

Report to Planning and Environment Committee

To: Chair and Members
Planning and Environment Committee

From: Scott Mathers, MPA, P.Eng.
Deputy City Manager, Planning and Economic Development

Subject: Wellington Corridor Secondary Plan Terms of Reference,
Wards 1, 11, 12, 13, and 14

Date: March 20, 2023

Recommendation

That, on the recommendation of the Director, Planning and Development, the Wellington Corridor Secondary Plan Terms of Reference, attached hereto as Appendix “A”, **BE ENDORSED.**

Executive Summary

On December 21, 2021, Municipal Council endorsed the Transit-Oriented Secondary Plan Prioritization Areas. The Rapid Transit Corridor Place Type generally located along Wellington Street between Bathurst Street and the Thames River, and Wellington Road between the Thames River and the Transit Village Place Type at the White Oaks neighbourhood, was listed to be undertaken first as per Municipal Council’s direction. Civic Administration has prepared a Terms of Reference for the Wellington Corridor Secondary Plan, which will be used to guide the secondary plan study for the Wellington Corridor.

Linkage to the Corporate Strategic Plan

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

Strengthening our Community

- Increase affordable and quality housing options
- Improve the health and well-being of Londoners
- Increase the number of meaningful opportunities for residents to be connected in their neighbourhood and community
- Ensure that new development fits within and enhances its surrounding community

Building a Sustainable City

- Direct growth and intensification to strategic locations

Growing our Economy

- Increase public and private investment in strategic locations

Related Reports

December 13, 2021 – Planning and Environment Committee – Transit-Oriented Secondary Plan Prioritization

Analysis

1.0 Background

1.1 Purpose of a Secondary Plan

Where there is a need to elaborate on the parent policies of *The London Plan*, or where it is important to coordinate the development of multiple properties, a secondary plan may be prepared. Secondary plans allow for a comprehensive study of, and a coordinated planning approach to, a secondary planning area. This allows for the opportunity to provide more detailed policy guidance for the secondary planning area

that goes beyond the general policies of *The London Plan*. Once adopted, the policies of the secondary plan have the same status as the policies of *The London Plan*. Where conflicts between the policies of *The London Plan* and the secondary plan exist, the secondary plan policy prevails.

1.2 Secondary Plan Prioritization

On December 21, 2021, Municipal Council endorsed the Transit-Oriented Secondary Plan Prioritization Areas. The Rapid Transit Corridor Place Type generally located along Wellington Street between Bathurst Street and the Thames River, and Wellington Road between the Thames River and the Transit Village Place Type at the White Oaks neighbourhood (Wellington Gateway) was listed first as per Municipal Council's resolution.

1.3 Purpose of the Wellington Corridor Secondary Plan

The London Plan generally identifies four Rapid Transit Corridors in the City of London. Rapid Transit Corridors are intended to be vibrant, mixed-use, mid-rise communities that border the length of London's rapid transit services. Not all the segments of these corridors are intended to be the same in character, use and intensity. However, these corridors are intended to have walkable streetscapes, with abundant trees, widened sidewalks, and development that is pedestrian- and transit-oriented. Where lands within the Rapid Transit Corridors are in close proximity to transit stations, greater intensity and height of development to support transit usage and provide convenient transportation for larger numbers of residents may be permitted.

Rapid transit service is anticipated to increase interest in the redevelopment of properties along the Wellington Corridor. The study is intended to develop a secondary plan, which will provide more specific direction for development within the study area than that offered by the general policies of *The London Plan*. The policies of the secondary plan will inform the future zoning of these lands.

2.0 Terms of Reference

2.1 Study Area Boundary

The Wellington Corridor is generally defined as the Rapid Transit Corridor Place Type along Wellington Street between Bathurst Street and the Thames River, and Wellington Road between the Thames River and the Transit Village Place Type at the White Oaks neighbourhood. As *The London Plan* (policies 833, 834, 835) allows for the interpretation of the Rapid Transit Corridor Place Type to be applied to additional properties when lot assembly occurs, generally up to a lot depth of 150 metres, properties that are within 150 metres of the Wellington Corridor centerline and adjacent to a property within the Rapid Transit Corridor Place Type have been included in the study area. It should be noted that properties within the Old Victoria Hospital Lands Secondary Plan area are not included within the study boundary for the Wellington Corridor Secondary Plan, as policy direction for the redevelopment of these lands is already in place.

2.2 Goal and Objectives of the Study

The goal of the study is to create a secondary plan that will lead to a vibrant, exceptionally designed, mixed-use urban corridor that is pedestrian-oriented, and transitions appropriately with the surrounding neighbourhoods.

The objective of the study is to create a secondary plan that provides a consistent framework to evaluate future development and public realm improvements and provides policies to direct and guide the development of the lands in the Rapid Transit Corridor Place Type along the Wellington Corridor.

2.3 Desired Outcomes for the Secondary Plan

The long-term desired outcome of the Wellington Corridor Secondary Plan is to create complete, resilient communities that are supported by the rapid transit service along the Wellington Corridor.

2.4 Study Scope

The Terms of Reference provides a preliminary list of matters to be considered through the secondary plan process. This list may be updated throughout the secondary plan process in response to study findings.

Amendments to the Zoning By-law are outside of the scope of the secondary plan process. The policies of the secondary plan will inform the future zoning of these lands.

2.5 Project Team and Resource Team

The project is part of the Planning and Development work plan and will be completed at the direction of the Director, Planning and Development. The project lead will be the Manager, Long Range Planning, and the project manager will be a Planner from Planning and Development. The project team will include other staff as required.

Consultant(s) will be retained to support City staff in completing the work plan and providing specialized expertise throughout the project. The selected consultant(s) will be retained for different studies depending on the needs identified in the Terms of Reference.

The resource team will be comprised of City staff from various Service Areas who will provide specialized expertise as required.

The composition of the project team and resource team is further outlined in the Terms of Reference.

2.6 Community Engagement and Information

The secondary plan study requires input from a variety of partners and stakeholders, including community groups, developers, property owners, and the public. All members of the public are invited to participate in the process.

The consultation and outreach anticipated for this secondary plan study includes:

- A Get Involved London webpage
- Community information meetings
- Meetings with internal and external stakeholders, and partners

Further details on community engagement and information sharing are provided in the Terms of Reference.

2.7 Advisory Committees and Groups

It is anticipated that the draft secondary plan will be considered by the following:

- Accessibility Community Advisory Committee
- Community Advisory Committee on Planning
- Diversity, Inclusion and Anti-Oppression Community Advisory Committee
- Ecological Community Advisory Committee
- Environmental Stewardship and Action Community Advisory Committee
- Housing Committee
- Integrated Transportation Community Advisory Committee
- Urban Design Peer Review Panel
- Young London – London Youth Advisory Council

As a part of this process, the draft and final secondary plans will also incorporate the use of relevant evaluation tools such as, but not limited to, the Housing Supply Action Plan, 3000 Affordable Units Action Plan, climate emergency screening tool, gender-based analysis plus (GBA+) lens, anti-racism lens, and anti-oppression lens, to evaluate the outcomes of the study and their impact on creating a sustainable and resilient environment, as well as creating a safe community for all, particularly women, girls, and 2SLGBTQ+ identifying people.

2.8 Timeline

The Terms of Reference outlines the anticipated timeline for key milestones in the secondary plan study process. The study process will begin immediately following Municipal Council's endorsement of the Terms of Reference. Completion of the study is targeted for the third quarter of 2024.

3.0 Financial Considerations

Existing budget is available to retain consultants to undertake studies as required. No additional financial impact is anticipated.

4.0 Key Issues and Considerations

4.1 Protected Major Transit Station Area

The Protected Major Transit Station Area (PMTSA) policies of *The London Plan* came into force on May 28, 2021.

The PMTSA policies related to Rapid Transit Corridors include:

- A targeted number of residents and jobs combined per hectare
- Minimum and maximum building heights
- Minimum density per hectare for residential uses
- Minimum floor area ratios for non-residential uses
- Permitted uses including encouraging mixed-use buildings
- Conformity with all other policies of *The London Plan* including the Rapid Transit Corridor Place Type and any Specific Area policies

As per these policies of *The London Plan*, the Wellington Corridor must be planned to achieve a minimum of 120 residents and jobs combined per hectare, as well as achieve a minimum density of 45 units per hectare for residential uses, or a floor area ratio of 0.5 for non-residential uses.

4.2 Wellington Gateway

The planning and implementation of the southern rapid transit route, the Wellington Gateway, is currently underway. The Wellington Gateway will revitalize approximately six kilometres of arterial roads between the downtown and Highway 401. The project will widen Wellington Road to add continuous transit-only lanes. The goal is to improve traffic capacity and increase transit frequency and reliability while also addressing necessary underground work, including replacing aging sewers and underground infrastructure.

The construction to implement the Wellington Gateway project is scheduled to begin in 2023 and take approximately three years to complete. Rapid transit service is anticipated to increase interest in the redevelopment of properties along the Wellington Corridor.

Conclusion

Following Municipal Council's endorsement of the Wellington Corridor Secondary Plan Terms of Reference, Civic Administration will begin the secondary plan process including hiring any necessary consultant(s).

At this time, it is anticipated that the Wellington Corridor Secondary Plan will be completed by the third quarter of 2024.

Civic Administration will return to Municipal Council with project updates and a draft secondary plan prior to presenting the final Wellington Corridor Secondary Plan.

Prepared by: Kerri Killen, MCIP, RPP
Senior Planner

Submitted by: Britt O'Hagan, MCIP, RPP
Manager, Current Development

Recommended by: Heather McNeely, MCIP, RPP
Director, Planning and Development

Submitted by: **Scott Mathers, MPA, P.Eng.**
Deputy City Manager, Planning and Economic
Development

Copy: **Justin Adema, Manager, Long Range Planning (Acting)**
Kevin Edwards, Manager, Community Planning

Appendix A – Wellington Corridor Secondary Plan Terms of Reference

Introduction

The London Plan has two transit-oriented place types: the Transit Village Place Type and the Rapid Transit Corridor Place Type. These place types correspond to the four planned higher-order transit routes radiating from the downtown. The planning and implementation of the rapid transit routes to the south (Wellington Gateway) and east (East London Link) are currently underway. Rapid transit service is anticipated to increase interest in the redevelopment of properties along these corridors.

On December 13, 2021, Civic Administration brought forward a report prioritizing the future development of secondary plans related to the transit-oriented Place Types; this report included the direction received from Council on August 10, 2021 to prioritize the development of the secondary plan for the Wellington Gateway corridor. On December 21, 2021, Municipal Council endorsed the Transit-Oriented Secondary Plan Prioritization Areas, of which the Rapid Transit Corridor Place Type generally located along the Wellington corridor was listed first.

Wellington Corridor Secondary Plan Study Area

The Wellington Corridor is generally defined as the Rapid Transit Corridor Place Type along Wellington Street between the Downtown Place Type north of Bathurst Street and the Thames River, and Wellington Road between the Thames River and the Transit Village Place Type at the White Oaks neighbourhood. The properties immediately north of Bradley Avenue within the Transit Village Place Type are not included within the study area. Properties within the Old Victoria Hospital Lands Secondary Plan area also are not included within the study area, as policy direction for the redevelopment of these lands is already in place.

As *The London Plan* (policies 833, 834, 835) allows for the interpretation of the Rapid Transit Corridor Place Type to be applied to additional properties when lot assembly occurs, generally up to a lot depth of 150 metres, properties that are within 150 metres of the Wellington Corridor centerline and adjacent to a property within the Rapid Transit Corridor Place Type have been included within the study area.

Figure 1 illustrates this study area.

of 45 units per hectare for residential uses, or a floor area ratio of 0.5 for non-residential uses.

The Wellington Corridor currently contains a significant mix of land uses, including various intensities and forms of residential uses, commercial uses, service uses, hospitals and health facilities, medical and dental clinics, a fire station, places of worship, offices, daycare facilities, hotels/motels, parks and open spaces. There are also many large surface parking lots in association with these uses.

The development of a secondary plan is intended to provide a greater level of detail and more specific guidance for future development along the Wellington Corridor than the general Rapid Transit Corridor Place Type policies in *The London Plan*, including how those policies will be implemented through planning tools and future public works.

Goal and Objectives of the Study

The goal of the study is to create a secondary plan that will lead to a vibrant, exceptionally designed, mixed-use urban corridor that is pedestrian-oriented, and transitions appropriately with the surrounding neighbourhood.

The objective of the study is to create a secondary plan that provides a consistent framework to evaluate future development and public realm improvements and provides policies to direct and guide the development of the lands in the Rapid Transit Corridor Place Type along the Wellington Corridor.

The secondary plan process will:

- Evaluate existing development within and adjacent to the Rapid Transit Corridor Place Type
- Establish policies to guide the future development of the lands in the Rapid Corridor Village Place Type in a coordinated way
- Consult community members, property owners, developers, Advisory Committees, and internal and external stakeholders
- Prepare a secondary plan that is implementable and easily interpretable

Desired Outcomes of the Secondary Plan Area

The long-term desired outcome of the Wellington Corridor Secondary Plan is to create complete, resilient communities that are supported by the rapid transit service along the Wellington Corridor.

Secondary Plan Study Scope

Study Matters

The following provides a preliminary list of matters to be considered through the secondary plan process:

- Access management, transportation, and mobility
- Bird-friendly design
- Built form
- Bus rapid transit integration
- Climate emergency adaptation, sustainable design, and low impact design (LID)
- Community services and public facilities
- Connectivity
- Cultural heritage and archaeology
- Housing typology and tenure, including affordable housing
- Intensity
- Land use
- Lot consolidation

- Natural heritage
- Parking management
- Public land needs
- Servicing capacity
- Urban design and placemaking
- Urban structure
- View sheds

The above list is subject to change throughout the study process.

Zoning By-law

The study is intended for the development of a secondary plan, which will provide more specific direction for development within the study area than is offered by the general policies of *The London Plan*. The study will not include amendments to the Zoning By-law. Zoning By-law amendments would occur separately after the secondary plan is adopted and in force and effect.

Related Projects and Studies

The Wellington Gateway

The Wellington Gateway will revitalize approximately six kilometres of arterial roads between the downtown and Highway 401. The project will widen Wellington Road to add continuous transit-only lanes. The goal is to improve traffic capacity and increase transit frequency and reliability while also addressing necessary underground work, including replacing aging sewers and underground infrastructure. The construction to implement this project is scheduled to begin in 2023 and take approximately three years to complete.

The Mobility Master Plan

The purpose of the Mobility Master Plan is to create a new integrated plan that builds on and supersedes the current *Smart Moves London 2030 Transportation Master Plan* and the *London ON Bikes Cycling Master Plan* and identifies the policy framework, infrastructure programs, and supportive programs with a 25-year horizon. The plan will be developed based on the consultation process, technical analysis, and consideration of *The London Plan*, Council's Strategic Plan and associated initiatives such as the Climate Emergency Action Plan. This project is currently underway, with planned completion for 2024.

Project Team

The project team will be comprised of City staff from Planning and Economic Development and consulting team(s) as required for individual technical studies.

City Staff

The project is part of the Planning and Development work plan and will be completed at the direction of the Director, Planning and Development. The project lead will be the Manager, Long Range Planning, and the project manager will be a Planner from Planning and Development. The project team will include other staff as required.

Consultant Staff

Consultant(s) will be retained to support City staff in completing the work plan and providing specialized expertise throughout the project. Consultant(s) will be hired to conduct studies following endorsement of the Terms of Reference and at appropriate times as the project progresses. The selected consultant(s) will be retained for different studies depending on the needs identified in the Terms of Reference.

Resource Team

The resource team will be comprised of City staff from various Service Areas as required.

City Staff

City staff with the following specializations will be used as a resource:

- Accessibility
- Affordable Housing
- Development Engineering
- Ecology
- Economic Supports
- Finance
- Forestry
- Heritage
- Parks Planning
- Rapid Transit
- Transportation and Mobility
- Urban Design
- Water, Wastewater and Stormwater Engineering

In addition, the London Transit Commission will be a resource as needed throughout the process.

Community Engagement and Information Sharing

This study requires input from a variety of partners and stakeholders, including community groups, developers, property owners, and the public. All members of the public are invited to participate in the process.

Get Involved Project Webpage

The project webpage will include updates on the project, background documents, reports, notices and presentations. It will also include opportunities to provide feedback.

Community Information Meetings

It is anticipated that two Community Information Meetings will be held in association with this project. The first meeting will discuss the visioning and preferences for the study area and the second will be held to present and gather feedback on the draft secondary plan.

Notice for the Community Information Meetings will be sent to the Ward Councillors and neighbourhood associations for distribution to their members. Other individuals who identify themselves as interested parties will also receive notice. Notice will also be posted on the City of London calendar of events and activities, on the project webpage, and on City of London social media, as appropriate.

Where possible, notifications will be provided in different languages to reflect the demographic makeup of the area.

Stakeholder Meetings

It is anticipated that meetings will be held with stakeholders including property owners, community businesses, residents, and neighbourhood associations, as appropriate.

Staff will work with community-based organizations and programs, to provide opportunities for engaging indigenous peoples, new-comers, equity-seeking groups, elderly, and young people in this process.

Advisory Committees and Groups

The draft secondary plan will be considered by the following:

- Accessibility Community Advisory Committee
- Community Advisory Committee on Planning
- Diversity, Inclusion and Anti-Oppression Community Advisory Committee
- Ecological Community Advisory Committee
- Environmental Stewardship and Action Community Advisory Committee
- Housing Committee

- Integrated Transportation Community Advisory Committee
- Urban Design Peer Review Panel
- Young London – London Youth Advisory Council

As a part of this process, the draft and final secondary plans will also incorporate the use of relevant evaluation tools such as, but not limited to, the Housing Supply Action Plan, 3000 Affordable Units Action Plan, climate emergency screening tool, gender-based analysis plus (GBA+) lens, anti-racism lens, and anti-oppression lens, to evaluate the outcomes of the study and their impact on creating a sustainable and resilient environment, as well as creating a safe community for all, particularly women, girls, and 2SLGBTQ+ identifying people.

Deliverables

The secondary plan process will include:

1. A draft Wellington Corridor Secondary Plan
2. A report presented to Municipal Council through the Planning and Environment Committee that includes a recommended Wellington Corridor Secondary Plan and an Official Plan amendment to adopt the secondary plan and any required proposed text and map amendments to *The London Plan* required for the recommended secondary plan
3. Update reports as appropriate

Timeline

The following is the proposed timeline for the key milestones in the secondary plan process. The milestones and scheduled targets may change as the project advances and is contingent on the endorsement of this Terms of Reference in Q1, 2023:

- Q1, 2023: Present Terms of Reference at the Planning and Environment Committee for endorsement
- Q2, 2023: Hold a Community Information Meeting – Visioning Workshop
- Q2-Q4, 2023: Undertake background studies, site analysis, site inventory, stakeholder meetings and draft policy
- Q1, 2024: Table draft secondary plan at the Planning and Environment Committee for public comment
- Q2, 2024: Revise draft secondary plan in response to community and stakeholder feedback
- Q3, 2024: Present recommended secondary plan at the Planning and Environment Committee for adoption