys in the North Policy Area and West Policy Area to respond to the existing scale and character.



- iv) Residential tower floor plates in high-rise buildings shall be a maximum of 750 square metres for all portion of the building above the podium to ensure shadows move quickly, to allow pedestrian-level sky views, and to be less visually massive from neighbouring properties and the surrounding public realm. The length to width ratio of tower floorplates should be no more than 1:1.5, and oriented north-south, where possible, to minimize shadow impacts.
- v) Office uses in high-rise buildings may have larger floor plates based on operational requirements, up to a maximum of 1,000 square metres for all portions of the building above the podium containing office uses, but will be designed to limit large shadows on streets, the park, and nearby properties.
- vi) The tower portion of new high-rise buildings shall be set back above the podium to reduce the visual and physical impacts of the building on adjacent properties and the public realm. Minimum tower setbacks should be as follows:
 - a) Five metres for frontages facing Victoria Park and Richmond Street.
 - b) Three metres for frontages facing all other streets and pedestrian connections.
 - c) 10 metres from properties outside of the Secondary Plan area.
 - d) 10 metres from St. Peter's Basilica Cathedral.
 - e) Larger tower setbacks are encouraged and may be required in specific locations.



- vii) The towers of high-rise buildings should have a minimum separation distance of 25 metres between towers on the same site, and 12.5 metres between towers and adjacent properties that could accommodate a high-rise building. This separation distance is intended to:
- a) Protect development potential of adjacent sites;
 - b) Provide access to sunlight on surrounding streets and Victoria Park;
 - c) Provide access to natural light and a reasonable level of privacy for building occupants;
 - d) Provide pedestrian-level views of the sky between buildings, particularly as experienced from adjacent streets and Victoria Park; and,
 - e) Limit the impacts of uncomfortable wind conditions on streets, Victoria Park, and surrounding properties.

viii) New development in the West Policy Area will be designed and located to limit the amount of shadow cast on the concrete pad, east of the Victoria Park band shell so that no more than 50% of the pad is in shadow between the hours of 08:00 and 16:00, from June 1 to August 31.

- ix) The top of high-rise building towers shall be articulated using setbacks, terracing, differences in articulation or other architectural features to contribute to a varied and interesting skyline. The mechanical penthouse shall be integrated into the design of the tower.
- x) Towers shall not have any blank facades, and a minimum proportion of 70% of each tower face should be glazing. Glazing should be spread across the building faces rather than concentrated in one area.
- xi) Balcony materials should be selected to minimize the visual mass of the building.
- xii) The design of high-rise buildings should include materials and techniques that limit bird-strikes.



3.9 Compatibility with Park Activities

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

- i) New mid-rise and high-rise multi-unit residential developments shall provide indoor and/or outdoor communal amenity space for residents to help mitigate the impacts of increased intensification on the grounds of Victoria Park.
- ii) Noise studies will be required with all development applications for new mid-rise or high-rise residential developments which will demonstrate how noise from festivals will be mitigated through sound dampening design and construction 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.
- iii) Wind studies will be required with all development applications for new mid-rise or high-rise developments to provide information on the existing wind conditions and demonstrate how the expected wind conditions are being mitigated to maintain a comfortable environment for pedestrians on sidewalks and within the park. Wind studies will also consider adverse impacts on existing tree and mitigative measures.



3.10 Housing Mix and Affordability

The Secondary Plan area is located at the edge of downtown and along a planned rapid transit corridor. This area is a priority for intensification and provides an opportunity to increase housing supply within Central London. Development within the Secondary Plan area will contribute to providing accessible, affordable, and quality housing options. The following policies apply to all lands within the Secondary Plan area:

- i) A 25% affordable housing component should be achieved within the Secondary Plan area through a mix of housing types and sizes to contribute to a balanced residential community in the core.
- ii) Available tools and provisions under the *Planning Act*, will be used to secure affordable housing units at the time of development applications.
- iii) New development shall include a mixture of unit sizes and configurations, including a mix of bachelor, 1, 2, and/or 3-bedroom units, to allow for a variety of families to live in the core and provide units that are inherently more affordable.
- iv) The utilization of innovative design features, construction techniques, or other tenure arrangements for residential developments, to broaden the provision of affordable housing will be encouraged.
- v) Affordable housing units within market housing buildings shall be integrated with shared lobbies and amenities.
- vi) Grade-related multi-level and townhouse-style units are encouraged to be incorporated into the base of new residential developments to promote walkability, activation and different dwelling style choices.
- vii) The indoor and outdoor communal amenity spaces included in new developments should support a variety of age groups, including children, adults, seniors and families.
- viii) Secure and convenient storage areas are encouraged for strollers, mobility aids and other equipment to support the needs of a diverse population.
- ix) Each site-specific development proposal will be assessed on its ability to contribute to a mix of housing options and supportive amenities.

3.11 Sustainable Development

The policies in this Secondary Plan that promote the construction of new mid-rise and high-rise development within the Secondary Plan boundary will contribute to sustainability and addressing the climate emergency by providing a compact form of development in Central London that reduces urban sprawl, in a way that is compatible with the surrounding area. The use of green building technologies will also help to contribute to sustainability.

- i) New development shall be designed to prioritize active transportation access and circulation over automobiles, through the orientation of primary building entrances, location of supportive amenities and other building design elements.
- ii) Development is encouraged to reduce impacts on the environment through achieving green building best practices such as LEED certification, net-zero or net-positive greenhouse gas emissions, and through efficient design and energy usage.
- iii) Building construction is encouraged to minimize the waste of materials, water and other limited resources.
- iv) Development should use durable materials that help to conserve energy by lowering maintenance and replacement costs. Development is encouraged to use locally harvested, recovered, manufactured or extracted building materials.
- v) Green roofs or cool roofs should be installed on all new mid-rise and high-rise developments, including surface materials with high solar and thermal reflectivity to help reduce the impact of buildings on the climate. Integrated rooftop areas featuring green roof elements and outdoor amenity space is encouraged.





- vi) The use of alternative green energy sources such as district energy and solar is encouraged where available.
- vii) Short-term bicycle parking shall be provided and should be located in a highly visible and publicly accessible location.
- viii) Secure and covered bicycle parking should be included in all new mid-rise and high-rise buildings. The provision of shower and change facilities for tenants and patrons of non-residential uses are encouraged.
- ix) Electric vehicle charging stations should be included in all new mid-rise and high-rise buildings. The provision of car share facilities are encouraged.
- x) Dedicated areas should be provided within buildings for the collection and storage of recycling and organic waste that is equally as convenient as the garbage facility.
- xi) Low Impact Development stormwater controls should be implemented and innovative approaches to stormwater management are encouraged.
- xii) The use of bird strike mitigation measures and dark sky compliance as described in London's Bird Friendly City guidelines are encouraged for any new building.



4.0 Our Tools

4.1 Implementation of the Plan

The Victoria Park Secondary Plan shall be implemented through the following implementation mechanisms:

- i) This Secondary Plan shall be implemented according to the provisions of the *Planning Act*, the *Provincial Policy Statement*, other applicable Provincial legislation, and the provisions of the City of London Official Plan, *The London Plan*.
- ii) All municipal works and all planning and development applications shall conform with the policies of this Plan.

4.2 Interpretation

The following policies are intended to provide guidance in the interpretation and understanding of the policies, objectives, principles and schedules of this Secondary Plan.

The policies and principles contained in the *Victoria Park Secondary Plan* are intended to implement this Secondary Plan, as described in Section 1. It is intended that the interpretation of these policies should allow for a limited degree of flexibility according to the following provisions:

- iii) The boundaries between height areas shown on Schedule 4 are not intended to be rigid, except where they coincide with physical features such as public streets. The exact determination of boundaries that do not coincide with physical features will be the responsibility of Council.

Council may permit minor departures from such boundaries if it is of the opinion that the general intent of this Secondary Plan is maintained and that the departure is advisable and reasonable. Where boundaries between height areas coincide with physical features, any major departure from the boundary will require an Official Plan amendment to this plan.

- iv) Minor variations from numerical requirements in this Secondary Plan may be permitted by Council without an amendment to the Official Plan, provided that the general intent and objectives of this Secondary Plan and Official Plan are maintained.
- v) Where lists or examples of permitted uses are provided in the policies related to specific land use designations, they are intended to indicate the possible range and types of uses to be considered. Specific uses which are not listed in this Secondary Plan, but which are considered by Council to be similar in nature to the listed uses and conform to the general intent and objectives of the policies, may be recognized as permitted uses in the Zoning By-law.

4.3 Official Plan

- i) Any amendments to the text or schedules of this Secondary Plan represents an Official Plan amendment. Furthermore, amendments to the schedules of this Plan may require amendments to the associated maps of the Official Plan.
- ii) Any applications to amend this Secondary Plan shall be subject to all of the applicable policies of this Secondary Plan, as well as all of the applicable policies of the City of London Official Plan.

4.4 Zoning By-law

- i) Any applications for amendments to the City of London Zoning By-law shall be subject to the policies of this Secondary Plan and applicable policies of the City of London Official Plan.
- ii) Special provisions may be required as part of site-specific Zoning By-law amendments to ensure the implementation of the policies of this Secondary Plan and of the City of London Official Plan.
- iii) The evaluation of applications to amend the Zoning By-law shall be subject to the Evaluation Criteria for Planning and Development Applications as described in the Our Tools section of The City of London Official Plan.
- iv) The Zoning By-law will provide more detail on individual permitted uses and heights which may not include the full range identified in this Secondary Plan.

4.5 Site Plan Approval

- i) Any applications for Site Plan approval shall be subject to the policies of this Secondary Plan and applicable policies of the City of London Official Plan.
- ii) Public Site Plan review will be required for all new development in the *Victoria Park Secondary Plan* boundary.

4.6 Guideline Documents

- i) Guideline documents may be adopted by Council to provide greater detail and guidance for development and the public realm elements of the Secondary Plan.

4.7 Required Studies

This Secondary Plan identifies the following studies, plans, reports and assessments that may be required to be completed to the satisfaction of the City of London and any agency having jurisdiction, prior to the City considering a development application to be complete and prior to the approval of development applications within parts of, or the entire, Secondary Plan area. The City shall determine on an application by application basis the need for supporting studies, plans and assessments, and when in the approvals process they may be required:

- ii) Archaeological Assessment
- iii) Cultural Heritage Evaluation Report
- i) Heritage Impact Assessment
- ii) Planning and Design Report that includes the following in addition to the standard requirements (including analysis of the policies in the *Victoria Park Secondary Plan*):
 - a) Information about how view corridors for pedestrians will be maintained and/or added in response to Section 3.2
 - b) Information about how new connections will be added and/or enhanced in response to Section 3.3
 - c) Information on the provision and size of indoor and/or outdoor common amenity space
 - d) A statement on housing mix and affordability in response to Section 3.10
 - e) A statement on sustainable development in response to Section 3.11
- iii) Noise Study in response to policies in Section 3.9, and demonstrating mitigative measures
- iv) Parking Study

- v) Servicing Study and sanitary design brief to ensure adequate servicing. Holding provisions may be required to ensure necessary servicing is in place prior to development
- vi) Shadow Study in response to Section 3.8 and demonstrating mitigative measures.
- vii) Traffic Impact Assessment
- viii) Tree Inventory, Preservation, Protection and Edge Management Plans for private and public trees
- ix) Urban Design Brief that includes the following in addition to the standard requirements: section drawings, 3D massing model, elevations, landscape plans and floor plans
- x) Wind Impact Assessment in response to Section 3.8 and 3.9, and demonstrating mitigative measures for impacts on the sidewalk and park environment, and impacts to trees

Additional studies beyond those described above may be required by the City for individual sites and will be identified at the time of pre-application consultation.

Any study that requires a peer review shall be carried out at no cost to the City and subject to approval by the City or any other authority having jurisdiction.

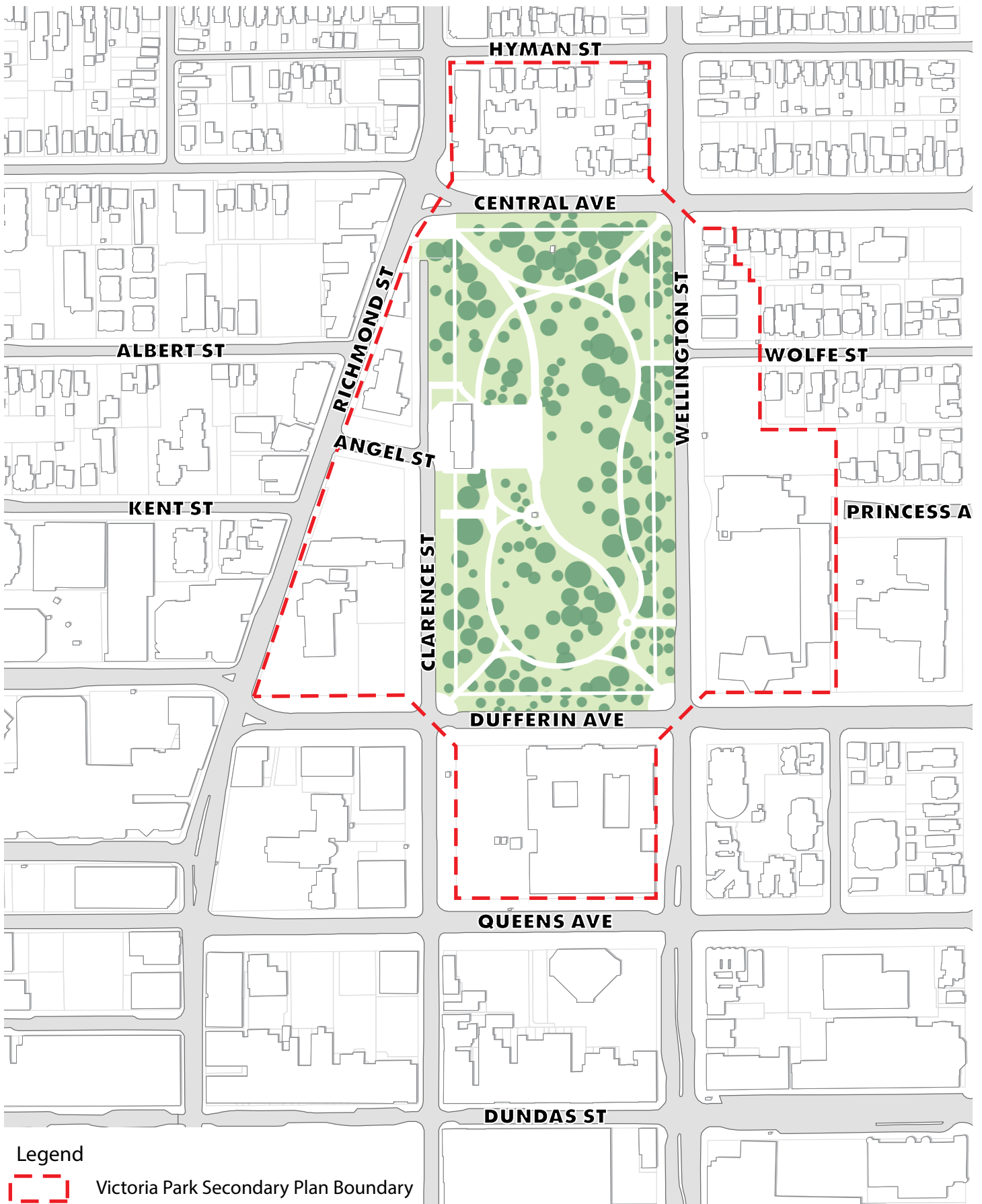


LONDON LIFE
INSURANCE COMPANY

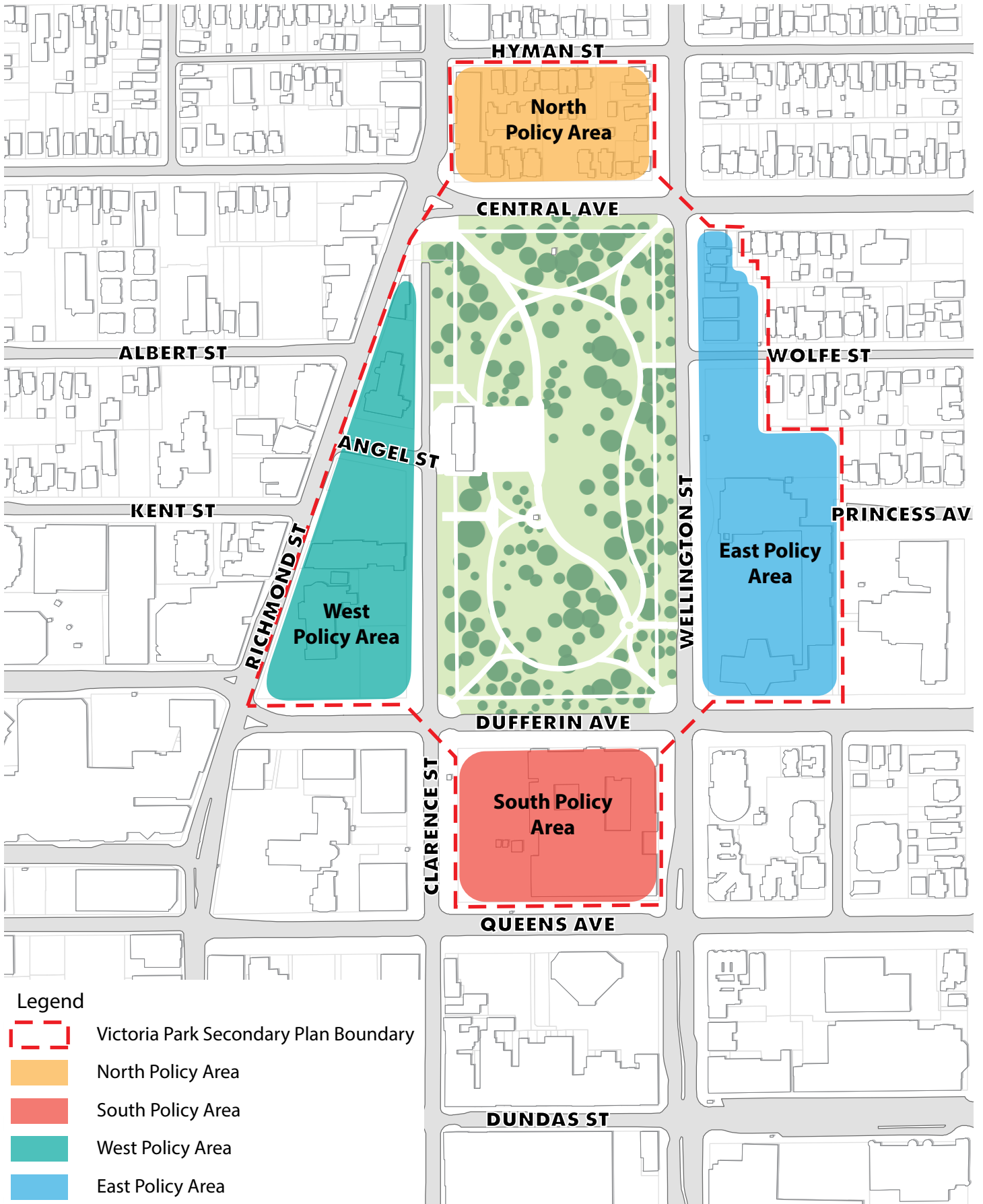


5.0 Schedules

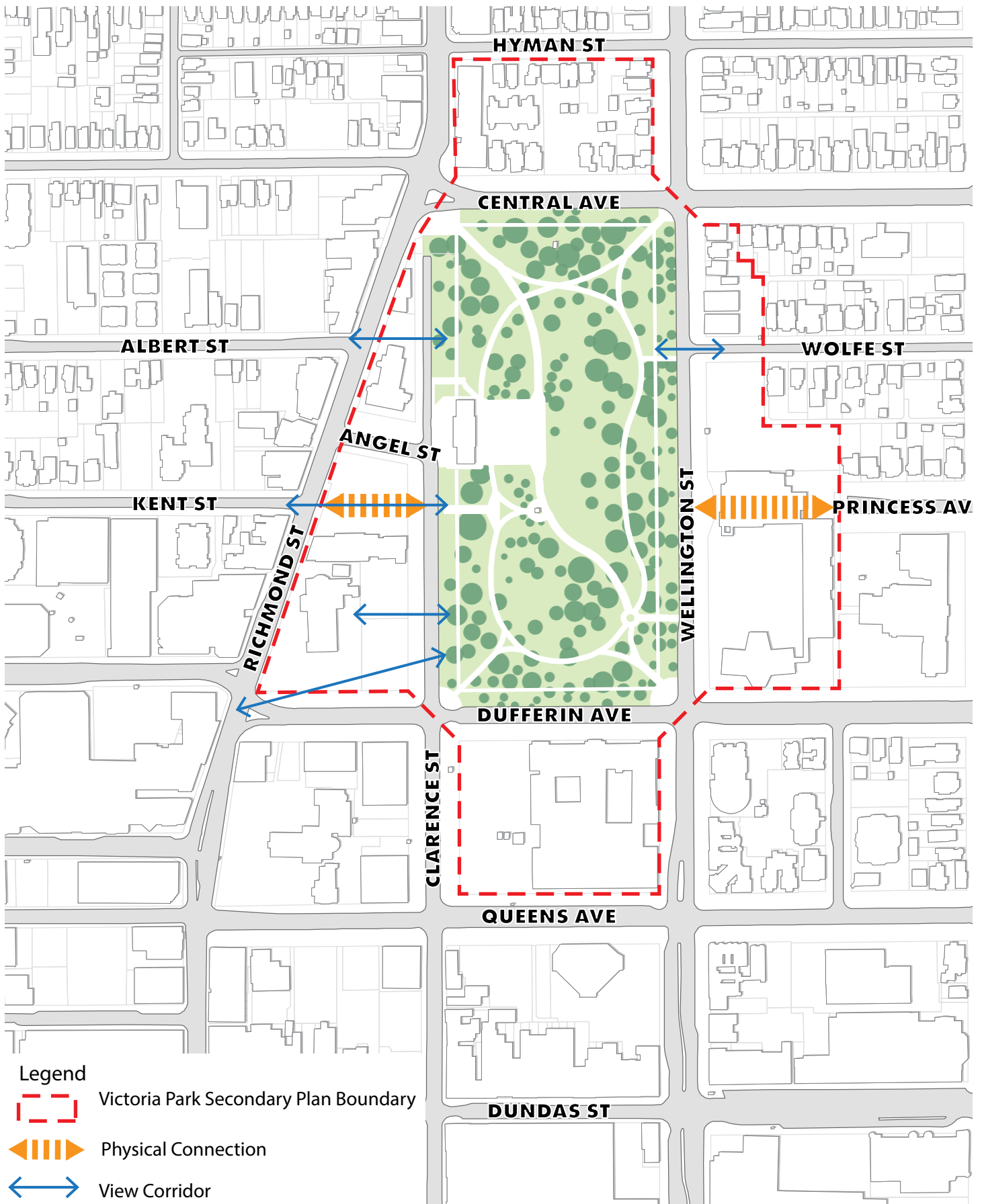
Schedule 1: Secondary Plan Area



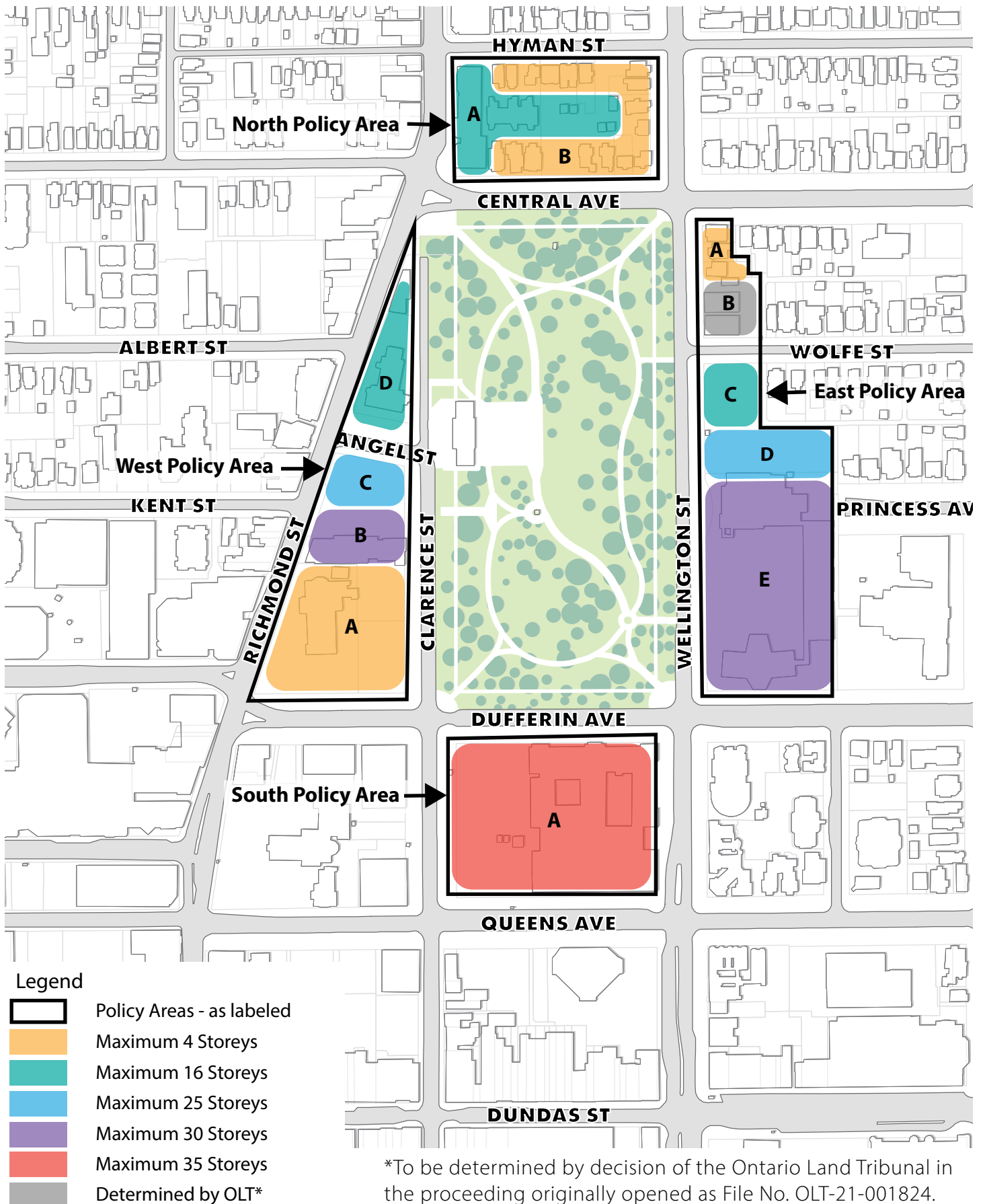
Schedule 2: Policy Areas



Schedule 3: View Corridors and Connections



Schedule 4: Permitted Heights



*To be determined by decision of the Ontario Land Tribunal in the proceeding originally opened as File No. OLT-21-001824.

Schedule 5: Table 1: Permitted Heights

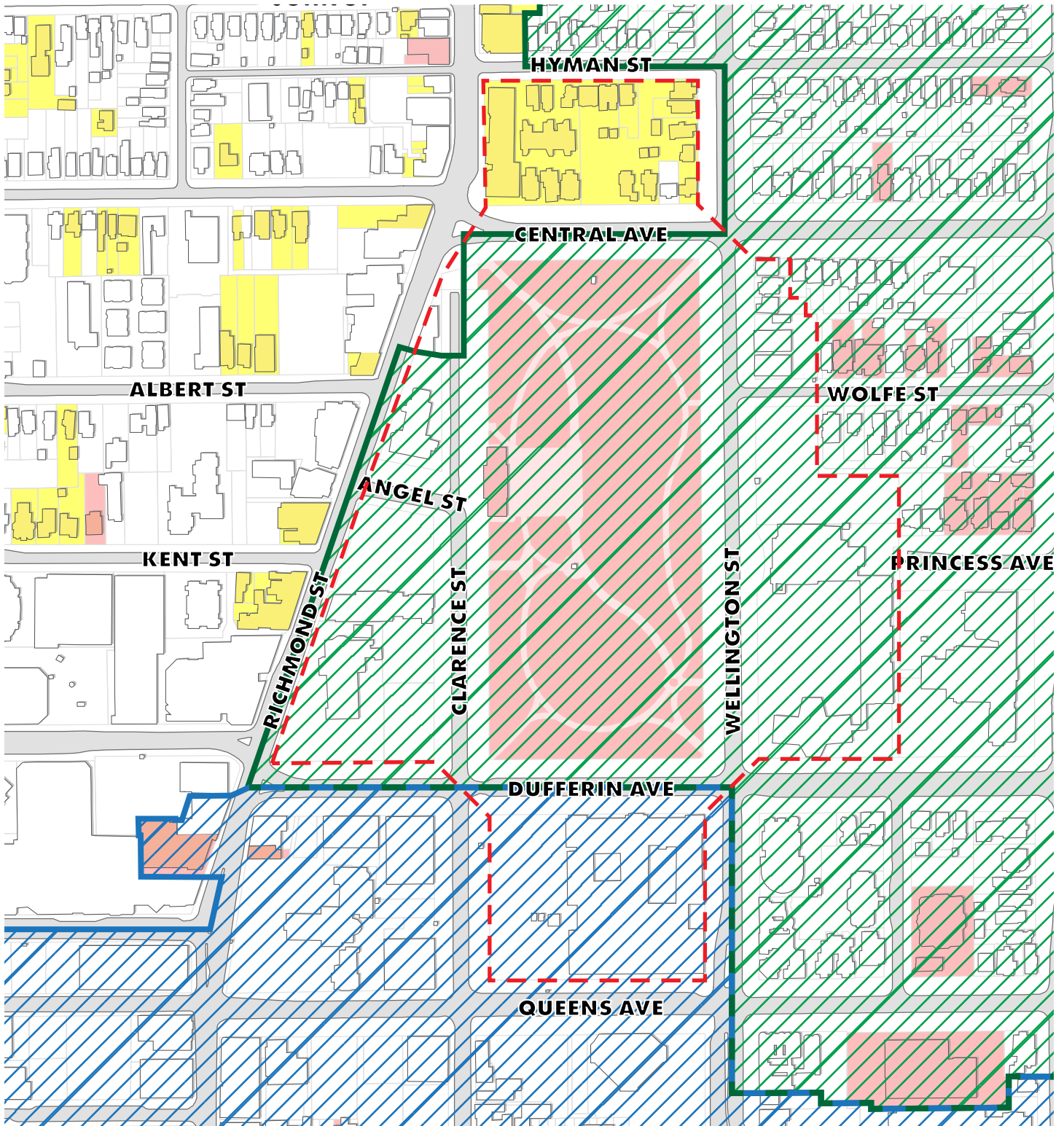
North Policy Area		
Part A	2 storeys	16 storeys
Part B	2 storeys	4 storeys
East Policy Area		
Part A	2 storeys	4 storeys
Part B	2 storeys	determined by Ontario Land Tribunal*
Part C	2 storeys	16 storeys
Part D	2 storeys	25 storeys
Part E	2 storeys	30 storeys
South Policy Area		
Part A	3 storeys	35 storeys
West Policy Area		
Part A	2 storeys (or 8 metres)	4 storeys
Part B	2 storeys (or 8 metres)	30 storeys
Part C	2 storeys (or 8 metres)	25 storeys
Part D	2 storeys (or 8 metres)	16 storeys

*To be determined by decision of the Ontario Land Tribunal in the proceeding originally opened as File No. OLT-21-001824.



6.0 Appendices

Appendix A: Cultural Heritage



Legend

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

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 19th 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 331 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”.



Planning and Development
March 2022



Appendix B – Public Engagement

Responses to Feedback Received:

The following provides an overview of the feedback received and the staff response to that feedback. Hundreds of comments were received throughout the study process, and while all comments were considered in the preparation of the revised Secondary Plan it is not feasible to respond to each comment individually within this report. The following provides an overview of many of the general comments received through the study process and the response of how they were considered in the development of the revised *Victoria Park Secondary Plan*. A full record of the feedback received can be viewed by contacting the Planning and Development Department.

Comment	Response
Rationale for Study-area & boundaries	The Secondary Plan applies to all properties directly surrounding Victoria Park and properties that are anticipated to be consolidated for future development around the park.
Review of surrounding context	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. Further analysis of green space, land uses, parking and character has been completed and informed revisions to the Plan.
Assess why area is optimally located for intensification	The Secondary Plan area is within Central London and includes both Downtown and Rapid Transit Corridor Place Types which are identified as priorities for intensification.
Vision should include intensification	The Vision in the Secondary Plan includes growing inward and upward. The policies in the Secondary Plan allow for intensification around the park, while ensuring that this intensification is compatible with its context and is of a design standard worthy of its prominent location.
Identifying Kent Street as a view corridor and connection compromises development options	The preservation of existing physical and visual connections between will aid in orientation and help to maintain strong relationship with Richmond Street. Policies allow flexibility for creative alternatives. Innovative approaches to connectivity and view corridors may be considered such as enclosed or covered walkways through buildings.
Relationship of new development to stained glass windows on northern portion of St. Peter's Cathedral	St. Peter's Basilica Cathedral is part V designated rather than individually (Part IV of the Act), so it doesn't have defined heritage attributes that can be relied upon to generate policies about interface between the Church and new development. However, all new development must be both physically and visually compatible with the surrounding cultural heritage resources and Heritage Impact Assessments will be required. An additional policy has been added to require a significant setback from the north of the Cathedral.
Improve connectivity between City Hall & Reg. Cooper	Feedback on the use of Reginald Cooper Square has been mixed. The Secondary Plan allows flexibility for this space in the future.

Missing description of park (history, heritage, today)	Appendix B of the Secondary Plan contains reasons for Designation Victoria Park.
Maintain sense of place and history	The Secondary Plan includes cultural heritage policies to ensure new development is compatible with cultural heritage resources and has been reviewed by ERA Consultants Inc. and LACH.
No heritage assessment for North Policy Area	Heritage Impact Assessments will be required for new development within the Victoria Park Secondary Plan boundaries. Prior to any development in the North Policy Area, a cultural heritage evaluation should be completed to confirm the extent of cultural heritage resources within this area.
Site specific analysis & objective criteria for evaluating heights	Specific height policies for each Policy Area, as well as Built Form policies have been revised to strengthen compatibility and address site-specific contexts.
Prescriptive nature of design-related policies	A review of 'should', 'shall' and 'will' language has been completed and flexibility added where necessary. Where 'should' is used, the intent of the policy must be implemented through alternative design solutions.
Concern main entrances flush with grade	Flexibility has been added into the policies where grading constraints may exist.
Environmental impacts of minimum 70% glazing	Reference to bird-friendly design practices has been incorporated and flexibility added around the requirement for glazing, including the use of spandrel as well as vision glass, or alternative design solutions.
Loss of parking in study area	A review of existing parking has been completed. The majority of parking is surface parking on private land. Policy has been added to encourage the provision of public parking. A city-wide review of parking standards is underway.
Impact of additional cars & potential traffic congestion	A Traffic Impact Assessment is required as part of any development application around the park. The location of the Plan area and policies of the plan encourage active transportation and reduced auto-dependence.
Parking should be located underground	The Secondary Plan provides policies that regulate how parking is provided, including the location of parking, access and visibility. Surface parking is prohibited, and policies encourage underground parking and set design criteria for the treatment of above-grade parking.
Appropriateness of high-rises & intensification around the park when vacant parking lots are underdeveloped.	Planning policies are unable to require property owners to develop certain lots before other lots can be developed. A significant amount of the land within the plan area is surface parking lots and prime for redevelopment.
Height allowances for North & East policy areas should be increased	Permitted heights in these areas consider the transition from the Downtown to surrounding low-rise residential neighbourhoods, the London Plan height permissions, and existing development permissions. Heights have been modified.

Permitted heights should be lower to prevent compromising heritage resources.	Section 3.7 Heights has added language to clarify the existing height permissions based on the London Plan, and sets out that achieving the full range of permitted heights may be limited, subject to the other policies of this plan.
All development should be low- and mid-rise to protect the park.	The minimum and maximum permitted heights for new development are based on existing zoning permissions and generally consistent with the London Plan Place Type policies. Further, the full range of heights may be limited, subject to the other policies of this plan such as cultural heritage, built form and our tools sections.
Extend the rapid-transit corridor to entire North Policy Area	Section 3.7 Height has been revised to clarify that the boundary interpretation policies of the Rapid Transit Corridor Place Type continue to apply to the North Policy Area, should the lots be consolidated.
Restrictive approach in HCD, other Transit Corridors PT allow for increased heights (e.g. Oxford & Wharncliffe)	The Secondary Plan policies have been revised to balance the need for intensification and the mitigation of adverse impacts on the HCDs. Appropriate heritage review and the requirements of the Ontario Heritage Act will continue to apply.
Maximum heights seem arbitrary	The policies in Section 3.7 Heights have been revised to add clarity to the justification of permitted heights. Heights are based on providing a transition down towards the north, as well as underlying London Plan Place Types and existing zoning permissions.
All proposed intensification measured against health park, security HCD, public access and festivals	The policies included in the Secondary Plan, including required studies have been crafted to ensure a high standard of design and compatibility around the park.
High-rises create shadowing impact on the park & neighbourhood	Measures such as restricting tower floor plate sizes, requiring tower separation, and setbacks have been used to minimize shadow impacts from new development on the park and surrounding area. Shadow studies are also required for all mid-rise and high-rise development proposals.
Wind tunnel effect (even with proposed) setbacks	A wind study is required for any new mid-rise or high-rise building, which requires the applicant to address the wind impacts.
Transition in height within Downtown	The policy framework was reviewed and helped to inform the development of the policies in this Secondary Plan, however this Secondary Plan provided an opportunity to develop new policies that better reflect the unique context of the area to help direct its future development. Language around height transition has been clarified in section 3.7.
Application of angular plane	The use of a 45-degree angular plane has been reviewed and policies revised. The angular plane policies are most effective at mitigating impacts for low-rise and mid-rise buildings and high-rise building podiums,

	whereas other controls are proposed for impacts from towers.
Angular plane from the park to protect open vistas	Built Form policies require step backs from the park above the streetwall for mid-rise buildings and high-rise podiums. The rights-of-ways surrounding the park are 40m wide and provide a generous buffer from the park.
Impact of high-rises on music festivals, and potential for noise complaints.	Noise studies are required as part of a development application to address mitigative measures, and purchasers should be advised through the addition of a warning clause to the lease or agreement of purchase and sale. A preliminary noise assessment indicated that additional development in the area will lessen noise impacts on the adjacent neighbourhoods
Tree Assessment Victoria Park	A Tree Assessment for Victoria Park has been conducted and consultation with Urban Forestry has informed the policies of the Secondary Plan. The Tree Assessment will inform future operational strategies for trees in the park.
Concern health park with additional users & traffic flows	Consultation with Urban Forestry staff has informed the policies of the Secondary Plan. Tree impacts will be considered within required wind and shadow studies for future development.
Specify impact green roofs	The Secondary Plan requires that all new mid-rise and high-rise development includes green roofs or cool roofs and encourages integration with rooftop amenity.
Response to Climate Emergency should include built form policies	Section 3.10 Sustainable Development has been revised to strengthen policies and add new policies.
Ensure sufficient balconies or external areas for residents (especially during COVID-19)	A policy is included that requires the provision of indoor and/or outdoor communal amenity space with new mid-rise and high-rise multi-unit residential developments
Bird Strike Mitigation & Bird Friendly Guidelines	Policy was added to ensure that design of high-rise buildings should include materials and techniques that limit bird-strikes.
Affordable housing	A section 3.11 Housing Mix and Affordability has been added.
Active transportation	Active transportation policies have been added to the sustainable development section.

Appendix C – Shadow Analysis for Maximum Heights

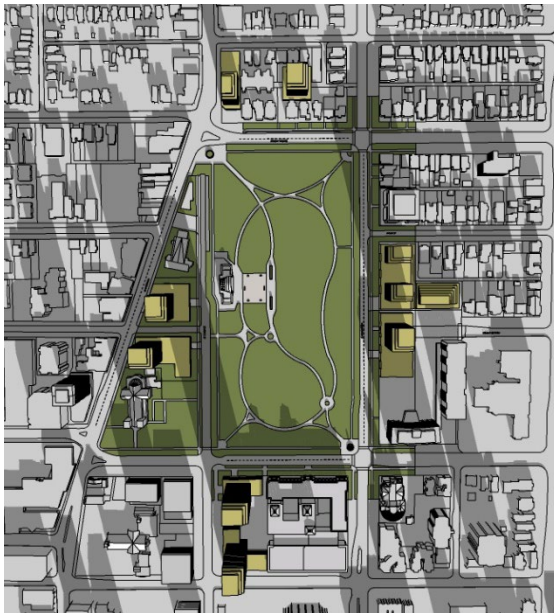
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December 21 – 9:00



December 21 – 10:00



December 21 – 11:00



December 21 – 12:00



December 21 – 13:00



December 21 – 14:00



December 21 – 15:00



December 21 – 16:00



March/September 21 – 8:00



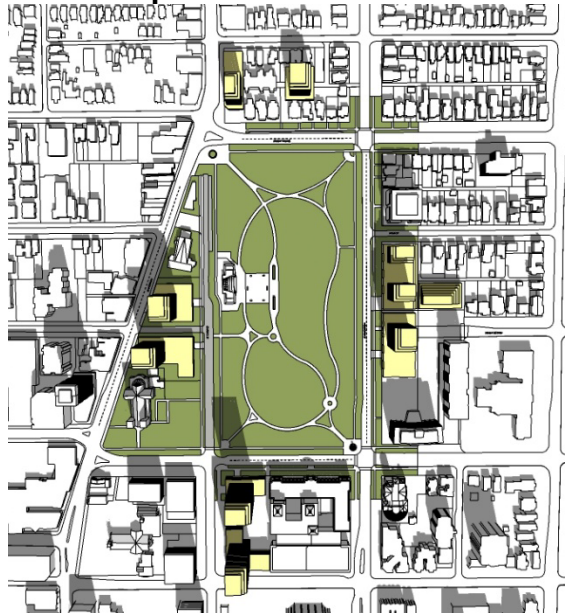
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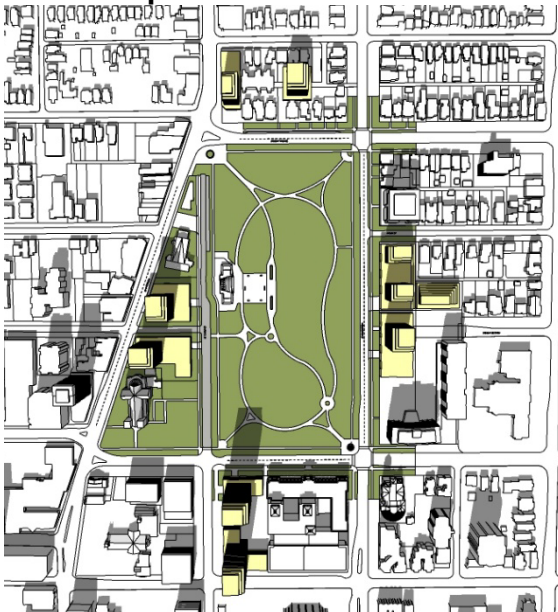
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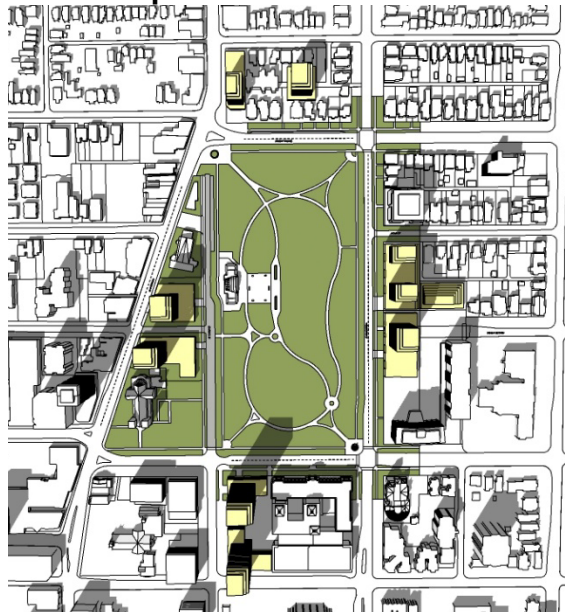
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March/September 21 – 16:00



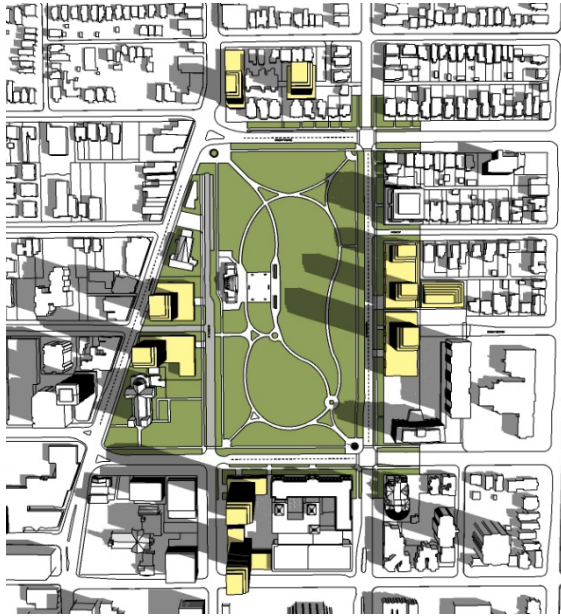
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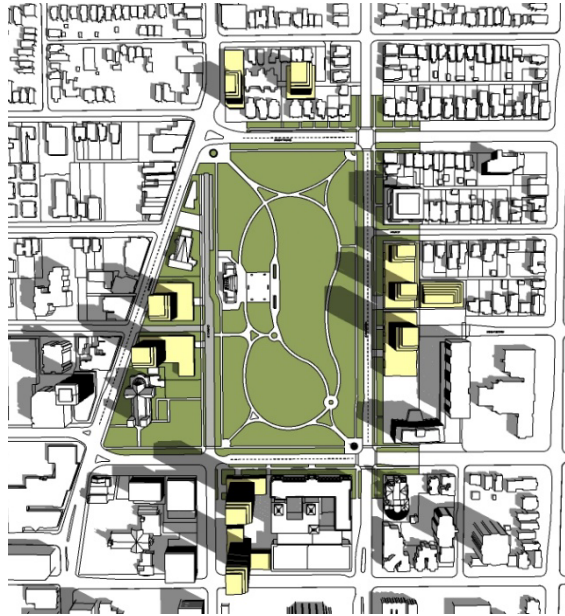
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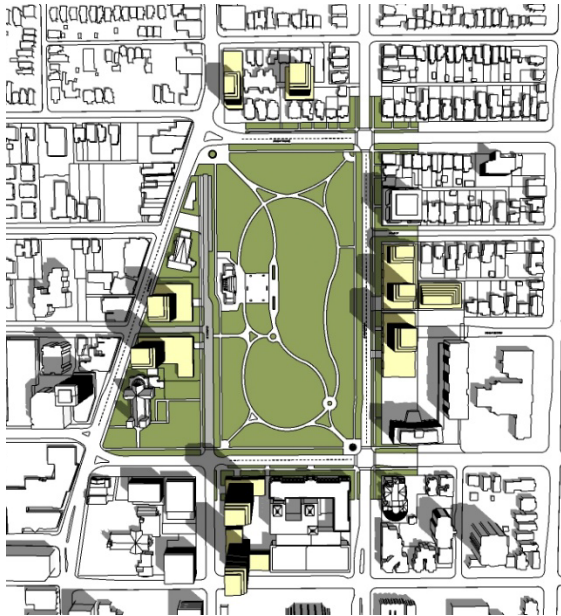
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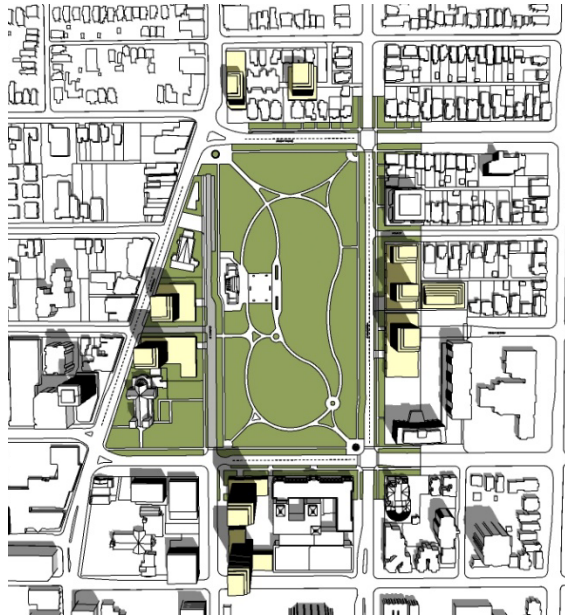
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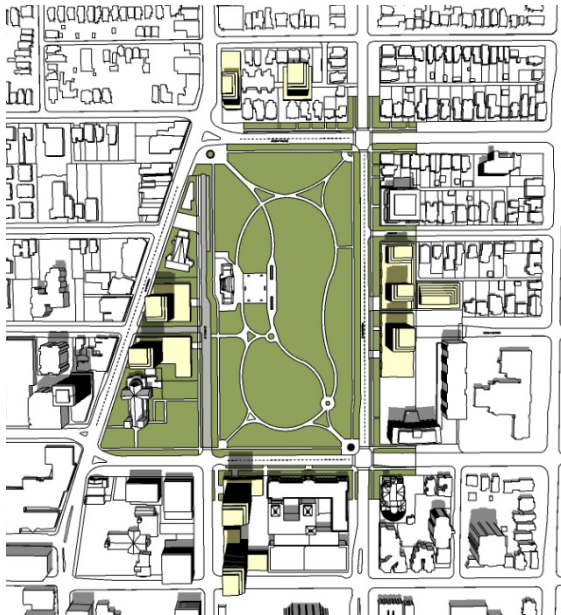
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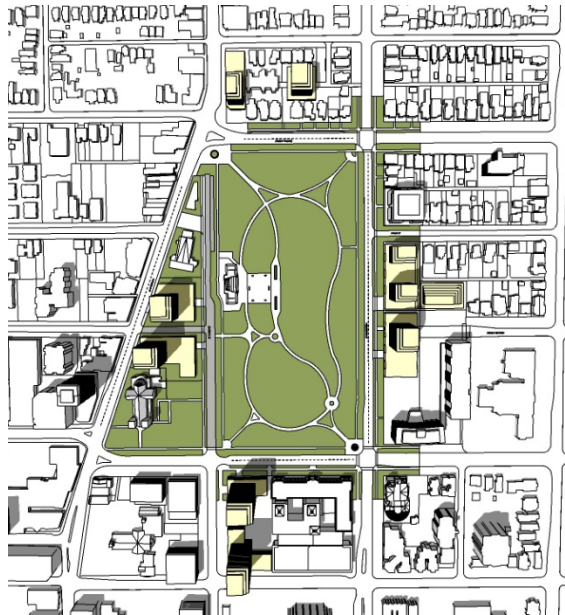
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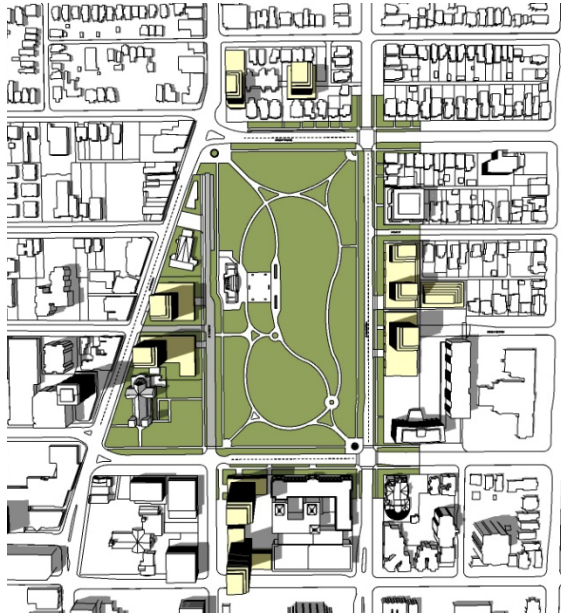
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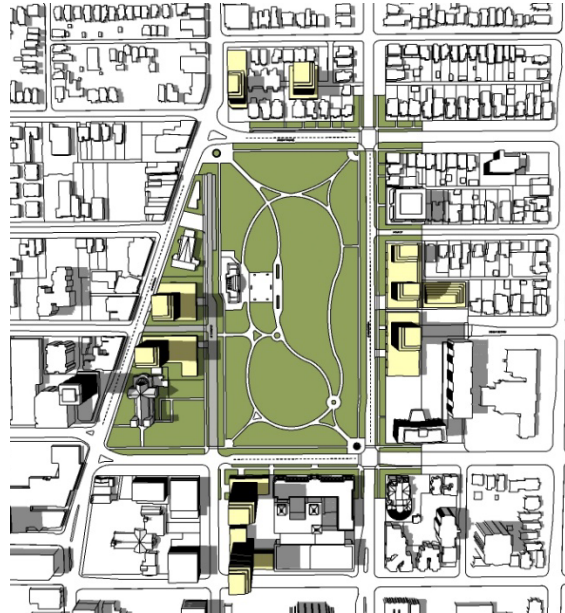
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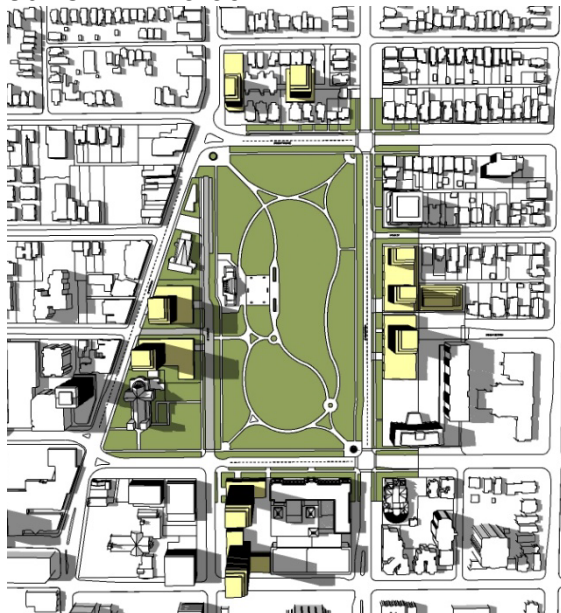
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