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<b>TO:</b>	<b>CHAIR AND MEMBERS PLANNING AND ENVIRONMENT COMMITTEE MEETING ON MONDAY, FEBRUARY 27, 2012</b>
<b>FROM:</b>	<b>JOHN M. FLEMING DIRECTOR, LAND USE PLANNING AND CITY PLANNER</b>
<b>SUBJECT:</b>	<b>COMPREHENSIVE OFFICIAL PLAN REVIEW AND KOMOKA-KILWORTH SECONDARY PLAN MUNICIPALITY OF MIDDLESEX CENTRE</b>

<b>RECOMMENDATION</b>
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That, on the recommendation of the Director of Land Use Planning and City Planner, the following actions **BE TAKEN** regarding the Municipality of Middlesex Centre Official Plan Amendment 28:

- i. Planning Division Staff **BE REQUESTED** to inform the County of Middlesex that the City of London does not object to the approval of Middlesex Centre Official Plan Amendment 28;
- ii. The County of Middlesex **BE REQUESTED** to work with the Municipality of Middlesex Centre to develop phasing policies to manage Middlesex Centre's rate of growth and the physical expansion of Komoka-Kilworth and Ilderton; and,
- iii. The following report **BE RECEIVED** for information.

<b>PREVIOUS REPORTS PERTINENT TO THIS MATTER</b>
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Comprehensive Official Plan Review and Komoka-Kilworth Secondary Plan, Municipality of Middlesex Centre, Information Report, Built and Natural Environment Committee, October 31, 2011.

Comprehensive Official Plan Review and Komoka-Kilworth Secondary Plan, Municipality of Middlesex Centre, Information Report, Built and Natural Environment Committee, June 13, 2011.

Comprehensive Official Plan Review and Komoka-Kilworth Secondary Plan, Municipality of Middlesex Centre, Information Report, Built and Natural Environment Committee, August 15, 2011.

<b>BACKGROUND</b>
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On October 19, 2011, the council of the Municipality of Middlesex Centre passed Official Plan Amendment 28 (OPA 28) – the product of a comprehensive review of Official Plan policies, residential and employment land needs, and a secondary plan for the settlements of Komoka and Kilworth. Although generally supportive of the intent of OPA 28, City Staff appeared as a delegation to express concerns regarding the projected rate and extent of growth for the Municipality, as well as the amount of land being added to the settlement boundaries of Komoka-Kilworth and Ilderton to accommodate residential and employment growth. City Staff requested that the council of Middlesex Centre defer approval of the Official Plan Amendment in order to permit dialogue between City and Middlesex Centre staff to address these concerns. This request, however, was denied and the Official Plan Amendment was passed.

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The County of Middlesex serves as the Approval Authority for OPA 28. Subsequent to the receipt of OPA 28 for approval, County Staff requested comments from ministries, agencies and adjacent municipalities regarding the Official Plan amendment. On December 8, 2011, City Planning Staff met with County planning staff to better understand the extent and rate of growth being planned for settlement areas in Middlesex Centre and the amount of land proposed to be added to Komoka-Kilworth and Ilderton.

<b>ANALYSIS</b>
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In response to the proposed OPA 28, City Staff questioned the need to convert lands from agricultural uses to residential and industrial uses given that Middlesex Centre’s projected land needs did not appear to support the extent of lands being considered for inclusion in the Komoka-Kilworth and Ilderton settlement boundaries. Appendices 1 and 2 provide mapped locations of the proposed residential and industrial lands being added in Ilderton and those being added and converted in Komoka-Kilworth.

Residential Land Needs

The proposed Official Plan Amendment would provide Middlesex Centre with developable lands to accommodate 1200-1600 residential units more than their projected 20 year housing demand figure. According to the City Staff analysis, it is likely that Middlesex Centre could accommodate its 20 year residential unit demand through existing vacant lands. Further, the additional proposed lands for conversion in Komoka-Kilworth from industrial to residential would ensure that there is sufficient capacity throughout the municipality to meet the projected unit demand.

The justification for adding residential lands to the Komoka-Kilworth and Ilderton settlement areas does not appear to be fully supported by the land needs assessment based upon the projected population growth. City Staff had requested clarification on this matter from Middlesex Centre planning staff, but were not provided the opportunity to do so.

Industrial Land Needs

Although primarily an agriculturally-based economy, a large proportion of Middlesex Centre residents work in the City of London. The Municipality has recognized this situation and is seeking to recruit industrial businesses to Middlesex Centre in order to bolster work opportunities within its boundaries. Middlesex Centre’s projected land needs only anticipate a total supply requirement of 12.9 hectares of industrial land over the next 20 years to meet forecasted employment growth; however, the new industrial lands proposed through OPA 28 would be 14 times greater than Middlesex Centre’s projected industrial land demand.

Provincial Policy Statement

The Provincial Policy Statement has several policies related to the growth of settlements and community land needs assessment. Applicable subsections of the PPS are provided below.

- 1.1 *Managing and Directing Land Use to Achieve Efficient Development and Land Use Patterns*
  - 1.1.2 *Sufficient land shall be made available through intensification and redevelopment **and, if necessary, designated growth areas, to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for a time horizon of up to 20 years** (emphasis added).*
  - 1.1.3.8 *Planning authorities shall **establish and implement phasing policies to ensure the orderly progression of development within designated growth areas** and the timely provision of the infrastructure and public service facilities required to meet current and projected needs (emphasis added).*

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- 1.1.3.9      *A planning authority may identify a settlement area or allow the expansion of a settlement area boundary only at the time of a comprehensive review and only where it has been demonstrated that:*
- a)      ***sufficient opportunities for growth are not available through intensification, redevelopment and designated growth areas to accommodate the projected needs over the identified planning horizon*** (emphasis added);

The intent of these provisions of the PPS is to ensure that municipalities are growing in a managed and spatially constrained manner. Capping developable land based on 20 year needs projections avoids excessive land availability and inefficient development patterns. Phasing policies also provide a means for a municipality to manage growth by controlling rates of growth and through providing permitted developable areas. Finally, the PPS seeks to constrain the excessive expansion of settlement areas by requiring that new lands be brought into a settlement area only if there is a lack of existing or potential land within the settlement boundary to accommodate projected housing growth.

<b>COMMENTARY</b>
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County staff have acknowledged that there are inconsistencies regarding the amount of lands under consideration in OPA 28. Through the County's Approval Authority role, clarification will be sought from the Middlesex Centre about this matter. County Staff are also of the opinion that Middlesex Centre is not seeking to aggressively expand its settlement areas, but rather is attempting to resolve issues of poorly located designated residential and employment lands that the Municipality inherited from its amalgamation. Having now had the opportunity to better understand the nature of the amendments, City Staff can concur with OPA 28.

City Staff believe that the inclusion of phasing policies in OPA 28 would be beneficial. Phasing the amount of developable land over time could provide for Middlesex Centre's build-out over the 20 year period, rather than permitting accelerated development that consumes a large portion of the Municipality's developable land in a short period of time (e.g., doubling the projected growth rate). Additionally, phasing policies could assist in ensuring that vacant lands in all settlement areas are considered viable development options, rather than concentrating all future growth in Komoka-Kilworth and Ilderton. Finally, the inclusion of phasing policies would be consistent with provisions of the Provincial Policy Statement.

The proposed Middlesex Centre industrial lands are recognized by both Municipality and County staff as being beyond projected needs. However, the lands are being designated to be enticing to larger industrial users than the Municipality has attracted in the past. Given the locations of the proposed industrial lands, they are not likely to be in direct competition with the City of London.

<b>CONCLUSION</b>
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The rate of growth and the amount of designated residential and industrial lands proposed through Middlesex Centre Official Plan Amendment 28 is high for a primarily rural municipality with settlement areas in close proximity to the City of London. City Staff attempted to discuss the amount of land being considered as part of OPA 28 with Middlesex Centre staff, but were not provided with the opportunity to do so. Subsequent discussions with the County of Middlesex have clarified issues identified by City Planning Staff.

The County of Middlesex is the Approval Authority for OPA 28. City Staff recommend that Middlesex County be advised that the City of London does not object to the approval of OPA 28; however, it is recommended that the County be requested to consider the inclusion of phasing policies into OPA 28 as a growth management tool and to satisfy provisions of the Provincial Policy Statement.

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<b>PREPARED BY:</b>	<b>SUBMITTED BY:</b>
<b>P. YEOMAN RESEARCH ANALYST, CITY PLANNING AND RESEARCH, PLANNING DIVISION</b>	<b>G. BARRETT, AICP MANAGER, CITY PLANNING AND RESEARCH, PLANNING DIVISION</b>
<b>RECOMMENDED BY:</b>	
<b>J.M. FLEMING, MCIP, RPP DIRECTOR, LAND USE PLANNING AND CITY PLANNER</b>	

February 16, 2012  
GB/py

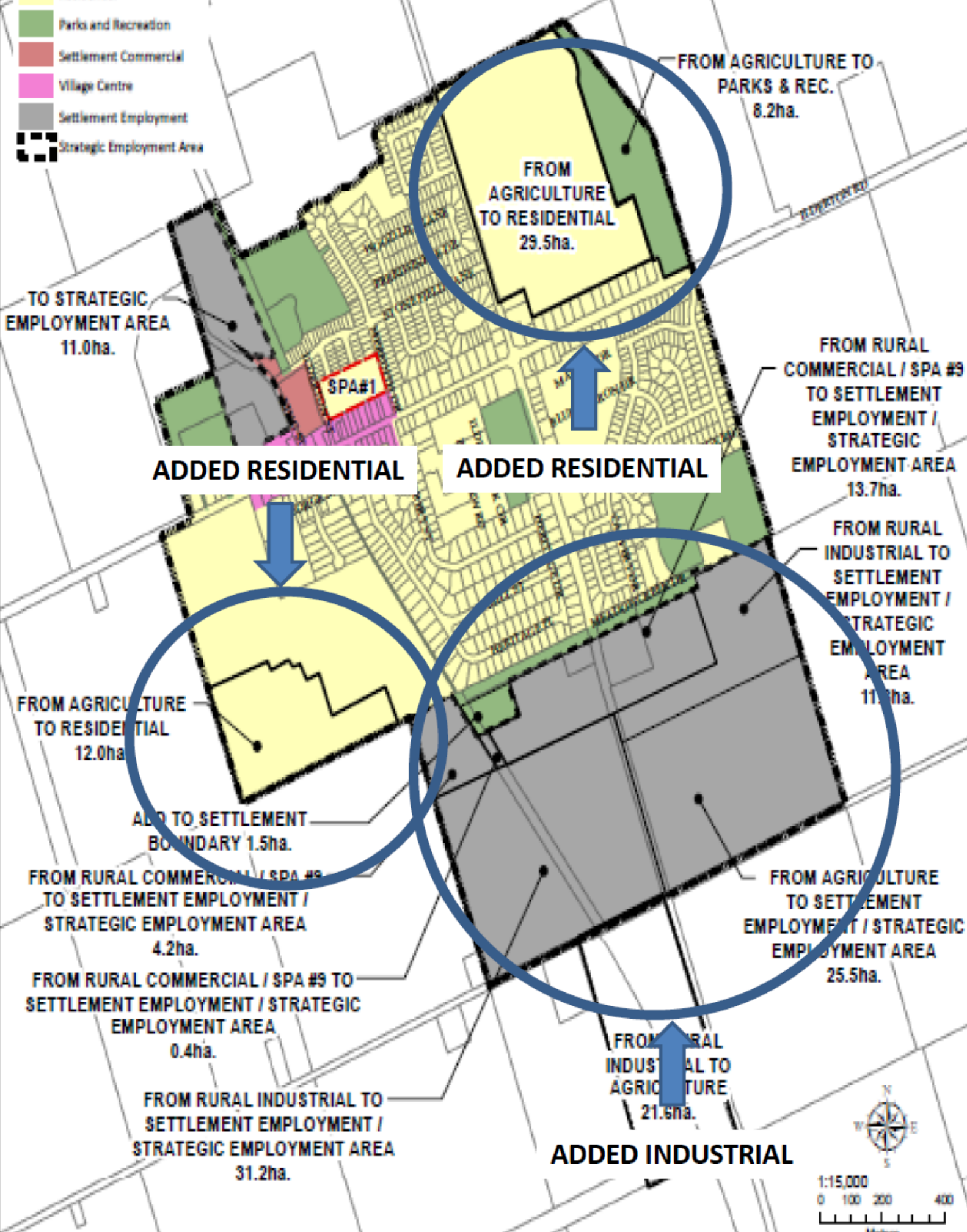
Appendix 1: Proposed New Residential and Industrial Lands, Ilderton  
Appendix 2: Proposed New Residential and Industrial Lands, Komoka-Kilworth

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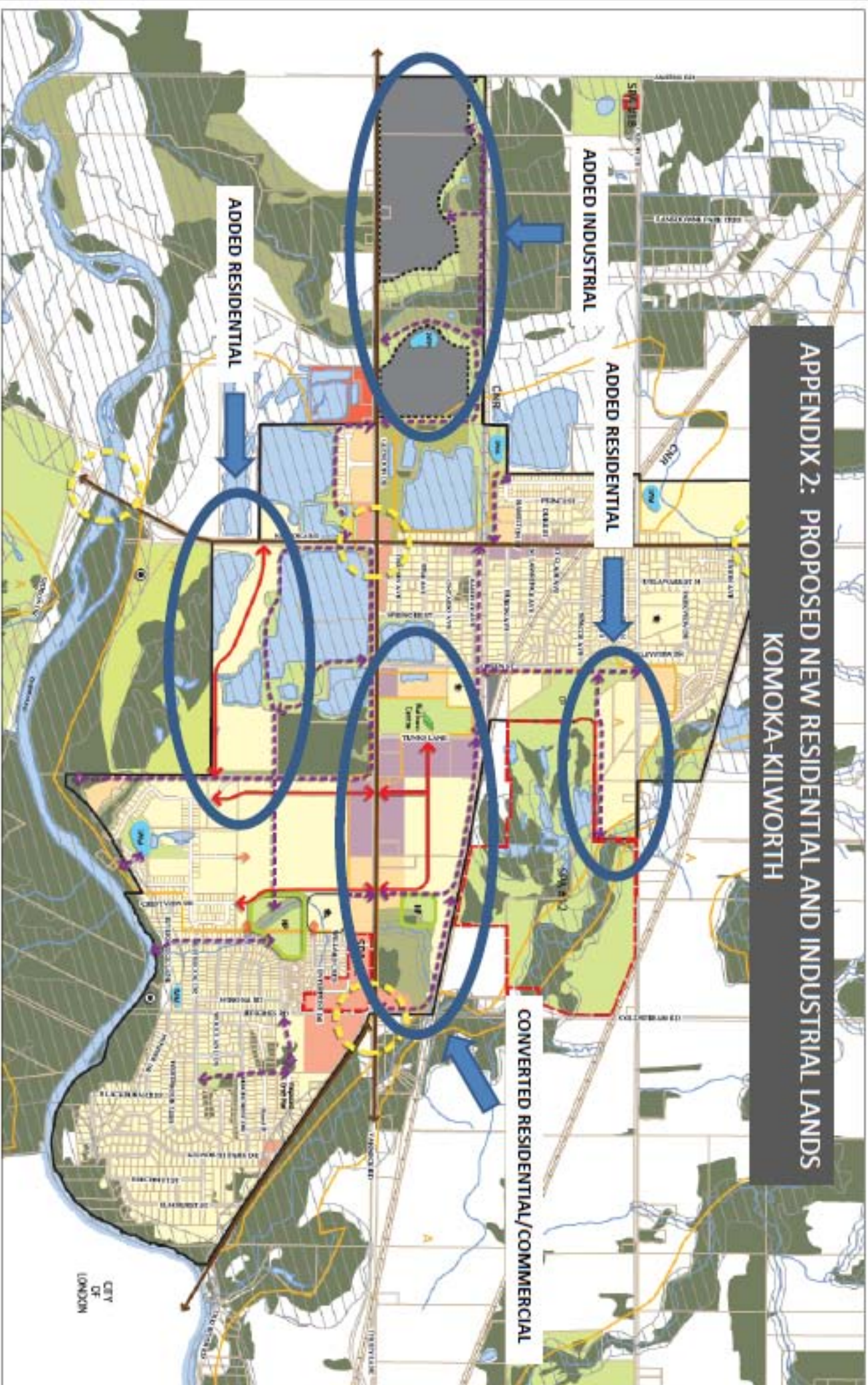
-  Special Policy Area #
-  Settlement Boundary
-  Agriculture
-  Residential
-  Parks and Recreation
-  Settlement Commercial
-  Village Centre
-  Settlement Employment
-  Strategic Employment Area

**APPENDIX 1: PROPOSED NEW RESIDENTIAL AND INDUSTRIAL LANDS  
ILDERTON**



# SCHEDULE A-2: KOMOKA-KILWORTH URBAN SETTLEMENT AREA & SECONDARY PLAN

## APPENDIX 2: PROPOSED NEW RESIDENTIAL AND INDUSTRIAL LANDS KOMOKA-KILWORTH



### Legend

- SPECIAL POLICY AREA
- SETTLEMENT BOUNDARY
- ADJACENT OVERLAY

### OFFICIAL PLAN DESIGNATION

- AGRICULTURE
- RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- VILLAGE CENTRE
- SETTLEMENT COMMERCIAL
- RURAL COMMERCIAL
- SETTLEMENT EMPLOYMENT
- STRATEGIC EMPLOYMENT AREA
- PARKS AND RECREATION
- NATURAL ENVIRONMENT
- NATURAL HERITAGE ENVIRONMENT AREA
- HAZARD LANDS

### COMMUNITY USE

- CP COMMUNITY PARK
- NP NEIGHBOURHOOD PARK
- RECREATION FACILITY
- SCHOOL
- FUTURE SCHOOL SITE

### TRANSPORTATION

- ARTERIAL ROAD
- FUTURE COLLECTOR ROAD
- FUTURE LOCAL ROAD CONNECTION
- COMMUNITY GATEWAY
- MULTI-USE TRAILS

### OTHER

- WASTEWATER TREATMENT FACILITY
- STORMWATER MANAGEMENT

