TO: CHAIR AND MEMBERS - PLANNING COMMITTEE  
FROM: R. W. PANZER  
GENERAL MANAGER OF PLANNING AND DEVELOPMENT  
SUBJECT: APPLICATION BY: CITY OF LONDON  
VETERANS MEMORIAL PARKWAY  
PUBLIC PARTICIPATION MEETING ON MONDAY OCTOBER 6, 2008 @ 4:50 P.M.  

RECOMMENDATION

That, on the recommendation of the General Manager of Planning and Development, the following actions be taken with respect to the application of The City of London for amendments to the City’s Official Plan and Zoning By-law and also relating to the Class Environmental Study Report for the Veterans Memorial Parkway long term plan:

a. The Environmental Study Report (ESR) and its recommendations, introduced at the July 14, 2008 Environmental and Transportation Committee meeting and Accepted by Municipal Council on September 15, 2008 BE ACCEPTED and deposited for public review in accordance with the Environmental Assessment Act, it being noted that the ESR provides the technical justification for the required Official Plan amendments outlined in (b) below; and,

b. The attached proposed By-law BE INTRODUCED at the Municipal Council meeting on October 20, 2008 to amend the Official Plan to:

i. Add a Special Policy to Chapter 10 of the Official Plan that provides specific direction for the Veterans Memorial Parkway Corridor relating to the importance of protecting and enhancing the VMP corridor, existing street connections to the corridor, right-of-way protection along the corridor and TDM initiatives;

ii. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by changing the road classification of Veterans Memorial Parkway from an "Expressway" to a "Freeway" from Highway 401 north to Oxford Street, as indicated on Schedule '1' attached hereto.

iii. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by changing the road classification of Veterans Memorial Parkway from a "Proposed Expressway" to a "Freeway" from Oxford Street north to Huron Street, as indicated on Schedule '1' attached hereto.

iv. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by changing the road classification of Veterans Memorial Parkway from a "Proposed Expressway" to a "Proposed Freeway" from Huron Street north to Clarke Road, as indicated on Schedule '1' attached hereto.

v. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by adding Proposed Interchange locations along the Veterans Memorial Parkway corridor at its intersections with Gore Road, Trafalgar Street, Dundas Street, Oxford Street, Huron Street and Clarke Road, as indicated on Schedule '1' attached hereto.

vi. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by adding Crumlin Sideroad as a new Secondary Collector road from 200 metres south of the Canadian National Rail lines to Gore Road, as indicated on Schedule '1' attached hereto.
vii. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by adding Sovereign Road as a new Secondary Collector road from north of the Canadian National Rail lines north to the existing limit of Sovereign Road, as indicated on Schedule '1' attached hereto.

viii. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by adding a "Proposed Secondary Collector" road within lands located south of Dundas Street, east of Veterans Memorial Parkway, west of Crumlin Sideroad and north of Sovereign Road, as indicated on Schedule '1' attached hereto.

ix. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by adding Cuddy Boulevard as a new "Secondary Collector" road from Page Street to Oxford Street, as indicated on Schedule '1' attached hereto.

x. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by adding a "Proposed Secondary Collector" road within lands located north of Dundas Street, east of Veterans Memorial Parkway, west of Crumlin Sideroad and south of Cuddy Court, as indicated on Schedule '1' attached hereto.

xi. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by adding Aberdeen Drive from north of Gore Road to Tartan Drive as a new "Secondary Collector" road, as indicated on Schedule '1' attached hereto.

xii. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by adding a "Proposed Secondary Collector" road within lands located north of Tartan Drive, west of Veterans Memorial Parkway, and south of Trafalgar Street, as indicated on Schedule '1' attached hereto.

xiii. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by adding a "Proposed Secondary Collector" road within lands located north of Scanlan Street, west of Veterans Memorial Parkway, and south of Gore Road, as indicated on Schedule '1' attached hereto.

xiv. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by adding a "Proposed Arterial" road by extending Kilally Road 200 metres east of Clarke Sideroad, as indicated on Schedule '1' attached hereto.

xv. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by deleting the "Proposed Expressway" between the VMP corridor and Clarke Sideroad and replacing it with a "Proposed Arterial" Road between Clarke Road and Kilally Road, as indicated on Schedule '1' attached hereto.

xvi. Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by adding a "Proposed Arterial" road by extending Clarke Sideroad 200 metres east of the VMP corridor, as indicated on Schedule '1' attached hereto.

c. That Civic Administration BE DIRECTED to prepare:

i. amendments to the Zoning By-law to implement the accepted ESR and approved Official Plan Amendments related to the preferred functional design of the VMP corridor to be considered at a future Public Meeting of Planning Committee;

ii. amendments to the Kilally South Area Plan and Schedules 'A', 'B' and 'C' of the of the Official Plan dealing with lands contained within the deferred area of the Kilally South Area Plan, as it relates to the accepted ESR and approved Official Plan Amendments.
related to the preferred functional design of the VMP corridor to be considered at a future Public Meeting of Planning Committee;

It being noted that Municipal Council on September 15, 2008 also Directed staff to prepare a monitoring and implementation plan covering the next 20 years, with the involvement of key stakeholders in the study area.

PREVIOUS REPORTS PERTINENT TO THIS MATTER

July 17, 2006 - Environment and Transportation Committee Meeting,
Airport Road Interchanges – Environmental Assessment Study – Consultant Appointment
Giffels Associates Limited were appointed Consulting Engineers for the said Project

November 12, 2007 - Environment and Transportation Committee Meeting
Presentation – Len Rach, Giffels Consulting and Director of Roads and Transportation
Veteran’s Memorial Parkway Interchange Study

July 14, 2008 - Environment and Transportation Committee Meeting
Public Meeting & Presentation on the Veterans Memorial Parkway Class Environmental Assessment Environmental Study Report.

PURPOSE AND EFFECT OF RECOMMENDED ACTION

The purpose of this report is to implement the recommendations of the Veterans Memorial Parkway ESR. The proposed Official Plan Amendments will re-classify the Veterans Memorial Parkway from a "Freeway" to an "Expressway", and identify interchanges at specific locations. The Veterans Memorial Parkway Environmental Study Report was accepted by Council on September 15, 2008 (ETC on July 14, 2008 and September 8, 2008), defines the future functional needs of the corridor and provides a functional design. This concurrent Environmental Assessment and Official Plan process was undertaken to determine the corridor needs beyond 20 years, and formulate appropriate amendments, regulations and policies to protect for longer term improvements. The Official Plan currently includes the designation of two interchanges (Bradley Road and Hamilton Road) along the corridor and a VMP classification as an expressway.

RATIONALE

1. A concurrent Environmental Assessment and Official Plan Amendment has been carried out and an Environmental Study Report (ESR) was submitted and accepted and accepted by Municipal Council on September 15, 2008 (see resolution included in Planning History). The ESR examined the impacts and design issues related to the future needs of the VMP corridor and nearby road networks. The accepted ESR and its recommendations identify the requirements to implement the future upgrading of the VMP to a Freeway. In accordance with applicable provincial legislation, appeals of this work are to be directed to the Ontario Municipal Board.

2. The proposed Official Plan Amendments implement the recommendations contained within the ESR, and are intended to implement the ESR by protecting and enhancing the VMP corridor and the nearby street network to permit the corridor to be upgraded to a freeway with interchanges and flyovers at identified intersections and an upgraded and supported parallel street network in adjacent lands.

3. The recommended Chapter 10 policies to the Official Plan provides specific direction for the Veterans Memorial Parkway Corridor relating to the importance of protecting and enhancing the VMP corridor, terminating existing street connections to the corridor in the
future, right-of-way protection along the corridor and TDM initiatives, to allow the VMP corridor to be upgraded in the future.

4. Issues related to future Zoning By-law regulations that address increased right-of-way needs at proposed new interchanges and existing street connections will be considered at a future public meeting to allow Staff to meet individually with affected property owners and address any issues or concerns raised. Similarly, issues related to the Kilally South Area Plan, specifically any anticipated Schedule 'A', 'B' and 'C' changes to the Official Plan should also be addressed at a future public meeting to allow staff to consult with property owners in this area.

5. The accepted Environmental Assessment and ESR demonstrate that upgrades and changes to the road network adjacent to the VMP corridor are needed. A monitoring and implementation plan that covers the next 20 years will be established with the input from stakeholders to establish thresholds for improvement in the corridor, including new street upgrades, connections etc.

**BACKGROUND**

**Date Application Accepted:**
October 16, 2006

**Agent:**
Giffels Associates Limited (Len Rach)

**REQUESTED ACTION:**
The City of London proposes to identify interchange requirements along Veteran's Memorial Parkway corridor from south of Highway 401 to Kilally Road that reflect the preferred functional design of the corridor to build-out. Municipal Council for the City of London is also considering amendments to the City's Official Plan and Zoning By-law with regards to the Veterans Memorial Parkway corridor.

This Official Plan amendment is being processed in accordance with the approved Municipal Class Environmental Assessment (2000) (Class EA) so that the intent and requirements of both the Planning Act and Environmental Assessment Act are met through a co-ordinated or integrated planning and approvals process for the new proposed corridor requirements.

**SITE CHARACTERISTICS:**

In general terms the land uses along the VMP corridor consist of a combination of industrial, commercial, open space and residential uses. The following report provides a detailed review of the site characteristics of the study area.

**SURROUNDING LAND USES:**

- **North** — lands north of the study area consist primarily of agricultural and extractive industrial uses. This area provides a vital transportation link to and from the corridor for the established and emerging residential and community development areas in the north and east portions of the City.
- **South** — lands south of the study area consist primarily of agricultural land uses. The Highway 401 corridor is located south of the VMP corridor.
- **East** — lands to the east of the study area consist of a combination of industrial, and commercial uses, and established settlement areas (along Crumlin Side Road).
- **West** — lands to the west of the study area consist of a combination of industrial, and commercial uses, and established residential neighbourhoods (between Trafalgar and Dundas Street).
OFFICIAL PLAN DESIGNATION: (refer to map on page 14)

- Most of the lands adjacent to the VMP corridor, both east and west are designated for employment land uses such as Industrial and Office Business Park. The main exception includes a block west of the corridor between Trafalgar Street and Dundas Street which is designated for residential uses.

EXISTING ZONING: (refer to map on page 7)

- Most of the lands adjacent to the VMP corridor, both east and west are zoned for employment land uses such as Industrial and Office Business Park. The main exception includes a block west of the corridor between Trafalgar Street and Dundas Street which is zoned for residential uses.

PLANNING HISTORY

On September 15, 2008 Municipal Council resolved:

That, on the recommendation of the Acting General Manager of Environmental and Engineering Services and City Engineer, the following actions be taken with respect to the Class Environmental Study Report for the Veterans Memorial Parkway long term plan:

(a) the Environmental Study Report and its recommendations BE ACCEPTED as the basis for future technical requirements of the study area; and

(b) the Civic Administration BE DIRECTED to:

(i) prepare amendments to the Official Plan that will allow the study recommendations to be implemented and refer the amendments to a future public meeting of the Planning Committee; and

(ii) prepare a monitoring and implementation plan covering the next 20 years, with the involvement of key stakeholders in the study area;

It being noted that a Municipal Council resolution from its meeting held on July 21, 2008 and an information report from the Director of Roads and Transportation were received with respect to this matter. (2008-E02-00) (5/14/ETC)

The Veterans Memorial Parkway (VMP), formerly known as Airport Road, is located near the eastern boundary of the City of London and is aligned in a north-south direction between Highway 401 to the south and Huron Street to the north. Originally, in early 1980's, the Ministry of Transportation (MTO) constructed this roadway from Highway 401 to Oxford Street, known as Highway 100. Currently, the VMP is a municipal road under the jurisdiction of the City of London and classified as an Expressway in London’s Official Plan from Highway 401 to Huron Street.

The VMP is a 4 lane controlled access road providing a direct link between Highway 401 and the London International Airport and adjacent industrial, residential and agricultural lands. The VMP has been identified as a key component of the City of London’s Transportation System in a number of transportation planning studies completed to date. The 1999 Development Charges Background Transportation Study stated “a need for future road improvements on London’s east side by 2021 and took a longer term look at road improvements for an approximate 50 year planning horizon called “full build out”. The Transportation Master Plan (TMP) covering the next 20 years of planned transportation infrastructure includes a northerly extension of VMP to Clarke Road. The present 4-lane divided VMP is expected to have capacity to meet traffic needs for the next 20 years.
SIGNIFICANT DEPARTMENT/AGENCY COMMENTS

County of Middlesex – Emergency Services Department

This office has an interest in the project as it is the ambulance service provider to the City of London and County of Middlesex. We provide ambulance service to east London through stations near Clarke Road and Dundas Street and in Nileskton. Due to the railway grade separations, Veteran’s Memorial Parkway is a critical link in providing rapid emergency response to east London and the area of Middlesex County east of London. Any improvements to Veteran’s Memorial Parkway that would allow for a more rapid emergency response would be of value to this office. From the point of location of interchanges, it is absolutely critical that there be interchanges on Veteran’s Memorial Parkway at Hamilton Road, Dundas Street and Oxford Street East. In order to maintain appropriate emergency response, there should be an interchange at either of Gore Road or Trafalgar Street and either of Huron Street or Clarke Road.

Upper Thames River Conservation Authority (UTRCA)

As a property owner within the study area, we have an interest in the northern section particular (north of Huron Street to Kilally Road). Some of the specific areas of interest and concern include the following:

1. The study area may be insufficient to properly address impacts of Interchange improvements and traffic movement in this north east section of London. We would suggest that the study area, should at least extend northward to Fanshawe Park Road and consider traffic movement between Kilally Road and Fanshawe Park Road (including what may become more of a “bottleneck” at the North Thames River crossing on Clarke Road with the passage of time and implementation of the proposed road improvements).

2. The suggestion has been made that the potential phasing of work, due to budget constraints in particular, may extend over a period of at least 20 to 25 years. The UTRCA is in the process of contemplating possible traffic adjustments within Fanshawe Conservation Area. We are also looking at the likelihood of constructing a new administration office and the location of this facility may be influenced by decisions made by the City on changes to traffic flow/transportation infrastructure in the immediate vicinity. While participation in a focus group session may prove to be a valuable way of involving the UTRCA in the EA decision-making process, there may be merit in having a separate meeting with UTRCA officials to review study progress thus far and to give staff a better understanding of potential timing/phasing of work along the Veterans Memorial Parkway corridor.

3. Further to item 2, we have serious traffic concerns associated with ingress/egress at the entrance to Fanshawe Conservation Area on Clarke Road. There may need to be interim measures to address these concerns if phasing scenarios put interchange modifications at the northern limit of the Parkway 20-25 years down the road.

4. On a related note we believe that pedestrian and cycling traffic in and out of Fanshawe Conservation Area, (bolt existing and potential future) should be addressed as part of this study.

5. The study documentation generated thus far is silent on the issue of associated servicing upgrades. Will there be any direction given on the possible integration of traffic upgrades and servicing upgrades?
6. We would like to receive clarification on the proposed Kilally Road extension into Fanshawe Conservation Area. It is important to realize that this extension along the crest of a steep valley embankment is within a slope hazard area. Additionally, this suggested route passes through a significant wildlife corridor and very close to an existing recreational trail. We envisage major traffic congestion at the junction of the Kilally Road extension and the "UTRCA Side Road" close to the existing gatehouse for controlled access into Fanshawe CA. This proposal on its own warrants a meeting with the UTRCA.

7. There have been seasonal pilot projects to provide bus service to Fanshawe Conservation Area. Has there been any thought given to possible future bus access to this property as part of the study to date?

Finally, the suggestion to arrange for a focus group session has been made by the study team. The Conservation Authority would welcome the opportunity to participate in such a session. Please consider Jennifer Howley (519-451-2800 ext. 265) as an interested UTRCA participant, with the undersigned as an alternate.

Thank you for the opportunity to comment on this EA process. If you have any questions regarding these comments, please contact us at your convenience.

Response Provided

Attention: Ms. Jennifer Howley

Dear Jennifer:

RE: Veterans Memorial Parkway (VMP) Environmental Assessment and Official Plan Amendment

City staff involved with this project met with UTRCA staff this morning to review the study, its implications on UTRCA lands, and to address the specific issues raised in your December 13, 2007 letter. At the meeting, we generally followed the order of issues as listed in that letter; I am confirming our discussions in the same order (Items 1 to 7).

Item 1 – The study could not be expanded north of Kilally Road because that is the limit of the present Official Plan Designation for the VMP as an Expressway. The limits of the Study Area also recognize the current limits of the Urban Growth Boundary in this area. Our Long Term Corridor Study suggests that a freeway will be needed. Any review outside of the current study area limits should be completed within a broader regional context with the input from the Province (MTO) and neighbouring municipalities. This approach to Transportation Planning is captured in Chapter 2 of the City of London Official Plan. Further planning for this will be a future exercise.

Item 2 – A future interchange is expected at the end of your existing driveway/access road to Clarke Side Road. Over the next 20 years, we expect that the VMP will be extended along the known alignment, initially as 2-lane road. When this is done, a full signalized intersection is expected with the current access road on the east side and a connection to Clarke Road on west, all at the proposed future interchange location. As traffic increases, we expect expansion to a 4-lane road and then to a freeway with an interchange. This latter improvement is expected beyond 20 years. Of interest to you will be the Kilally South Area Plan. Completion of it was put on hold until this VMP study was complete. The Kilally Plan will articulate arterial and secondary road alignments east of the proposed interchange and future land uses.

Item 3 – As mentioned above, the VMP is expected to be extended within 20 years, including provision for a new intersection. This will address traffic concerns before 20 years.
Item 4 – The Kilally South Area Plan provides a context for pedestrian and cycling linkages in this area. We note that the Recreation Cycling Plan includes an extension of the River Valley system easterly, to your side of Clarke Road. Opportunities within the deferred portions of the Area Plan can be considered for providing appropriate linkage to your site. Also, the interchanges proposed are of a “diamond” configuration. These include intersections which allow for pedestrian and cycling connections across the VMP. However, the VMP itself will not be for pedestrians or cyclists.

Item 5 – The Kilally South Area Plan includes local and regional servicing plans. Finalizing the Area Plan would provide an opportunity to integrate your future plans with municipal servicing strategies.

Item 6 – The outcome of the VMP EA Study in this regard includes a recommendation to provide a “flyover” (no turning vehicles) of Kilally over the VMP. The alignment of Kilally east of Clarke will be the subject of the Kilally South Area Plan. The natural environment will influence the location of future roads and related land development they will service. At this time, the alignment shown is schematic only, indicating that a connection east and south to the new interchange is needed (i.e. a loop through the developing area).

Item 7 – Future transit service routing will be considered by the LTC as community development and services are extended into this area. The criteria that LTC utilizes in extending service routes include bringing service to within 400m of potential customers. LTC shall review proposed major road routes (arterials and collectors) to consider there transit routes in this regard. It is apparent that with future urbanization coming to your west property boundary, there is the opportunity to consider you as a destination within the area.

From our discussions, we see the completion of the Kilally South Area Plan as a very valuable avenue for the UTRCA to plan for its own servicing needs and integration with all modes of transportation – especially so with your own future plans for access and new administration building. By copy of this letter, our Planning Department is advised of your future interest in finalizing the adoption and planning approvals of the deferred portions of the Area Plan when it is brought forward for completion.

Even though we have answered all your questions, this is not the last opportunity to comment. After final approval of the technical study by the City (through the Environment and Transportation Committee), the associated Official Plan Amendments will be brought to the Planning Committee and Municipal Council. As an affected property owner and agency, you will be circulated.

Ministry of the Environment
We are in receipt of the Notice of Commencement of the above-referenced undertakings vis-à-vis new proposed interchanges along Veterans Memorial Parkway (formerly Airport Road). We note with interest your intention to address Environmental Assessment Act requirements for these proposed projects through the Official Plan Amendment process.

Section A2.9.2 of the MEA Municipal Class Environmental Assessment - June 2000 (as approved by the Minister of the Environment) sets out the steps to be followed in order to meet EA requirements through a planning approval. We note in particular Mandatory Consultation with review agencies at specified stages in the process. This office is the contact for the Ministry of the Environment (page A-60 of the Municipal Class EA document).

If questions arise or if clarification is needed please contact the undersigned at (519) 873-5013 or via entail at bill.armstror,lg@ontario.ca.
Canadian National Rail

Thank you for your letter dated October 16, 2006, informing us of the commencement of the Veterans Memorial Parkway Interchange Class Environmental Assessment and concurrent notice of application to amend the Official Plan and Zoning By-law. CNR requests that to be kept informed during the EA process and advised of the potential impacts to the CN railway.

Transportation Advisory Committee

At its meeting held on December 4, 2007, the Transportation Advisory Committee (TAC) reviewed and received a communication dated November 13, 2007 from K. Grabowski, Project Manager, Transportation Design Engineer, Roads and Transportation, with respect to the Veterans Memorial Parkway Interchange, Class Environmental Assessment Study and concurrent notice of application to amend the Official Plan and Zoning By-law. The TAC provided the following comments:

(a) the Official Plan amendment should ensure lands are protected to the south of the 401 highway, if not reviewed in the Environment Assessment;
(b) sufficient land should be taken for the development of the cross sections at interchanges and service roads;
(c) alternative forms of transportation should be considered in accordance with the Transportation Master Plan; and,
(d) consideration be given to bicycle or pedestrian highway crossings where existing roads will terminate at the highway. (1/1FFAC)

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<thead>
<tr>
<th>PUBLIC LIAISON:</th>
<th>Project Commencement – October 16, 2006</th>
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<tr>
<td>Public Information Centre #2 (November 13, 2007)</td>
<td>Notice – November 3 &amp; 10, 2207 (Free Press), October 26, 2007 (Mailout)</td>
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<tr>
<td>Focus Group Session (February 20, 2008)</td>
<td>Targeted mailout to those expressing interest to participate and to businesses located along the corridor. Notice – January 30, 2008 (mailout)</td>
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<tr>
<td>Business Community Meeting (June 25, 2008)</td>
<td>Meeting instantiated through LEDC</td>
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<tr>
<td>Environment and Transportation Committee Meeting (July 14, 2008), Notice – July 5 &amp; 12, 2008 (Free Press), July 3, 2008 (mailout)</td>
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37 Agencies received Notice of commencement, PIC 1, PIC 2, and ETC.

Approximately 995 letters sent to property owners within an extended notice area for commencement, PIC 1, PIC 2, and ETC.

Nature of Liaison: (Notices were placed in the London Free Press and by mail-out to an extended notice area).

The City of London proposes to identify interchange requirements along Veteran's Memorial Parkway corridor from south of Highway 401 to Kilally Road that reflect the preferred functional design of the corridor to build-out. Municipal Council for the City of London is also considering amendments to the City's Official Plan and Zoning By-law with regards to the Veterans Memorial Parkway corridor.

This Official Plan amendment is being processed in accordance with the approved Municipal Class Environmental Assessment (2000) (Class EA) so that the intent and requirements of both the Planning Act and Environmental Assessment Act are met through a co-ordinated or integrated planning and approvals process for the new proposed interchange requirements.
Responses:
Responses and comments were received after the notice of commencement letters were sent out and at and after PIC 1, PIC 2 and the Focus Group session. A summary of the comments received is provided below:

The following summarizes the major comments received either verbally or written since the first PIC:

- What is the time frame for these improvements?
- 4-lanes were just finished, can we afford these improvements.
- How will the improvements impact traffic on Crumlin Side Road?
- Impact on my property, property values, potential right of way access into the property if extension goes beyond 401 to Wilton Grove Road.
- Consultants mention that this is 20 years or more away - why wait, stop lights are dangerous.
- Property owner would like a meeting.
- Change signal controlled intersections to on/off ramps and use expressway speed (100 km).
- Extend north to Highway 7 and south to Highway 3.
- Paved median is preferred.
- Concerns with the right in/out of our property at SW corner of VMP and Oxford - huge impact on land value.
- An advantage to have a focus group restricted to property owners and developers along VMP.

The following summarizes the major comments received either verbally or written since the second PIC:

- Closure of the existing side roads onto the Veterans Memorial Parkway;
- Impacts to existing accesses at local businesses along the Veterans Memorial Parkway; and
- Traffic infiltration onto Crumlin Side Road and Bonaventure Drive

The following highlights the major questions, concerns and comments raised at the Focus Group session:

- When do you expect this will be presented to City Council?
- Companies that may be impacted - are there other businesses that may not be aware of this project?
- Has the issue of going from 2-lanes to 4-lane bridge on Clarke Side Road been considered? ~
- Do you have the land use controls in place to get the extensions from north of Kilally Road?
- How did you arrive at the travel times? They seem very unrealistic.
- One of the problems to be addressed is access from Wilton Grove Road to the Highway 401 - may be out of the scope of this study at this time.
- Have you looked at utilities in the corridor as of yet? There is a large gas pipeline under high pressure in the corridor.
- Access issues related to the ability to expand current business.
- No provision in the study with regards to widening Trafalgar Street.
- Unclear how the other works on side roads, etc. will be taken into consideration when designing the VMP freeway.
- The staff working/leaving from work would be outside of the traditional "peak hours" due to shift work.
Concerns with respect to change in access, consider looking at alternatives, such as frontage roads?

Confused on the timing - how can we look into a 20 - 50 year period when the OP is based on a 20 year period? It seems like a traditional approach to build out based on pumping numbers into the model. Are there flaws with this model? What is the recourse if the model projections fail?

There seems to be a disconnection between what you are planning in the Official Plan for the freeway and how new development applications will be dealt with.

Trying to understand the model and the assumptions the City is making with respect to planning issues. The whole corridor seems to be a fixed and finite solution for such a long planning time horizon (20 +years) to allow business/land owners to adjust to these changes.

Is there a requirement for disclosure to acknowledge development changes in the area because of potential impacts? This is a real impact all along the corridor and there will have to be some disclosures in this respect. Especially of concern in the "H" provisions. The sooner information is out to land owners, the better.

Suggestion to provide development incentives in the draft OP for land owners fronting right on the VMP as a form of compensation.

A fair process of compensation for land/business owners needs to be considered as part of the planning process.

How/when would individual side bar meetings take place with the City?

At UTRCA Side Road the installation of a traffic light here would be a huge impact on the Park. There is a lot of cycling, pedestrian traffic - would this area accommodate trails or sidewalks, etc.

### ANALYSIS

The Veterans Memorial Parkway (VMP) is a key corridor providing one of 5 accesses from the Provincial freeway system (Highway 401 & 402) to the City of London. The City of London Official Plan designates the VMP as an Expressway in Schedule ‘C’ of the plan. The VMP is a north-south corridor that runs along the east side of London. It presently connects to Highway 401 at its south end and to Huron Street at the north. The Transportation Master Plan (TMP) covering the next 20 years of planned transportation infrastructure includes a northerly extension of VMP to Clarke Road just south of Kilaly Road. Recently, the VMP was widened to a four lane divided arterial road between Highway 401 and Oxford Street to meet the needs of the projected traffic demands over the next 20 years. Further improvements to accommodate ultimate traffic growth beyond the 20-year period are anticipated. In order to accommodate these anticipated improvements, an Environmental Assessment was undertaken to determine the corridor needs beyond 20 years and to formulate Official Plan and Zoning By-Law amendments to protect for longer term improvements that will most likely be required. It is recognized that this endeavour is beyond the typical planning horizon of the City’s Official Plan (20 year horizon) however it provides information and direction that corresponds to the forecasted land use development within the VMP corridor with the required level of transportation facilities to satisfy the anticipated demands.

The City of London has retained Giffels Associates Limited in association with Gartner Lee Limited to coordinate the Official Plan and Zoning By-Law amendments (OPA/ZBA) with the Environmental Assessment Act so that the two processes are integrated resulting in a streamlined approvals approach. As part of the approach, the existing conditions within the study area have been inventoried through a number of environmental investigations including a land use inventory. Although approval of the ESR and OPA/ZBA are allowed to be undertaken
concurrently, municipal administration felt that this would not be consistent with the existing responsibilities of Council Standing Committees, namely the Environment and Transportation Committee and Planning Committee (ETC and PC). As a result, municipal staff has initiated a two-step process for review and adoption whereby ETC would consider the technical study first, followed by a second public meeting at Planning Committee to consider Official Plan and Zoning By-Law amendments to protect for longer term improvements that will most likely be required. The ESR was presented to the Environment and Transportation Committee on July 14, 2008 and on September 15, 2008, Municipal Council resolved:

That, on the recommendation of the Acting General Manager of Environmental and Engineering Services and City Engineer, the following actions be taken with respect to the Class Environmental Study Report for the Veterans Memorial Parkway long term plan:

(a) the Environmental Study Report and its recommendations BE ACCEPTED as the basis for future technical requirements of the study area; and

(b) the Civic Administration BE DIRECTED to:

(i) prepare amendments to the Official Plan that will allow the study recommendations to be implemented and refer the amendments to a future public meeting of the Planning Committee; and

(ii) prepare a monitoring and implementation plan covering the next 20 years, with the involvement of key stakeholders in the study area;

it being noted that a Municipal Council resolution from its meeting held on July 21, 2008 and an information report from the Director of Roads and Transportation were received with respect to this matter. (2008-E02-00) (5/14/ETC)

Study Area

The study area is approximately 13.5 km in length, encompassing the full length of Veterans Memorial Parkway (VMP) from Highway 401 interchange to Huron Street, and also includes the area extending from the VMP/Huron St. intersection northerly to the intersection of Killaly Road and Clarke Road. The study area includes approximately 200 m to the east and west of VMP as well as the proposed extension to Killaly/Claire Rd.
Existing Conditions

Existing land use within the study area is primarily composed of open space, industrial development, agricultural uses and residential areas. The following section provides a review of the land use planning context of the study.

OFFICIAL PLAN

The Official Plan of the City of London establishes the broader policy framework and guidance for future development and management of land use and growth in the City of London. The entire project limits are within the existing urban growth boundary of the City. Most of the lands adjacent to Veterans Memorial Parkway (to the east and west) are designated as Light Industrial and Open Space, with the exception of the following sites and designations (see Figure 2):

- South of the Highway 401/VMP intersection the lands are designated as Agricultural and Environmental Review. This area is located outside of the urban growth boundary;
- A portion of the land parcel located on the west side of VMP north of Hamilton Road and south of River Road is designated Office Business Park, associated with Light Industrial land use designation on the Innovation Industrial Park.
- The land parcel located west of the VMP between Gore Road and Trafalger Street is designated as Office Business Park.
- On the west side of VMP, between Trafalger Street and Dundas Street, the majority of the land parcel is designated as Multi-Family, Medium Density Residential, with a small parcel of land designated as Community Shopping Area (s/w corner of VMP/Dundas).
- Lands just south of Dundas Street on the east side of VMP are designated as Restricted/Highway Service Commercial.
- Immediately to the north of Dundas Street on both the east and west sides of VMP, lands are designated as Restricted/Highway Service Commercial and Restricted Service Commercial.
- The majority of the land situated in the VMP corridor north of Oxford Street and extending north of Huron Street is designated as General Industrial;
- A portion of the area located north of the VMP/Huron Street intersection (area of the proposed VMP extension) is designated as Environmental Review.
- The area east and west of Clarke Road at and near the Kilally Road Intersection is currently designated as Urban Reserve – Community Growth. This area was reviewed as part of the Kilally Road South Area Study and was deferred pending completion of an Environmental Assessment related to the VMP corridor and its impact and needs at the Kilally Road / Clarke Road / VMP intersections.
Figure 1. Official Plan Designations in the Study Area
In general, land uses along Veterans Memorial Parkway are a combination of industrial, commercial, open space and residential uses. The lands contained within the study area between VMP and Highway 401 (southerly study area limit) and VMP and Killaly Road/Clarke Road (northerly study area limit) contain a mixture of Zones (i.e., Light Industrial (LI), Urban Reserve (UR), Open Space (OS), etc.). Some of these lands are also subject to holding zone provisions. Based on Schedule “A” of the City of London Zoning By-law No. Z-1, and a land use inventory review the land parcels contained in the study area along Veterans Memorial Parkway consist of the following Zone variations and land uses:

**Veterans Memorial Parkway/Highway 401 Intersection**

The land parcels in the vicinity of the Veterans Memorial Parkway/Highway 401 intersection are zoned holding Light Industrial (h-17, h-18, LI1) in the northwest corner, Urban Reserve (UR6) in the northeast corner, Agricultural (AG2) in the southwest corner, and Environmental Review (ER) the southeast corner.

Land uses in the vicinity of the Veterans Memorial Parkway/Highway 401 intersection include open space in the northwest corner, open space in the northeast corner, open space in the southwest corner, and open space in the southeast corner.

**Veterans Memorial Parkway/Bradley Avenue Intersection**

The land parcels in the vicinity of the Veterans Memorial Parkway/Bradley Avenue intersection are zoned Urban Reserve (UR6) in the northwest corner, Light Industrial Special Provision (LI2(9)) and in the northeast corner, holding Light Industrial (h-17, h-18, LI1) in the southwest corner, and Urban Reserve (UR6) in the southeast corner.

Land uses in the vicinity of the Veterans Memorial Parkway/Bradley Avenue intersection included an industrial storage building in the northwest corner, open space in the northeast corner, two residences in the southwest corner, and open space, farm silos, and one residence in the southeast corner.

**Veterans Memorial Parkway/Hamilton Road Intersection**

The land parcels in the vicinity of the Veterans Memorial Parkway/Hamilton Road intersections are zoned Urban Reserve (UR6) in the northwest corner, Open Space (OS4) and Light Industrial Special Provision (LI2(9)) in the vicinity of the southwest corner of this intersection.

Land use in the vicinity of the Veterans Memorial Parkway/Hamilton Road Intersection include open space and horse stables in the northwest corner, open space in the northeast corner, open space, a residence, cemetery, open space, two residences and a barn for the southeast corner.

Development of the Innovation Industrial Park between the Thames River and Highway 401 has been ongoing in the vicinity of this intersection. Innovation Park is a phase City-owned Employment Park located north of Highway 401, on the west and east sides of Veteran's Memorial Parkway, and south of the Thames River. Phase 1 is located south of Hamilton Road and west of the VMP and is currently being developed.

**Veterans Memorial Parkway/River Road Intersection**

The land parcels in the vicinity of the Veterans Memorial Parkway/River Road intersections are zoned Light Industrial (LI2) in the northwest corner, Open Space (OS4) in the southeast corner
and in the southwest corner, and holding Light Industrial (L12) in northeast corner of this intersection.

Development of the Scanlan Industrial Park between the River Road and Gore Road has been ongoing in the vicinity of this intersection. Scanlan Industrial Park is a City-owned Employment Park located north of Highway 401, on the west side of Veterans Memorial Parkway, and north of the Thames River.

**Veterans Memorial Parkway/Gore Road Intersection**

The land parcels in the vicinity of the Veterans Memorial Parkway/Gore Road intersection are zoned Office Business Park (OB1/OB2) in the northwest corner, Light Industrial (L12) in the northeast corner, in the southwest corner, and in the southeast corner.

Land uses observed in the vicinity of the Veterans Memorial Parkway/Gore Road Intersection included Trojan Technologies in the northwest corner, various businesses such as Atlantic, Lift Depot, Pro Electric, Echo, Kylemore in the northeast corner, Kaiser Aluminum in the southwest corner, and Crawford Metal, and The Beer Store located in the southeast corner. In addition, there is a Hydro corridor spanning in an east/west direction just north of Gore Road.

**Veterans Memorial Parkway/Trafalgar Street Intersection**

The land parcels in the vicinity of the Veterans Memorial Parkway/Trafalgar Street intersection are zoned Office Business Park (OB1/0B2) in the southwest corner, Light Industrial (L12) in the southeast corner, Light Industrial (L11) in the northeast corner in the southwest corner, and Convenience Commercial Special Provision (CC3(1)) and Residential R8 (R8-4) and Residential R5 (R5-4) towards the northwest.

Land uses in the vicinity of the Veterans Memorial Parkway/Trafalgar Street Intersection include a small convenience store and walk-up apartment buildings in the northwest corner, existing industrial uses at the northeast corner, a Scholar's Choice site at the southeast corner, vacant Office Business Park lands as well as some existing residential uses in the southwest corner. Other major uses in proximity to this location include Starlim and 3M Canada.

**Veterans Memorial Parkway/Dundas Street Intersection**

The land parcels in the vicinity of the Veterans Memorial Parkway/Dundas Street Intersection are zoned Highway Service Commercial and Restricted Service Commercial (HS1/HS4/RSC2/3/4) in the northwest corner and in the northeast corner and in the southeast corner holding Community Shopping Area Special Provision (n-55.CSA2(6)) in the southwest corner.

Land uses in the vicinity of the Veterans Memorial Parkway/Dundas Street Intersection include the Sunoco gas station and the Airport Inn in the northwest corner, open space and existing residential uses in the northeast corner, vacant industrial development site and a strip of residential development in the southeast corner, including Marten's Furniture, Tiger Auto Sales, a Trailer Sales business, and additional residential buildings in the southeast corner.

Other uses include an existing Tim Horton's, car wash and eating establishment at the Admiral Drive connection as well as an established residential neighbourhood adjacent to the VMP corridor.

**Veterans Memorial Parkway/Oxford Street Intersection**

The land parcels in the vicinity of the Veterans Memorial Parkway/Oxford Road East intersection are zoned Open Space (OS4) in the northwest corner and in the northeast corner, Light Industrial (L12/3/4) in the southwest corner, and Light Industrial (L12) in the southeast corner.

Land uses in the vicinity of the Veterans Memorial Parkway/Oxford Street Intersection include the Oxford Park Strip Mall in the northwest corner, Government of Ontario industrial site northeast corner, a number of small businesses and open space in the southwest corner, and
Startech, Arctic Snowmobiles and Plows Company in the southeast corner. Other major uses in proximity to this location include Jones Packaging, Ellis-Don Construction and Purolater.

Veterans Memorial Parkway/Huron Street Intersection
The land parcels in the vicinity of the Veterans Memorial Parkway/Huron Street intersection are zoned General Industrial (GI1) in the northeast corner, and General Industrial/Heavy Industrial (GI1/HI1) in the southeast corner.

Land uses include: vacant land some of which is in agricultural production, a small livestock operation and a driving range that recently received Council approval to operate on a temporary basis. The Fanshawe Conservation Area is also located in proximity to this area.

Veterans Memorial Parkway/Clarke Road Intersection
The land parcels in the vicinity of the Killaly Road/Clarke Road intersection are zoned holding Urban Reserve (UR4) and Open Space (OS5) in the northwest corner, and in the northeast corner, Urban Reserve (UR) in the southwest corner, and Urban Reserve and Temporary Zone (UR4.T.56) in the southeast corner.

Land uses include: vacant land some of which is in agricultural production, a small livestock operation and a driving range that recently received Council approval to operate on a temporary basis. The Fanshawe Conservation Area is also located in proximity to this area.

Summary of Land Uses
As a result of the land use inventory carried out for the Veterans Memorial Parkway Coordinated Environmental Assessment (EA) and Planning Approvals process, land uses along Veterans Memorial Parkway were found to be primarily employment lands with Industrial land uses dominating the existing and planned future uses. Specifically, a range of light industrial uses including manufacturing, automotive uses, warehouses, processing, research and development plants and hotels and other supportive secondary uses. There are also a combination of open space (i.e., woodlots and vacant land) and small residential land parcels located along the VMP corridor.

CONSULTATION & COMMENTS RECEIVED
Combining the Environmental Assessment review process with the planning approvals process followed in the review of official plan and zoning by-law approvals is quite unique. A key feature of successful planning and approval process under the Environmental Assessment Act and Planning Act involves consultation with the affected parties. Consequently, the study and this review were conducted such that the affected parties were:

- Provided an opportunity to review the project details;
- Provided with access to information;
- Provided with sufficient time to ask questions, comment, and request data; and
- Encouraged to participate in an issue identification/resolution process.

To achieve the above mentioned objectives, consultation activities with government ministries and agencies, utility companies, interest groups, and the public were carried out.

At the outset of the study, a project commencement advertisement (Notice of Study Commencement) was placed in the London Free Press on the October 7 and 14, 2006. Additionally, a mail-out notice dated October 16, 2006 was sent to all of the resident and business owners located within an expanded “Notice Area” immediately adjacent to the VMP corridor (Larger then 200 metres on both sides of the VMP corridor). The purpose of this notice was to provide an introduction to the study, the description of the study area, information on the
application to amend the Official Plan and Zoning By-law, and to encourage all individuals interested in the study to be added to the contact list and kept informed of the study activities and milestones.

Two Public Information Centres (PICs) were held for this project. The first PIC was held on Wednesday May 30, 2007 between 2:00 PM and 5:00 PM and between 7:00 PM and 9:00 PM at the East London Branch of the London Public Library. A public notice advising of the Notice of the First Public Information Centre was published in the London Free Press on Saturday May 19 and 26 and an invitation letter was administered through direct mail via Canada Post to all those members on the external and public contact lists.

The purpose of the first PIC was to present the background information including the existing environmental conditions, problem and opportunity being addressed, alternative solutions considered, recommended alternative solution, and the potential design concept alternatives.

At PIC#1, Forty-one (41) people signed the register list, eight (8) comments sheets were submitted at the PIC, one letter and (3) three emails were received following the PIC. A summary of the major comments expressed verbally and/or written are included below (a more extensive list was provided on page 6):

- Timing of the planned improvements;
- Impacts to Crumlin Side Road;
- Property impacts; and
- Access issues.

The second PIC was held on Tuesday November 13, 2007 between 2:00 PM and 5:00 PM and between 6:00 PM and 8:00 PM at the East London Branch of the London Public Library. A public notice advising of the Notice of the Second Public Information Centre was published in the London Free Press on Saturday November 3 and 10, 2007 and an invitation letter dated October 28, 2007 was sent through direct mail via Canada Post to all those members on the external and public contact lists.

The purpose of the second PIC was to present the preferred alternative which included recommendations for the 4 lane freeway design, typical cross section options and the next steps in the process.

At PIC#2, Thirty-nine (39) people signed the register list, six (6) comments sheets and one letter were submitted at the PIC. A summary of the major comments expressed verbally and/or written are included below (a more extensive list was provided on page 6):

- Closure of the existing side roads onto the Veterans Memorial Parkway;
- Impacts to existing accesses at local businesses along the Veterans Memorial Parkway; and
- Traffic infiltration onto Crumlin Side Road and Bonaventure Drive.

Focus Group:
All persons attending the PIC’s were asked to participate in a focus group session. A list of those individuals expressing an interest to participate was maintained. Additionally, staff sought assistance from members of the London Economic Development Corporation (LEDC), Realty Services and the City’s Director of Business Liaison to try to reach out to additional business/industry interests along the corridor for their input and participate in a focus group session. A contact list was established and on February 4, 2008 a mail-out invitation was sent to both those that had previously expressed interest in attending a focus group meeting and to the targeted group. The Focus Group Session was held on Wednesday February 20, 2008 between 1:00 PM and 4:00 PM at the East London Branch of the London Public Library.
The primary purpose of the Focus Group Session was to discuss the issues relating to the proposed removal of direct connecting streets to the Veterans Memorial Parkway at River Road, Tartan Drive, Admiral Drive, Page Street, and Kilially Road and developing possible solutions.

Twelve (12) people attended the Focus Group session including local resident representatives and representation from the local businesses. The major comments, questions, and issues pertained to the elimination of the connection to the VMP from some of the cross roads and how will the Official Plan and Zoning By-law amendments may address the "holding" provisions on adjacent properties to accommodate the functional design for full build out conditions.

Business Representatives meeting:

On June 25, 2008, Planning and Engineering staff were invited to a meeting hosted by business representatives along the VMP Corridor to present and speak to this group about the process, findings, timing and recommendations of the study and subsequent planning amendments. Staff presented the findings and recommendations of the ESR and discussed proposed Official Plan and Zoning By-law amendments, including the future loss of existing street connections to the VMP corridor.

Public Meeting – Environment and Transportation Committee

A Public Meeting before the Environment and Transportation Committee (ETC) was held on July 14, 2008 at 5:00 pm. At this meeting the ESR was presented to the Committee and forwarded to Council for acceptance. This was an advertised public meeting before a Standing Committee of Council and although there were members of the public present to hear the presentation, none spoke to this matter at this meeting.

Public Meeting – Planning Committee (October 6, 2008)

Official Plan Amendments resulting from the acceptance of this technical study will be considered follow in the approval of the OPA by Municipal Council on October 14, 2008., there is a 20 appeal period. The usual 30 day appeal period is waived under the combined review process. Appeals will be to the Ontario Municipal Board (Planning Act), not the Minister of Environment (Environmental Assessment Act).

HOW DID WE GET HERE? WHY WAS THIS REVIEW NEEDED?

The planning horizon of the Transportation Master Plan and Official Plan is 20 years, however the City is expected to continue growing and within the Urban Growth Boundary, a maximum population of approximately 875,000 people could be accommodated within a 40 – 50 years timeframe. This "build out scenario" has been used by Council for a number of other purposes such as the DC Background Study (2004) and Long Term corridor Study (2002).

The consultants utilized computer modeling to provide traffic needs along the corridor and at the numerous intersections. Generally speaking, significant traffic increases over what exists now is projected due to the growing residential areas in north and central London, and projected employment area growth in east and central London.

The Environmental Study Report examined a variety of impacts and design issues related to the future needs of the VMP and nearby road network. The criteria examined by the consultant included, but were not limited to the following:

- impacts on the natural environment (vegetation, aquatic habitat, wildlife habitat, etc.);
- impacts on land use planning (existing and future developable lands); and,
- geometric design of the corridor (safety and capacity).
What Alternative Solutions were considered?

The Environmental Assessment (EA) review process considered various alternatives for addressing the road improvements that would be required in the future as the City grows. These alternatives are listed and summarized below. The listed Alternative solutions or concept alternatives are the various options that were examined to address the identified problem in the ESR report without having significant negative impacts to the environment. The alternative solutions, which were examined, are namely:

**Alternative 1: Do Nothing** — The Do Nothing alternative was considered to provide a baseline upon which other alternatives are evaluated. No improvements or significant changes would be made to the VMP (remains as a 4 lane arterial road) as development on the adjacent lands continues to occur. The traffic demands that would be generated under full build out conditions with this alternative are clearly beyond the available capacity.

**Alternative 2A: Widen the Veterans Memorial Parkway to 6 Lanes** — This alternative would provide for a 6 lane cross section with auxiliary turning lanes where warranted, and signalized intersections at the side roads. From a technical/transportation perspective, this alternative does provide limited improvement over the Do Nothing scenario. Despite these improvements to the VMP corridor, the 6 lane arterial would still result in significant congestion and traffic delay impacts at all corridor intersections and potentially cause traffic diversion onto the parallel roads.

Environmentally, this alternative has a number of drawbacks because there are higher property impacts associated with corridor improvements, the potential requirements for Fisheries Act authorization and habitat enhancement/compensation plan for a new Thames River Bridge crossing, increase in noise as the right-of-way moves closer to the adjacent properties, and the resultant traffic demands as the corridor moves beyond the capability of traffic signal control to reasonably handle traffic flows.

**Alternative 2B: Build a 4 Lane Freeway** — This alternative is a 4 lane access controlled facility with grade separated interchanges at the major arterial cross roads. From a technical/transportation perspective this alternative is capable of handling the travel demands that would be generated under full build out conditions and can be reasonably accommodated within the existing right-of-way, improves road safety, reduces congestion on the VMP and on major parallel roads. This alternative also satisfies the London Long Term Transportation Corridor Protection initiative to accommodate a transportation system under full build out conditions. Environmentally, this alternative would have socio-economic impacts associated with the closure of side roads and removal of several existing street connections to the VMP. There would not be significant impacts to the terrestrial, aquatic or wildlife features in the corridor since the improvements are mostly contained within the existing right-of-way.

**Alternative 3: Transportation Demand Management** — The Transportation Demand Management (TDM) initiatives such as car pooling would help to alleviate some of the impacts of traffic congestion by encouraging carpooling and/or a shift in the mode of travel. Overall, there would be minimal impacts on natural, social, and cultural environments and these solutions would be compatible with the objectives contained in the City’s Official Plan. On the other hand, TDM initiatives would provide only marginal benefits to the VMP. Nevertheless, aspects of TDM are intended to be incorporated into the overall functional design for the VMP (i.e. car pool lots). Overall, TDM initiatives are not a stand alone solution, but are an important element in the overall plan.

**HOW WAS THE RECOMMENDED SOLUTION SELECTED?**

In order to eliminate the alternatives that were not considered reasonable due to physical, technical/transportation, and environmental impacts, a screening analysis was performed. The screening analysis took the following factors into consideration when identifying the potential environmental impacts and technical constraints:
Physical Factors
- Property requirements
- Utility relocations
- Horizontal/vertical alignments

Technical/Transportation Factors
- Network level of service, travel safety
- Accommodate future travel demands
- Traffic congestion and delays
- Traffic infiltration on adjacent roads
- Compatibility with City’s Official Plan, Long Term Transportation Corridor Protection Study
- Opportunity for alternative modes (transit service)

Environmental Factors
- Watercourse/fisheries and aquatic habitat
- Vegetation/terrestrial habitat/Environmental Sensitive Areas
- Wildlife/wildlife corridors and habitat
- Trails and recreation
- Noise
- Accessibility
- Archaeological/built heritage features

In order to fully understand the advantages and disadvantages of the three road roadway improvement alternatives (Alternative 1, 2A, and 2B) a clear, traceable and reproducible methodology was required which took into account the technical as well as the economic, social and natural environmental issues. It should be noted that the three roadway alternatives are generally contained within the existing right-of-way limits. As such, the social and natural environmental impacts are similar in nature from alternative to alternative. Ultimately, the assessment of each of the roadway alternatives was based on an evaluation of the following criteria:

- Screeline capacity assessments;
- VMP roadway performance levels; and
- Overall network performance measures.

Recommended Solution and Justification
A 4 Lane Freeway was selected as the preferred technical solution for the following key reasons:

- The freeway option will decrease traffic congestion within the entire corridor;
- Overall safety for motorists and pedestrians will be improved;
- The level of service on the VMP is greatly improved; and
- The transportation needs of the VMP corridor under full build out are met.

The resulting traffic between the origins and destinations along the VMP corridor cannot be managed by an arterial road grid. This finding is consistent with the Long Term Corridor Study. An arterial road grid with at-grade, signalized intersections will become increasingly congested, to the point that travel times and safety will significantly exceed acceptable levels, even if more lanes were to be added. The congestion is not limited to the VMP, but also the intersecting and parallel arterials.

Meeting the traffic demands of an urban area with a population of over a half a million typically includes urban freeways, of which there are local examples from nearby urban communities like Kitchener, Waterloo and Hamilton. The alternative should improve the level of service along the corridor as the City approaches build-out conditions. Along the length of the VMP corridor at
peak periods, travel times for the freeway option are projected to be about 7 to 8 minutes, as opposed to up to 20 minutes to an hour for a 6 lane arterial option and 1.2 to 2.4 hours for the existing 4 lane configuration. Significant travel times would be expected with traffic avoiding this corridor and using other routes. It is also noteworthy that the efficient travel times of a freeway are met with much more traffic, up to 65% more. This traffic should draw away from other parallel routes (Highbury Road, Clark Road, Crumlin Road) improving their travel times as well.

Another key advantage of a freeway is the operations at intersections. Through traffic is removed from intersections, dramatically reducing the number of vehicles controlled by signal timing. The remaining vehicles leaving, entering, or traveling along crossing arterial roads can do so much more efficiently and safely. Freeways can also have collision rates that are 10 to 15 times less than the collision rates along congested arterials. Options reviewed within this study involving at-grade intersections substantially fail to meet expected service levels.

Freeways are characterized by interchanges, parallel traffic distribution roads and no minor road connections. In the preferred design there is almost exclusive use of Diamond interchanges. This interchange design does not have curving ramps, but provides intersections that are above or below the freeway. They are preferred in urban settings because they use less land and can accommodate pedestrians and bus service.

The preferred alternative will result in the elimination of several existing connecting streets to the VMP corridor. There is a minimum functional spacing required between interchanges to allow traffic to simultaneously accelerate and merge with traffic (ramp on) with vehicles decelerating and exiting. This spacing requires significant lengths of speed change ramps and thereby leaves insufficient room to retain some existing, minor road connections (Tartan Road, Admiral Drive, Page Street). Existing intersections that won't become interchanges will be terminated with a cul-de-sac, or fitted with a flyover bridge (Gore Road, Kilally Road), depending on the expected traffic and function of the road in the future.

Parallel service roads will enhance local traffic movement on each side of the VMP and allow connections to major arterials that have interchanges. Extensions and enhancements to existing roads and new roads will complete the road network for accessibility.

**Anticipated Land Requirements with the preferred solution**

The extent of property requirements has been kept to the minimum necessary to undertake the proposed improvements to the VMP under full build out conditions. In some instances, the opportunity to stay within the existing City's right-of-way was not possible, thereby requiring the need for additional property.

The VMP was originally designated as Highway 100 by the Province, with a right-of-way that ranges from 60 to 90 metres wide. The ESR determined that approximately 28 hectares of land is required in addition to the existing and future right-of-way identified in the Zoning By-law. Of this, the City currently owns approximately 16 hectares with the balance in private ownership. The Bradley and Hwy 401 interchanges are the only interchanges that cannot support a Diamond interchange design, thereby requiring a different design than the others required and resulting in a need of approximately 5 and 6 hectares respectively at those intersections. A number of small widenings at other future interchanges and cul-de-sacs add up to less than one hectare.

These additional land requirements must be identified and protected now in order to undertake the proposed improvements to the VMP under full build out conditions. Municipal staff will initiate discussions with private land owners in these identified areas in an effort to acquire and/or protect these lands. The Zoning By-law will also need to be amended to identify additional Right-of-Way (ROW) requirements and/or possible future holding provisions to protect these areas from encroaching development. Given that the additional land requirements have been kept to a minimum necessary to undertake the proposed improvements to the VMP corridor, staff do not anticipate that these measures will create unnecessary hardship or undue limits on existing or future development along the corridor.
Outside the immediate VMP corridor, there are approximately 3.5 kilometres of road extensions required to implement the supporting road network (Cuddy Boulevard, Sovereign Road, Aberdeen Drive and Scanlon Road). These roads distribute traffic to and from interchanges, and are particularly important where local roads are to be disconnected from the VMP. A number of existing roads totaling 5.8 km will require classification and functional upgrading.

The proposed amendments included in this report include amendments to Schedule C - Transportation Network, of the Official Plan to reclassify some of these parallel streets from local streets to collector streets and identify where proposed road extensions will be required in the future implement the supporting road network adjacent to the VMP corridor. These changes will assist Council in planning for future road enhancements to these streets as traffic demand increases and will guide future plans of subdivision development in this area by identifying road network requirements/improvements that are needed to accommodate anticipated growth in these development areas adjacent to the VMP corridor.

**Timing - Building a Freeway**

Although the analysis in this study was for "build out" of the Urban Growth Boundary at an expected 30 – 50 year horizon, actions will be required sooner. The identification of the land requirements to provide the necessary infrastructure to implement the preferred (Freeway) option is required now, as development that could occur within the 20 year time horizon of the current could compromise or prohibit the future development of the preferred option.

The VMP and surrounding road grid can be improved as demands arise in response to growth and traffic patterns. The following implementation plan is anticipated:

**Within the next 20 years:**

- Extend VMP northerly to accommodate growth in North London. This will service traffic now using Clarke Road and Huron Street.
- Initiate improvements to the parallel road network to better distribute traffic between increasingly busy intersections.
- Maintain acceptable level of service and safety on VMP with turn lanes, right turn ramps, acceleration lanes and signal timing modifications.
- Arterial improvements identified in the current Transportation Master Plan include Clarke, Huron, Bradley and VMP (north) widening to 4 lanes.
- Hamilton Road is also expected to be widened locally at the VMP to address local industrial growth needs.

**Beyond the next 20 years:**

- More network road improvements and VMP operational improvements should be expected.
- Remaining 2-lane arterials will likely need to be widened to 4 lanes (Trafalgar and Gore).
- Conversion to a freeway with interchanges is expected to be needed first where the traffic is the highest (most likely in the north end of the corridor). The remainder of the freeway (south end) could be completed later.

**Connections to the VMP Corridor (termination of some existing connections)**

The local roads planned to have their current connection to the VMP eliminated to facilitate the full build out scenario include Tartan Drive, Admiral Drive, and Page Street. These local roads collect and distribute "local" traffic to the arterial road system and the traffic analysis completed as part of the corridor study indicated that on their own, these roads by their function and projected future traffic demand do not warrant an interchange with the VMP. Any traffic destined to these areas can accommodate from the proposed interchanges.
The spacing of the preferred interchange location at Gore Road and Trafalgar Street would preclude any consideration of the VMP interchange at Tartan Drive. Similarly, the location of the Page Street between the identified Dundas Street and Oxford Street interchanges, and Admiral Drive between the Trafalgar Road and Dundas Street interchanges would preclude connection to the VMP.

Traffic flow in the area will be accommodated from the areas east and west of the VMP by upgrading the internal local street network and possibly providing a 4-lane collector/distributor road connection to the adjacent arterial road system in the blocks from Gore Road to Trafalgar Street, Trafalgar Street to Dundas Street, and Dundas Street to Oxford Street such that the traffic attracted or generated by the projected land use in these areas can be easily accommodated.

Two fly-over bridges are proposed across the VMP to maintain continuity travel along these cross roads. The locations of these two flyovers are:

- River Road; and
- Kilally Road

The table included below lists the streets that, over time, will lose their current connection to the VMP. Justification for this future action is also provided in point form in the column adjacent to the listed street.
Table 1 – Non Interchange Connection

<table>
<thead>
<tr>
<th>Location</th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>River Road (Fly-Over)</td>
<td>• Projected traffic volumes do not warrant a direct connection to the VMP.</td>
</tr>
<tr>
<td></td>
<td>• Physical constraints (such as the Thames River crossing, high tension wires)</td>
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<td></td>
<td>• Make the provision for an interchange at this location difficult.</td>
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<td></td>
<td>• To improve accessibility on the west side, north/south road connections could be developed between River Road and Gore Road as development occurs.</td>
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<tr>
<td>Tartan Drive (Cul de sac)</td>
<td>• Projected traffic volumes do not warrant a direct connection to the VMP.</td>
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<td></td>
<td>• Spacing between the proposed interchanges precludes the possibility of a connection to VMP.</td>
</tr>
<tr>
<td></td>
<td>• Tartan Drive will have a cul de sac west and east of the VMP closing direct access to the VMP.</td>
</tr>
<tr>
<td></td>
<td>• To improve the accessibility on the west side of the VMP, Tartan Drive would have to connect to Gore Road with an extension of Aberdeen Drive as well as connect to Trafalgar Street. One option for the connection to Trafalgar Street is for the City to assume the existing 3M private road (Maynard Boulevard) as a public road (Secondary Collector).</td>
</tr>
<tr>
<td></td>
<td>• To prevent any infiltration of industrial traffic into the residential neighbourhood between the VMP and Bonaventure Drive, dual cul de sacs are proposed on Tartan Drive.</td>
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<td></td>
<td>• To offset access issues on the east side of the VMP, Tartan Drive could be extended to Crumlin Sideroad.</td>
</tr>
<tr>
<td>Admiral Drive (Cul de sac)</td>
<td>• Projected traffic volumes do not warrant a direct connection to the VMP.</td>
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<tr>
<td></td>
<td>• Spacing between the proposed interchanges precludes the possibility of a connection to VMP.</td>
</tr>
<tr>
<td></td>
<td>• Admiral Drive will have a cul de sac west and east of the VMP closing direct access to the VMP.</td>
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<td>• Traffic from the west side of the VMP would use Bonaventure Drive to access VMP at either Trafalgar Street or Dundas Street.</td>
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<td>• To improve the accessibility on the east side of the VMP Sovereign Drive could be extended to Dundas Street.</td>
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<td>• Traffic from the east side of the VMP would use Sovereign Drive to access VMP at either Trafalgar Street or Dundas Street.</td>
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<tr>
<td>Page Street (Cul de sac)</td>
<td>• Projected traffic volumes do not warrant a direct connection to the VMP.</td>
</tr>
<tr>
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<td>• Spacing between the proposed interchanges at Dundas Street and Huron Street combined with the adjacent rail line south of Page Street precludes the possibility of a connection to VMP.</td>
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<td>• Page Street will have a cul de sac west and east of the VMP closing direct access to the VMP.</td>
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<td></td>
<td>• Traffic from the west side of the VMP could use Industrial Road to access the VMP at either Oxford Street or Dundas Street.</td>
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<tr>
<td>Kilally Road (Fly-Over)</td>
<td>• Projected traffic volumes do not warrant a direct connection to the VMP.</td>
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<td></td>
<td>• Physical constraints (such as the Thames River crossing, proximity and alignment of the VMP between Kilally Road and Clarke Road) make the provision for an interchange at this location difficult.</td>
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<td>• To improve accessibility at Kilally Road an extension down to Clarke Road on the east side of the VMP is proposed.</td>
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Traffic Impacts on adjacent parallel streets

Comments were received at the PIC #2 meeting with regards to the loss of connection to the VMP from Admiral Drive. There was concern raised that this may cause major traffic congestion on Bonaventure Drive. Staff notes that this issue was considered in the traffic analysis completed as part of this review. Admiral Drive and Bonaventure Drive are both classified as secondary collector roads and thus designed and planned to accommodate the anticipated traffic generated in the area. The removal of the intersection at Admiral Drive and Veterans...
Memorial Parkway will remove the traffic flow from the parkway, and direct traffic generated within the subdivision to Dundas Street or Trafalgar Street. Some may choose to use Bonaventure Drive, but it will still operate as a secondary collector to service the area. The same holds true on the east side of the VMP corridor with the loss of connection to the corridor from Admiral Drive. Sovereign Road will be upgraded to a secondary collector road and thus designed and planned to accommodate the anticipated traffic generated in the area. Sovereign Road will also be extended northerly to Dundas Street to assist with directing traffic generated within this industrial area to Dundas Street and Trafalgar Street.

Comments were received at the PIC # 1 and #2 meeting with regards to concerns for keeping portions of the Crumlin Sideroad area as a residentially designated area. According to the City of London Official Plan, properties fronting the west side of Crumlin Sideroad, between Dundas Street and Trafalgar Street are designated as Low Density Residential (LDR) as are lands on the east side from just south of Dundas Street to approximately 400 metres to the south of this intersection. This boundary corresponds to the current Urban Growth Boundary (UGB) limits of this area as well. Lands on the east side of Crumlin Side Road, south of the UGB and LDR limits extending south to the CNR tracks are designated as Rural Settlement. Crumlin Sideroad, between Dundas Street and Gore Road is classified as an Arterial Road, and as such will be upgraded, designed and planned to accommodate the anticipated traffic generated in the area over time. Overall, the recommended design for the Veterans Memorial Parkway coupled with the internal industrial area infrastructure improvements within this corridor is designed to minimize the use of Crumlin Sideroad for industrial through traffic. Sovereign Road will be upgraded to a secondary collector road and thus designed and planned to accommodate the anticipated traffic generated in the area. Sovereign Road will also be extended northerly to Dundas Street to assist with directing traffic generated within this industrial area to Dundas Street and Trafalgar Street.

**PROPOSED OFFICIAL PLAN AMENDMENTS:**

1. **Resignation of the Veterans Memorial Parkway from an Expressway to a Freeway:**

The VMP is classified as an expressway in the City of London’s Official Plan. Schedule “C” Transportation Corridors of the plan identifies the portion of the corridor between Highway 401 and Oxford as an existing ‘Expressway’; and the portion of the corridor between Oxford Street and Clark Road (south of the Kilally Intersection) as a ‘Proposed Expressway’. As a note, the portion of the corridor between Oxford Street and Huron Street is currently built as a 2-lane controlled access road, however the current Official Plan identifies this portion of road with a dotted line signifying that it is a proposed road and has not been built when if fact it has. An update to the Plan is thus warranted in this regard.

The transportation network of public roads in the City of London is identified on Schedule “C” - Transportation Corridors, and the policies contained in Chapter 18 of the Official Plan. Schedule C identifies the classification of existing roads as solid lines and the classification of proposed roads as dotted lines. It is anticipated that these road corridors will be required to meet the transportation needs associated with growth over the planning period.

The road system in London is based upon a functional classification of roads as listed in the Plan. The Freeway and Expressway classification are listed below:

- **Freeway** - serves high volumes of inter-urban and long distance traffic movements at high speeds with no direct access;

- **Expressway** - serves high volumes of inter-urban traffic movements at high speeds and access is generally limited to intersections with major roads;

The ESR recommends that the functional classification of the VMP corridor be upgraded from an ‘Expressway’ to a ‘Freeway’ to implement the preferred design of the corridor at build-out. This reclassification is desirable and reinforces the existing conditions and practices along the
Agenda
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The preferred functional design shall also result in the elimination of existing intersections and street connections to the VMP corridor which is inconsistent with the current 'expressway' classification contained in the Official Plan. To accommodate this change the following amendments to Schedule 'C' of the Plan are required:

- change the road classification of Veterans Memorial Parkway from an Expressway to a Freeway from Highway 401 north to Oxford Street;
- change the road classification of Veterans Memorial Parkway from a Proposed Expressway to a Freeway from Oxford Street north to Huron Street; and,
- changing the road classification of Veterans Memorial Parkway from a Proposed Expressway to a Proposed Freeway from Huron Street north to Clarke Road;
- changing the road classification of Clarke Sideroad/Veterans Memorial Parkway from a Proposed Expressway to a Proposed Arterial Road from the VMP corridor to Clarke Road;

The traffic demands generated by an urban area with a population of over a half million is best achieved through an urban freeway design. The ESR has demonstrated that an urban freeway design should reduce travel times along the corridor, increased the amount of traffic that can be safely accommodated within the corridor and provide relief to nearby parallel routes adjacent to the corridor. The proposed Official Plan amendment to reclassify the VMP corridor from an 'Expressway' to a 'Freeway' is thus warranted and should assist with implementing the proposed improvements to the VMP under full build out conditions.

2. Add Proposed Interchanges at appropriate locations along the VMP corridor:

Proposed interchange locations are currently identified on Schedule 'C' of the Official Plan along the VMP corridor at the Bradley Avenue and Hamilton Road intersections. These interchange locations were added as part of the Airport Road South Business Park Area Study (Innovation Park). The implementing Official Plan Amendment (OPA 335) to the Area Study added these symbols to the plan in September of 2004. The current ESR recommends that proposed interchange locations be added to the following intersections, to assist with the implementation of the preferred design of the corridor at build-out:

- VMP/Gore Road;
- VMP/ Trafalgar Street;
- VMP/Dundas Street;
- VMP/Oxford Street;
- VMP/Huron Street; and,
- VMP/ a realigned Clarke Road

To accommodate this change the following amendments to Schedule 'C' of the Plan are required:

- Amend the plan by adding Proposed Interchange locations along the Veterans Memorial Parkway corridor at its intersections with Gore Road, Trafalgar Street, Dundas Street, Oxford Street, Huron Street and Clarke Road.

The ESR clearly demonstrates that should the VMP corridor be built as an arterial or expressway road grid with at-grade, signalized intersections, that the corridor will become increasingly congested, to the point that travel times and safety will significantly exceed acceptable levels, even if more lanes were to be added. This congestion would not only be limited to the VMP, but also the intersecting and parallel arterials routes in proximity to this corridor. Adding interchange locations will assist in implementing the recommended freeway
design. Through traffic will be removed from existing intersections as the number of vehicles being controlled by intersections will be reduced significantly. This should increase both safety and efficiency as collisions and congestions at these intersections are reduced.

3. Upgrade Street classifications at appropriate locations that run parallel to or connect to the VMP:

To implement the freeway design of the VMP corridor, the function or classification of existing and proposed parallel roads will need to be upgraded to enhance the local traffic movement on both sides of the VMP, and allow connections to the arterial roads that have interchanges with the VMP corridor. Also, future extensions to existing roads are required to complete the overall road network flow and accessibility. The following analysis reviews some of the enhancements and amendments to the Official Plan to be implemented for the corridor.

**VMP Corridor between the Thames River and Gore Road**

The ESR recommends a flyover across the VMP along River Road, which will remove the existing connection to the corridor. To offset the potential impacts associated with disconnection to the VMP, the existing stretch of Scanlan Road will be extended to River Road as the lands to the west of the current limit of Scanlan Road are developed by way of an Industrial Plan of Subdivision. The current Official Plan identifies Scanlan Road as a Secondary Collector that will be extended beyond its current limits to the west to intersect to River Road. A future connection to Gore Road to the north, from an extended Scanlan Road will provide a reasonable solution with minor impacts in the travel pattern for businesses and residents in close proximity to River Road west of the VMP. There is currently a Draft Approved Plan of Subdivision (39T-88003) for those lands located immediately west of the current limits of Scanlan Road, south of the CN Rail line and Gore Road. The draft approved plan shows a temporary access road from an extended Scanlan Road to Gore Road just west of the CN Rail Line. A permanent access road to Gore Road should be established as these lands or the lands further west are brought forward for development. To accommodate this future connection the following amendments to Schedule ‘C’ of the Plan is required:

- Add a proposed secondary collector road within lands located north of Scanlan Street, west of Veterans Memorial Parkway, and south of Gore Road, (west of CNR)

The ESR also recommends that the existing connection of Crumlin Side Road to the east of the VMP will be eliminated due to the potential future elevation differences between the two roads. To maintain a reasonable level of connectivity, the ESR recommends that Travelled Road be extended to Crumlin Side Road just south of the CN rail line, to allow local residents and businesses an opportunity to access the VMP northbound or southbound via Gore Road. Crumlin Side Road shall provide a continuous access road from just north of River Road to Gore Road. To accommodate this, the following amendments to Schedule ‘C’ of the Plan is required:

- Identify Crumlin Sideroad from 140 metres south of the CN rail line to Gore Road as a new secondary collector road.

**VMP Corridor between Gore Road and Trafalgar Street**

Sovereign Road is proposed to be upgraded from a local street to a secondary collector road to provide improved access and connection to existing and future businesses between Gore Road and Trafalgar Street. Upgrading Sovereign Road to a secondary collector road will ensure that it is designed to accommodate the anticipated traffic generated in the area. To accommodate this, the following amendment to Schedule ‘C’ of the Plan is required:

- Add Sovereign Road as a new secondary collector road from Gore Road to Trafalgar Street; and,
Existing Aberdeen Drive was proposed to be widened to a 4-lane cross-section from Gore Road to Tartan Drive. The ESR recommends a further extension of Aberdeen Drive from Tartan Drive to Trafalgar Street along any available opportunity agreed to between the City and the property owner in this area (3M Canada). This northerly extension of Aberdeen Drive (Maynard Drive) should also accommodate a 4-lane cross-section. To accommodate this, the following amendments to Schedule 'C' of the Plan is required:

- Add Aberdeen Drive from north of Gore Road to Tartan Drive as a new secondary collector road; and,
- Add a proposed secondary collector road within lands located north of Tartan Drive, west of Veterans Memorial Parkway, and south of Trafalgar Street.

**VMP Corridor between Trafalgar Street and Dundas Street**

Sovereign Road is proposed to be upgraded from a local street to a secondary collector road to provide improved access and connection to existing and future businesses between Trafalgar Street and Dundas Street. A new extension of Sovereign Road to Dundas Street from the current north limit of Sovereign Road is also required to improve the access and connectivity to both Dundas Street and Trafalgar Street for the businesses in this area. Upgrading Sovereign Road to a secondary collector road will ensure that it is enhanced and planned to accommodate the anticipated traffic generated in the area. To accommodate this, the following amendments to Schedule 'C' of the Plan is required:

- Add Sovereign Road from Trafalgar Street north to the current limits of Sovereign Road as a new secondary collector road; and,
- Add a proposed secondary collector road within lands located south of Dundas Street, east of Veterans Memorial Parkway, west of Crumlin Sideroad and north of Sovereign Road.

**VMP Corridor between Dundas Street and Oxford Street**

Cuddy Boulevard is proposed to be upgraded from a local street to a secondary collector road to provide improved access and connection to existing and future businesses between Dundas Street and Oxford Street. A new extension of Cuddy Boulevard to Dundas Street from the current south limit of Cuddy Boulevard is also required to improve the access and connectivity to both Dundas Street and Oxford Street for the businesses in this area. Upgrading Cuddy Boulevard to a secondary collector road will ensure that it is enhanced and planned to accommodate the anticipated traffic generated in the area. To accommodate this, the following amendments to Schedule 'C' of the Plan is required:

- Add Cuddy Boulevard from north of the CP Rail line to Oxford Street as a new secondary collector road; and,
- Add a proposed secondary collector road within lands located north of Dundas Street, east of Veterans Memorial Parkway, west of Crumlin Sideroad and south of Cuddy Court.

**VMP Corridor north of Huron Street**

The VMP corridor will be extended north of its current limits at Huron Street to intersect just south of the Kilaliy Road / Clarke Road intersection. To accommodate the future northerly extension of the VMP, the property impact will be significant on the peripheral properties. The total additional property requirement including accommodating the northerly extension of the VMP with a planned 60 metre right-of-way width up to Clarke Side Road will be approximately 10 hectares.

The Clarke Road interchange should be designed in the same manner as the proposed interchange recommended at Huron Street. Clarke Road is proposed to contain 4 through lanes.
with a median and to fly over the VMP. The intersection of Clarke Road and the northbound on/southbound off-ramp and the east/west service roads will be located over the VMP and will operate under traffic signal control. The area bounded by UTRCA Side Road, the VMP and existing Clarke Road could potentially be used as a park-n-ride facility. To accommodate the above, the following amendments to Schedule 'C' of the Plan is required

- changing the road classification of Veterans Memorial Parkway from a Proposed Expressway to a Proposed Freeway from Huron Street north to Clarke Road;
- deleting the Proposed Expressway between the VMP corridor and Clarke Sideroad and replacing it with a Proposed Arterial Road between the VMP corridor and Clarke Road;
- adding a proposed Arterial Road by extending Kilally Road 200 metres west of Clarke Road;
- adding a proposed Arterial Road by extending Clarke Sideroad 200 metres west of the VMP corridor;

OFFICIAL PLAN TEXT CHANGES

The Official Plan contains specific Transportation related policies that deal with the various elements of the transportation system in the City of London and the modes of travel that they support. The transportation system provides a major part of the framework for urban growth and development and influences the function and compatibility of land uses and the quality of life in the City. The policies contained in the Plan will guide future public investment in the development of transportation facilities and will inform the public of Council's intentions in this regard. The policies in this Plan reflect the City's intent to provide a safe, efficient and integrated transportation system. The transportation system has evolved over time according to changes in technology, economy and lifestyle. The City monitors these changes and periodically undertakes an update of its long term transportation requirements and priorities. The most recent update was the Transportation Master Plan which was adopted by City Council in June 2004. The Transportation Policies in Chapters 2 and 18 of this Plan have been revised according to the recommendations of the Transportation Master Plan. The existing transportation policies in these chapters of the plan adequately address the recommendations of the ESR.

The Official Plan does provide for the adoption of site specific policies for specific areas where Council wishes to maintain existing land use designations while allowing for special policies that can direct future development and protect an area from negative impacts with respect to the future use of the land. Chapter 10 in the Official Plan provides opportunities to adopt policies for specific areas that can more accurately reflect the intent of Council with respect to the future use a land. In this regard, it is appropriate to adopt a specific area policy related to the VMP corridor that assists in implementing the recommendations of the ESR for the corridor and nearby road networks. The recommended upgrades to a 4-lane freeway with interchanges at identified intersections are a long range plan, likely beyond a 20-year horizon. Specific policy and direction within the Official Plan is warranted to ensure that specific policies relating to the importance of protecting and enhancing the VMP corridor, existing street connections to the corridor, right-of-way protection along the corridor and TDM initiatives are maintained. The following Specific Area policy is proposed to be added to Chapter 10 to assist in implementing the ESR and reflect the intent of Council with respect to the future use, function, importance and design of the VMP corridor.

10.1.3 Veterans Memorial Parkway (VMP) Corridor

The VMP corridor is currently a controlled access expressway providing a direct link between Highway 401 and the London International Airport and adjacent industrial, residential and agricultural lands. The VMP corridor is a key component of the City of London's Transportation System, providing one of five accesses from the freeway system to the City of London.
Protection and future enhancements to the VMP corridor to improve its function in providing a continuous north-south link within the urban development limits of the City of London is vital in providing connections to the developing industrial, employment and community development lands along the corridors.

The long term vision for this corridor is to establish a 4 Lane Freeway that will satisfy the transportation needs of the VMP under full build out conditions, decrease traffic congestion within the entire corridor and improve overall safety and level of service. Protection of this transportation corridor to accommodate for enhancements and expansions will ensure that the future growth, vitality and liveability of the City are not jeopardized.

Road Connections to the VMP Corridor:
The Official Plan recognizes the VMP as a Freeway with proposed interchanges identified at Bradley Avenue, Hamilton Road, Gore Road, Trafalgar Street, Dundas Street, Oxford Street, Huron Street and Clarke Road. Road connections to this corridor will be restricted to these intersections only in order to enhance the function and level of service of this vital urban freeway. In the future, existing at-grade road connections to the VMP corridor at Tartan Drive, Admiral Drive and Page Street from both the east and the west will be terminated and widened by cul-de-sacs. Also in the future, existing at-grade road connections to the VMP corridor at River Road and Kilally Road from both the east and the west will be terminated by Flyovers.

Right-of-Way Protection
The extent of additional right-of-way/property requirements necessary to undertake the anticipated improvements to the VMP under full build out conditions shall be kept to a minimum. Most of the anticipated improvements to the VMP corridor shall be contained within the existing right-of-way. In some instances, however, additional property and right-of-way is required to fulfill the functional design of a 4-lane urban freeway. In most cases, nominal additional right-of-way/property requirements are needed at identified interchanges along the VMP corridor and along the corridor north of Huron Street to accommodate a future northerly extension of VMP up to Kilally Road. Proposed new development or expansions to existing structures/businesses in proximity to the VMP corridor and identified interchanges shall respect existing and future right-of-way requirements. During any construction, maintenance and repair works needed to upgrade or enhance any future interchanges or road works, maintenance easements shall be obtained.

Park and Ride Opportunities
Transportation Demand Management (TDM) initiatives along the VMP corridor that support a shift in mode of travel such as a shift to transit and reduction in single occupant vehicles (car pooling) are encouraged to assist the City in achieving targeted modal split targets included in the Plan and in alleviating some of the impacts of traffic congestions that are anticipated as this area approaches build out. To this end, park and ride facilities are encouraged to locate along the VMP corridor. Appropriate locations for park and ride facilities include the interchange areas of the VMP at Bradley Avenue and at Clarke Road.

ISSUES TO BE DEALT WITH IN THE FUTURE

CLARKE ROAD NORTH OF KILALLY:

Transportation planning for this section of Clarke Road will follow that of most arterial roads. The Veteran’s Memorial Parkway has followed a different path because it started as a Provincial Highway and was already established as an Expressway.

In the "build-out" scenario, improved capacity of Clarke Road north of Kilally is required according to the Long Term Transportation Corridor Protection Study (2001). Alternatives included either a 6 lane arterial road or a 4 lane freeway. The 2004 Transportation Master Plan, with a 20 year horizon, recommended that Clarke Road be widened from 2 to 4 lanes. These
recommendations are consistent, and reflect a growing capacity need to be addressed in stages.

Further planning for significant transportation infrastructure in the long term has been addressed in recent Official Plan Amendments (Chapter 2) as part of the 2006 Five Year Official Plan Review.

The upcoming Transportation Master Plan Update will revisit 20 year transportation infrastructure needs in London, including Clarke Road improvements and timing. Should Clarke Road continue to be a 20 year forecast road widening project, the first phase of project planning will be a Class Environmental Assessment. Such work will consider needs at build-out.

KILALLY ROAD SOUTH AREA PLAN – DEFERRED AREA

The Kilally Road South Area Plan was adopted by Council in 2003. This planning area covers lands located in the northeast part of the City of London bounded by the North Branch of the Thames River on the north, the Huron Heights Community on the to the south, Fanshawe Conservation Area to the east and Webster Street to west. The land lying east of Clarke Road and land lying approximately 120 metres west of Clarke Road and the VMP corridor extension were deferred pending the completion of Phase III of the London Long Term Transportation Corridor Protection Study Implementation Strategy and the completion of the London Transportation Master Plan. Amendments to Schedules “A”, “B” and “C”, as they apply to these lands, which would define the land use designations, environmental features and major road-intersection alignments for this area, have been deferred, meaning that these lands remain designated Urban Reserve – Community Growth. Further consideration for these lands should be considered at a future public meeting to allow staff to consult with property owners in this area and address specific land use issues raised related to the ESR.

ZONING BY-LAW AMENDMENTS

In order to ensure that sufficient land is identified to accommodate the required future corridor of the VMP, new parallel street extensions adjacent to the corridor, including increased right-of-way at required interchanges and along portions of roads proposed to lose their connection to VMP, amendments will be required to the City’s Zoning By-law to identify new right-of-way requirements. These amendments will be considered at a future meeting of Planning Committee in order to allow staff to further consult with affected property owners.

CONCLUSION

Veterans Memorial Parkway functions as a critical element in the City of London’s road network, and as such the Official Plan needs to address long-term planning and enhancements that can meet the growth and traffic needs of London beyond the 20 year horizon and up to full build out of the Urban Growth Boundary. An Environmental Assessment has been carried out and an Environmental Study Report (ESR) has been submitted for acceptance examining the impacts and design issues related to the future needs of the VMP corridor and nearby road networks.

The ESR and its recommendations have been accepted by the City and serve as the basis for the protection of the VMP corridor. The proposed Official Plan Amendments implement the recommendations contained within the ESR, and will protect and enhance the VMP corridor and the nearby street network by upgrading the VMP to a freeway with interchanges and flyovers at identified intersections, with an upgraded and supporting parallel street network on adjacent lands. The recommended Chapter 10 policies to the Official Plan provide specific direction for the Veterans Memorial Parkway Corridor relating to the importance of protecting and enhancing the VMP corridor, terminating existing street connections to the corridor in the future, right-of-
way protection along the corridor and TDM initiatives.

Future Zoning By-law regulations that address increased right-of-way needs at proposed new interchanges and existing street connections will be addressed at a future public meeting to allow Staff to meet individually with affected property owners and address any issues or concerns raised. Similarly, issues related to the Kilally South Area Plan, specifically any anticipated Schedule 'A', 'B' and 'C' changes to the Official Plan should also be considered at a future public meeting to allow staff to consult with property owners in this area.

Acknowledgements:

This report was prepared with the assistance of John Lucas and Karl Grabowski of the City's Transportation Division.
### Responses to Public Liaison Letter and Publication in “Living in the City”

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<th>Telephone</th>
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<tr>
<td>Bud Polhill – Councillor</td>
<td>Mark Wilkinson – 49 Moreau Crescent</td>
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<td>Bill Armstrong – Councillor</td>
<td>Cheryl Clause – 2257 Trafalgar Street</td>
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<tr>
<td>Laverne Kirkness – Planning Consultant</td>
<td>Murray Mackay – Airport Inn and Suites</td>
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<tr>
<td>Frank Berry – Transportation Consultant</td>
<td>Jim &amp; Pauline McCallum – 1063 Crumlin</td>
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<td>Bob Amorgowich – Advanced Wire Die LTD</td>
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<td>Bruno Arnold &amp; Wolfgang Kyser</td>
<td>London Land Holdings Ltd.</td>
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<td>Robert Siskind – Page Street Corp.</td>
<td>Amanda Hall – Union Gas</td>
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<td>Brian Loftus – Kaiser Aluminum</td>
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<td>Hank Vanderlaan – Trojan Technologies</td>
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<td>Bonnie Brooks – Keiper Canada Ltd</td>
<td>David Sheppard – 2335 Wilton Grove ,</td>
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<td>Dan Procop – 27 Thomas Janes Drive</td>
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<td>Peter Jakovcic TDL Group</td>
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<td>Mark Snowsall/Jennifer Howley – UTRCA</td>
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<td>Sergio Pompilii – Planning Consultant</td>
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Bibliography of Information and Material – Z-7249

Reference Documents
Ontario. Ministry of Municipal Affairs and Housing. *Planning Act, R.S.O. 1990, CHAPTER P.13, as amended*


City of London, Veterans Memorial Parkway Interchange Class Environmental Assessment Study and Concurrent Application to Amend the Official Plan and Zoning By-law Report


Agency Review and Public Responses: *(located in City of London File No. Z-7554 unless otherwise stated)*

County of Middlesex – Emergency Services Department

Upper Thames River Conservation Authority (UTRCA)

Ministry of the Environment

Canadian National Rail

Transportation Advisory Committee

Letter / Comment Sheet from Mark Wilkinson – 49 Moreau Crescent

Letter / Comment Sheet from Cheryl Clause – 2257 Trafalgar Street

Letter / Comment Sheet from Murray Mackay – Airport Inn and Suites

Letter / Comment Sheet from Jim & Pauline McCallum – 1063 Crumlin

Letter / Comment Sheet from Steve Glickman – LEDC

Letter / Comment Sheet from Vijay Kanthan – Starlim North America

Letter / Comment Sheet from Bob Amorgowich – Advanced Wire Die LTD

Letter / Comment Sheet from Bruno Arnold & Wolfgang Kyser, London Land Holdings Ltd.

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Letter / Comment Sheet from Amanda Hall – Union Gas

Letter / Comment Sheet from Brian Loftus – Kaiser Aluminum

Letter / Comment Sheet from Jim McLellan – Purolater

Letter / Comment Sheet from Catherine Spears – Spears and Assoc.

Letter / Comment Sheet from Hank Vanderlaan – Trojan Technologies

Letter / Comment Sheet from Angelo Di Lulio – Effort Trust Company
Letter / Comment Sheet from Steve Rogers/Julien Schirjaev – Kaiser
Letter / Comment Sheet from Susan Sunday – Jones Packaging
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Telephone call from Bud Polhill – Councillor
Telephone call Bill Armstrong – Councillor
Telephone call Laverne Kirkness – Planning Consultant
Telephone call Frank Berry – Transportation Consultant
Appendix "A"

Bill No. (number to be inserted by Clerk's Office) 2008

By-law No. C.P.-1284--

A by-law to amend the Official Plan for the City of London, 1989 relating to the Veteran's Memorial Parkway corridor.

The Municipal Council of The Corporation of the City of London enacts as follows:

1. Amendment No. (to be inserted by Clerk's Office) to the Official Plan for the City of London Planning Area – 1989, as contained in the text attached hereto and forming part of this by-law, is adopted.

2. This by-law shall come into effect in accordance with subsection 17(38) of the Planning Act, R.S.O. 1990, c.P.13.

PASSED in Open Council on October 20, 2008

Anne Marie DeCicco-Best
Mayor

Kevin Bain
City Clerk

First Reading – October 20, 2008
Second Reading – October 20, 2008
Third Reading – October 20, 2008
AMENDMENT NO.
to the

OFFICIAL PLAN FOR THE CITY OF LONDON

A. PURPOSE OF THIS AMENDMENT

1. To Add a Special Policy to Chapter 10 (Section 10.1.3) of the Official Plan that provides specific direction for the Veterans Memorial Parkway Corridor relating to the importance of protecting and enhancing the VMP corridor, addresses existing street connections to the corridor, right-of-way protection along the corridor and TDM initiatives;

2. To amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by changing the road classification of Veterans Memorial Parkway FROM an "Expressway" TO a "Freeway" from Highway 401 north to Oxford Street, as indicated on Schedule '1' attached hereto.

3. To amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by changing the road classification of Veterans Memorial Parkway FROM a "Proposed Expressway" TO a "Freeway" from Oxford Street north to Huron Street, as indicated on Schedule '1' attached hereto.

4. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by changing the road classification of Veterans Memorial Parkway FROM a "Proposed Expressway" TO a "Proposed Freeway" from Huron Street north to Clarke Road, as indicated on Schedule '1' attached hereto.

5. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by adding Proposed Interchange locations along the Veterans Memorial Parkway corridor at its intersections with Highway 401, Gore Road, Trafalgar Street, Dundas Street, Oxford Street, Huron Street and Clarke Road, as indicated on Schedule '1' attached hereto.

6. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by adding Crumlin Sideroad as a new secondary collector road from 200 metre south of the Canadian National Rail lines to Gore Road, as indicated on Schedule '1' attached hereto.

7. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by adding Sovereign Road as a new secondary collector road from north of the Canadian National Rail lines north to the existing limit of Sovereign Road, as indicated on Schedule '1' attached hereto.

8. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by adding a proposed secondary collector road within lands located south of Dundas Street, east of Veterans Memorial Parkway, west of Crumlin Sideroad and north of Sovereign Road, as indicated on Schedule '1' attached hereto.

9. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by adding Cuddy Road as a new secondary collector road from Page Street to Oxford Street, as indicated on Schedule '1' attached hereto.

10. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by adding a proposed secondary collector road within lands located north of Dundas Street, east of Veterans Memorial Parkway, west of Crumlin Sideroad and south of Cuddy Court, as indicated on Schedule '1' attached hereto.

11. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by adding Aberdeen Drive from north of Gore Road to Tartan Drive as a new secondary collector road, as indicated on Schedule '1' attached hereto.
12. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by adding a proposed secondary collector road within lands located north of Tartan Drive, west of Veterans Memorial Parkway, and south of Trafalgar Street, as indicated on Schedule '1' attached hereto.

13. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by adding a proposed secondary collector road within lands located north of Scanlan Street, west of Veterans Memorial Parkway, and south of Gore Road, as indicated on Schedule '1' attached hereto.

14. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by adding a proposed Arterial Road by extending Kilally Road 200 metres east of Clarke Sideroad, as indicated on Schedule '1' attached hereto.

15. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by deleting the Proposed Expressway between the VMP corridor and Clarke Sideroad and replacing it with a Proposed Arterial Road between Clarke Road and Kilally Road, as indicated on Schedule '1' attached hereto.

16. To Amend Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area by adding a "Proposed Arterial" road by extending Clarke Sideroad 200 metres east of the VMP corridor, as indicated on Schedule '1' attached hereto.

B. LOCATION OF THIS AMENDMENT

1. This Amendment applies to lands located within the entire length of the Veterans Memorial Parkway corridor and to the adjacent road network in the City of London.

C. BASIS OF THE AMENDMENT

This amendment recognizes the function of Veterans Memorial Parkway as a critical element in the City of London's transportation network. The policies recognize and address long-term planning and enhancements that are needed to meet the growth and traffic needs of London beyond the 20 year horizon and up to full build out of the Urban Growth Boundary. An Environmental Assessment has been carried out and an Environmental Study Report (ESR) has been accepted by the City to examine the impacts and design issues related to the future needs of the VMP corridor and nearby road networks. The ESR and its recommendations serve as the basis for future enhancements to the Veterans Memorial Parkway Corridor. The proposed Official Plan Amendments implement the recommendations contained within the ESR to protect the VMP corridor and upgrade the VMP to a freeway with interchanges and flyovers at identified intersections and upgrade supporting parallel street network on adjacent lands.

The recommended Chapter 10 policies to the Official Plan provides specific direction for the Veterans Memorial Parkway Corridor relating to the importance of protecting and enhancing the VMP corridor, terminating existing street connections to the corridor in the future, right-of-way protection along the corridor and TDM initiatives, to allow the VMP corridor to be upgraded in the future. These amendments also address the future upgrades that are needed to the nearby road networks to implement the recommendations of the ESR.

D. THE AMENDMENT

The Official Plan for the City of London is hereby amended as follows:

1. Chapter 10 - Policies for Specific Areas (Section 10.1.3) to the Official Plan for the City of London Planning Area is amended by adding the following new Specific Area Policy:

10.1.3 Veterans Memorial Parkway (VMP) Corridor
The VMP corridor is currently a controlled access expressway providing a direct link between Highway 401 and the London International Airport and adjacent industrial, residential and agricultural lands. The VMP corridor is a key component of the City of London’s Transportation System, providing one of five accesses from the Provincial freeway system (400 Series) to the City of London.

Protection and future enhancements to the VMP corridor to improve its function in providing a continuous north-south link within the urban development limits of the City of London is vital in providing connections to the developing industrial, employment and community development lands along the corridors.

The long term vision for this corridor is to establish a Four-Lane Freeway that will satisfy the transportation needs of the VMP under full build out conditions, decrease traffic congestion within the entire corridor and improve overall safety and level of service. Protection of this transportation corridor to accommodate for enhancements and expansions will ensure that the future growth, vitality and liveability of the City are not jeopardized.

**Road Connections to the VMP Corridor:**
The Official Plan recognizes the VMP as a Freeway with proposed interchanges identified at Bradley Avenue, Hamilton Road, Gore Road, Trafalgar Street, Dundas Street, Oxford Street, Huron Street and Clarke Road. Road connections to this corridor will be restricted to these intersections only in order to enhance the function and level of service of this vital urban freeway. In the future, existing at-grade road connections to the VMP corridor at Tartan Drive, Admiral Drive and Page Street from both the east and the west will be terminated and widened by cul-de-sacs. Also in the future, existing at-grade road connections to the VMP corridor at River Road and Kilally Road from both the east and the west will be terminated by Flyovers.

**Right-of Way Protection**
The extent of additional right-of-way/property requirements necessary to undertake the anticipated improvements to the VMP under full build out conditions shall be kept to a minimum. Most of the anticipated improvements to the VMP corridor shall be contained within the existing rights-of-way. In some instance, however, additional property and right-of-way is required to fulfil the functional design of a 4-lane urban freeway. In most cases, nominal additional right-of-way/property requirements are needed at identified interchanges along the VMP corridor and along the corridor north of Huron Street to accommodate a future northerly extension of VMP up to Kilally Road. Proposed new development or expansions to existing structures/businesses in proximity to the VMP corridor and identified interchanges shall respect existing and future right-of-way requirements. During any construction, maintenance and repair works needed to upgrade or enhance any future interchanges or road works, maintenance easements shall be obtained.

**Park and Ride Opportunities**
Transportation Demand Management (TDM) initiatives along the VMP corridor that support a shift in mode of travel such as a shift to transit and reduction in single occupant vehicles (car pooling) are encouraged to assist the City in achieving targeted modal split targets included in the Plan and in alleviating some of the impacts of traffic congestions that are anticipated as this area approaches build out. To this end, park and ride facilities are encouraged to locate along the VMP corridor. Appropriate locations for park and ride facilities include the interchange areas of the VMP at Bradley Avenue and at Clarke Road.

2 Schedule “C”, Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by changing the road classification of Veterans Memorial Parkway FROM an “Expressway” TO a “Freeway” from Highway 401 north to Oxford Street, as indicated on Schedule ‘1’ attached hereto.

3 Schedule “C”, Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by changing the road classification of Veterans Memorial Parkway FROM a “Proposed Expressway” TO a “Freeway” from Oxford Street north to Huron Street, as indicated on Schedule ‘1’ attached hereto.
4 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by changing the road classification of Veterans Memorial Parkway FROM a "Proposed Expressway" TO a "Proposed Freeway" from Huron Street north to Clarke Road, as indicated on Schedule '1' attached hereto.

5 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by ADDING "Proposed Interchange" locations along the Veterans Memorial Parkway corridor at its intersections with Highway 401, Gore Road, Trafalgar Street, Dundas Street, Oxford Street, Huron Street and Clarke Road, as indicated on Schedule '1' attached hereto.

6 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by ADDING Crumlin Sideroad as a new "Secondary Collector" road from 200 metre south of the Canadian National Rail lines to Gore Road, as indicated on Schedule '1' attached hereto.

7 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by ADDING Sovereign Road as a new "Secondary Collector" road from north of the Canadian National Rail lines north to the existing limit of Sovereign Road, as indicated on Schedule '1' attached hereto.

8 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by ADDING a "Proposed Secondary Collector" road within lands located south of Dundas Street, east of Veterans Memorial Parkway, west of Crumlin Sideroad and north of Sovereign Road, as indicated on Schedule '1' attached hereto.

9 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by ADDING Cuddy Road as a new "Secondary Collector" road from Page Street to Oxford Street, as indicated on Schedule '1' attached hereto.

10 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by ADDING a "Proposed Secondary Collector" road within lands located north of Dundas Street, east of Veterans Memorial Parkway, west of Crumlin Sideroad and south of Cuddy Court, as indicated on Schedule '1' attached hereto.

11 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by ADDING Aberdeen Drive from north of Gore Road to Tartan Drive as a new secondary collector road, as indicated on Schedule '1' attached hereto.

12 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by ADDING a "Proposed Secondary Collector" road within lands located north of Tartan Drive, west of Veterans Memorial Parkway, and south of Trafalgar Street, as indicated on Schedule '1' attached hereto.

13 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by ADDING a "Proposed Secondary Collector" road within lands located north of Scanlan Street, west of Veterans Memorial Parkway, and south of Gore Road, as indicated on Schedule '1' attached hereto.

14 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by ADDING a "Proposed Arterial" road by extending Kilally Road 200 metres east of Clarke Sideroad, as indicated on Schedule '1' attached hereto.

15 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by DELETING the "Proposed Expressway" between the VMP corridor and Clarke Sideroad and REPLACING it with a "Proposed Arterial" road between Clarke Road and Kilally Road, as indicated on Schedule '1' attached hereto.

16 Schedule "C", Transportation Corridors, to the Official Plan for the City of London Planning Area is amended by ADDING a "Proposed Arterial" road by extending Clarke Sideroad 200 metres east of the VMP corridor, as indicated on Schedule '1' attached
hereto
Legend

ROAD CLASSIFICATION

Secondary Collector
Primary Collector
Arterial
Freeway
Expressway

PROPOSED ROAD CORRIDOR

Proposed Secondary Collector
Proposed Primary Collector
Proposed Arterial
Proposed Freeway
Proposed Expressway
Proposed Interchange

THIS IS AN EXCERPT FROM THE PLANNING DIVISION'S WORKING CONSOLIDATION OF SCHEDULE C TO THE CITY OF LONDON OFFICIAL PLAN, WITH ADDED NOTATIONS

FILE NUMBER: Z-7249
PLANNER: LP
TECHNICIAN: MB
DATE: 2008/08/18

PROJECT LOCATION: e:/planning/projects/lp_officialplan/workcons06/amendment1/MVP/work/scheduleC_bisw_2x1f_map1.md
Legend

ROAD CLASSIFICATION

Secondary Collector
Primary Collector
Arterial
Freeway
Expressway

PROPOSED ROAD CORRIDOR

Proposed Secondary Collector
 Proposed Primary Collector
Proposed Arterial
Proposed Freeway
Proposed Expressway
Proposed Interchange

THIS IS AN EXCERPT FROM THE PLANNING DIVISION'S WORKING CONSOLIDATION OF SCHEDULE C TO THE CITY OF LONDON OFFICIAL PLAN, WITH ADDED NOTATIONS
Legend

ROAD CLASSIFICATION

- Secondary Collector
- Primary Collector
- Arterial
- Freeway
- Expressway

PROPOSED ROAD CORRIDOR

- Proposed Secondary Collector
- Proposed Primary Collector
- Proposed Arterial
- Proposed Freeway
- Proposed Expressway
- Proposed Interchange

THIS IS AN EXCERPT FROM THE PLANNING DIVISION'S WORKING CONSOLIDATION OF SCHEDULE C TO THE CITY OF LONDON OFFICIAL PLAN, WITH ADDED NOTATIONS

SCHEDULE 3 TO OFFICIAL PLAN

AMENDMENT NO.

PREPARED BY: Graphics and Information Services

FILE NUMBER: Z-7249
PLANNER: LP
TECHNICIAN: MB
DATE: 2008/09/16
Legend

ROAD CLASSIFICATION

Secondary Collector
Primary Collector
Arterial
Freeway
Expressway

PROPOSED ROAD CORRIDOR

Proposed Secondary Collector
Proposed Primary Collector
Proposed Arterial
Proposed Freeway
Proposed Expressway
Proposed Interchange

THIS IS AN EXCERPT FROM THE PLANNING DIVISION'S WORKING CONSOLIDATION OF SCHEDULE C TO THE CITY OF LONDON OFFICIAL PLAN WITH ADDED NOTATIONS.
EXECUTIVE SUMMARY

As a planning exercise, the City identified interchange locations along the entire length of the Veterans Memorial Parkway (VMP) corridor that best meets the functional requirements under full build out conditions (maximum development within a 30 to 50 year horizon). It is recognized that this endeavour is beyond the typical planning horizon of the City’s Official Plan (20 - 25 year horizon) however it provides information and direction that corresponds to the forecasted land use development within the VMP corridor with the required level of transportation facilities to satisfy the anticipated demands.

Concurrently, City Staff are preparing future amendments to the City’s Official Plan (OP) and Zoning By-law (ZBL) to be considered by Council that will assist in implementing the preferred functional design of the corridor at build out. The current OP recognizes the VMP as an expressway with proposed interchanges identified at only two intersections (Bradley Avenue and Hamilton Road). The anticipated changes to the OP and ZBL include identifying and adding new proposed interchanges at appropriate intersections, re-designating the corridor to urban freeway standards, developing specific policies relating to development along the corridor, and possibly placing limits on development within areas that are considered not to be consistent with the preferred functional design of the corridor under full build out conditions.

The primary study area is defined as Kilally Road to the north, with the east and west limits extending approximately 300m from the existing Veterans Memorial Parkway centerline, and Wilton Grove Road to the south.

This Executive Summary highlights the study’s findings contained in this report with particular emphasis on the recommended design and the main issues identified during the study process.

WHY ARE IMPROVEMENTS REQUIRED?

The Veterans Memorial Parkway (VMP), formerly known as Airport Road, is located near the eastern boundary of the City of London and is aligned in a north-south direction between Highway 401 to the south and Huron Street to the north. Originally, in early 1980’s, the Ministry of Transportation (MTO) constructed this roadway from Highway 401 to Oxford Street, known as Highway 100. Currently, the VMP is a municipal road under the jurisdiction of the City of London and classified as an Expressway in London’s Official Plan from Highway 401 to Huron Street.

The VMP is a 4 lane controlled access road providing a direct link between Highway 401 and the London International Airport and adjacent industrial, residential and agricultural lands. The VMP has been identified as a key component of the City of London’s Transportation System in a number of transportation planning studies completed to date. The 1999 Development Charges Background Transportation Study stated “a need for future road improvements on London’s east side by 2021 and took a longer term look at road improvements for an approximate 50 year planning horizon called “full build out”.
WHAT ARE THE ALTERNATIVE SOLUTIONS (CONCEPT ALTERNATIVES)?

Alternative solutions or concept alternatives are the various options to address the identified problem without having significant negative impacts to the environment.

As part of the traffic impact analysis, the travel demand and traffic safety issues under the full build out conditions were identified and assisted in assessing the alternative solutions, which were examined, namely:

**Alternative Solution 1: Do Nothing**

**Alternative Solution 2A: Improve Existing Road - Widen the Veterans Memorial Parkway (VMP) to 6 lanes**

**Alternative Solution 2B: Improve Existing Road - Build a 4 lane freeway**

**Alternative Solution 3: Transportation Demand Management**
- Spreading the travel peak hour periods
- Reduce single occupant vehicles (car pooling, high vehicle occupancy/HOV lanes)
- Increase transit service

HOW WAS THE RECOMMENDED SOLUTION SELECTED?

In order to eliminate the alternatives that were not considered reasonable due to physical, technical/transportation, and environmental impacts, a screening analysis was performed. The screening analysis took the following factors into consideration when identifying the potential environmental impacts and technical constraints:

**Physical Factors**
- Property requirements
- Utility relocations
- Horizontal/vertical alignments

**Technical/Transportation Factors**
- Network level of service, travel safety
- Accommodate future travel demands
- Traffic congestion and delays
- Traffic infiltration on adjacent roads
- Compatibility with City's Official Plan, Long Term Transportation Corridor Protection Study
- Opportunity for alternative modes (transit service)

**Environmental Factors**
- Watercourse/fisheries and aquatic habitat
- Vegetation/terrestrial habitat/Environmental Sensitive Areas
- Wildlife/wildlife corridors and habitat
- Trails and recreation
- Noise
- Accessibility
- Archaeological/built heritage features
**Veterans Memorial Parkway Interchange Class Environmental Assessment Study**

**and Concurrent Application to Amend the Official Plan and Zoning By-law**

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**Alternative 1: Do Nothing** – The Do Nothing alternative was considered to provide a baseline upon which other alternatives are evaluated. No improvements or significant changes would be made to the VMP (remains as a 4 lane arterial road) as development on the adjacent lands continues to occur. The traffic demands that would be generated under full build out conditions with this alternative are clearly beyond the available capacity.

**Alternative 2A: Widen the Veterans Memorial Parkway to 6 Lanes** – This alternative would provide for a 6 lane cross section with auxiliary turning lanes where warranted, and signalized intersections at the side roads. From a technical/transportation perspective, this alternative does provide limited improvement over the Do Nothing scenario. Despite these improvements to the VMP corridor, the 6 lane arterial would still result in significant congestion and traffic delay impacts at all corridor intersections and potentially cause traffic diversion onto the parallel roads. Environmentally, this alternative has a number of drawbacks because there are higher property impacts associated with corridor improvements, the potential requirements for Fisheries Act Authorization and habitat enhancement/compensation plan for a new Thames River Bridge crossing, increase in noise as the right-of-way moves closer to the adjacent properties, and the resultant traffic demands are beyond the capability of traffic signal control to reasonably handle.

**Alternative 2B: Build a 4 Lane Freeway** – This alternative is a 4 lane access controlled facility with grade separated interchanges at the major arterial cross roads. From a technical/transportation perspective this alternative is capable of handling the travel demands that would be generated under full build out conditions and can be reasonably be accommodated within the existing right-of-way, improves road safety, reduces congestion on the VMP and on major parallel roads. This alternative also satisfies the London Long Term Transportation Corridor Protection initiative to accommodate a transportation system under full build out conditions. Environmentally, this alternative would have socio-economic impacts associated with the closure of side roads and removal of direct access to the VMP. There would not be significant impacts to the terrestrial, aquatic or wildlife features in the corridor since the improvements are mostly contained within the existing right-of-way.

**Alternative 3: Transportation Demand Management** – The Transportation Demand Management (TDM) initiatives such as car pooling would help to alleviate some of the impacts of traffic congestion by encouraging carpooling and/or a shift in the mode of travel. Overall, there would be minimal impacts on natural, social, and cultural environments and these solutions would be compatible with the objectives contained in the City’s Official Plan. On the other hand, TDM initiatives would provide only marginal benefits to the VMP. Nevertheless, aspects of TDM are intended to be incorporated into the overall functional design for the VMP (i.e. car pool lots). Overall, TDM initiatives are not a stand alone solution, but are an important element in the overall plan.

In order to fully understand the advantages and disadvantages of the three road roadway improvement alternatives (Alternative 1, 2A, and 2B) a clear, traceable and reproducible methodology is required which takes into account the technical as well as the economic, social and natural environmental issues. It should be noted that the three roadway alternatives are generally contained within the existing right-of-way limits. As such, the social and natural...
environmental impacts are similar in nature from alternative to alternative. The following sections assess each of the roadway alternatives based on:

- Screenline capacity assessments;
- VMP roadway performance levels; and
- Overall network performance measures.

**RECOMMENDED SOLUTION**

A 4 Lane Freeway is selected as the preferred technical solution for a number of key reasons:

- The freeway option will decrease traffic congestion within the entire corridor;
- Overall safety for motorists and pedestrians will be improved;
- The level of service on the VMP is greatly improved; and
- The transportation needs of the VMP corridor under full build out are met.

**WHAT ALTERNATIVE DESIGN CONCEPTS WERE CONSIDERED?**

In developing alternative design concepts for the VMP as a 4 Lane Freeway between Highway 401 and Kilally Road, the following set of criteria was established to guide the design elements:

- Contain the roadway within the existing right-of-way, where possible;
- Employ spacing of 1 km, minimum between interchanges (this is governed by ramp entry/exit lengths and weaving distance);
- Urban friendly design of ramp terminals at cross arterial junctions;
- Provide cross section alternatives for VMP main line consistent with good urban design practice;
- Provide opportunities for park and ride facilities within the corridor; and
- Address potential environmental concerns through the use of best management practices.

**Interchange Connections**

Based upon the traffic projections under full build out conditions, the following roads in the VMP corridor were identified as high volume arterials with significant traffic movements between the VMP and the cross arterial roads:

- Highway 401
- Bradley Avenue
- Hamilton Road
- Gore Road
- Trafalgar Street
- Dundas Street
- Oxford Street
- Huron Street
- Clarke Side Road
Veterans Memorial Parkway Interchange Class Environmental Assessment Study
and Concurrent Application to Amend the Official Plan and Zoning By-law

Non-Interchange Connections

<table>
<thead>
<tr>
<th>Road Name</th>
<th>Constraints and Proposed Solutions</th>
</tr>
</thead>
</table>
| River Road (Fly-Over) | * Projected traffic volumes do not warrant a direct connection to the VMP.  
* Physical constraints (such as the Thames River crossing, high tension wires) make the provision for an interchange at this location difficult.  
* To improve accessibility on the west side, north/south road connections could be developed between River Road and Gore Road as development occurs. |
| Tartan Drive (Cul de sac) | * Projected traffic volumes do not warrant a direct connection to the VMP.  
* Spacing between the proposed interchanges precludes the possibility of a connection to VMP.  
* Tartan Drive will have a cul de sac west and east of the VMP closing direct access to the VMP.  
* To improve the accessibility on the west side of the VMP, Tartan Drive would have to connect to Gore Road with an extension of Aberdeen Drive as well as connect to Trafalgar Street. One option for the connection to Trafalgar Street is for the City to assume the existing 3M private road as a public road.  
* To prevent any infiltration of industrial traffic into the residential neighbourhood between the VMP and Bonaventure Drive, dual cul de sacs are proposed on Tartan Drive.  
* To offset access issues on the east side of the VMP, Tartan Drive could be extended to Crumlin Sideroad. |
| Admiral Drive (Cul de sac) | * Projected traffic volumes do not warrant a direct connection to the VMP.  
* Spacing between the proposed interchanges precludes the possibility of a connection to VMP.  
* Admiral Drive will have a cul de sac west and east of the VMP closing direct access to the VMP.  
* Traffic from the west side of the VMP would use Bonaventure Drive to access VMP at either Trafalgar Street or Dundas Street.  
* To improve the accessibility on the east side of the VMP Sovereign Drive could be extended to Dundas Street.  
* Traffic from the east side of the VMP would use Sovereign Drive to access VMP at either Trafalgar Street or Dundas Street. |
| Page Street (Cul de sac) | * Projected traffic volumes do not warrant a direct connection to the VMP.  
* Spacing between the proposed interchanges at Dundas Street and Huron Street combined with the adjacent rail line south of Page Street precludes the possibility of a connection to VMP.  
* Page Street will have a cul de sac west and east of the VMP closing direct access to the VMP.  
* Traffic from the west side of the VMP could use Industrial Road to access the VMP at either Oxford Street or Dundas Street. |
| Kilally Road (Fly-Over) | * Projected traffic volumes do not warrant a direct connection to the VMP.  
* Physical constraints (such as the Thames River crossing, proximity and alignment of the VMP between Kilally Road and Clarke Road) make the provision for an interchange at this location difficult.  
* To improve accessibility at Kilally Road an extension down to Clarke Road on the east side of the VMP is proposed. |
CONSULTATION

A key feature of successful planning and approval under the Environmental Assessment Act and Planning Act involves consultation with the affected parties. Consequently, the study was conducted such that the affected parties were:

- Provided an opportunity to review the project details;
- Provided with access to information;
- Provided an with sufficient time to ask questions, comment, and request data; and
- Encouraged to participate in an issue identification/resolution process.

To achieve the above mentioned objectives, consultation activities with government ministries and agencies, utility companies, interest groups, and the public were carried out.

At the outset of the study, a project commencement advertisement (Notice of Study Commencement) was placed in the London Free Press on the October 7 and 14, 2006 editions. The purpose of this notice was to provide an introduction to the study, the description of the study area, information on the application to amend the Official Plan and Zoning By-law, and to encourage all individuals interested in the study to be added to the contact list and kept informed of the study activities and milestones.

Additionally, a contact list was formulated containing all of the residences and businesses located immediately adjacent to the VMP corridor and were provided with the commencement letter dated October 16, 2006.

Two Public Information Centres (PICs) were held for this project. The first PIC was held on Wednesday May 30, 2007 between 2:00 PM and 5:00 PM and between 7:00 PM and 9:00 PM at the East London Branch of London Public Library. A public notice advising of the Notice of the First Public Information Centre was published in the London Free Press on the Saturday May 19 and 26 editions and an invitation letter was administered through direct mail via Canada Post to all those members on the external and public contact lists.

The purpose of the first PIC was to present the background information including the existing environmental conditions, problem and opportunity being addressed, alternative solutions considered, recommended alternative solution, and the potential design concept alternatives.

Forty-one (41) people signed the register list, eight (8) comments sheets were submitted at the PIC, one letter and (3) three emails were received following the PIC. The major comments expressed verbally and/or written included:

- Timing of the planned improvements;
- Impacts to Crumlin Side Road;
- Property impacts; and
- Access issues.

The second PIC was held on Tuesday November 13, 2007 between 2:00 PM and 5:00 PM and between 6:00 PM and 8:00 PM at the East London Branch of London Public Library. A public
notice advising of the Notice of the Second Public Information Centre was published in the London Free Press on the Saturday November 3 and 10, 2007 editions and an invitation letter dated October 26, 2007 was sent through direct mail via Canada Post to all those members on the external and public contact lists.

The purpose of the second PIC was to present the recommendations for the 4 lane freeway design, typical cross section options and the next steps in the process.

Thirty-nine (39) people signed the register list, six (6) comments sheets and one letter were submitted at the PIC. The major comments expressed verbally and/or written included:

- Closure of the existing side roads onto the Veterans Memorial Parkway;
- Impacts to existing accesses at local businesses along the Veterans Memorial Parkway; and
- Traffic infiltration onto Crumlin Side Road and Bonaventure Drive.

Subsequent to the PICs, the potentially affected stakeholders including the businesses and residents expressed an interest to hold a Focus Group Session such that the local issues could be addressed. Hence, the Focus Group Session was held on Wednesday February 20, 2008 between 1:00 PM and 4:00 PM at the East London Branch of London Public Library.

The primary purpose of the Focus Group Session was to discuss the issues relating to the proposed removal of direct access to the Veterans Memorial Parkway at River Road, Tartan Drive, Admiral Drive, Page Street, and Kilally Road and develop possible solutions. An invitation letter dated February 4, 2008 was issued to twenty-seven (27) people who expressed an interest in the Focus Group Session.

Twelve (12) people attended the session including local resident representatives and representation from the local businesses. The major comments, questions, and issues pertained to the elimination of the connection to the VMP from some of the cross roads and how will the Official Plan and Zoning By-law amendments address the “holding” provisions on adjacent properties to accommodate the functional design for full build out conditions.

**RECOMMENDED DESIGN**

This study recommended that a 4 lane freeway for the VMP between Highway 401 and Kilally Road be constructed to accommodate full build out conditions. Refer to Figures 8-2 to 8-7 which portrays the recommended design.

**POTENTIAL IMPACTS AND RECOMMENDED MITIGATION**

The extent of property requirements has been kept to the minimum necessary to undertake the proposed improvements to the VMP under full build out conditions. In some instances, the opportunity to stay within the existing City’s right-of-way was not possible thereby the need for additional property is required.

To mitigate effects on existing land uses, the City’s standard operational constraints with respect to maintaining access to local properties during construction will be incorporated into
the construction contract. Where property is not otherwise acquired through the Planning Act, it will be purchased at fair market value or acquired through agreement. Fair market value will be based on appraisals by qualified appraisers where appropriate. Concerns identified by property owners relating to property acquisition will be dealt with by negotiation.

To offset any potential impacts particularly with the loss of direct access to the cross roads (Tartan Drive, Admiral Drive, Page Street) at the VMP, the traffic destined to/from the areas east and west of the VMP can be reasonably accommodated by upgrading the internal local street network in conjunction with adjacent VMP interchange areas. These changes can be reflected in the update to the City’s Official Plan and Zoning By-law.

The following key commitments will be considered during the detail design stage and prior to implementation, including but not limited to:

- Impact of traffic noise along the VMP corridor should be re-examined and/or re-assessed in the detail design stage to determine if mitigation is required;
- Prior to construction, a Stage 2 Archeological Assessment should be conducted in selected areas throughout the VMP corridor (especially the areas north to Kilally Road) in accordance with the Ministry of Culture’s Stage 1-3 Archaeological Assessment Technical Guidelines (1993, 2006), in order to identify any archaeological remains that may be present;
- Precautionary measures should be incorporated into the detail design and construction phases to avoid the bird migratory and nesting season; and
- Consideration should be given to form a Working Group with the affected stakeholders in the VMP corridor to ensure that their issues and concerns are taken into account and resolved, where possible, prior to implementation of a freeway in the VMP corridor.