

TO:	CHAIR AND MEMBERS - STRATEGIC PRIORITIES AND POLICY COMMITTEE
FROM:	JOHN M. FLEMING DIRECTOR, LAND USE PLANNING AND CITY PLANNER PETER CHRISTIAANS DIRECTOR, DEVELOPMENT FINANCE JOHN BRAAM ACTING EXECUTIVE DIRECTOR, PLANNING, ENVIRONMENTAL & ENGINEERING SERVICES AND CITY ENGINEER
SUBJECT:	SOUTHWEST AREA PLAN SERVICING STRATEGY AND THE CITY'S GROWTH MANAGEMENT IMPLEMENTATION STRATEGY (GMIS) MEETING ON APRIL 30, 2012

RECOMMENDATION

That, on the recommendation of the Director, Land Use Planning and City Planner, the Acting Executive Director, Planning, Environmental & Engineering Services and City Engineer, and the Director, Development Finance, in response to Council's request for further review and evaluation of the SWAP phasing and servicing strategy, the following report **BE RECEIVED** for information and the following **ACTIONS BE TAKEN** on the draft revised Southwest Area Plan Servicing Strategy and GMIS update:

- a) i) the proposed refinements to the servicing strategy for Greenway PCP to allow for servicing of the "Interim Developable Lands" included in the Southwest Planning Area until such time as the ultimate wastewater servicing solution is evaluated **BE ENDORSED**;
- ii) the requirement for 75% build-out of the lands designated low density residential within the "Interim Developable Lands" of the Southwest Secondary Plan Area **BE ENDORSED** as the trigger a Municipal Class Environmental Assessment for the ultimate wastewater servicing solution and staging of development for the build-out of the remaining lands in the Southwest Secondary Planning Area, and considered in the context of Citywide development
- b) Staff **BE DIRECTED** to prepare a proposed Official Plan amendment, which is to be circulated to the Public and brought forward to a future Public Meeting to:
 - Account for existing Lambeth in the servicing hierarchy,

- Identify a strategy for staging of development within the “Interim Developable Lands” servicing area of the Southwest Area Secondary Plan, and
 - Establish a trigger, as identified in Clause a(ii) above, for the ultimate wastewater servicing solution and required Environmental Assessment to accommodate the servicing for the full build-out of lands in the Southwest Secondary Plan Area.
- c) the proposed “Interim Developable Lands” servicing strategy, identified in the enclosed report as Scenario B, **BE INCORPORATED** into the draft Southwest Area Plan, as follows:
- Full build out of Wonderland Corridor, starting from the existing commercial lands south of Southdale Road and progressing southerly to Dingman Drive
 - A sanitary pump station to service the lands within the northern part of the corridor,
 - A permanent trunk sanitary sewer in coordination with the widening of Wonderland Road south of Wharncilffe Road to the pump station at Dingman Drive,
 - Full buildout of the Central Longwoods community, including all permanent servicing
 - A trigger for the “Ultimate Developable Lands” upon 75% of buildout of the “Interim Developable Lands”; includes Municipal Class EA to determine wastewater servicing solution.
 - Adoption of the projects and staging within Scenario B to be reflected within the 2014 DC Study Update, with timing to be determined in that study.
- d) Staff **BE DIRECTED** to revise the draft Southwest Area Plan for public notification and report back to Planning and Environment Committee at a Public Participation Meeting for consideration to approve the final Secondary Plan in September, 2012, to include the 3-Phase Servicing Strategy, and modified staging of development, consistent with the above recommendations.
- e) Revise the draft Southwest Area Plan for public circulation and community meeting in June 2012 and report back to Planning and Environment Committee at a Public Participation Meeting for consideration to approve the final Secondary Plan in September 2012, to include the 3-Phase Servicing Strategy, and modified staging of development, consistent with the above recommendations.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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December 12, 2011	Information report to Planning and Environment Committee on how four key public issues identified by Council have been addressed, including servicing and phasing strategy; and to obtain Council direction to circulate the revised SWAP plan to the public for review and feedback.
Sept. 20, 2011	Presentation to Committee of the Whole on a revised servicing and phasing strategy for the Southwest study area, as recommended by Civic Administration.
Sept. 13, 2010	Report to Planning Committee on the public comments received on the draft Southwest Area Plan report and associated background studies.

June 15, 2010	Report to Planning Committee on interim public comments received on the draft Southwest Area Plan report and associated background studies.
April 26, 2010	Report to Planning Committee on the release of the draft Southwest Area Plan report and associated background studies.
July 20, 2009	Information report to Planning Committee on the landowner interviews, public visioning session and stakeholder workshop held in May and June of 2009.
May 6, 2009	Information report to Planning Committee on the Draft Public Participation Program.
February 9, 2009	Report to Planning Committee recommending approval of the Terms-of-Reference.
November 28, 2008	Report to Planning Committee and Public Participation Meeting on the draft Terms-of-Reference.
October 27, 2008	Report to Planning Committee regarding the draft Terms-of-Reference.
June 16, 2008	Report to Planning Committee regarding the Growth Management Implementation Strategy (GMIS).
January 14, 2008	Report to Planning Committee regarding Southwest Area issues.

SWAP PROGRESS SINCE STAFF REPORT IN DECEMBER 2011

In December 2011, Staff presented an update on the draft Southwest Area Plan and revised concept plan to members of Planning and Environment Committee. In January 2012, Council requested a second concept be considered to incorporate additional commercial land use along the Wonderland Road South corridor, south of the Bradley Avenue extension.

Since that time, the following actions have been undertaken:

- Community meeting with the public on February 7, 2012,
- Follow-up correspondence/telephone calls with public in response to inquiries,
- Follow-up meetings with landowners and development community,
- Follow-up meetings with internal departments and outside agencies,
- On-going discussion with the Environmental and Ecological Planning Advisory Committee (EEPAC) concerning proposed refinements to Schedule B1 "Natural Heritage Features",
- Retained a consultant to undertake a commercial market analysis,
- Retained a consultant to undertake a scoped environmental review of lands on the west side of Wonderland Road South, south of Hamlyn Street, and
- Further financial and servicing analysis of a revised phasing & servicing option based on input received from landowners and developers in the context of the Growth Management Implementation Strategy.

The next steps to be undertaken to complete the project:

- Commercial market analysis to be completed by consultant retained by the City for end of May 2012,
- Develop a preferred land use plan based on feed-back received from the public, and

- recommendations from the commercial market analysis,
- Incorporate the endorsed servicing strategy in the draft secondary plan,
 - Completion of a draft secondary plan, including text and map schedules,
 - Target June 2012 community meeting to review draft final preferred land use plan and draft secondary plan document, and
 - Target Sept/Oct 2012 for public participation meeting at Planning and Environment Committee for consideration of the Official Plan amendment and Southwest Area Secondary Plan.

PURPOSE

This report serves to update and requests direction from the Strategic Priorities and Policy Committee on the following:

- i) Presentation of the proposed servicing and phasing strategy for the Southwest Area Secondary Plan;
- ii) Obtain Council direction to circulate for public review and feedback on the proposed recommended adopted servicing strategy and revised staging of development to service the “Interim Developable Lands” lands in the Southwest Area Secondary Plan,
- iii) Define the Southwest Area Plan “Interim Developable Lands”, and establish the appropriate triggers for bringing on the “Ultimate Developable Lands”, and
- iv) Gain confirmation from Council on a servicing strategy to be included in the Southwest Secondary Plan.

BACKGROUND

On September 20, 2011, City staff presented to the Committee of the Whole, a strategic discussion on the following subjects:

- Growth planning for the City and Region,
- Update to the City Growth Management Implementation Strategy (GMIS),
- Update on the Industrial Land Development Strategy (ILDS), and
- A proposed 3-phase servicing and phasing option for SWAP.

Council directed staff to revise the SWAP Plan to incorporate the proposed 3-phase servicing option:

- Phase 1 – Committed servicing,
- Phase 2 – Filling in the gaps; optimizing wastewater conveyance and treatment capacity within Gordon Avenue Trunk Sanitary Sewer and Greenway PCP, and
- Phase 3 – ‘Ultimate Servicing Solution’ for full build out future development.

On November 10, 2011, City staff conducted a stakeholder meeting regarding the proposed 3-phase servicing option and updates to the GMIS. A copy of the December 12, 2011 status report is attached reference (see Appendix B).

Opening the Southwest area for development will have a large impact on the City’s ability to finance growth related municipal infrastructure across the City of London. There are finite financial resources available to accommodate growth across the entire City (i.e. limited DC Fund debt capacity); therefore, opening up and progressing development opportunities in the southwest will reduce the ability to finance development elsewhere in the City. It is essential that the phasing of development in the SWAP area be considered in the context of a comprehensive

view of growth across the City. Establishing a servicing strategy as part of the Southwest Area Secondary Plan will provide a framework that can be used by future Growth Management Implementation Strategy studies to progress growth in the southwest, in light of growth in the rest of the City.

PLANNING OVERVIEW

The City's Official Plan identifies growth priority areas for interim allocation of servicing capacity in the Greenway service area until such time as the ultimate wastewater servicing solution is built for the south-west quadrant of the City. The Official Plan objectives for interim servicing for Greenway are based on effective use of infrastructure, intensification and infill, compact urban form and economic development, as follows:

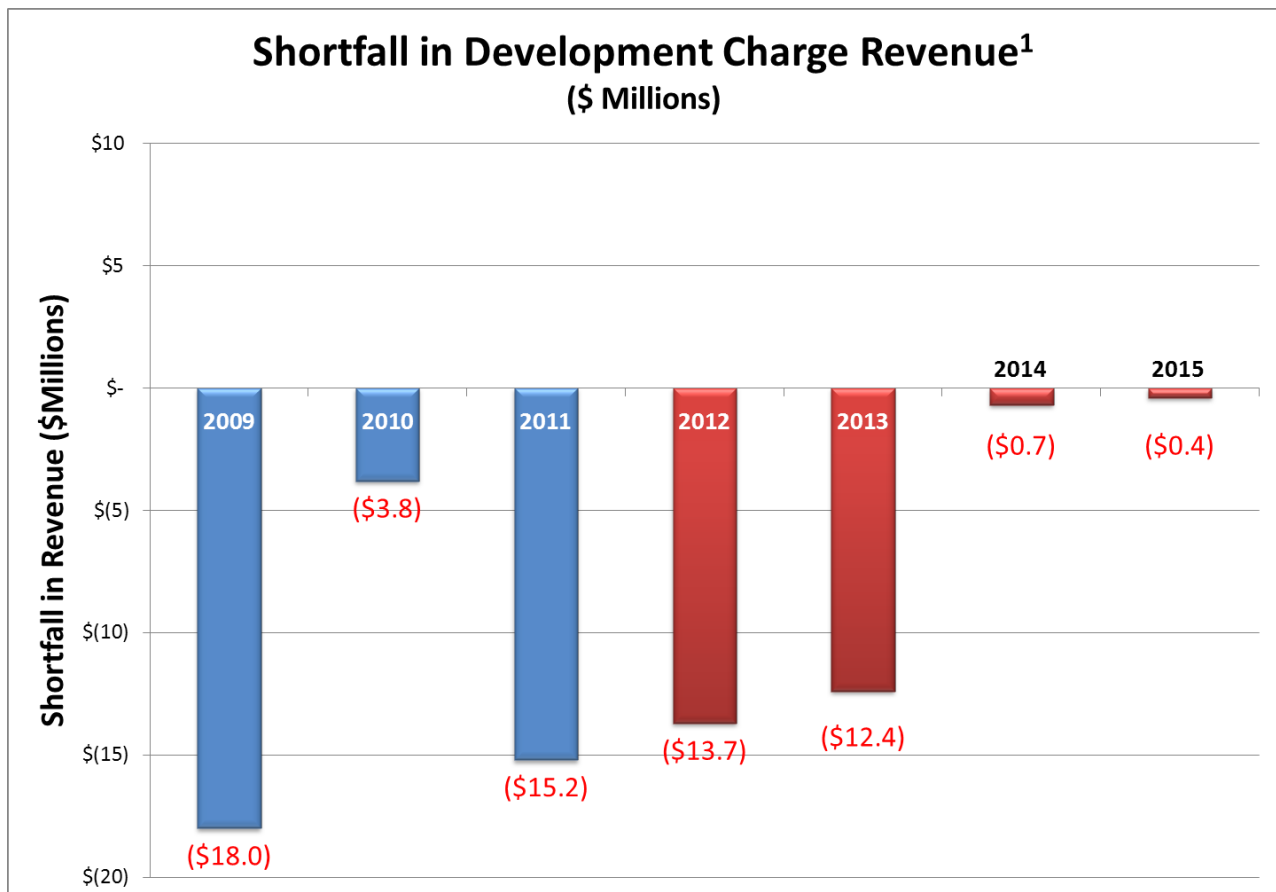
- Priority 1. Urban Intensification** – “Growth in the form of redevelopment, expansion or intensification on serviced lands with the built up area of the City will take precedence over growth on previously undeveloped lands. Capacity will be allocated on the basis of projected demand plus a reasonable contingency.”
- Priority 2. Industrial Growth** – “Industrial growth will take precedence over non-industrial growth on previously undeveloped lands. Capacity will be allocated on the basis of projected demands.”
- Priority 3. Non-Industrial Growth (Greenfield)** – “Remaining capacity will be allocated for non-industrial growth on previously undeveloped lands. Within these areas, priority will be given to development that, in the opinion of the City, best advance the public interest.”
- Priority 4. Available Capacity (On-going Monitoring)** – “Take-up of allocated capacity will be monitored. If significant portions of the allocated capacity are not used, the City may re-assign that unused capacity in keeping with priorities a), b) and c) assuming no major works will be prematurely triggered.” (Excerpts from City Official Plan Section 2.6.4.1 iv))

Trigger for Servicing the “Ultimate Developable Lands”

It is recommended that the build out of 75% of the lands designated low density residential would trigger a Municipal Class Environmental Assessment (EA) to evaluate the ultimate solution to provide wastewater servicing for the remaining developable lands. This trigger has been chosen as it would provide for the required time for construction and commissioning required for the wastewater treatment system to be brought online. Based on the current rate of residential growth it is expected that full build out of the Interim Developable Lands designated low density residential could occur in 17 years. It is estimated that it would take approximately 4 years to undertake the EA, design, construction and commissioning of the ultimate wastewater servicing solution. Based on the current rate of residential growth, the Municipal Class Environmental Assessment (EA) would need to be initiated in 13 years (2025) which corresponds to approximately 75% buildout. The timing of the trigger of this EA and subsequent buildout of the Ultimate Lands (eg. remaining developable lands in the Southwest Area) depends on both the demand for housing and services in the Southwest Area and the ability of the DC rate structure to finance the expansion. The timing and costs related to the commencement of the ultimate wastewater servicing EA would be reflected in the 2014 Development Charges Study.

FINANCIAL OVERVIEW

As reported in the previous October 2011 GMIS Update report revenues to the development charges reserve funds have dropped off over the last 2 year. In addition, the current five year unit projection has residential building activity falling short of the Development Study unit targets for the entire five year period. The following figure outlines the net shortfall in residential development charge revenues as compared with the 2009 DC growth projections.



¹The expected shortfall in residential development charge revenue is based on the anticipated residential development as outlined in the April 4th, 2012 Development Charge Unit projections provided by the Building Division as compared to the residential development charge revenue anticipated in the 2009 development charge study.

As noted in previous GMIS update reports, the substantial decrease in expected revenues is of significant concern and revenues continue to come in below DC Study forecasts, spending will need to be controlled in order to manage the City’s development charge related debt.

The purpose of the GMIS is to provide Council with a tool to coordinate growth infrastructure with development approvals and guide the pace by which infrastructure is extended across the city. It is reviewed and updated annually to allow for adjustment of the schedule of works between development charge background studies and aims to define an orderly progression for development charge funded works. In addition, the GMIS allows for an orderly and clear “queue” for the development community which allows the City to bring online residential development opportunities.

The Southwest Area Plan proposes land use designations to a large amount of the developable lands inside the current Urban Growth Boundary. In order for development to proceed on these lands, the construction of the corresponding servicing infrastructure is required. The costs

associated with accelerating servicing to the southwest area represent an amount which is equal to a large portion of the total cost of development servicing throughout the entire City. In addition, the costs associated with servicing the southwest area are higher than other areas in the City due to the high costs associated with providing for wastewater servicing.

The timing associated with bringing on the “Ultimate Developable Lands” will be a function of the market demand for residential units in the southwest, the health of the development charge reserve funds, and the interest of Council to direct growth to the southwest rather than to other areas of the City.

In order to ensure that the impact of progressing servicing of the Southwest area is considered in the context of the infrastructure needs for development city-wide, the timing related to servicing the southwest should be left to future GMIS updates. One of the purposes of this report is to identify the preferred order of servicing staging to allow for the proposed Southwest Area Plan “Interim Developable Lands” to proceed. The most significant expenditure required for the servicing of the Southwest area is the construction of the ultimate wastewater servicing which could include the construction of the Southside Pollution Control Plant or significant upgrades to the Greenway Pollution Control Facility. Development of the “Interim Developable Lands” will not trigger the need for the ultimate wastewater treatment solution; however, allowing development beyond the “Interim Developable Lands” area will require the ultimate wastewater servicing solution. For the purposes of this report the progression of development has been broken down into the servicing on an interim basis and on the ultimate basis. The following section will consider a number of proposals for the servicing of the “Interim Developable Lands” and the areas to be included in the interim developable lands.

STAGING OF DEVELOPMENT OPTIONS

SWAP’s 3-phase servicing strategy recommends development as follows:

1. “Approved Developable Lands” - lands that are already Draft Plan approved/Registered
2. “Interim Developable Lands” - opportunity for new growth in the short to medium term that does not require the ultimate wastewater servicing solution, and
3. “Ultimate Developable Lands”- build out beyond the “Interim Developable Lands” phase which will require the construction of the ultimate wastewater servicing solution.

In addition, given the limited funds available to service the city as a whole, servicing of interim and ultimate lands will be impacted by the funds spent to service lands at other locations within the City.

Wastewater Servicing

The provision for wastewater servicing is the primary technical constraint for allowing development within the Southwest Area. There are two physical systems associated with this constraint:

Gordon Avenue TSS/Greenway PCC

Construction of the Dingman Trunk Sanitary Sewer (TSS) and Wonderland Pump Station (PS) was completed in 2009. The Wonderland PS currently pumps sanitary flows from the intersection of Dingman Drive/Wonderland Road via a forcemain on Wonderland Road and Wharncliffe Road, north to the outlet at Wharncliffe Road/Southdale Road. From there, the Gordon Avenue TSS conveys the flow to the Greenway Pollution Control Centre (PCC). The Wonderland PS has been designed with the flexibility to pump flows in two directions 1) northerly, to Gordon Avenue TSS/Greenway PCC in the interim and 2) southerly, to the Southside PCP as part of the ultimate wastewater servicing strategy.

In the interim, there is an opportunity to send a limited amount of flow to the Greenway Pollution Control Centre (PCC) via the Gordon Avenue TSS. Based on current population and demand trends, the available capacity of the Gordon Avenue TSS would allow for growth within the approved and recommended “Interim Developable Lands” within SWAP.

The creation of additional wastewater conveyance and treatment capacity is required to complete the ultimate wastewater servicing strategy of the SWAP. Ultimate servicing requires, among other investments, a capital investment of approximately \$87.8M to construct the Southside PCP or an alternative significant investment that is currently not scheduled in the DC rate calculation within the 20 year timeframe.

Southland PCP - Lambeth

The Southland Pollution Control Plant (PCP) currently services an existing portion of the Lambeth community. A Municipal Class EA is currently underway to decommission the Southland PCP and convert the facility to a pump station that would convey flows to the Wonderland Pump Station (PS). The objective of this conversion is to allow existing non-growth flows to be conveyed to the Wonderland Pump Station. This non-growth project is estimated to cost \$1.25M (Stantec, 2010). With current operating costs at \$200,000 per year, this project is estimated to provide a payback within 5 years. The EA did not evaluate the option of accommodating Growth from Lambeth as significant additional investment in sanitary sewers and stormwater management would be required to complete the servicing of these lands; however, a cost comparison for including growth in Lambeth is evaluated in Scenario D (see below).

“Interim Developable Lands” Servicing Scenarios

Since the presentation to the Committee of the Whole on September 20, 2011 and stakeholder meeting on November 10, 2011, five sub-options scenarios evolved for Phase 2 servicing. These scenarios were developed based on Planning and Engineering rationale, feedback from the Public, and formal submissions from developers. Appendix A provides a map showing the associated infrastructure proposed under each scenario. Three areas became the focus of interim servicing: Wonderland Corridor, Central Longwoods and Lambeth. The Brockley area was also identified as an area for growth servicing and will be evaluated as part of the City’s Industrial Land Development Strategy. As a result of neighbourhood issues raised at the April 16, 2012 meeting of Planning and Environment Committee, it was confirmed that the lands adjacent to this community within the Urban Growth Boundary would be reviewed as part of the SWAP process. Limitations on the nature of the future industrial development, or other potential land uses may be considered for these lands. We note that there is only adequate capacity in the Gordon Avenue TSS to service two of the four identified areas. The Brockley area is not one of these four areas.

Evaluation of “Interim Developable Lands” Servicing Scenarios

The alternative Phase 2 scenarios and staging plans were evaluated based on Economic, Social/Cultural, Planning, and Technical considerations. The evaluation table is provided in Appendix A and summarized as follows:

- **Scenario A: 2009 Development Charge Background Study Strategy** is the baseline for servicing including projects within the 20 year servicing strategy set out in the 2009 DC Study. The Growth Management Implementation Strategy (GMIS) allocates infrastructure to service Central Longwoods, Wonderland, Bostwick West and Lambeth communities, however, it does not include all infrastructure required to complete servicing in each area as significant transportation and stormwater management works were not included. Most importantly, there would not be adequate capacity in the sanitary conveyance and treatment

system to develop all four (4) areas without triggering the ultimate wastewater treatment solution needed to service "Ultimate Developable Lands".

- **Scenario B: Wonderland Corridor North to South Servicing Strategy** is focused on completing the Central Longwoods neighbourhood and allowing for the orderly progression of development within the Wonderland corridor. Development would begin starting from the existing commercial lands south of Southdale Road West, extending southerly to Dingman Drive. It would also allow for completion of the Longwoods residential community to the east of the corridor. A pumping station is recommended to postpone the ultimate trunk sanitary sewer (located south of Wharncliffe Road) until the widening of the Wonderland Road South corridor is required. The coordination of the sewer and road project (south of Wharncliffe Road South) would provide a substantial cost savings. As a result, this is the least costly scenario. There is adequate capacity within the existing sanitary conveyance and treatment system for this scenario. Servicing for growth in Lambeth would be deferred until the ultimate wastewater servicing solution is established.
- **Scenario C: Wonderland Corridor South to North Servicing Strategy** involves constructing a trunk sewer on Wonderland Road South from the Wonderland Pumping Station at Dingman Drive, extending northerly to Southdale Road West. From a land use perspective, this would create a temporary "gap" within the Wonderland Corridor as there would be vacant land between the existing commercial development at the north end of the corridor and the proposed serviced development to the south. This option is the second least costly. There is adequate capacity within the existing sanitary conveyance and treatment system for this scenario. Servicing for growth in Lambeth would be deferred until ultimate wastewater servicing solution is established.
- **Scenario D: Auburn Development's Proposal** recommends an expansion of the Lambeth neighbourhood in 2014 (generally lands north of the existing community of Lambeth) and the Wonderland Corridor in 2017. This scenario would allow the lands owned by Auburn, Hunt, and York Developments to proceed in the short term. From a servicing perspective, this is a more costly option as it introduces additional infrastructure requirements within the Lambeth community to accommodate the Growth. From a planning perspective, this is the least preferred option as it represents "leap-frog" development with incomplete neighbourhoods on intervening lands in the community. There is adequate capacity within the existing downstream sanitary conveyance and treatment system for this scenario; however, Central Longwoods could not proceed simultaneously with this scenario, and the Southland PCP Municipal Class EA would need to be revised to include lands for Growth. Auburn's proposal would exclude the Central Longwoods development area from Interim Developable Lands. Over the last several years there has been significant investments in sanitary servicing in the Longwoods area and excluding this area would result in underutilizing the recent servicing investments. This option represents a minimum increase of \$11M to the 2009 DC scenario.
- **Scenario E Southwest Landowners Group (York Developments, Smart Centres, J-AAR Excavating, Z-Group, Auburn Developments and Decade Corp) Proposal** considers the development of the Wonderland Corridor, Central Longwoods and partial Lambeth, with selected portions developing immediately and others developing following the DC and GMIS updates. This scenario introduces additional infrastructure requirements within the Lambeth community and does not complete neighbourhoods or communities within the short term. The quantity of serviced lands in this scenario would trigger the need for additional treatment capacity as it would be assumed that all serviced lands could contribute sanitary flows within the 20 year period ending 2028. Scenario E is most costly option presented representing approximately an additional \$63.3M to the 2009 DC Study scenario due to additional infrastructure and triggering the ultimate wastewater servicing solution EA and the construction of the servicing infrastructure.

Cost Comparison for servicing “Interim Developable Lands”

A summary of the comparable cost of each scenario is provided as follows:

Scenario	Focus	Present Value Cost Estimate* (in millions)
A 2009 DC Study	Baseline	\$90.7
B Wonderland Corridor, North to South and Central Longwoods	Completion of Corridors/ Neighbourhoods	\$85.2
C Wonderland Corridor, South to North and Central Longwoods	Progression of servicing from the south	\$89.1
D Auburn Developments Proposal	Partial Lambeth and Wonderland Corridor and excludes Central Longwoods.	\$103.2
E Southwest Landowners Group Proposal	Wonderland Corridor, partial Lambeth, and Central Longwoods	\$125.7

*estimated cost based on engineering works previously identified to be part of current and future development charges including trunk sanitary sewers, stormwater management facilities, watermain, transportation, and wastewater treatment. Does not include soft services.

A comprehensive analysis of the various scenarios considering environmental, social, economic and technical impacts is provided in Appendix A.

Preferred Option

As a result of the analysis, from an engineering, financial, and planning perspective Scenario B is the preferred option for the servicing of the “Interim Developable Lands” which includes:

- Full build out of Wonderland Corridor, starting from the existing commercial lands south of Southdale Road West and progressing southerly to Dingman Drive,
- A sanitary pumping station to service the lands within the northern part of the corridor,
- A permanent trunk sanitary sewer to be coordinated with the widening of Wonderland Road South, south of Wharnclyffe Road South to the pump station at Dingman Drive,
- Full buildout of the Central Longwoods residential community, including all permanent servicing,
- A trigger for the ultimate servicing solution upon 75% of buildout of “Interim Developable Lands”; includes Municipal Class EA to determine wastewater servicing solution, and
- Adoption of the projects and staging within Scenario B SWAP would be used as a guideline for the 2013 GMIS Update and be reflected in the 2014 DC Study Update, with the timing to be determined in that study.

Pursuing this scenario would improve the current financial position of the DC funds by deferring capital investments and based on information received to date, is the scenario most apt to minimize the DC rate during the 2014 review. The timing of construction of the servicing works will be described more specifically in future Growth Management Implementation Studies and the Development Charge Study process in the context of city-wide development.

CONCLUSION

The purpose of this report is to define the “Interim Developable Lands” for the Southwest Planning Area, and establish the appropriate triggers for bringing on the “Ultimate Developable Lands”, and gain confirmation from Council on a servicing strategy to be included in the Southwest Secondary Plan. This report serves to update and request direction from the Strategic Priorities and Policy Committee regarding the proposed servicing and phasing strategy for the Southwest Area Secondary Plan. This report provides guidance for the upcoming 2013 GMIS update and 2014 Development Charges Background Study related to the servicing strategy for the southwest area. As part of the GMIS update and Development Charges Background Study processes the timing of the specific infrastructure projects will be considered in the context of citywide development opportunities. Through a comprehensive analysis, which considered engineering, financial, and planning impacts, Scenario B Wonderland Corridor-North to South and Central Longwoods was selected as the preferred option for the servicing of the “Interim Developable Lands”. Pursuing this scenario would improve the current financial position of the DC funds by deferring capital investments and based on information received to date, is the scenario most apt to minimize the DC rate during the 2014 review.

Acknowledgements:

This report and staff presentation to the Committee was prepared in consultation with the Planning Division with Gregg Barrett, Heather McNeely and Paul Yeoman; Development Services Division with Peter Christiaans, Scott Mathers and Terry Grawey; and the Environmental and Engineering Services Division with Shawna Milanovic.

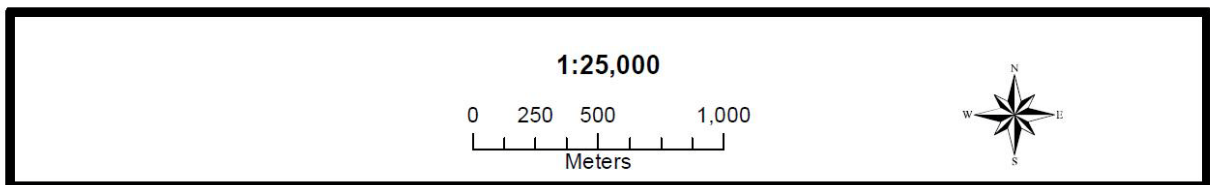
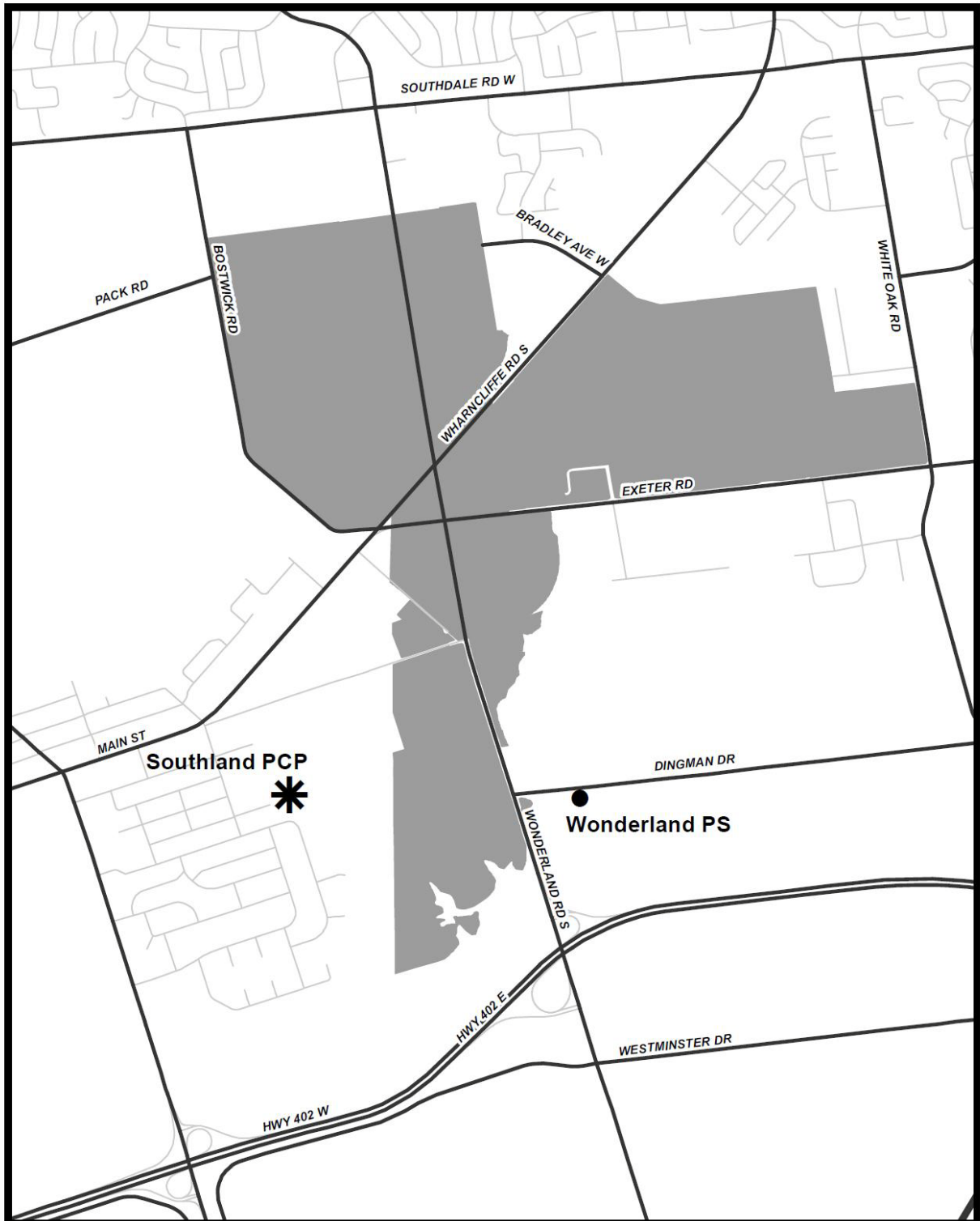
The recommendations in this report and presentation were developed in consultation with John Fleming, Director, Land Use Planning and City Planner; Peter Christiaans, Director, Development Finance; and John Braam, Acting Executive Director, Planning Environmental & Engineering Services and City Engineer.

SUBMITTED BY:	RECOMMENDED BY:
GREGG BARRETT, AICP MANAGER, CITY PLANNING & RESEARCH	PETER CHRISTIAANS, CA DIRECTOR, DEVELOPMENT FINANCE
RECOMMENDED BY:	RECOMMENDED BY:
JOHN BRAAM, P.ENG ACTING EXECUTIVE DIRECTOR, PLANNING, ENVIRONMENTAL & ENGINEERING SERVICES AND CITY ENGINEER	JOHN M. FLEMING, MCIP DIRECTOR, LAND USE PLANNING & CITY PLANNER

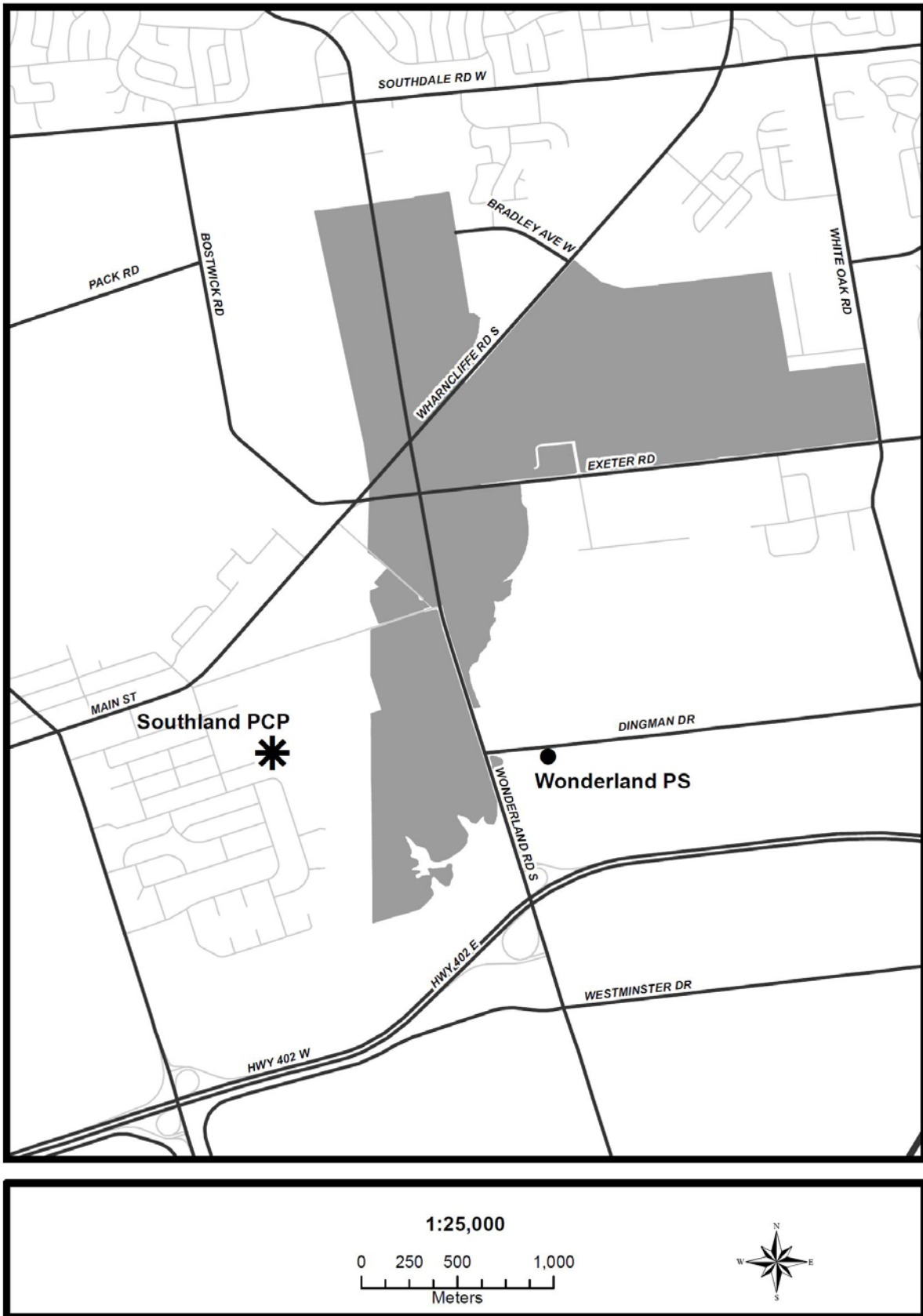
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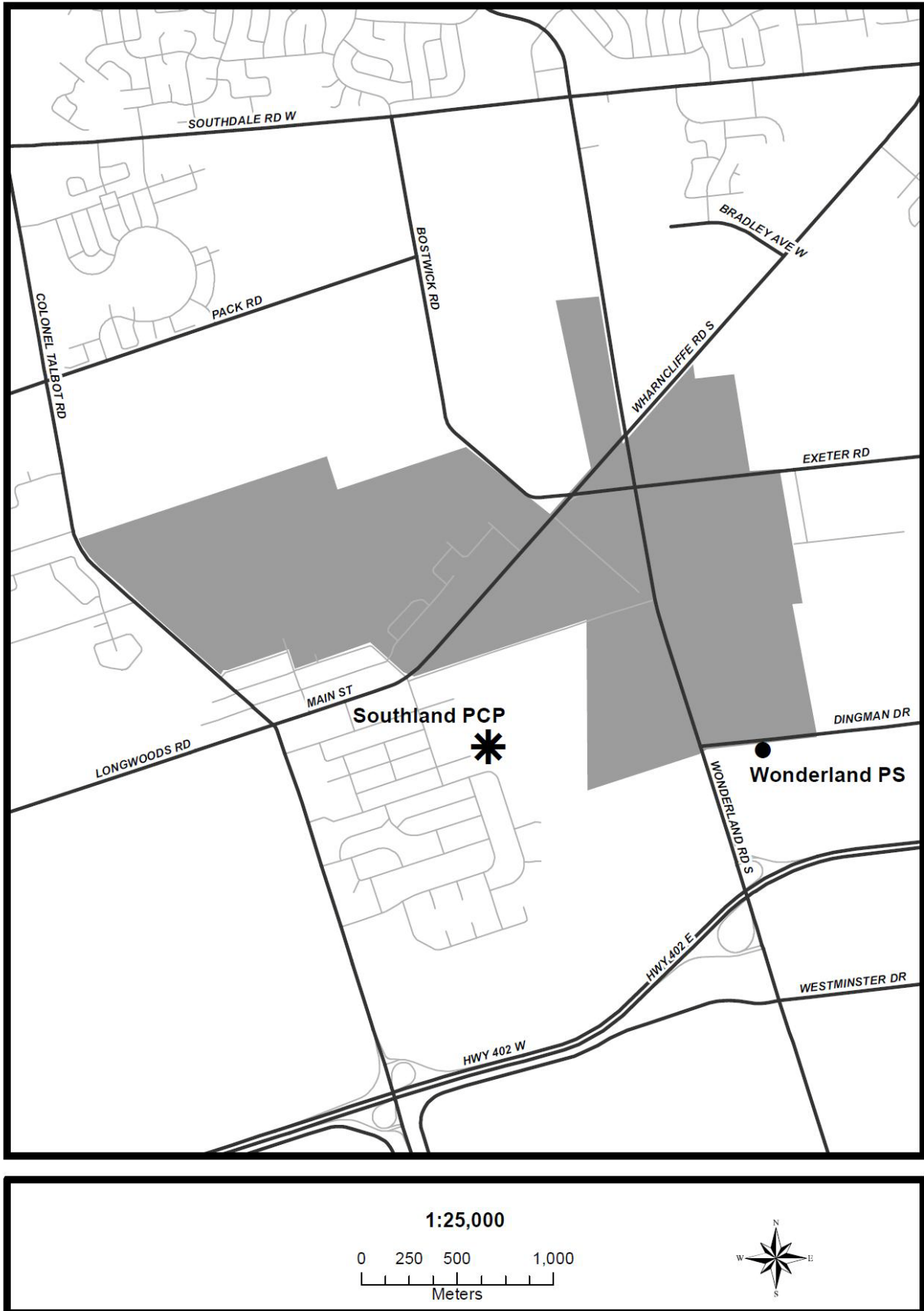
Appendix A Figure 1
Proposed "Interim Developable Lands"
Scenario A: 2009 Development Charge Background Study Strategy



Appendix A Figure 2
Proposed "Interim Developable Lands"
Scenario B: Wonderland Corridor North to South Servicing Strategy and
Scenario C: Wonderland Corridor South to North Servicing Strategy



Appendix A Figure 3
Proposed "Interim Developable Lands"
Scenario D: Auburn Development's Proposal



**SOUTHWEST AREA PLAN
INTERIM DEVELOPMENT SCENARIO EVALUATION**

TOPIC	CONSIDERATIONS	SCENARIO B			SCENARIO C			SCENARIO D			SCENARIO E		
		DC Scenario	North to South Corridor Development	South to North Corridor Development	Auburn Proposal	Southwest Landowners Group Proposal							
ECONOMIC	Address the potential effect on the system costs, capital, taxes, development charges, cost sharing and revenue versus expenses												
SOCIAL/ CULTURAL	Fill in the gaps - Identify potential effects on neighbourhoods, businesses, community character, and social cohesion												
PLANNING	Consider municipal/ provincial development objectives in the context of the City's Official Plan and Provincial Policy Statement												
NATURAL ENVIRONMENT	Have regard for protecting significant natural, cultural and physical elements of the environment, and need for Municipal Class Environmental Assessment												
TECHNICAL	Consider technical suitability, efficiency, replacement, operation and other engineering aspects of the servicing system.												
OVERALL EVALUATION		N/A	1 - PREFERRED	2	3	4							

LEGEND	MOST PREFERRED LEAST IMPACT	LOW TO MODERATE IMPACT	MODERATE IMPACT	MODERATE TO HIGH IMPACT	HIGH IMPACT LEAST PREFERRED

Appendix B

TO:	CHAIR AND MEMBERS PLANNING & ENVIRONMENT COMMITTEE
FROM:	JOHN M. FLEMING DIRECTOR, LAND USE PLANNING AND CITY PLANNER
SUBJECT:	INFORMATION REPORT DRAFT SOUTHWEST AREA PLAN (SWAP): LAND USE PLAN, PHASING & SERVICING STRATEGY, TRANSPORTATION NETWORK, AND NATURAL HERITAGE FEATURES PLAN MEETING ON DECEMBER 12, 2011 @ 4:50 PM

RECOMMENDATION

That, on the recommendation of the Director, Land Use Planning and City Planner, the following report, in response to Council's request for further review and evaluation of the SWAP preferred land use plan, phasing and servicing strategy, transportation network, and natural heritage features, **BE RECEIVED** for information; and the following actions be taken on the draft revised Southwest Area Plan:

- a) the Southwest Area Plan report (December 2011) **BE RECEIVED** for information and circulated to members of the public, landowners and stakeholder groups for input, noting that the December 2011 Area Plan report will be available and posted by the week of December 19, 2010; and
- b) That the Official Plan Amendment to adopt the Southwest Area Plan Secondary Plan **BE INTRODUCED** at a public participation meeting of Planning and Environment Committee to be scheduled for April 2012.

PREVIOUS REPORTS PERTINENT TO THIS MATTER
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Sept. 20, 2011	Presentation to Committee of the Whole on a revised servicing and phasing strategy for the Southwest study area, as recommended by Civic Administration.
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January 14, 2008	Report to Planning Committee regarding Southwest Area issues.

SWAP PROGRESS SINCE STAFF REPORT REFERRED BACK IN JUNE 2010

In June, 2010 Staff presented the draft Southwest Area Plan and Concept Plan to Municipal Council. At that time, Council referred the Plan back to Staff to address issues raised through the public consultation process, focusing on four key areas:

- A revised servicing strategy
- Further review of the Exeter/Wonderland/Wharncliffe intersection
- Further review of outstanding environmental issues
- Consideration of land uses changes, particularly the extent and location of industrial lands, based upon the emerging role of the Wonderland Road South Corridor and a possible interchange at Wonderland Road and Highway 401.

Since that time, the following actions have been undertaken:

- comprehensive summary of public responses, reported to Council in September 2010;
- on-going meetings with landowners and development community;
- September 2011, staff presented revised three-phase servicing option, including proposed amendments to Official Plan policies regarding the ultimate servicing solution for the lands in the Southwest Area, and identified a possible interim servicing solution at the Greenway Pollution Control Plant for some of the lands in SWAP;
- follow-up meetings with landowners and development community;
- In response to the Council direction in September 2011, staff have addressed all four of the matters referred back to Staff. These are highlighted in this report, and include:
 - o A revised Phasing & servicing option,
 - o A draft amendment to Schedule C (Transportation Plan) of the Official Plan,
 - o A draft revised land use plan, and draft amendment to Schedule A (Land Use Plan) of the Official Plan,
 - o A draft amendment to Schedule B-1 (Natural Heritage Features)

PURPOSE

This report serves to update Planning and Environment Committee on how the four issues

identified by Council and listed above have been addressed; and to obtain Council direction to circulate the revised SWAP plan to the public for review and feedback.

BACKGROUND

Overview:

In 2009, the City initiated a comprehensive review of the south-west quadrant of the City, referred to as the Southwest Area Plan, or SWAP. The draft SWAP report and background studies were released to the public in May 2010.

Through the detailed review and public consultation for SWAP the following conclusions have been identified:

- Approximately half the total land area (2,700 ha) of the Southwest Area is already built out or approved for future residential, commercial and employment land uses and development;
- The Southwest area is very well situated with respect to transportation access and infrastructure, making it a highly desirable location for future residential, commercial and employment uses;
- Wonderland Road S, particularly since its connection to Highway 402, is an important access corridor and major structuring element of the Southwest area. Wonderland Road will continue to grow in importance when connected to Highway 401;
- Wonderland Road S is developing an emerging corridor extending south from Southdale Road W;
- Over time, Bradley Avenue will be extended to form an important east-west transportation spine within the south-west area;
- Within the south-west's built-up areas, existing and newly built residential communities account for the study area's predominant land use, though there are existing and emerging employment areas organized around Exeter, White Oak and Dingman Roads;
- There are significant natural features within the study area that require protection and which could be enhanced through integration with existing path systems and stormwater drains;
- Lambeth is a unique residential community and desires to maintain its distinct identity; and
- The existing Brockley residential community requires some form of buffer from adjacent non-residential development.

The City received a considerable amount of response to the draft Area Plan and background studies for the Southwest Area Plan. The expressed concerns relate to the proposed phasing and servicing strategy; protection of Natural Heritage areas; minimal recreational/trails; proposed re-alignment of the Wharnccliffe Road S, Exeter Road and Wonderland Road S intersections; proposed land use changes; proposed industrial land uses; and general text errors, omissions and mapping changes.

Status of Council “Send-backs”:

On September 20, 2011, City staff presented to the Committee of the Whole, a strategic session on the following subjects:

- Growth planning for the City and Region,
- Update to the City Growth Management Implementation Strategy (GMIS),
- Update on the Industrial Land Development Strategy (ILDS), and
- A proposed 3-phase servicing and phasing option for SWAP.

Council directed staff to revise the SWAP Plan to incorporate the proposed 3-phase servicing option:

- Phase 1 – Committed servicing,
- Phase 2 – Additional capacity created at Greenway PCP, and
- Phase 3 – ‘Ultimate Servicing Solution’ for future development.

In addition, Council directed staff to revise the SWAP Plan to include:

- Ongoing landowner and public consultation;
- Address and resolve outstanding Council direction (environmental issues, Wharnccliffe/Wonderland/Exeter triangle, and Wonderland Gateway/extend and amount of industrial land); and
- Refine the Preferred Land Use Plan, including the amount and form of “mixed-use development” and the amount and location of proposed industrial land uses.

On November 10, 2011, City staff conducted a stakeholder meeting to update the group regarding the proposed 3-phase servicing option. Given a year had passed since the four key issues were confirmed by Council, City staff used the November 10th stakeholder session as an opportunity to discuss possible modifications to SWAP. Specifically, to incorporate changes to SWAP in light of new information relating to the Transportation Master Plan; updates to the Growth Management Implementation Strategy; the proposed recommendations of the Industrial Lands Development Strategy, and the opportunity to re-imagine the Urban Reserve-Industrial Growth designated lands in SWAP.

1. SERVICING AND PHASING STRATEGY
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Over the past year, there has been extensive strategic review and collaborative efforts of City Departments on City-wide phasing and servicing, including the southwest quadrant of the City.

The "phases" in SWAP, as presented in the May 5, 2010 report, in reality only presented two phases – Phase 1, which would accommodate a moderate amount of growth on lands already designated and approved for development, and Phase 2, which included all other lands that would require the construction of the Southside Treatment Plant before they could be developed. The May 5, 2010 SWAP report provided a phasing strategy for the Phase 2 lands once the Southside Treatment Plant was constructed and operational, and was consistent with the City’s policies at that time. These policies were that no lands beyond the identified Phase 1 lands could develop until the completion of the Southside Treatment Plant.

On September 20, 2011, City staff presented to the Committee of the Whole an interim servicing solution to bring in some SWAP lands until an ultimate servicing solution is identified and constructed. The presentation to the Committee identified five alternative phasing options for services between Phase 1 and Southside PCP (or ultimate servicing solution). Option 1 and Option 5 identified the two extreme situations - Phase 1 status quo for lands that have been given draft approval or have been registered, as compared to the full build out of the area. The remaining options - Options 2, 3 and 4 are possible interim stages with varying amount of land included.

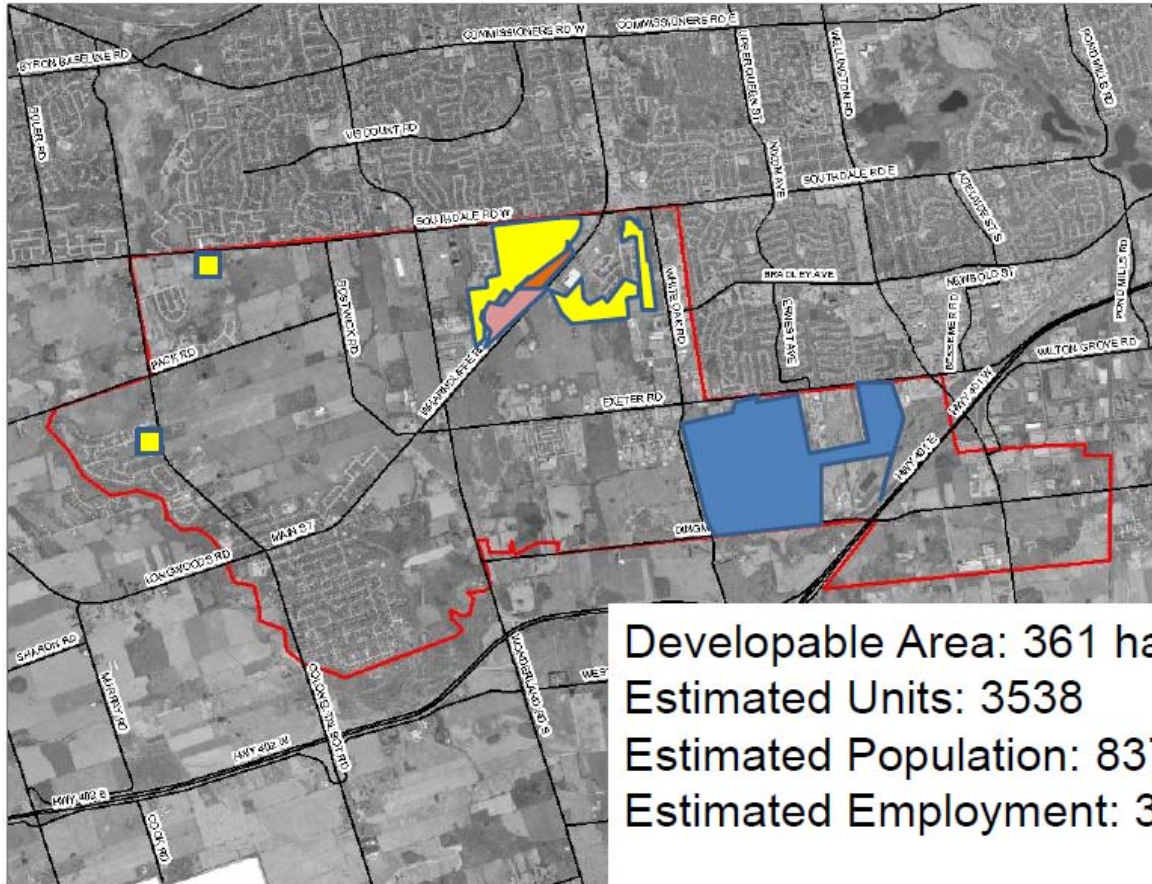


Figure 1 - Option 1, Status Quo

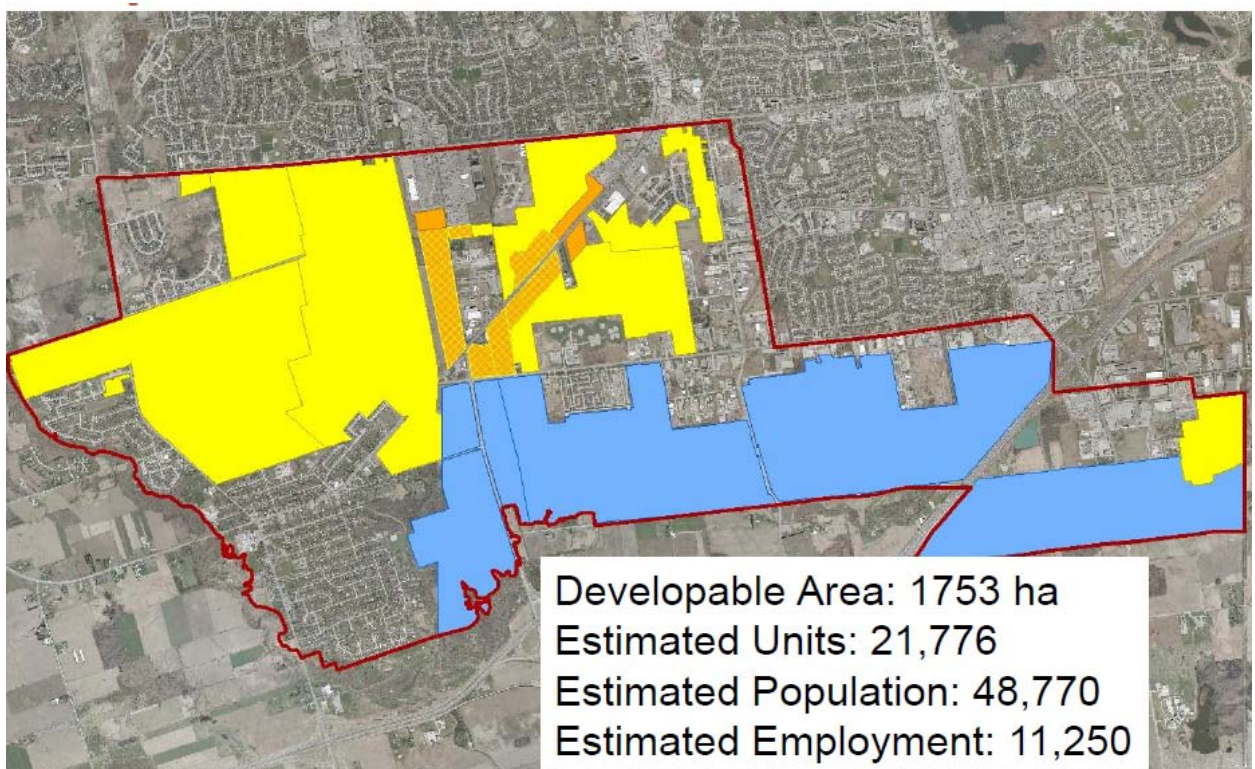


Figure 2 – Option 5, Full Build Out

The staff recommended preferred option is a hybrid of two options: Option 2 (filling in the gaps) and Option 4 (Wonderland hug) because it scored well on the evaluation criteria (see attached Appendix 'A'). The recommended revised Phase 2 ensures a balance of residential and commercial growth that can be serviced by available capacity at Greenway PCP (conveyance and treatment capacity), it can utilize existing infrastructure or require a minimal amount of improvements to existing infrastructure, at a cost contemplated in the revised GMIS.

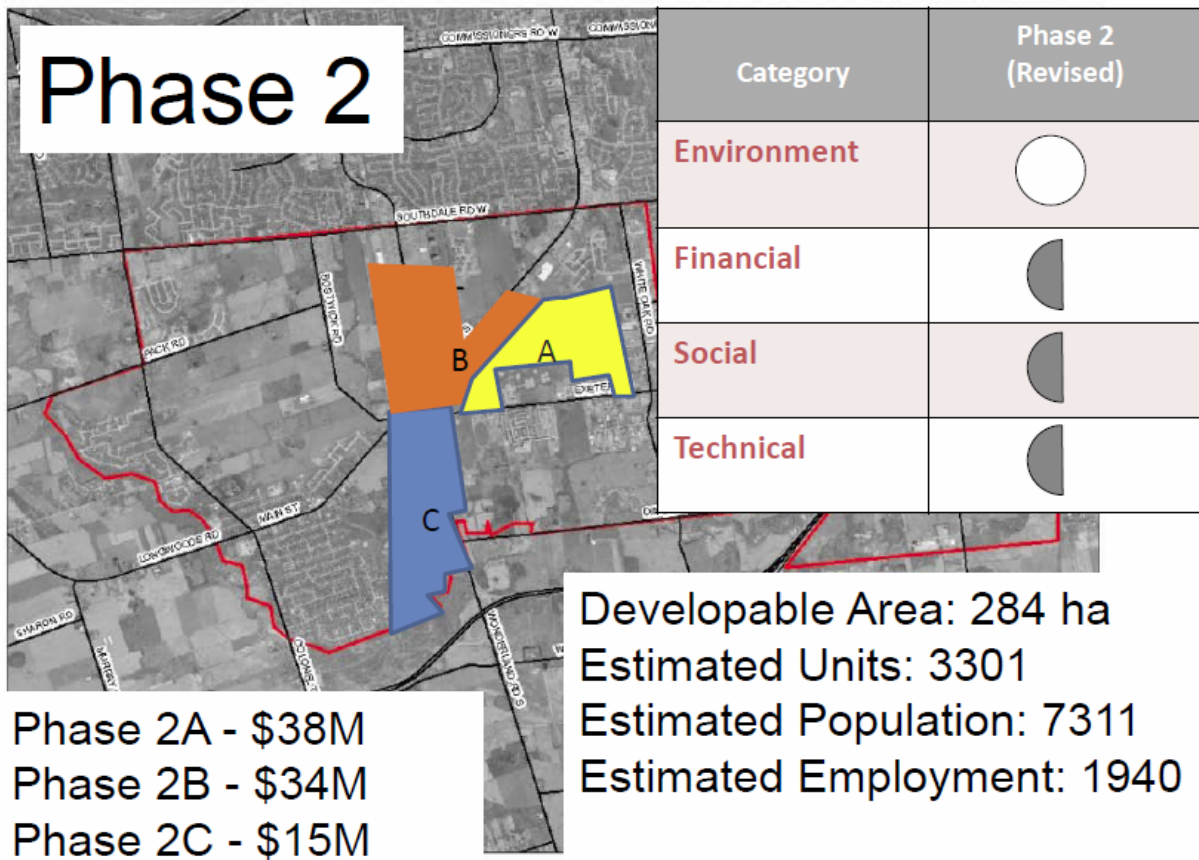


Figure 3 – Proposed Revised Phase 2 Servicing Option

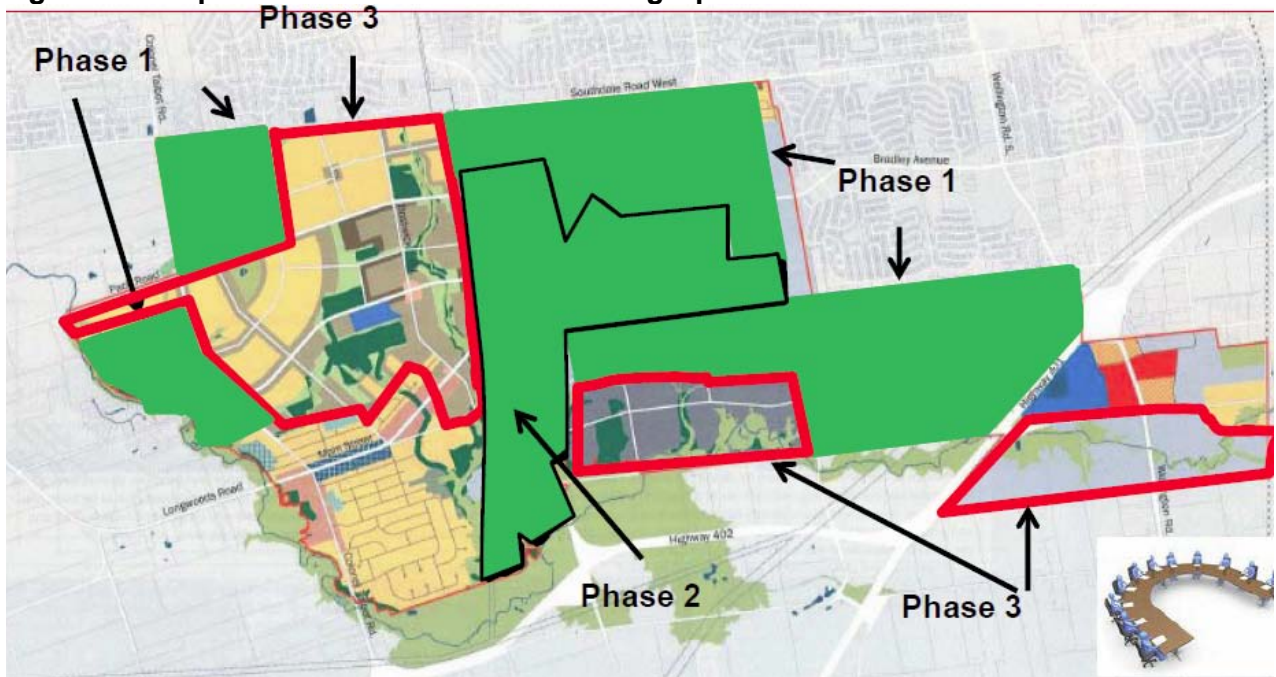


Figure 4 – Proposed Three Phase Servicing Option Overlay

At the November 10th stakeholder meeting mixed review was received on the proposed 3-phase servicing option. Expressed concern was given by some landowners that their lands were not included in the revised Phase 2 limits, especially because their lands have unique circumstances from those areas identified in the revised Phase 2 limits that warrant special consideration, priority and inclusion in either Phase 1 or Phase 2. The landowners requesting special consideration relate to the following areas:

- North Lambeth,
- Wharncliffe Road S, west of Wonderland Rd S, and
- Brockley

Given there is limited capacity available at Greenway PCP (conveyance and treatment capacity); only a portion of the SWAP lands can be included in Phase 2. Identification of capacity between landowners would need to be negotiated for inclusion in Phase 2, but this approach to identify certain lands as “in” or “out” may not necessarily reflect “good planning” from a logical progression of development. Exclusive development of residential uses in North Lambeth over industrial/commercial uses in Brockley does not promote the mix of residential and commercial land uses, at a reasonable cost to the City, comparable to the proposed revised Phase 2.

It should be recognized that the GMIS may need to be revised to stage the Phase 2 servicing; it may mean that some lands that are currently planned for servicing may be “pushed out” to be serviced at a later date. More detail will be developed and provided, in this regard, in the coming months upon finalizing the proposed land uses for the area.

2. RATIONALIZING THE TRAFFIC “TRIANGLE”

Through the SWAP Vision sessions, and identified by the City Transportation Division, the need to rationalize the Wharncliffe/Exeter/Wonderland intersection was raised as a safety issue.

The objectives of the SWAP review, concerning the intersection, are to resolve the following:

- conflict of the “triangle”,
- provide opportunities for Main Street in Lambeth, and to reduce truck traffic through Lambeth, and
- provide opportunities to the proposed neighbourhood between Bostwick Road and Colonel Talbot Road.

The principles of the transportation system in SWAP are to identify the following:

- opportunities and constraints, including the traffic triangle,
- consistent/integrated approach with the Transportation Master Plan,
- include east/west road network to connect neighbourhoods, and
- identify local needs/traffic capacity to re-distribute traffic flow through the neighbourhoods.

A significant SWAP issue raised by the public related to the proposed alignment of Wharncliffe Road South and resulted in one of four Council “send-backs”. Other transportation related issues that were raised by the public include:

- impact of road network on woodlots, and the need to align the east/west road to protect the woodlot,
- impact of the road network on orientation of established business operation/institutional facility, and
- driveway location and access issues.

In response to the lack of public support for the change to Wharncliffe Road South alignment, City staff evaluated alternatives with the intent to achieve the transportation objectives of SWAP and to satisfy the principles of creating a safe intersection. The Wharncliffe Road South road connection is proposed to stay in its current alignment; however, a shift is proposed for Exeter

Road/Bostwick Road alignment. Upon further review and evaluation, it was determined that the traffic volume on Exeter Road warrants the continuation of the road through the Wonderland Road intersection, and ultimate connection to Bostwick Road.

The proposed changes to the major road network are reflected in the attached proposed amendment to Schedule C of the Official Plan. The proposed amendment to Schedule C shows the road classification – arterial, primary collector, or secondary collector; and conceptual location of the road alignments. The proposed road alignments have also been modified to avoid natural areas. The proposed road alignments are all subject to confirmation of a revised traffic study, to be completed prior to bringing forward the Official Plan amendment for SWAP.

3. LAND USES

Council's desire to capitalize on the Wonderland/Hwy 401 interchange is expected in the near future, through the Industrial Land Development Strategy (ILDS), which provides an opportunity to re-examine the industrial land uses for the area along the Wonderland Road South and Exeter Road corridors, especially for consideration of residential and mixed-use land uses. The revised land use plan has decreased the amount of industrial land than was proposed, and has established a more limited area for high density residential development with associated commercial development.

Key focus areas, or community "Character Areas" are being proposed for the revised SWAP plan. The intent is to create a community structure that establishes the road network, natural heritage features to be protected, and to provide the policy framework for use, intensity and form. A collaborative approach between landowners is encouraged to achieve the target mix of uses and minimum densities within a neighbourhood. A detailed servicing analysis for the revised SWAP Plan will be completed prior to bringing forward the Official Plan amendment.

The changes to the land use plan, from the draft May 5, 2010 plan, are summarized as follows:

- address natural heritage features,
- remove Brockley residential community from Urban Growth Boundary and show as "Rural Settlement",
- decrease amount of industrial lands (approx. 200 ha),
- decrease amount of mixed-use,
- decrease amount of high density residential,
- increase amount of medium density and low density residential,
- increase amount of new commercial area (approx. 22,000 sq. m.)
- add new office area (approx. 25 ha), and
- incorporate revised road network.

The attached community character area map, and a corresponding proposed amendment to Schedule A of the Official Plan reflects the proposed changes to the SWAP plan.

4. NATURAL HERITAGE FEATURES

A detailed review and analysis has been completed by the City's Ecologist Planner to ensure that all significant components of the natural heritage system have been identified and evaluated, in response to the concerns expressed by the public, UTRCA, EEPAC and the City (see Appendix 'B').

The Natural Heritage Study provided as part of the Background Studies provides sufficient information to ensure that the significant components of the natural heritage system have been identified and designated as Open Space. The City's Ecologist has reviewed the information

and the submissions made regarding the Natural Heritage Study, and has determined that the background information provided by the consultant was comprehensive enough for the City evaluate and make recommendations.

The identified natural heritage features are reflected on the proposed amendment to Schedule 'B-1', and on proposed amendment to Schedule 'A' of the Official Plan.

SUMMARY

The revised SWAP Plan accomplishes a number of key objectives:

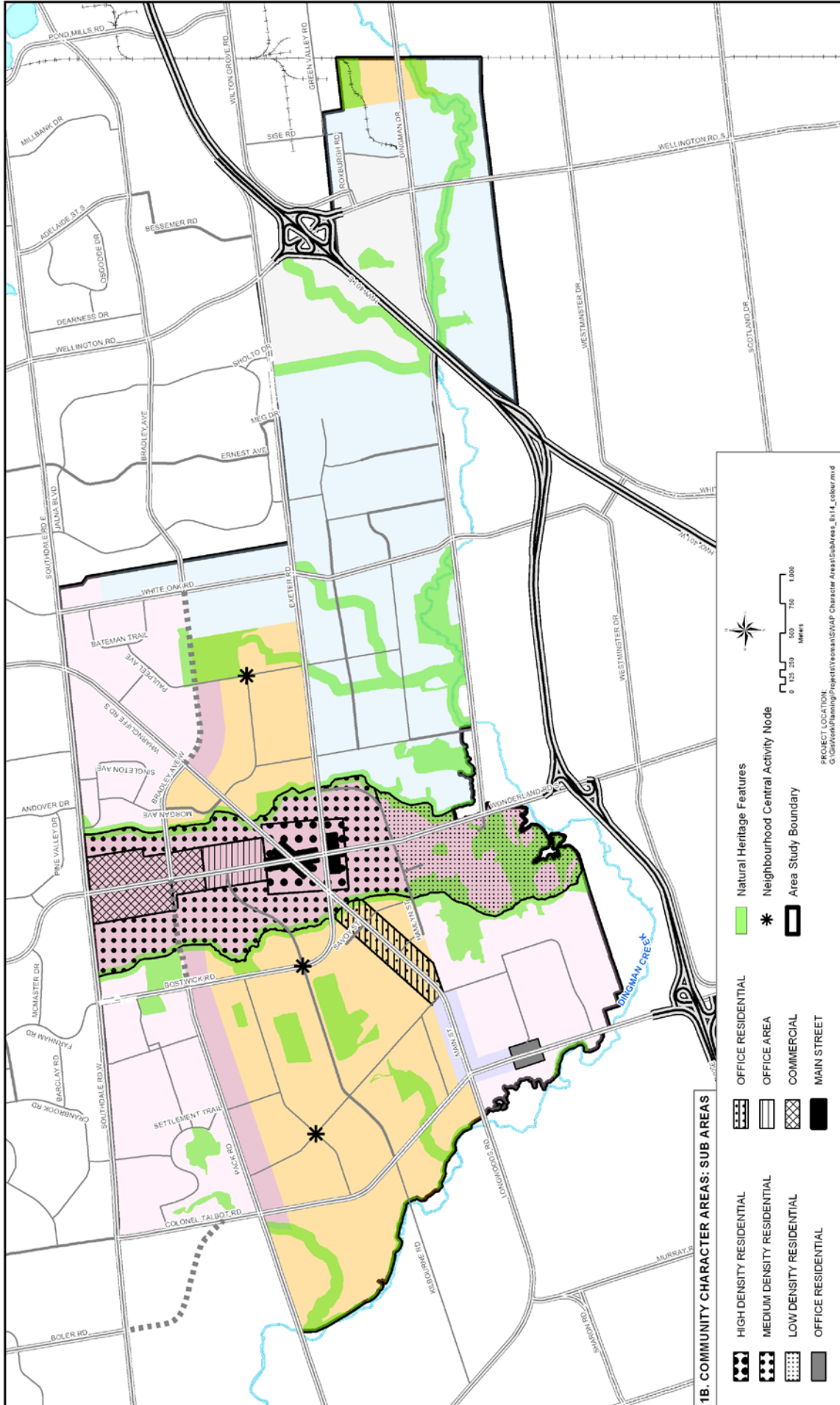
- Preserve significant amount of natural heritage features, and utilize these features to define neighbourhoods,
- Complete residential communities, and provide for a wide range of densities,
- Establish new commercial nodes at strategic locations,
 - extend some commercial lands, and transition some lands to office uses,
- Encourage alternative uses to transition the uses inherited from the former Town of Westminster,
 - eg. existing Light Industrial lands on east side of Wonderland Rd S
- Provide for offices to capitalize on proximity and access to Hwy 401/402,
- Encourage higher use/intensity at Wonderland Rd S/Wharncliffe Rd S intersection,
- Preserve Main Street area, and maintain the Wharncliffe Road S road connection,
- Proposed lands under revised Phase 2 servicing plan reflects good planning:
 - financially - the City can collect DC's for the proposed commercial and office uses, and the proposed uses require minimal services in return,
 - land use – promotes a mix of commercial, office and residential uses,
- Maintain some industrial uses, as well as provide opportunity for additional industrial lands in other areas desired by Council along Hwy 401/402 corridors, as proposed in the Industrial Land Development Strategy, and
- Accommodate landowners that do not want to be Urban Reserve Industrial Growth – support Community Growth with residential uses.

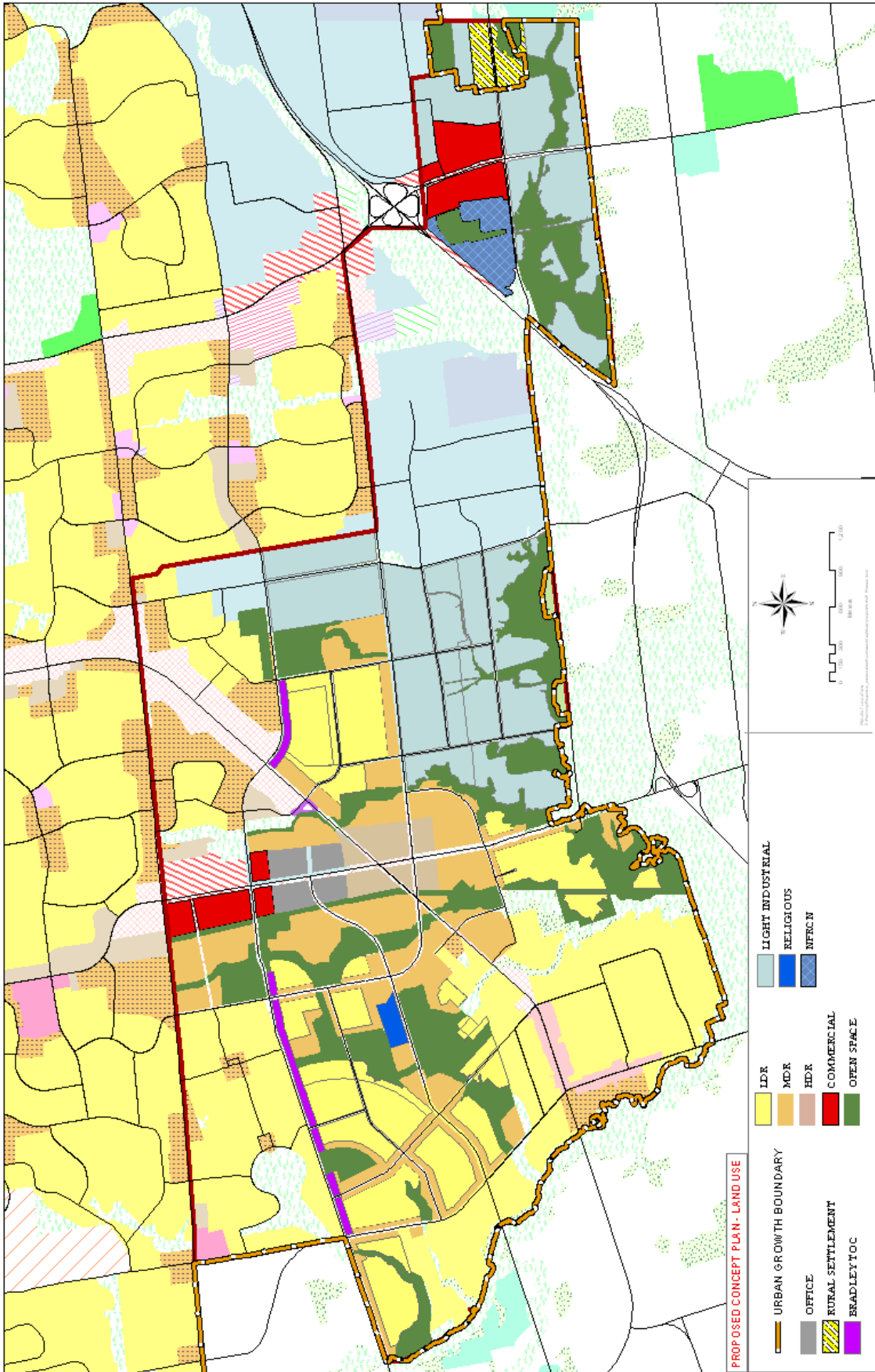
Upon further review and evaluation, it was determined that in order to achieve a desirable form, intensity and use contemplated in SWAP that some existing land use designations may warrant changes. These proposed site specific land use changes will necessitate separate amendment applications to be initiated by the City.

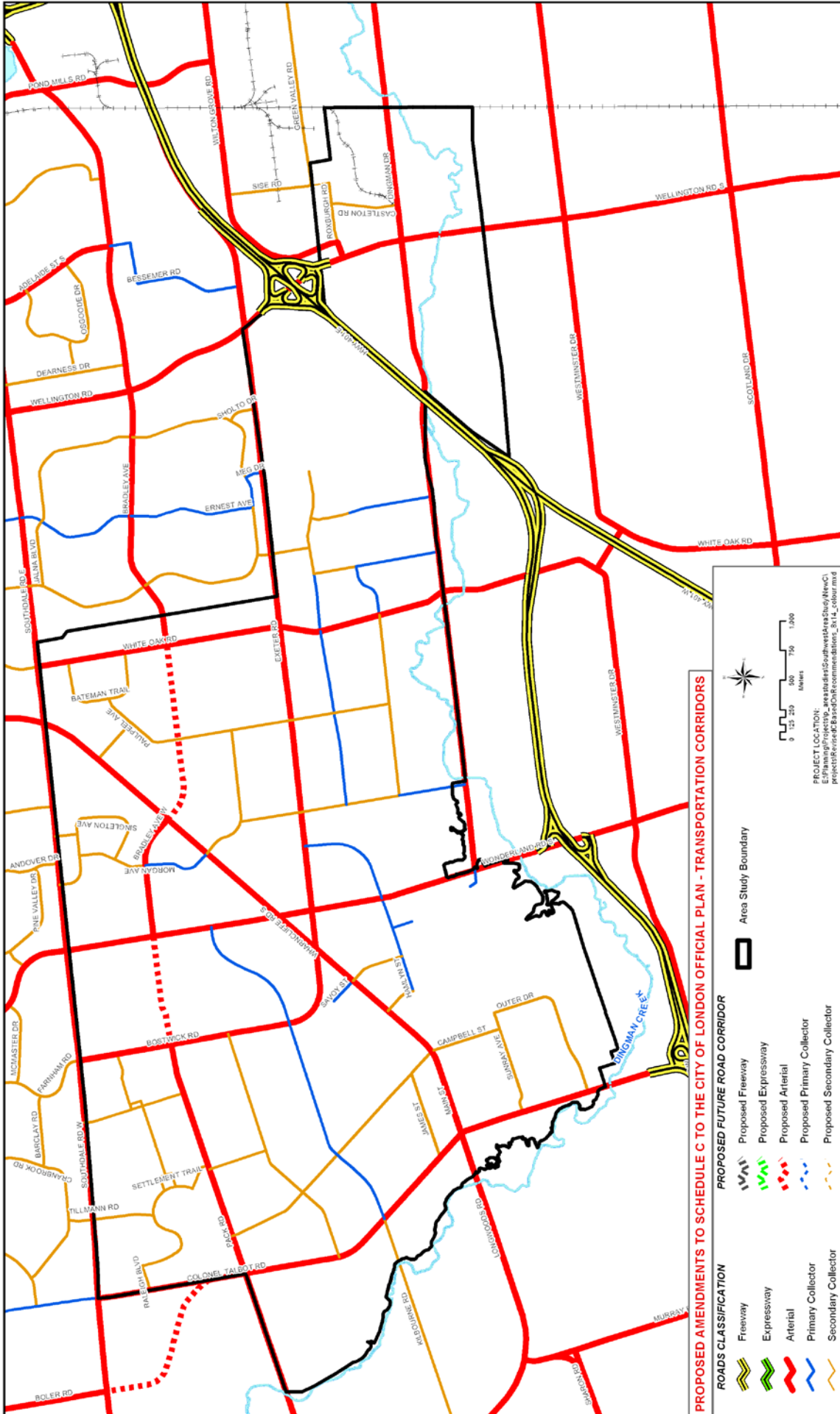
Following the December 12th Planning & Environment Committee meeting, the proposed amendments to the Official Plan Schedules A, B-1 and C; and the proposed revised land use plan will be posted on the SWAP webpage for public review and comment. The entire revised SWAP document will be available on-line for public review by January 6, 2012 at http://www.london.ca/d.aspx?s=/Planning_and_Development/Southwest.htm.

Further public meetings with the public will be scheduled in early 2012 to receive comments on the revised draft of the Southwest Area Plan. It is anticipated that through this consultation, other changes may be made to this land use plan, and the lands to be included in Phase 2 will be further refined and finalized.




Following this consultation, Staff propose to bring the Southwest Area Plan back for Council adoption following a Public Participation Meeting in April, 2012.







File No. O-7609
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December 2, 2011
GB/hmcn

"ATTACH"

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