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File No. O-8014
T. Macbeth

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING MANAGING DIRECTOR, PLANNING AND CITY PLANNER
SUBJECT:	INDUSTRIAL LAND REVIEW: URBAN GROWTH BOUNDARY FOR FUTURE INDUSTRIAL GROWTH MEETING ON JUNE 17, 2014

RECOMMENDATION

That, on the recommendation of the Managing Director, Planning & City Planner, the proposed by-law attached hereto as Appendix 'A' **BE INTRODUCED** at the Municipal Council meeting of June 24, 2014 to take the following actions with respect to the Industrial Land Review:

- a) Schedule "A" – Land Use of the Official Plan, attached as Schedule 1, **BE AMENDED** for inclusion of approximately 300 hectares of additional land within the Urban Growth Boundary (UGB) for industrial uses; and
- b) To change the designation of the subject lands identified for inclusion in the UGB as amended by clause a) above **FROM** "Agriculture" designation **TO** "Urban Reserve-Industrial Growth" designation, as identified in Schedule 1.

IT BEING NOTED that a separate review has been initiated by the City to consider an amendment to Schedule "A" – Land Use of the Official Plan to change approximately 100 to 120 hectares of land in the area south of Exeter Road, north of Dingman Drive, east of White Oak Road and west of the drainage ditch located to the west of the Provincial Ministry buildings **FROM** "Light Industrial" and "General Industrial" **TO** "Urban Reserve-Community Growth", as identified on the Location Map attached as Appendix 'B'.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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March 17, 2014	Strategic Priorities and Policy Committee, "Industrial Land Development Strategy"
April 23, 2013	Planning and Environment Committee, "O-8014: Industrial Lands Review Public Participation Meeting"
December 18, 2012	Investment and Economic Prosperity Committee, "A Path to Prosperity: Community Business Ideas to Stimulate our Economy"
December 4, 2012	Strategic Priorities and Policy Committee, "O-8014: Industrial Lands Review"
March 5, 2012	Strategic Priorities and Policy Committee, "Status of the 2011 Industrial Land Development Strategy Update"

RATIONALE

1. The proposed Amendment will add lands to the Urban Growth Boundary required to

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- meet the City's industrial land needs;
2. The proposed Amendment is consistent with strategic priorities of the City's Official Plan and the Industrial and City Structure policies of the Official Plan;
 3. The proposed Amendment implements the City's Industrial Land Development Strategy;
 4. The proposed Amendment is consistent with the Provincial Policy Statement 2014, in particular, sections 1.1.1; 1.1.2; 1.1.3; 1.3.1; 1.3.2 and 1.7.1.

PURPOSE

Based on an assessment of industrial land supply, projected land need, and previous Official Plan amendments that have re-designated industrial lands to other land uses, this report provides the members of the Planning and Environment Committee with a recommended expansion of the Urban Growth Boundary (UGB) to accommodate future industrial growth. Further, this report notes that in order to provide an adequate amount of appropriate lands for future industrial development, a separate review has been initiated by the City to consider a potential change in land use for an industrial-designated area that has been identified as having limited value for long-term industrial purposes.

BACKGROUND

In coordination with the five-year review of London's Official Plan, municipal Council has undertaken a comprehensive review of industrial lands. An assessment was undertaken to determine industrial land demand and supply factors and the associated need to expand the Urban Growth Boundary (UGB) for the inclusion of new industrial lands. This comprehensive assessment, entitled "Industrial Lands Study", was presented to the Strategic Priorities and Policy Committee on December 4, 2012. The Industrial Lands Study provided the background for a recommended expansion of the Urban Growth Boundary.

At the subsequent Council meeting of December 11, 2012, Council resolved that, following a public consultation process, Administration prepare an Official Plan Amendment for the expansion of the UGB for designation of new "Urban Reserve-Industrial Growth" lands.

In accordance with Council resolution, the approved Industrial Lands Study was circulated for public and agency consultation. A public meeting was also held before the Planning and Environment Committee on April 23, 2013, to receive public input and provide an opportunity for interested property owners to request their parcels be considered as candidate sites for inclusion within the UGB for future industrial development.

Evaluation criteria were prepared in alignment with the objectives of the City's 2014 ILDS as well as the industrial marketplace's land needs trends and demands. Evaluation criteria employed by an inter-departmental Staff team in assessment of candidate lands included:

- Alignment with economic development objectives and priorities;
- Suitability/affordability of municipal servicing;
- Proximity to the Provincial Highways or Veterans' Memorial Parkway;
- Site topography and configuration;
- Environmental/natural heritage constraints;
- Existing land use and compatibility issues;
- Landowner interest in development;
- Agricultural land considerations including agricultural land capability and MDS requirements;
- Suitability for the extension of transit service;
- Compact urban form/logical extension of the urban area;
- The return on investment in previous infrastructure projects;

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- Parcel sizes and their suitability for land assembly; and
- The opportunity for spin-off benefits.

RECOMMENDED UGB EXPANSION: HOW MUCH LAND?

The recommended expansion of the Urban Growth Boundary for inclusion of lands to be designated “Urban Reserve-Industrial Growth” to accommodate future industrial development for the next 20 years is approximately 300 hectares (net developable). Combined with current vacant supply, the proposed expansion meets the needs of the Industrial Land Development Strategy (ILDS). The opportunity to review land needs, including opportunity for potential UGB expansions, takes place every five (5) years as part of the statutory comprehensive review and update of the Official Plan.

Industrial Land Demand and Supply Factors

The November 2012 Industrial Lands Study identified future industrial land demand and supply factors in association with the need to expand the City of London’s Urban Growth Boundary for inclusion of new industrial lands. The Industrial Lands Study is the City of London’s comprehensive review, in accordance with s. 1.1.3.8 of the 2014 Provincial Policy Statement. The Industrial Lands Study projects that the demand for industrial land will average slightly less than 20 hectares per year for a total demand over the next 20 year planning horizon projected to be approximately 350 ha.

Since the 1996 establishment of the current Urban Growth Boundary, vacant industrial land supply has been reduced through site developments and some re-designations to non-industrial land uses. In cases where a municipality is seeking to add lands within its Urban Growth Boundary (Settlement Area) when there is no justification to add the lands, an equivalent amount of land is generally removed from within the UGB. In this instance, the City is not proposing to remove lands from within the UGB, so the City is relying on a potential deficit of lands identified for future urban development as part of its justification to add new industrial lands. The most significant re-designation has been through approval of the Southwest Area Plan (SWAP), which has had the net effect of reducing industrial land supply by approximately 345 hectares for re-designation to commercial and residential land uses. Within the Southwest Area Plan area, re-designation of the “Light Industrial” and “Urban Reserve-Industrial Growth” designations to Low Density Residential (LDR) designation accounts for approximately 180 hectares. The 180 hectares re-designated for LDR is identified for the purposes of the Industrial UGB expansion because LDR is the limiting factor for Community Growth UGB expansion. The City has a larger supply of medium and high density residential lands relative to projected market absorption. Thus re-designations for additional LDR lands within the current Urban Growth Boundary precluded expansion of the UGB for residential purposes during the latest Official Plan review for Community Growth. The remainder of the 345 ha re-designated in SWAP was changed to Medium Density Residential, Open Space and other designations.

As of March 2014, and in accordance with the findings of the Industrial Land Development Strategy, the vacant industrial land supply across the city totals approximately 1,232 hectares.

Planning Assessment for Urban Growth Boundary Expansion

In accordance with the 2014 Provincial Policy Statement, the maximum supply of land permitted to be designated as “Industrial” is a 20 years’ supply. This is also in accordance Section 2.6.8 – Growth Management Policies of the Official Plan of the City of London. Given that the supply of vacant industrial lands (1,232 ha.) exceeds the 20-year projected demand for industrial lands (350 ha.), the reason for an expansion of the Urban Growth Boundary is based on the adequacy and suitability of the lands within the inventory, rather than the quantity of land in the inventory. Re-designation of Industrial Lands to Community Growth land uses, as identified below, is also part of the rationale for expansion of the UGB for future industrial development.

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Subject to the findings of the ILDS, the current inventory does not provide an adequate supply of lands that meet target industrial sectors' locational, size, and servicing needs. Without expanding the Urban Growth Boundary to improve the quality of available supply, London will not be positioned to take advantage of potential economic development and employment opportunities.

Many parcels of the existing vacant inventory are small, located away from areas of market interest, scattered, not easily consolidated, adjacent to incompatible land uses or constrained by accessibility issues, servicing limitations, or natural heritage features. Industrial development since the Urban Growth Boundary was established has "consumed" most of the larger and more suitable parcels in the inventory. The supply has been depleted through sales of approximately 355 ha. since the establishment of the UGB. As such, prime industrial locations (accessible to Highway 401, large sites over 5 hectares) that are sought after by new industries are increasingly limited. Approximately 50% of the entire vacant inventory is now made up of parcels that are less than 1 hectare in size. Also, since the UGB was established, a significant area of land identified for future industrial development has been re-designated for non-industrial uses through the SWAP. This has resulted in approximately 345 ha removed from the industrial land inventory.

For the above mentioned reasons regarding availability, size, compatibility and constraints, it is not appropriate to re-designate these smaller properties to other land uses. The market trend, however, is for increasingly large properties. While half the inventory is 1 hectare or less, City land sales over the past 5 years have averaged 4.3 hectares per property. Recent industrial developments have been on even larger sites, such as Innovation Park, where industrial parcel sales have up to 10 hectares or more per property. This trend towards larger parcels is exacerbated by companies seeking parcels of a sufficient size that future expansions to operations may be accommodated on site.

Trends in industries' locational requirements also restrict the area of the City that may be considered prime industrial land for future development. The ILDS identifies six (6) strategic locations for future development, with the strategic locations outside of the Urban Growth Boundary demonstrating emphasis on highway accessibility (within a five minute drive, though many companies seek highway frontage), greenfield parcel sizes, and limited constraints to development. Recent site selection inquiries and attractions to London facilitated by the London Economic Development Corporation (LEDC) further narrows the site demands of London's target industrial sectors. LEDC has advised the following:

- Most recent inquires by industrial prospects have strongly preferred sites with Highway 401 proximity in the Veterans' Memorial Parkway and Highbury Avenue areas;
- There has not been significant interest or inquires for sites west of Highbury Avenue;
- Most prospects compare London's sites to eastern locations, including Woodstock and Brantford amongst others; and
- LEDC notes that while London is midway between the Greater Toronto Area (GTA) and U.S.A. border, most recent inquires have compared London with the above noted eastern municipalities because of London and other comparator municipalities' proximity to the GTA market and a greater "pull" towards the Toronto market.

RECOMMENDED UGB EXPANSION: HOW

Removal of Industrial Lands

While the current industrial vacant land supply identifies a misalignment with the requirements of targeted industrial companies' land demands, including highway and VMP proximity and suitable parcel sizes, configurations, and availability, the City of London is also constrained in its ability to expand the Urban Growth Boundary because of the large amount of land in the vacant

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industrial land inventory. As noted above, the maximum amount of land that may be designated “Industrial” in an Official Plan in accordance with the 2014 Provincial Policy Statement is a supply for the projected land demand over the next twenty (20) years. Since London’s supply is greater than projected demand, the City may only address deficiencies in the quality of land supply through an expansion of the UGB to match the lands that have been re-designated from “Industrial” to other land use designations during related and concurrent land reviews and area planning. Through this approach the City’s supply beyond the projected 20 year demand will not increase; however, land deleted from the inventory for re-designation can be replaced with lands that are more suitable and will better position the City to take advantage of potential economic development and employment opportunities.

It should be noted that Official Plan amendments resulting in changes from industrial to non-industrial designations, including the concurrent Official Plan amendment for the White Oaks Business Park area, are reviewed against planning principles and objectives and determined to be appropriate on their merits. In some cases the changes come about as the result of more detailed area planning processes. In other cases the changes are warranted on the basis that the lands had a diminished viability for industrial use and are more appropriate for uses that are better suited to the changed circumstances in the area. Apart from changes to Open Space or Environmental Review to protect environmental features, none of the changes to re-designate industrial lands have occurred in the corridors that offer the best opportunity to attract and support industrial growth both now and in the future.

Southwest Area Plan

Through the Southwest Area Plan the City reviewed lands designated for industrial uses and determined that there was justification to remove 345 hectares of industrial land and re-designate them to residential and commercial purposes. Of the 345 hectares of lands that were re-designated, 180 hectares were re-designated to Low Density Residential. As previously noted, LDR is the limiting factor land use for Community Growth. As such, the change of land use which added approximately 180 ha of LDR within the current UGB precluded expansion of the UGB during the last land needs review for Community Growth land uses.

White Oak Business Park

The City of London has initiated an Official Plan Amendment to conduct a review of the land uses within the White Oak Business Park area. The review has been initiated as a result of two major landowners’ request that the City review the Industrial designation of their lands. The review will evaluate the existing industrial lands within the study area to determine if it is appropriate for them to be continued for industrial purposes or whether they should be re-designated to non-industrial uses (residential, commercial, institutional and open space). The study area includes lands south of Exeter Road, north of Dingman Drive, east of White Oak Road and west of the drainage ditch located to the west of the Provincial Ministry buildings (see attached map – Appendix ‘B’). The review was initiated based on the City receiving requests from two property owners within the White Oak Business Park area to have their lands considered for alternative land use scenarios.

To consider a change in land use designation from industrial to non-industrial it has to be demonstrated that justification exists under the provisions of the Provincial Policy Statement (PPS) and the City’s Official Plan. The policy framework of the PPS and the Official Plan provide direction and criteria for the conversion of employment lands. The section below summarizes the applicable policies of the PPS and the Official Plan to guide the review the industrial lands within the White Oak Business Park.

The Employment Area policies contained Section 1.3.2 of the PPS provide the following criteria that must be met in order for a conversion of employment lands to be justified.

1. The conversion may only be permitted through a comprehensive review;

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2. It has to be demonstrated that the land is not required for employment purposes over the long term; and
3. That there is a need for the conversion.

In addition to the policy framework set out in the PPS, conversion of lands within employment areas must be consistent with the Official Plan. Policy 2.7.4 of the Official Plan provides a framework to evaluate proposals to permit the conversion of lands within employment areas to non-employment uses.

White Oak Business Park Study Area Overview

Comprehensive review

The City of London has completed an industrial lands review. The review of industrial lands meets the definition of a comprehensive review as defined in the PPS. Based on a landowner request, there is an opportunity to have the re-designation of the lands within the White Oak Business Park study area considered as part of the Industrial Lands Review.

Land is not required for employment purposes over the long term

The Industrial Land Study was undertaken to assess future demand and the existing supply to determine whether justification exists under the provisions of the Provincial Policy Statement (PPS) and the City's Official Plan to expand the designated urban growth area to accommodate the forecasted industrial growth. The findings of the Study concluded that the inventory of vacant industrial lands is quantitatively sufficient to accommodate the projected demand for industrial land over the 20 year planning period. Therefore, the subject lands are not required to meet the needs of future industrial growth.

Need for the conversion

As part of the Official Plan Amendment lands within the study area will be assessed against the following criteria to determine if there is a need to convert the lands to non-industrial uses.

- Site location
- Parcel sizes and their suitability for land assembly
- Access to Hwy 401 interchanges
- Landowner interest in development
- Land use compatibility issues
- Environmental/Natural heritage/MDS constraints

It is important to note that lands within the study area currently designated in the Official Plan for non-industrial uses will be excluded from the review. It is assumed their current land use designations would remain unchanged.

White Oak Business Park Study Area Context

Interest in developing the lands for industrial purposes should be considered in the determination of whether to designate for industrial uses. In the study area a large portion of the lands have been designated industrial since prior to annexation, yet to date limited development has taken place on the lands. In addition, recent trends indicate prospective industrial enterprises are looking for development opportunities that are adjacent to the Hwy 401 and VMP corridor due its closer proximity to the Greater Golden Horseshoe area of Ontario. According to London Economic Development Corporation companies are finding older industrial parks less desirable and have preferred sites located within Forest City and Innovation Industrial Parks. For example, KL Products is a local London firm that chose to move from its Exeter Road location to build a new industrial plant in Innovation Park. To the west of the study area the re-designation of industrial lands through the Southwest Area Plan to non-industrial uses

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has increased the proximity of sensitive land uses to White Oak Business Park. In the future this may increase the likelihood of land use conflicts between industrial and non-industrial uses.

The potential land area that could be converted from industrial to non-industrial uses is 185 hectares. Of the 185 hectares of lands that could be re-designated, approximately 100 – 120 hectares of lands could be re-designated for future community growth.

With the potential to remove 100 – 120 hectares of industrial lands within the White Oak Business Park and 180 hectares of industrial lands have been re-designated through the Southwest Area Plan there is a total of 295 hectares available that could be used to facilitate the expansion the Urban Growth Boundary for industrial lands, enabling the City to include more strategically located lands for industrial purposes.

Financial Considerations of Removing Industrial Lands in White Oak Business Park area

Since the early 2000s, the City has made significant infrastructure investments in the broader White Oak/Dingman area in support of future industrial development. Industrial growth projects in the area (sanitary and water infrastructure, and stormwater facility land purchases) have been funded from taxpayer-supported Capital Budget contributions to the Industrial Oversizing Reserve Fund as part of the City’s policy to exempt industrial buildings from development charges (DCs). Approximately \$9.6 million has been spent on the industrial growth share portion of external servicing, assuming that the subject lands would develop in the future with industrial uses. However, the re-designation of industrial lands through SWAP and the proposed additional lands for re-designation under the White Oak area proposal represent an over-investment by the City estimated at \$6 million as the lands will now support non-industrial (and therefore non-exempt) uses. The result is that the subject lands have received infrastructure largely paid by non-development charges reserve fund sources, will have residential units/commercial space still paying development charges, and the City taxpayer having “overspent” to support industrial DC exemptions.

Staff intends to review the alternatives associated with potential recovery of the previous taxpayer funded contributions that would result from the re-designation of the lands to non-industrial uses. The options currently under consideration range from:

- the benefitting landowners being required to re-imburse the City for previous taxpayer investments in works serving their industrial lands (e.g. through developer contributions or area rating of these costs),
- the possible inclusion of provisions for funding of the subject works in the city wide DC rates,
- the City not recovering all or part of its capital investment in what was previously expected to be an industrial growth area, or
- a combination of the above.

These matters will be reviewed in greater detail as part of the Official Plan Amendment application for the White Oaks Business Park study area.

CANDIDATE PROPERTY ASSESSMENT FOR EXPANSION OF UGB

In order to assess property owner interest and potential candidate sites for expansion of the Urban Growth Boundary, a public meeting was held on April 23, 2013. Submissions at the meeting have been assessed for alignment with Council-endorsed evaluation criteria, applicable provincial policy, land use planning goals and objectives, such as general policies requiring availability of industrial lands in Chapter 2 of the Official Plan, economic development objectives, servicing objectives, and goals of the ILDS. Requests for consideration of properties as candidate sites came from areas across the City. Landowner submissions, as well as areas

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identified by Staff and the London Economic Development Corporation as potential industrial sites were assessed against the evaluation criteria developed in the Industrial Lands Study and ILDS. The evaluation criteria include the following objectives:

- Alignment with economic development objectives and priorities;
- Suitability/affordability of municipal servicing;
- Proximity to the Provincial Highways or Veterans' Memorial Parkway;
- Site topography and configuration;
- Environmental/natural heritage constraints;
- Existing land use and compatibility issues;
- Landowner interest in development;
- Agricultural land considerations including agricultural land capability and MDS requirements;
- Suitability for the extension of transit service;
- Compact urban form/logical extension of the urban area;
- The return on investment in previous infrastructure projects;
- Parcel sizes and their suitability for land assembly; and
- The opportunity for spin-off benefits.

Landowner Requested Properties

Properties requested for consideration are shown in Appendix 'C', attached to this report. Properties requested for consideration through landowner submissions were evaluated against evaluation criteria, as outlined in the table below. The table shows a simple unweighted points scale from one (1) to three (3), with 1 representing the least favourable condition and 3 represents the most favourable condition. Hollow circles represent 1, half full circles represent 2, and solid circles represents 3. Properties requested for consideration were from the following addresses or areas and are identified alphabetically in the table below.

- A. 1871 and 1913 Bradley Avenue;
- B. All lands south of Bradley Avenue and north of Hwy 401.
- C. 1577 and 1687 Wilton Grove Road;
- D. 1766 Wilton Grove Road;
- E. 1806, 1811 and 1874 Wilton Grove Drive;
- F. 1741 Wilton Grove Road;
- G. 2031 Commissioners Road East;
- H. 7220 Pack Road;
- I. 1802 Fanshawe Park Road West;
- J. 3226 and 3356 Westminster Drive and 3045 Dingman Drive;
- K. 4571 Westminster Drive;
- L. 4166 Scotland Drive;
- M. 3050 and 3085 Trafalgar Street;
- N. 4563 White Oak Road;
- O. 4594 White Oak Road;
- P. All lands south of Highway 402 and west of Highway 401;
- Q. 4759 Wellington Road South; and
- R. 4956 Murray Road.

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Property Criteria	A	B	C	D	E	F	G	H	I	J	K	L	M	N	O	P	Q	R
Meets requirements identified in recent inquiries/ attractions identified by LEDC	●	●	●	●	◐	◐	◐	○	○	○	○	○	○	○	○	○	○	○
Located within the 6 Strategic areas of ILDS	●	●	●	●	●	●	●	○	○	○	●	◐	○	○	○	●	○	◐
Proximity to Hwy 401/402 or VMP	●	●	●	●	●	◐	◐	○	○	◐	●	●	○	●	◐	●	◐	●
Logical extension – Contiguous to existing UGB	●	●	●	●	○	○	●	●	●	●	○	○	○	●	●	○	●	○
Contiguous to existing Industrial Park – Return on previous investments	○	●	●	●	○	○	○	○	●	◐	○	○	○	○	●	○	◐	○
Exploits Highway interchanges	◐	●	●	●	◐	◐	◐	○	○	◐	◐	◐	○	○	○	●	◐	●
Environmental constraints	●	●	◐	◐	◐	○	●	◐	◐	◐	◐	◐	●	●	○	◐	◐	◐
Servicing (capacity/ constraints)	◐	◐	●	◐	◐	◐	○	○	◐	○	○	○	○	○	●	●	◐	○
Compatibility with existing and Planned Uses	●	●	●	●	◐	◐	●	◐	●	●	●	◐	●	◐	◐	◐	●	◐
Trigger Bradley Avenue interchange	○	○	●	●	●	●	○	●	●	●	●	●	●	●	●	●	●	●
Potential residential conflict	◐	○	●	●	●	●	●	●	●	●	●	●	◐	○	○	●	●	●
Parcel sizes and suitability for assembly	●	●	●	●	●	●	●	○	●	●	●	●	●	●	●	◐	◐	◐
Development or Acquisition concerns	●	●	●	●	◐	●	●	◐	●	◐	◐	◐	◐	◐	◐	○	◐	◐
Long-term Industrial potential	●	●	●	●	◐	◐	◐	○	◐	◐	◐	◐	◐	◐	◐	◐	◐	◐
Simple Comparative Score	35	37	41	40	29	28	32	23	31	30	30	28	25	28	27	29	29	29

Table 1: Summary of Evaluation of Landowner Requested Properties

Requested sites demonstrated a range of locations, sizes, and degrees of alignment with the requirements of the Council-approved ILDS, which is the long-term strategy for industrial land acquisition, planning, development and marketing. Certain of the requested properties are in immediate adjacency to the City’s successful Industrial Parks and provide for a logical extension of growth and servicing, help further the return on previous investments, provide spin-off benefits and enhance the marketability of growing Industrial Parks. Some of the candidate sites

are located in the six strategic locational areas of the ILDS. Certain properties have frontage onto, and proximity to, the economic and investment corridor of the NAFTA highway and Veterans’ Memorial Parkway. Other requested candidate sites demonstrate locational limitations, servicing constraints or other constraints that limit the ability to meet the industrial marketplace’s land requirements.

Comprehensive Review of Larger Study Area

Upon completion of the assessment of landowner requests, Staff widened the study area to assess additional lands that could potentially address the ILDS criteria for industrial land development. The study area is identified in Appendix ‘D’, attached to this report. The blocks of land identified in the study area of Appendix ‘D’ were assessed against the same ILDS evaluation criteria as the landowner-requested properties. The findings of the study area assessment are summarized in the two tables that follow, which for reference are referred to as “VMP Blocks” for the eastern area and “Wonderland Blocks” for the western area. The same simple unweighted points scale from one (1) to three (3) is employed, with 1 representing the least favourable condition and 3 represents the most favourable condition. Hollow circles represent 1, half full circles represent 2, and solid circles represents 3.

“VMP” Blocks	1	2	3A	3B	4	5	6	7	8	9	10	11	12	13	14
Meets requirements identified in recent inquiries/attractions identified by LEDC	●	●	●	◐	●	○	●	●	●	●	●	●	◐	◐	○
Located within the 6 Strategic areas of ILDS	●	●	●	●	●	●	●	●	●	●	●	●	●	●	●
Proximity to Hwy 401/402 or VMP	●	●	●	●	●	●	●	●	●	◐	●	●	◐	●	●
Logical extension – Contiguous to existing UGB	●	●	●	○	○	●	●	○	○	○	●	●	●	●	●
Contiguous to existing Industrial Park – Return on previous investments	○	●	●	○	○	●	●	○	○	○	●	●	○	●	●
Exploits Highway interchanges	◐	●	●	◐	◐	●	●	◐	◐	◐	●	●	◐	◐	●
Environmental constraints	●	●	◐	○	◐	○	◐	◐	●	○	◐	◐	●	●	◐
Servicing (capacity/constraints)	◐	◐	●	◐	◐	●	●	○	○	○	●	●	◐	◐	●
Compatibility with existing and Planned Land Uses	●	●	●	◐	◐	○	●	●	●	●	●	●	◐	◐	●
Trigger Bradley Avenue interchange	○	○	●	●	●	●	●	●	●	●	●	●	○	○	●
Potential residential conflict	◐	●	●	●	●	●	●	●	●	●	●	●	●	◐	◐
Parcel sizes and suitability for assembly	●	●	●	●	●	●	●	●	●	●	●	●	●	●	◐
Development or Acquisition concerns	●	●	●	◐	○	○	●	●	●	●	●	●	◐	◐	●
Long-term Industrial potential	●	●	●	◐	◐	○	●	◐	◐	◐	●	●	○	◐	●
Simple Comparative Score (Rank)	35 (4)	39 (2)	41 (1)	28 (10)	31 (8)	32 (7)	41 (1)	33 (6)	34 (5)	31 (8)	41 (1)	41 (1)	29 (9)	33 (6)	38 (3)

Table 2: Summary of Evaluation of the Eastern Portion of the Study Area (“VMP Blocks”)

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“Wonderland” Blocks	1	2	3	4	5	6	7A	7B
Criteria								
Meets requirements identified in recent inquiries/attractions identified by LEDC	○	○	○	○	○	○	○	○
Located within the 6 Strategic areas of ILDS	●	●	●	◐	◐	●	●	●
Proximity to Hwy 401/402 or VMP	●	●	●	●	●	●	●	●
Logical extension – Contiguous to existing UGB	○	○	○	○	○	○	○	○
Contiguous to existing Industrial Park – Return on previous investments	○	○	○	○	○	○	○	○
Exploits Highway interchanges	●	●	●	●	◐	●	●	●
Environmental constraints	◐	◐	●	●	◐	○	◐	◐
Servicing (capacity/constraints)	◐	◐	◐	○	◐	◐	◐	◐
Compatibility with existing and Planned Land Uses	◐	◐	○	◐	◐	◐	◐	◐
Trigger Bradley Avenue interchange	●	●	●	●	●	●	●	●
Potential residential conflict	●	●	●	●	●	●	●	●
Parcel sizes and suitability for assembly	●	●	●	●	●	◐	●	●
Development or Acquisition concerns	●	●	○	○	◐	◐	●	●
Long-term Industrial potential	◐	◐	○	◐	◐	◐	◐	◐
Simple Comparative Score (Rank)	32 (7)	32 (7)	29 (9)	29 (9)	29 (9)	29 (9)	32 (7)	32 (7)

Table 3: Summary of Evaluation of the Western Portion of the Study Area (“Wonderland Blocks”)

Further considerations for all candidate blocks of land include: environmental features; other City initiatives and potential impacts on those initiatives; potential for conflict with existing and planned uses including “Agriculture” or “Community Growth” areas; and the potential long-term viability of industrial uses in areas where significant requests for changes in land use have been addressed, including but not limited to the areas surrounding the Southwest Area Plan and White Oak Business Park study area.

RECOMMENDED UGB EXPANSION AND NEXT STEPS

In order to strategically capitalize on potential economic development opportunities, meet market land demands and trends, fulfil the land development goals of the ILDS, create spin-offs and further the return on previous investments in successful Industrial Parks, and logically and contiguously expand the Urban Growth Boundary, infrastructure and services, the UGB expansion identified in Schedule 1, attached, is recommended. This expansion also incorporates landowner requested areas with the highest scores on the evaluation, and therefore represents the most strategic locations to take advantage of potential economic development and employment opportunities over the next five (5) years.

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Areas were also reviewed against market intelligence provided by the London Economic Development Corporation regarding recent market interest and trends, as seen through recent inquiries about the City and attractions to the City. The market has demonstrated significant interest in large sites, in greenfield locations and in areas adjacent to Highway 401. Most companies recently inquiring are comparing London to municipalities further east towards the GTA and “Greater Golden Horseshoe”. As such, companies have shown strong interest in properties east of Highbury Avenue and shown limited interest in properties west of Highbury Avenue.

Furthermore, the City of London also has a supply of vacant industrial land that is larger than the projected land demand for the next twenty (20) years. Under the 2014 Provincial Policy Statement, the maximum amount of land that may be designated for “Industrial” land use is a twenty (20) years’ supply. As such, the Urban Growth Boundary expansion is permitted based on the re-designation of Industrial lands to non-Industrial land uses through related area planning and land needs reviews. Through such re-designations, the total land area designated for Industrial uses stays the same as it was prior to the re-designations of the related planning studies. The total expansion permitted is therefore approximately 300 hectares.

This expansion maximizes Highway 401 frontage and exposure, extends and builds upon the Industrial Parks displaying sought-after attributes of the ILDS-targeted industrial sectors, including advanced manufacturing, Research, Development and Commercialization (R, D & C), agri-food processing, logistics and others. The proposed expansion of the UGB extends westward and southward from Innovation Park and southward and eastward from Forest City Industrial Park.

The City may review land needs, including vacant supply and projected demands, every five (5) years as part of an Official Plan update. The recommended expansion meets the land development needs of the ILDS, and will be reviewed at a future date for the potential for further expansions for future industrial development.

The proposed change in land use designation, identified in Schedule 1, is a change to Schedule ‘A’ – Land Use of the Official Plan. The change is to expand the Urban Growth Boundary and to redesignate lands within the expanded boundary in Schedule 1 from “Agriculture” designation to “Urban Reserve – Industrial Growth” designation. Only the “Agriculture” designated lands are proposed for a change in land use. Environmental features, including those in “Open Space” and “Environmental Review” designations have been discounted from calculations for developable land areas and are not proposed for a change in land use. Appropriate studies will be required to determine buffers from environmental features. Required minimum distance separation (MDS) from existing livestock operations will also be adhered to because the city’s livestock agriculture operations are a vital employer and economic sector of rural London and the surrounding agricultural region of Southwest Ontario.

The proposed expansion is consistent with the Provincial Policy Statement 2014 and the City’s Official Plan. The proposed Amendment will implement the Council-approved Industrial Land Development Strategy (ILDS) and ensure that the City has an adequate supply of industrial land at the appropriate size and in the appropriate locations to meet its industrial land demand requirements.

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This report was developed with input from: Mark Johnson, Planner II; and Paul Yeoman, Manager I Development Finance.

PREPARED BY:	SUBMITTED BY:
TRAVIS MACBETH, MCIP, RPP PLANNER II, LONG RANGE PLANNING AND RESEARCH	GREGG BARRETT, AICP MANAGER, LONG RANGE PLANNING AND RESEARCH
RECOMMENDED BY:	
JOHN M. FLEMING, MCIP, RPP MANAGING DIRECTOR, PLANNING AND CITY PLANNER	

May 30, 2014

TM/tm

Attach.

Y:\Shared\policy\CITY INITIATED FILES\8014O - UGB Industrial\PEC June 17, 2014 – Staff Report - Industrial UGB Review.docx

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Appendix "A"

Bill No.
2014

By-law No. C.P.1284(____) - _____

A by-law to amend the Official Plan for the City of London, 1989, relating to Schedule 'A' – Land Use for the inclusion of lands within the Urban Growth Boundary and the change in use FROM "Agriculture" TO "Urban Reserve – Industrial Growth".

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

1. Amendment No. _____ to Schedule "A" – Land Use of the Official Plan for the City of London Planning Area – 1989, as contained 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 June 24, 2014.

Joe Fontana
Mayor

Catharine Saunders
City Clerk

First Reading – June 24, 2014
Second Reading – June 24, 2014
Third Reading – June 24, 2014

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AMENDMENT NO.

to the

OFFICIAL PLAN FOR THE CITY OF LONDON

A. PURPOSE OF THIS AMENDMENT

The purpose of this Amendment is:

1. To amend Schedule “A” – Land Use of the Official Plan, attached as Schedule 1, for inclusion of approximately 300 hectares of additional land within the Urban Growth Boundary (UGB) for industrial uses; and
2. To amend Schedule “A” – Land Use of the Official Plan, to change the designation of the subject lands identified for inclusion in the UGB as amended by clause 1) above **FROM** “Agriculture” designation **TO** “Urban Reserve-Industrial Growth” designation, as identified in Schedule 1.

B. LOCATION OF THIS AMENDMENT

1. This Amendment applies to land located north and south of Highway 401 near the Veterans’ Memorial Parkway and lands south and east of the “Forest City Industrial Park”, including lands south of Wilton Grove Road and east of the Highbury Avenue interchange and south of Highway 401 east of Cheese Factory Road, as identified in Schedule 1.

C. BASIS OF THE AMENDMENT

Based on a comprehensive review, including an assessment of industrial land supply, projected land need, and Official Plan amendments that have re-designated industrial lands to other land uses, an expansion of the Urban Growth Boundary (UGB) by approximately 300 hectares to accommodate future industrial growth is recommended. Proposed locations for expansion of the UGB to accommodate future industrial development are based on an evaluation of criteria that includes, but is not limited to, parcel sizes, locations, servicing, environmental and other constraints as well as market demands from target industrial sectors.

D. THE AMENDMENT

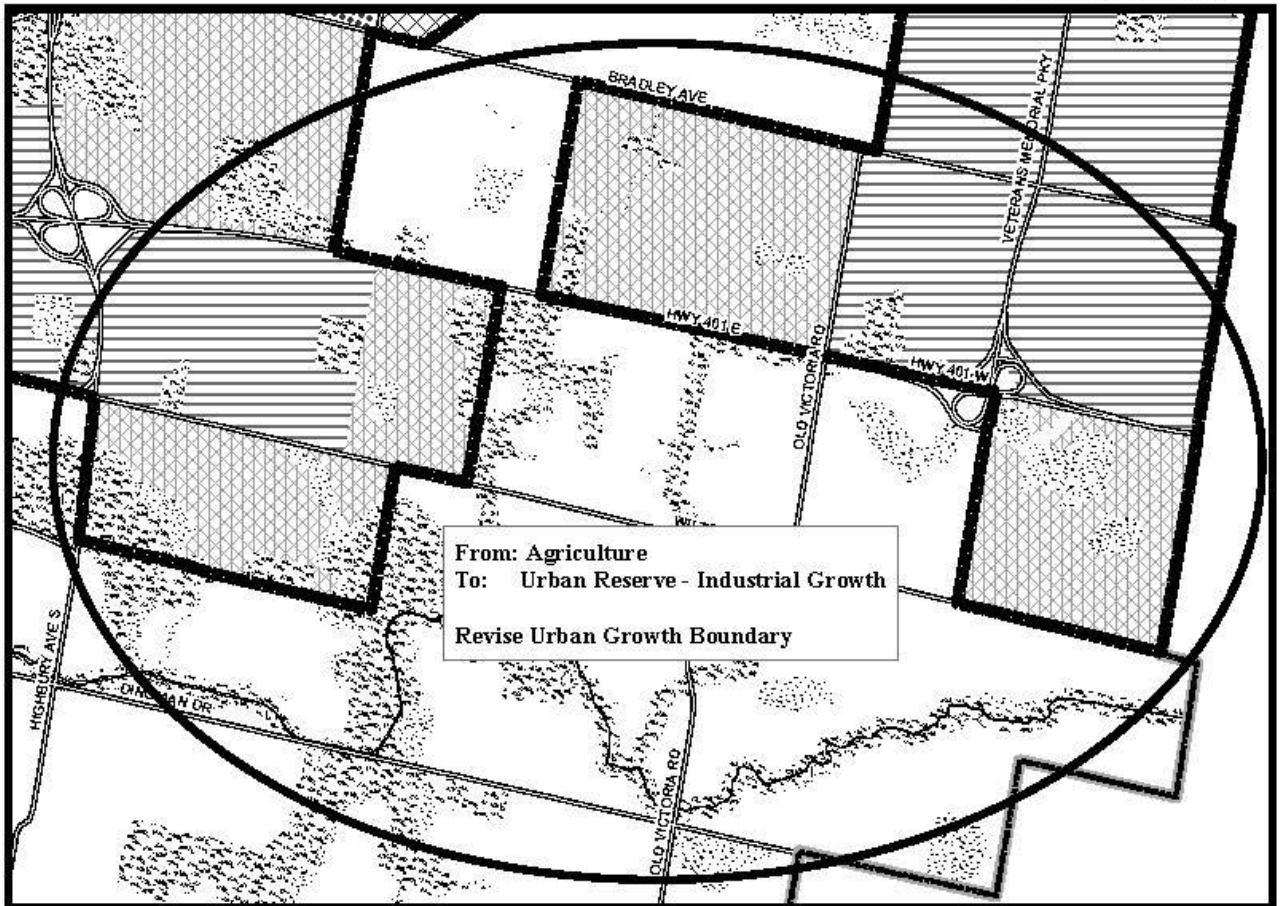
The Official Plan for the City of London is hereby amended as follows:

1. Schedule “A” - Land Use, to the Official Plan for the City of London Planning Area is amended by including approximately 300 hectares of additional lands within the Urban Growth Boundary (UGB) for industrial uses, as identified in attached Schedule 1; and
2. Schedule “A” - Land Use, to the Official Plan for the City of London Planning Area is amended by designating those lands identified for inclusion in the UGB in clause 1), above, located north and south of Highway 401 near the Veterans’ Memorial Parkway and lands south and east of the “Forest City Industrial Park”, including lands south of Wilton Grove Road and east of the Highbury Avenue interchange and south of Highway 401 east of Cheese Factory Road in the City of London, as indicated on “Schedule 1” attached hereto, from “Agriculture” designation to “Urban Reserve – Industrial Growth” designation.

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AMENDMENT NO.:



Legend

- | | |
|---|--|
| <ul style="list-style-type: none"> Downtown Enclosed Regional Commercial Node NewFormat Regional Commercial Node Community Commercial Node Neighbourhood Commercial Node Main Street Commercial Corridor Auto-Oriented Commercial Corridor Multi-Family, High Density Residential Multi-Family, Medium Density Residential Low Density Residential Office Area Office/Residential | <ul style="list-style-type: none"> Office Business Park General Industrial Light Industrial Regional Facility Community Facility Open Space Urban Reserve - Community Growth Urban Reserve - Industrial Growth Rural Settlement Environmental Review Agriculture Urban Growth Boundary |
|---|--|

This is an excerpt from the Planning Division's working consultation of Schedule A to the City of London Official Plan, with added notations.

<p>SCHEDULE 1 TO OFFICIAL PLAN</p> <p>AMENDMENT NO. _____</p> <p><small>PREPARED BY: Graphics and Information Services</small></p>	<p>Scale 1:30,000</p> <p>0 50 100 150 200 250 300 350 400</p> <p>Meters</p>	<p>FILE NUMBER: O-8014</p> <p>PLANNER: TM</p> <p>TECHNICIAN: MB</p> <p>DATE: 2014/05/29</p>
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PROJECT LOCATION: e:\planning\projects\p_officialplan\work\consolidated\amendments\O-8014_IndustrialLands\projects\scheduleA_NEW_b&w_8x11.mxd

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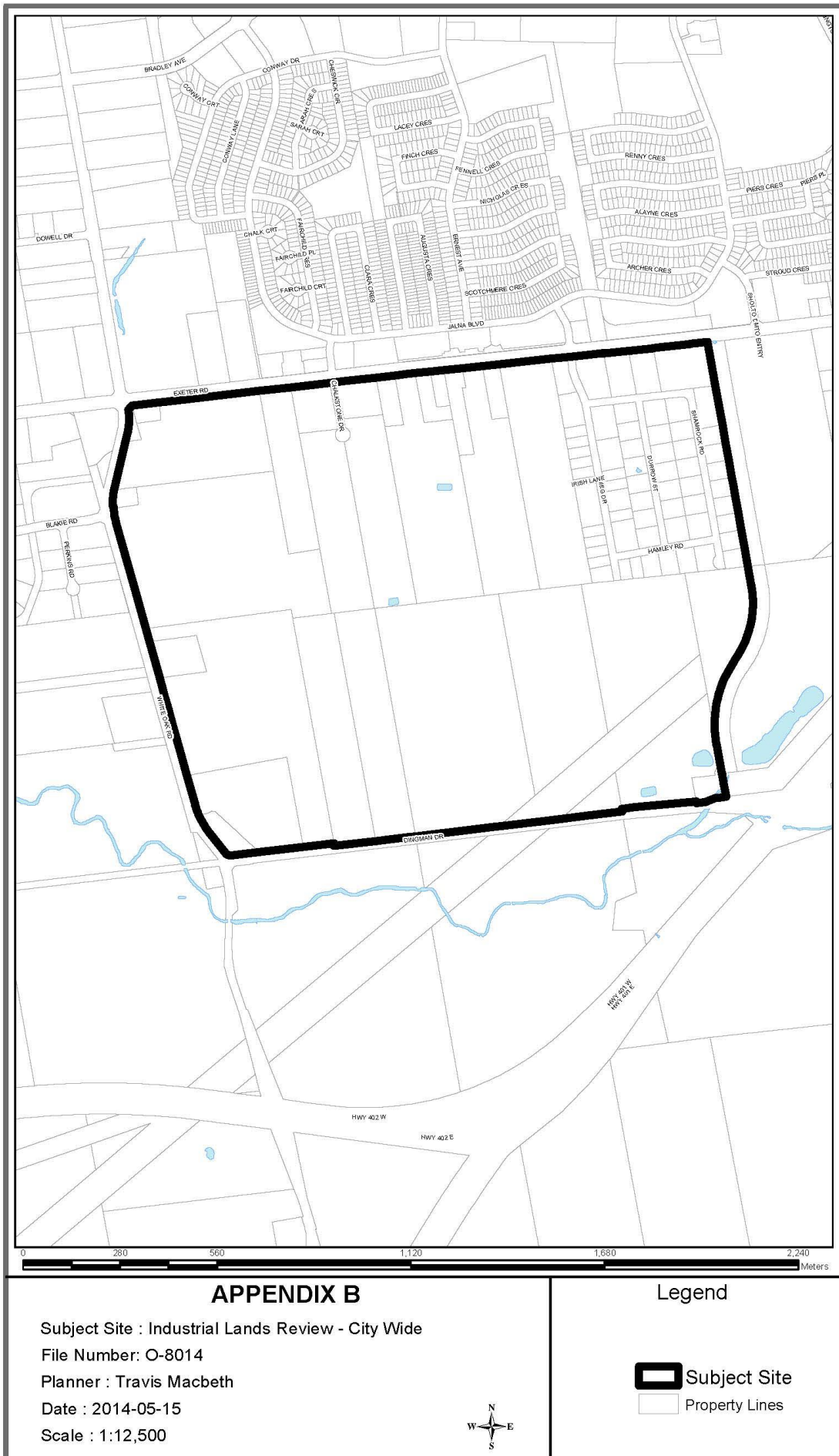
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Appendix "B"

Location Map of White Oaks Business Park Study Area

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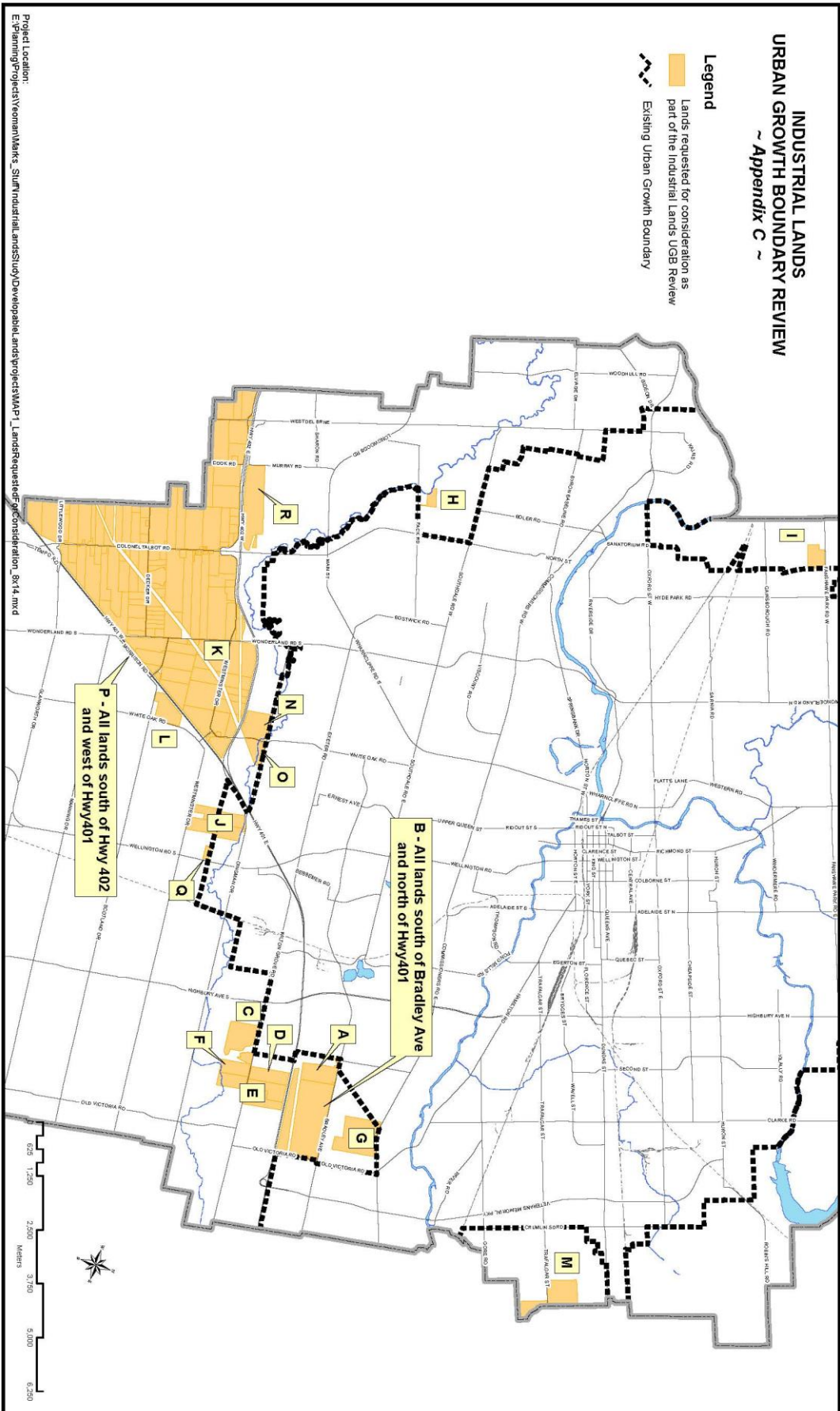
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Appendix 'C'

Properties Requested by Landowners to be considered for Inclusion in UGB

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Appendix 'D'

Study Area for Industrial Lands Review

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