

Report to Planning and Environment Committee

To: Chair and Members
Planning & Environment Committee

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

Subject: Old East Village Dundas Street Corridor Secondary Plan
Draft Terms of Reference

Public Participation Meeting on: April 30, 2018

Recommendation

That, on the recommendation of the Managing Director, Planning and City Planner, the Terms of Reference for the Old East Village Dundas Street Corridor Secondary Plan, attached hereto as Appendix A, **BE ENDORSED.**

Executive Summary

The Old East Village Dundas Street Corridor Secondary Plan is intended to provide more specific policy direction, than the parent London Plan, for development and public projects within the secondary planning area. It responds to a number of emerging initiatives within the Old East Village Corridor – including such things as the introduction of Bus Rapid Transit, an upcoming infrastructure and street renewal project, a cycling route assessment and various development pressures on the Corridor. The secondary plan is intended to be completed by the end of 2018, so that it can serve as the foundation for the design of the reconstruction of Dundas Street from Adelaide Street to Ontario Street.

The Terms of Reference are the first step in the process of preparing the Secondary Plan and include the purpose, key issues to be addressed, study area, the proposed public engagement program and a timeline for completion. To meet the proposed timeline, Staff recommend that any changes to the terms of reference desired by Council be directed to Staff, so that they can make those changes and move forward with the secondary plan project immediately.

Background

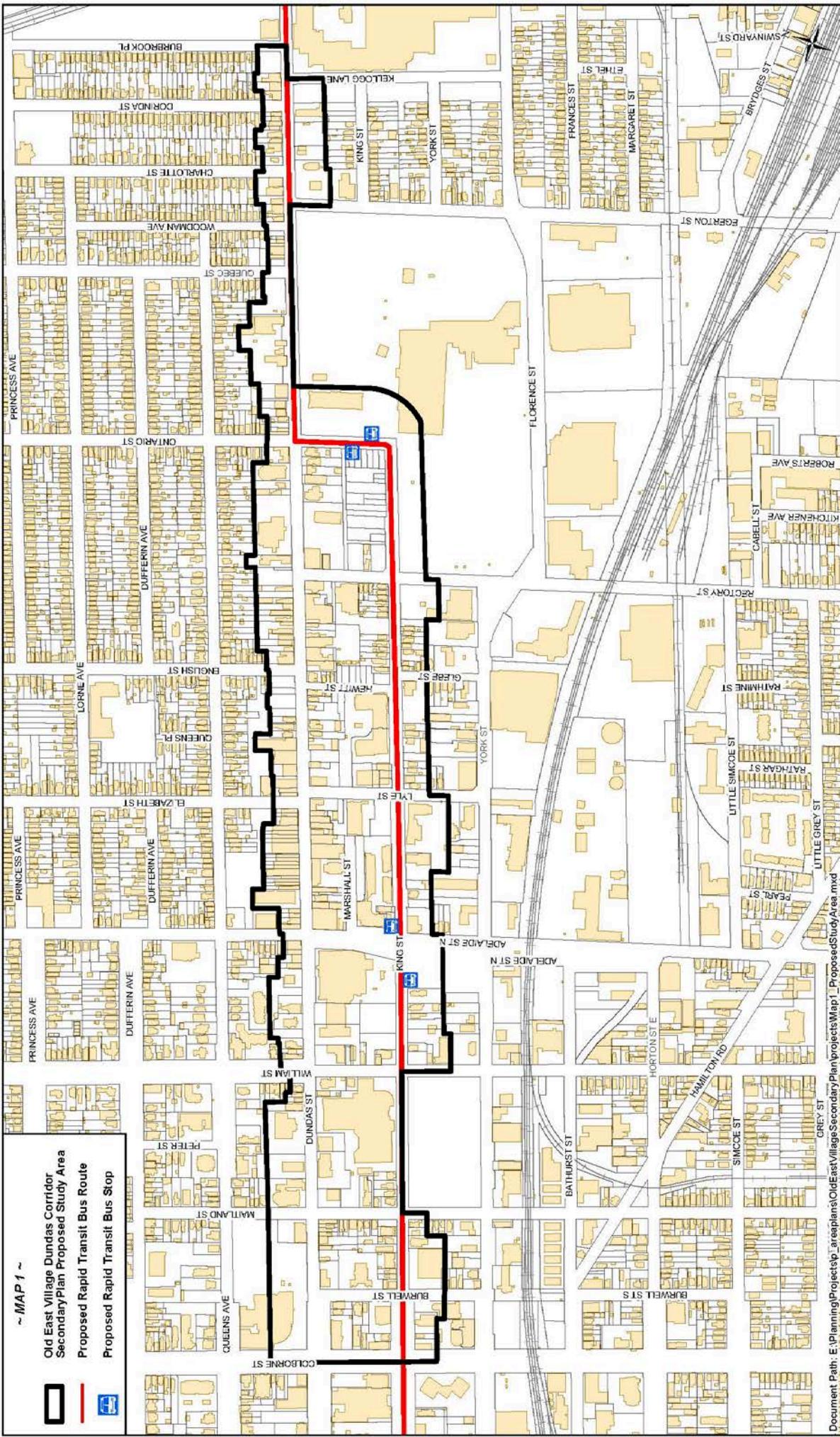
1.0 Purpose of the Secondary Plan

The London Plan indicates that secondary plans may be used for a number of reasons:

- To provide more detailed guidance for the development of an identified area, in addition to the more general policies of the London Plan.
- To coordinate the development of an area that is subject to substantial change.
- “Areas, in whole or in part, within the...” *Rapid Transit Corridor... Place Type that may require vision and more specific policy guidance for transition from their existing form to the form envisioned by this Plan.*”

The corridor along Dundas and King Streets, between Colborne Street and Burbrook Place/Kellogg Lane is such an area that would benefit from a secondary plan. This area has, or will be, experiencing a number of changes and exciting planning initiatives that will need to be carefully coordinated. They include:

- The London Plan assignment of the Rapid Transit Corridor Place Type along King Street and Dundas Street.



~ MAP 1 ~

-  Old East Village Dundas Corridor Secondary Plan Proposed Study Area
-  Proposed Rapid Transit Bus Route
-  Proposed Rapid Transit Bus Stop

- Planned construction of rapid transit along King Street from the Downtown through to Ontario Street, and proceeding along Dundas Street from Ontario Street through to Highbury Avenue and eventually to Fanshawe College. With this comes the important need to provide strong connections from the rapid transit stations at Adelaide and King Street and on Ontario Street, to the business corridor on Dundas Street.
- A planned higher order east-west cycle route through the Old East Village, to connect to the larger cycling network and Downtown.
- Reconstruction of the Dundas Street underground services and streetscape from Adelaide to Ontario Street – with consideration of sewers, watermain, cycling, tree planting, on-street parking, enhanced streetscape amenities, furniture, etc.
- Planned construction of an Adelaide Street/CPR rail underpass, to the north of the Dundas Street corridor, and the important connections to it.
- Continued revitalization of the Western Fair market and fairgrounds, with the possibility of redevelopment of a portion of the fairground site.
- Redevelopment applications and multiple development interests for the lands along the Dundas Street corridor and King Street corridor – some of which are seeking buildings of significant height.
- Heritage building conservation and consideration, which has served to establish a heritage image for the neighbourhood north of the corridor, attracting significant investment into the building stock.
- A desire for a green plan, and a recent patio design guideline, along the Dundas Street Corridor with the intent of setting the standard for a desirable pedestrian and patio experience.

A secondary plan can knit all of these considerations together for the corridor, and set a more detailed policy context, development design guidelines, and a coordinated approach for delivering capital programs.

2.0 Timing – Major Milestones

It is intended that the Secondary Plan will be completed by the end of 2018, so that it can support the design and engagement process for the reconstruction of Dundas Street between Adelaide Street and Ontario Street. The following is a summary of how that process is proposed to occur:

Step in Process	Timing
Terms of Reference Approved	May, 2018
Background Research Undertaken	May through June

Bicycle Network Evaluation	May through September
Public Workshop/Public Meetings	June, 2018
Draft of Secondary Plan – Public Meetings	September, 2018
Final Secondary Plan	December, 2018
Infrastructure Renewal and Streetscape Reconstruction – Detailed Design	2019
Infrastructure Renewal and Streetscape Reconstruction	2020

Attached are the proposed Draft Terms of Reference. In advance of this meeting they have been circulated to the Old East Village Business Improvement Area (BIA) organization, Old East Village Community Association, and Staff leading the Shift Rapid Transit project.

Notice was given of the Secondary Plan Terms of Reference on March 12, 2018 to other City departments and various agencies as well as within the Living in the City section of the London Free Press. Notice of Public Meeting was given in early April, 2018.

3.0 Next Steps

Following Council approval of the Terms of Reference, Planning staff will start the Secondary Plan process. The timeline to complete the secondary plan will be tight, with completion targeted for the end of 2018. It will be important to meet this date so that the secondary plan can serve as the foundation for the streetscape reconstruction project design in 2019. To achieve this, it will be important to complete the first secondary plan public engagement workshops in June of 2018.

4.0 Conclusion

The attached terms of reference will guide the preparation of the proposed Old East Village Dundas Corridor Secondary Plan. Given the importance of timeliness, Staff are recommending that Council move forward with these terms of reference. If amendments are desired by Council, it is recommended that Council identify these amendments now, so that staff can take that direction, make the necessary changes, and begin the secondary plan process immediately.

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Recommended by:	John M. Fleming, MCIP, RPP Managing Director, Planning and City Planner

APPENDIX A

OLD EAST VILLAGE DUNDAS STREET CORRIDOR SECONDARY PLAN

TERMS OF REFERENCE

Planning and Ongoing Initiatives in the Old East Village

The corridor along Dundas and King Streets, between Colborne Street and Burbrook Place/Kellogg Lane has experienced, or will be experiencing, a number of changes and exciting planning initiatives that will need to be carefully coordinated. They include:

- The London Plan assignment of the Rapid Transit Corridor Place Type along King Street and Dundas Street.
- Planned construction of rapid transit along King Street from the Downtown through to Ontario Street, and proceeding along Dundas Street from Ontario Street through to Highbury Avenue. With this comes the important need to provide strong connections from the rapid transit stations at Adelaide and King Street and on Ontario Street, to the business corridor on Dundas Street.
- A planned higher order cycle route through the Old East Village, to connect to Downtown and the larger cycling network.
- Infrastructure renewal and streetscape improvements on Dundas Street from Adelaide to west of Ontario Street – with consideration of watermain, sanitary and storm sewer replacements, new traffic signals, streetlights, cycling facilities, tree planting, on-street parking, enhanced streetscape amenities, furniture, etc.
- Planned construction of an Adelaide Street/CPR tracks underpass, to the north of the Dundas Street corridor, and the important connections to it.
- Continued revitalization of the Western Fair market and fairgrounds, with the possibility of redevelopment of a portion of the fairground site.
- Redevelopment applications and multiple development interests for the lands along the Dundas Street corridor and King Street corridor – some of which are seeking buildings of significant height.
- Heritage building conservation and consideration, which has served to establish a heritage image for the neighbourhood north of the corridor, attracting significant investment into the building stock.
- A desire for a green plan, and a recent patio design guideline, along the Dundas Street Corridor with the intent of setting the standard for a desirable pedestrian and patio experience.

Purpose of a Secondary Plan for the Old East Village

Secondary plans are intended to:

- Allow for the development of policies for a specific area that may be more detailed than the general policies of the London Plan.
- Allow for more specific vision and policy guidance for lands with the Rapid Transit Corridor Place Type to assist with specific transition from their existing form to the form envisioned by the Plan.
- Assist in the implementation and refinement of the Plan.

The proposed secondary plan will consider all of the existing and planned initiatives within the Old East Village (listed above) and, through a robust public engagement

program, allow for a more detailed vision and policy framework for planning development and public projects within the Dundas Corridor. The secondary plan may also include specific design guidance for development and public projects in the corridor.

Defined Secondary Plan Area

- The secondary plan entitled, “Our Move Forward: London’s Downtown Plan” extends to Colborne Street, defining the western boundary of the subject secondary plan.
- To the east, the McCormick Secondary Plan covers lands north of Dundas Street, east of Burbrook Place, defining the eastern boundary of the subject secondary plan.
- Accordingly, the secondary plan will consider lands that are included within the London Plan’s Rapid Transit Corridor Place Type, between Colborne Street and Burbrook Place.
- Through the study process, this boundary may be adjusted where there it is determined that it would be advantageous to do so from a secondary planning perspective.
- The important context surrounding this defined area will be considered throughout the study process and in preparing the secondary plan

Preliminary List of Issues to be Considered Through Secondary Plan

Within the secondary plan area, there are a number of issues that will need to be considered. Below is a preliminary summary. There will likely be additional issues that surface through the secondary plan engagement process; they will also be addressed and incorporated into the ultimate secondary plan:

King Street – Rapid Transit Corridor Place Type

- King Street has been identified in The London Plan as a Rapid Transit Corridor
- This Place Type can support a broad range of uses
- It also encourages intensification, supporting the assembly of properties to allow for redevelopment projects, where it is appropriate
- Within this Place Type, The London Plan establishes maximum heights that can support high-rise forms of development where appropriate
- The Rapid Transit Corridor Place Type also establishes a number of form policies that augment the City Design policies of the Plan
- It may be desirable to establish more detailed and specific use, intensity or form policies for the King Street corridor, within the Study Area
- The existing specific policies for the corridor that exist in the London Plan, which were originally established as a result of the Community Improvement Plan (policies that include an Area of Transition) will be re-evaluated, modified if necessary, and brought into the Secondary Plan as appropriate.

Dundas Street – Rapid Transit Corridor Place Type

- Dundas Street has been identified in The London Plan as a Rapid Transit Corridor; accordingly, the background and issues identified above for King Street would apply for this corridor as well
- However, for the Rapid Transit Corridor between Colborne Street and Quebec Street the London Plan identifies specific “Main Street” policies
- These policies may allow for greater height and also may allow for more office floor area
- It would be beneficial to identify, more specifically, where buildings of greater height will be directed along the corridor and where it is expected that mid-rise heights will be the maximum height that is permitted.
- In general, it may be desirable to establish more detailed and specific use, intensity or form policies for the Dundas Street Rapid Transit corridor, within the Study Area

Design Guidance

- The London Plan provides City Design policies and some further form policies within the Rapid Transit Place Type
- Furthermore, in April of 2016 the Old East Village Commercial Design manual was adopted by Council

- That said, it may be desirable to establish more specific design policies – including non-commercial uses - that address specific considerations within the secondary plan area.
- For example, it may be appropriate to identify design policies relating to the expected interface between taller buildings and the surrounding low density residential neighbourhoods adjacent to the corridor.
- There may also be useful design guidance for public projects – including streetscape improvements and the “green plan” concept that the Old East Village BIA has been discussing for many years.
- It may be appropriate to incorporate all or a portion of the existing urban design guidelines into the secondary plan

Cycling Network

- The Cycling Master Plan identified a higher order connection between the Old East Village and Downtown, and more broadly between the Thames Valley Parkway and the Quebec Street / Egerton Street north-south route. With finalization of Rapid Transit routing in the downtown, this routing needs to be revisited. A cycling route assessment that considers origins, destinations, route characteristics and public input will provide guidance on the recommended route and cycling facility type. There are multiple options that require further consideration – for example, Dundas Street, Queens Avenue, King Street.
- Each of these options have significant implications for items such as on street parking, tree planting, street furniture, etc.

Rapid Transit Connections

- During the Bus Rapid Transit Environmental Assessment process, much discussion occurred in the Old East Village about the pro’s and con’s of routing rapid transit along Dundas Street (between Adelaide and Ontario)
- While it was recognized that locating rapid transit on Dundas would leave no room for important main street amenities (trees, street furniture, patio space, etc.), there was an acute concern that transit traffic would be moving around the heart of the Old East Village and not directly through it.
- In establishing the preferred route along King Street eastward to Ontario Street, key station connections to Dundas Street would be necessary. These include stations at King/Colborne, King/Adelaide and King/Ontario (mid-block).
- The secondary plan will help to determine how a very positive/enticing pedestrian environment can be designed to create a strong connection between stations and the Dundas Street main street.

Other Key Connections

- Similar to consideration of connections to rapid transit, the secondary plan will provide an opportunity to consider connections from Dundas Street to other important locations such as the municipal parking lots located behind storefront buildings, Western Fair, the Market and Queens Park, etc.
- Furthermore, connections to the recent Music, Entertainment and Culture Districts Strategy can be considered to evaluate whether there are measures that can be incorporated in the secondary plan to support the Old East Village’s culture district status.

Heritage Building Conservation

- The lands within the secondary plan area are not included in the Old East Village Heritage Conservation District
- However, these heritage resources represent a significant part of the image/brand of the Old East Village and their conservation is important
- Heritage resources, their conservation, and how new development may be integrated into the corridor should be considered, in concert with the tools available under the Ontario Heritage Act

Green Plan

- The Old East Village BIA has long been interested in preparing a “green plan” that establishes a strategy for tree planting and other forms of landscaping within the corridor

- This can be a consideration when discussing design priorities and fundamental goals for the upcoming streetscape improvements

Patios

- The Old East Village Commercial Urban Design Manual approved by Council in April of 2016 included patio guidelines.
- There may be policies stemming from this work, relating to patios, that should be included in the secondary plan
- Alternatively, the guidelines could be incorporated into the secondary plan for greater patio design guidance

On-street Parking

- On-street parking is an important element for any main street's success. It provides main street customers with a convenient parking option and creates the "optic" of available parking, even when there are other municipal parking resources available nearby.
- Furthermore, it tends to slow down car traffic and provide a comfortable buffer between pedestrians and automobile traffic.
- One significant issue in the Old East Village is the very narrow road allowance from Adelaide Street to Ontario Street. How can on street parking fit into the road allowance together with enhanced tree planting, patios, street furniture and protected bicycle lanes. Some prioritization will be important

Dundas Street Infrastructure Renewal and Streetscape Improvement Project

- The infrastructure on Dundas Street between Adelaide Street and the future rapid transit route connection at Ontario Street requires renewal. This project will include watermain, sanitary and storm sewer replacements, new traffic signals, streetlights with consideration of tree planting, on-street parking, enhanced streetscape amenities and furniture. It is anticipated that all of the above can be useful to establish goals, objectives, priorities and conceptual directions for the upcoming Dundas Street streetscape improvement project
- The planned re-design of York Street at Adelaide Street will be evaluated for its implications – for example, Lyle Street and its intersection at Dundas Street
- This project will draw from the public engagement, secondary plan policies and design guidelines to create a streetscape improvement plan that meets the needs and desires of the Old East Village neighbourhood, the Old East Village Business Improvement Area and those of the City of London community as a whole.

Intended Outcomes

The following are the outcomes that are intended from the secondary plan process:

1. Council adopted Old East Village Dundas Corridor Secondary Plan – this secondary plan will have the force and effect of the Official Plan. The primary effect of the Plan will be to:
 - a. Provide policy guidance/direction for private sector development within the corridor.
 - b. Provide policy guidance/direction for public projects within the corridor.
2. A separately prepared plan for protected bicycle lanes through the Old East Village (integrated into the secondary plan)
3. A completed public engagement process that informs Old East Village residents and business owners of the many initiatives currently underway or planned and results in a community-driven plan for the corridor, ultimately adopted by Council.
4. A strong foundation for the streetscape improvement design process
5. Re-evaluate the existing special policies that apply to the Dundas Street commercial corridor to determine if they can be enhanced and/or modified based on the success of new development proposals and incorporate these special policies into the secondary plan.

6. Complement the efforts of the Community Improvement Plan that has been adopted for the commercial corridor and has been instrumental in leading the rehabilitation of the area.

Public Engagement

Staff will work closely with the Old East Village BIA and the Old East Village Community Association to coordinate engagement activities. The intent is to use the engagement process to inform/educate, but primarily to develop a plan that reflects the aspirations of the business and residential community.

The following are engagement techniques that will be used:

1. Community public meeting (2 in June, coordinated with community workshops)
2. Community workshops (2 in June)
3. Stakeholder meetings (May, June, July)
4. Community public meetings (2 in September – response to Draft Secondary Plan)
5. Web page to provide information and seek information
6. On-street planning notification signage along Dundas Street, encouraging involvement in the process
7. Social media information
8. Attendance at BIA and Community Association meeting(s)
9. Public Participation Meeting at Planning Committee for adoption of the Plan

Timeline – Milestones

The following shows the key milestones for the secondary plan process. It also shows how the completed secondary plan relates to the Dundas Infrastructure Renewal and Streetscape Improvement project.

