

Land Needs Background Study for the 2011 Official Plan Review

Council Chambers

2nd Floor, City Hall, 300 Dufferin Avenue

June 18, 2013

4:15 p.m.



London
CANADA

Background

- The Land Needs Background Study is prepared as a background document to the City of London's new Official Plan (2011) that will arise from the Rethink London process.
- Determine whether a justification exists under the provisions of the Provincial Policy Statement (PPS) and the City's Official Plan to add additional land into the designated urban growth area to accommodate anticipated growth in population, housing and employment for the City of London for the 20 year planning period.
- It is intended that this analysis will meet the requirements set out in the PPS.

Background

Section 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 use to meet projected needs for a time horizon of up to 20 years."

Section 1.4.1 :

"...planning authorities shall:

- a) maintain at all times the ability to accommodate residential growth for a minimum of 10 years through residential intensification and redevelopment and, if necessary, lands which are designated and available for residential development; and
- b) maintain at all times where new development is to occur, land with servicing capacity sufficient to provide at least a 3 year supply of residential units available through lands suitably zoned to facilitate residential intensification and redevelopment, and land in draft approved and registered plans."



Background

- The Study outlines the population, housing, employment and non-residential construction projections (demand) against the supply of vacant residential, commercial and institutional land found within the current Urban Growth Boundary.
- The Urban Growth Boundary defines the amount of land required to accommodate the various types of urban growth (residential, commercial, industrial, and institutional) that is forecast to occur over the 20 year planning period.



Land Area Categories

Built Area / Built Area Boundary

- The lands located within the Built Area Boundary are referred to as the Built Area. The Built Area Boundary identifies the extent of developed urban area for the City of London at a point in time. It should be noted that this is not a static boundary and can be adjusted at the next Official Plan Review to reflect new development trends and priorities.

Greenfield Area

- The Greenfield Area is the area between Built Area Boundary and Urban Growth Boundary. For the purposes of this study the Greenfield Area has been further subdivided into districts for analysis and allocation purposes.

Land Area Categories

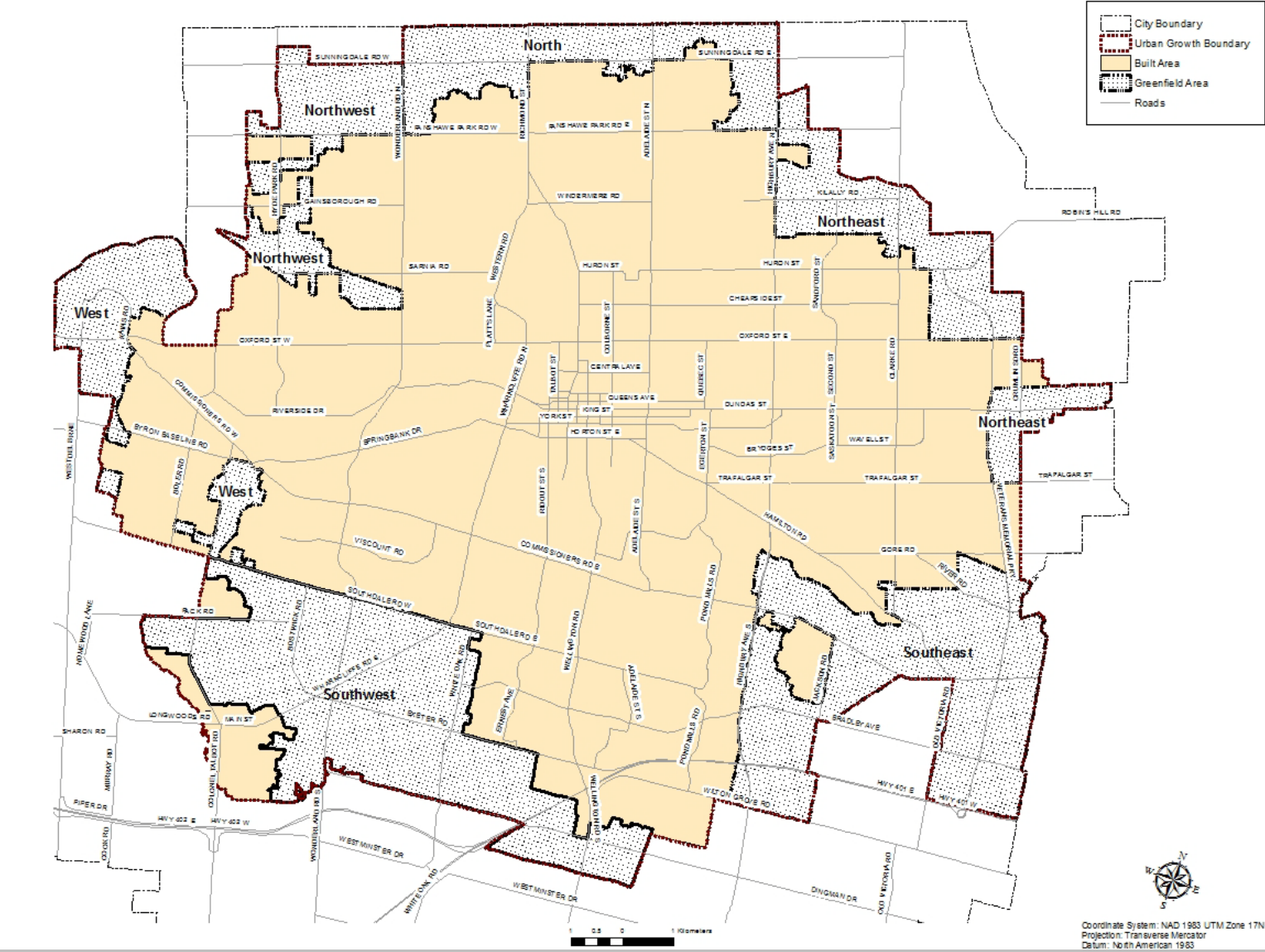
Urban Growth Boundary (UGB)

- The Urban Growth Boundary defines the areas for future growth with the planning period of the Official Plan.

Intensification

- Intensification means the development of a property, site or area at a higher density than currently exists, through development, redevelopment, infill and expansion or conversion of existing buildings. For the purposes of this study it is assumed that development that occurs within the Built Area Boundary is considered intensification.

City of London Land Area Classifications (2011)



Residential Land Needs Analysis

Methodology Summary

Step 1: Start with Total City-wide Unit Demand (2011-2031) and apply an intensification factor to determine the Built Area Units



Step 2: Calculate Greenfield Unit Demand (2011-2031) by subtracting Built Area Units from City-wide Unit Demand (2011-2031)



Step 3: Five adjustments to supply of residential Greenfield lands (Residential Vacant Land Inventory – December 31, 2011)



Step 4: 20 year Greenfield demand is subtracted from 20 year Greenfield supply to determine Greenfield units remaining at 2031

Five adjustments:

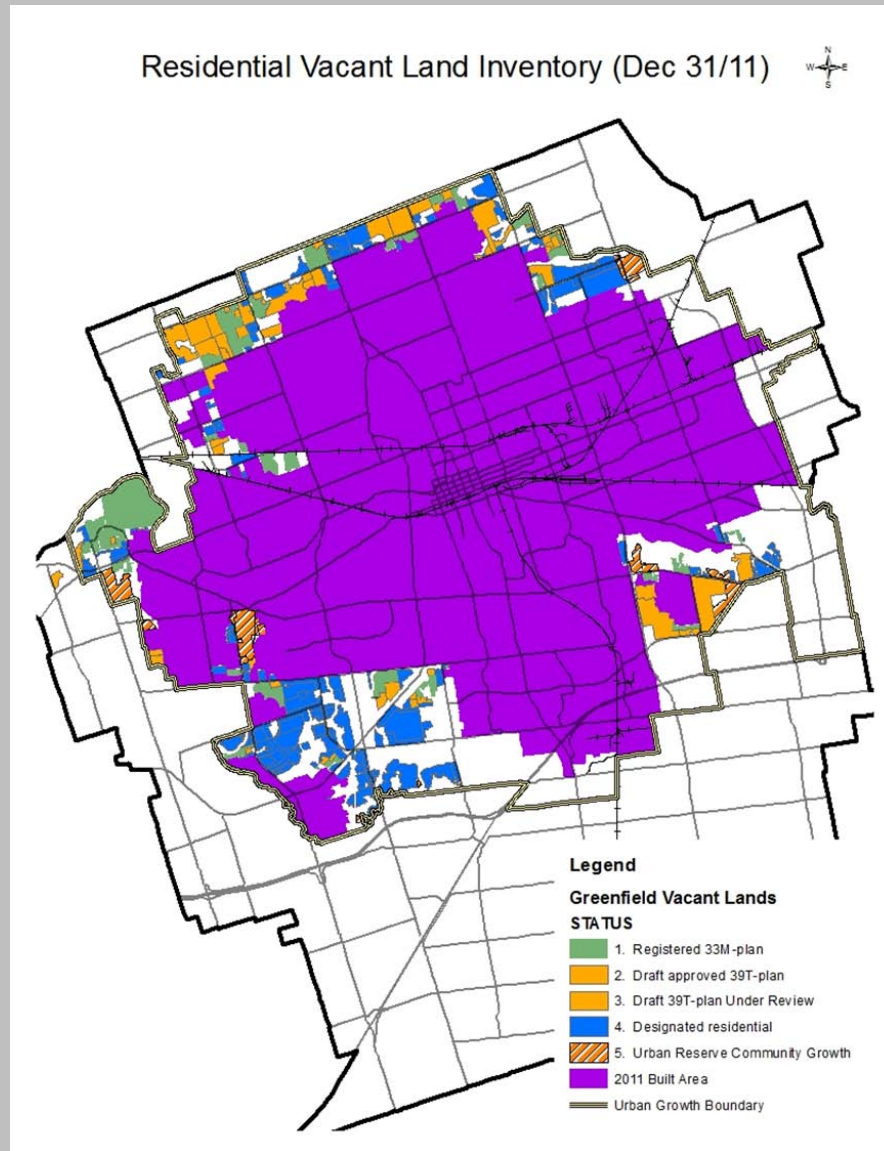
1. A sizable amount of industrial lands were subject to redesignation for non-industrial uses through the Southwest Area Plan (SWAP). Where applicable, these lands were removed from the industrial VLI and a portion was transferred to the residential VLI.
2. An examination of building permits issued between 2006 and 2011 that indicated approximately 55% of the units built on medium designated lands were actually low density type structures (single and semi-detached dwellings). Conversely, nearly 10% of units built on low density designated land were of a medium density type (row townhouses or cluster housing). To account for this, a conservative approach was chosen, whereby 25% of medium density residential lands would be allocated to low density residential lands.
3. Provides for the application of revised densities based on review for designated lands.
4. The designated and urban reserve lands located within the Byron Pits area have been included in the final supply, as it is now likely there will be an opportunity for redevelopment to residential uses within the 20 year planning period. The development potential is based on personal communication with pit operator as of January 2013.
5. The construction of the Southside Sewage Treatment Plant was previously identified as having major implications for the future development of land in the Southwest area of the City (land generally south of Southdale Road and west of Wharncliffe Road). However, since capacity efficiencies have been realized at the Greenway Sewage Treatment Plant, the construction of the Southside Sewage Treatment Plant by 2016 is no longer a barrier to development in the Southwest. Therefore, it is assumed that higher levels of development in the Southwest can occur prior to the previously established timeline of 2016.



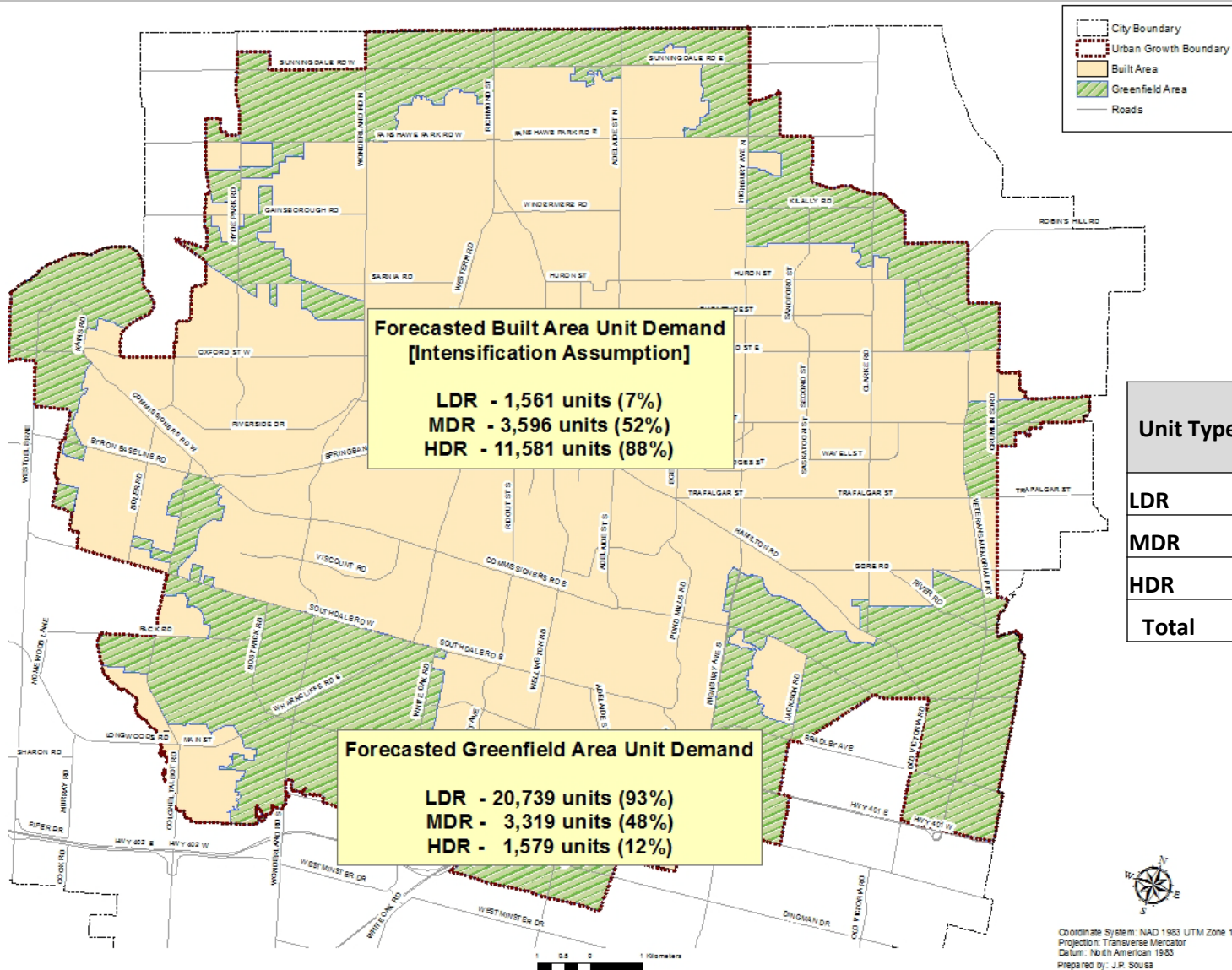
Annualized Housing Completions, 2011-2031

		Housing Types		
Year				
2011	52% (1,103 Units)	11% (238 Units)	37% (793 Units)	
2021	52% (1,170 Units)	17% (379 Units)	31% (705 Units)	
2031	54% (1,096 Units)	16% (318 Units)	30% (604 Units)	

Residential Vacant Land Inventory – December 31, 2011



Forecasted Residential Unit Demand - 2011-2031



Unit Type	Total City-wide Unit Demand 2011-2031
LDR	22,300
MDR	6,915
HDR	13,160
Total	42,380

Coordinate System: NAD 1983 UTM Zone 17N
 Projection: Transverse Mercator
 Datum: North American 1983
 Prepared by: J.P. Sousa



Residential Land Needs Analysis

- The total supply of residential minus the projected residential demand yields a total supply of 33,395 Greenfield units remaining at the end of the 20 year planning period (2031).
- Sufficient land to accommodate low density units, medium density units and high density units.

	Low	Medium	High
20 year Greenfield Supply	24,574	19,913	14,545
20 year Greenfield Demand *	20,739	3,319	1,579
Greenfield units remaining at 2031	3,835	16,594	12,966

* Reflects number of units that have been removed and allocated for in the Built Area.

Estimated Years of Supply Available

- An additional 3 years of low density land, 48 years of medium density land and 20 years of high density land will remain after 2031.
- There will be sufficient lands to accommodate the projected residential development during the 20 year planning period.

	Low	Medium	High
Estimated Total Years of Greenfield Supply beyond 2011	22	58	22
Estimated Total Years of Greenfield Supply beyond 2031	3	48	20

Calculation of years of supply based on projected annual household completions for the period 2011-2031 (1,115 low units, 346 medium units, 658 high units)

Source:

Figures provided by Altus Group Economic Consulting (2011 update)

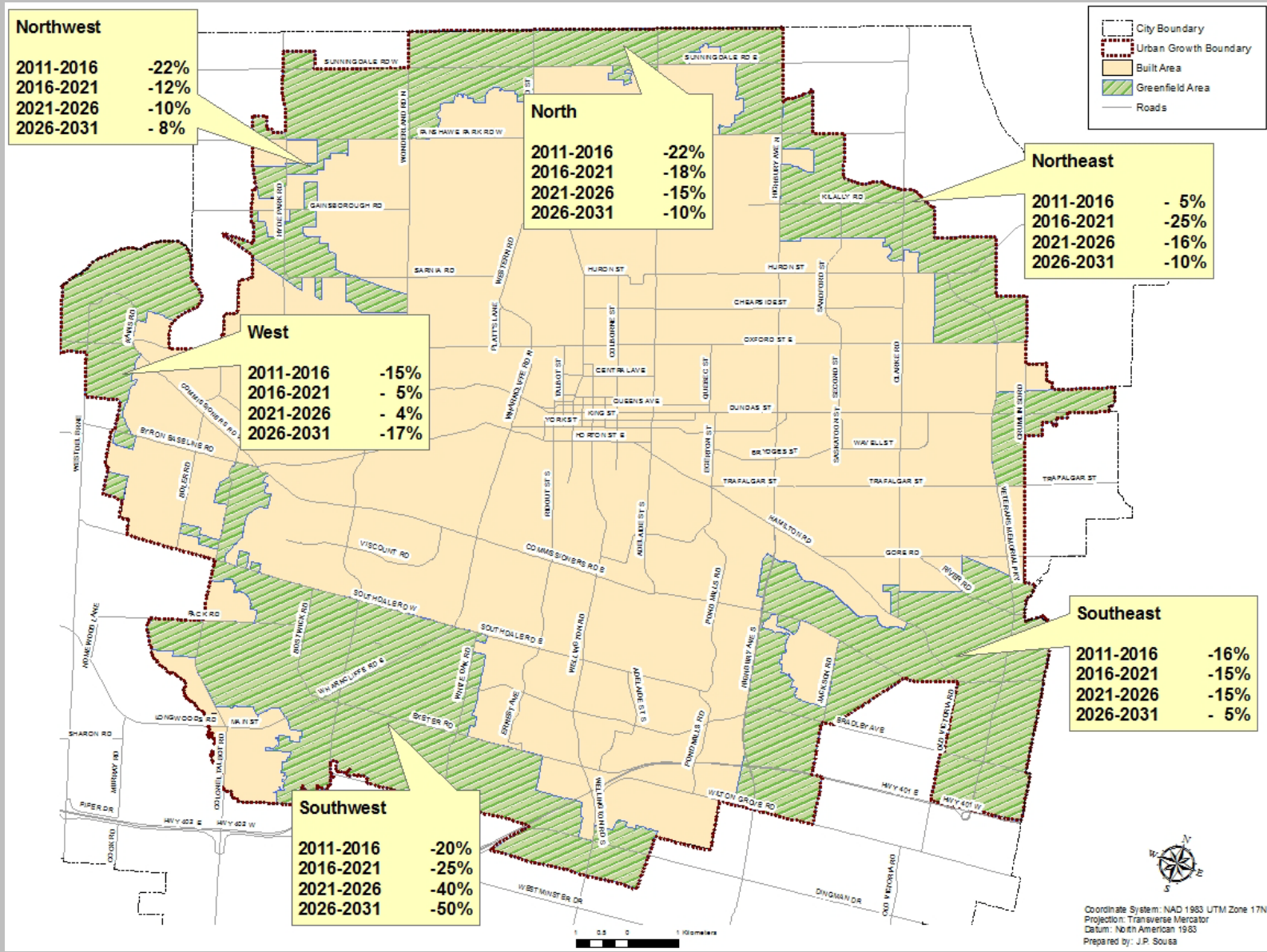


Allocation of Greenfield Demand

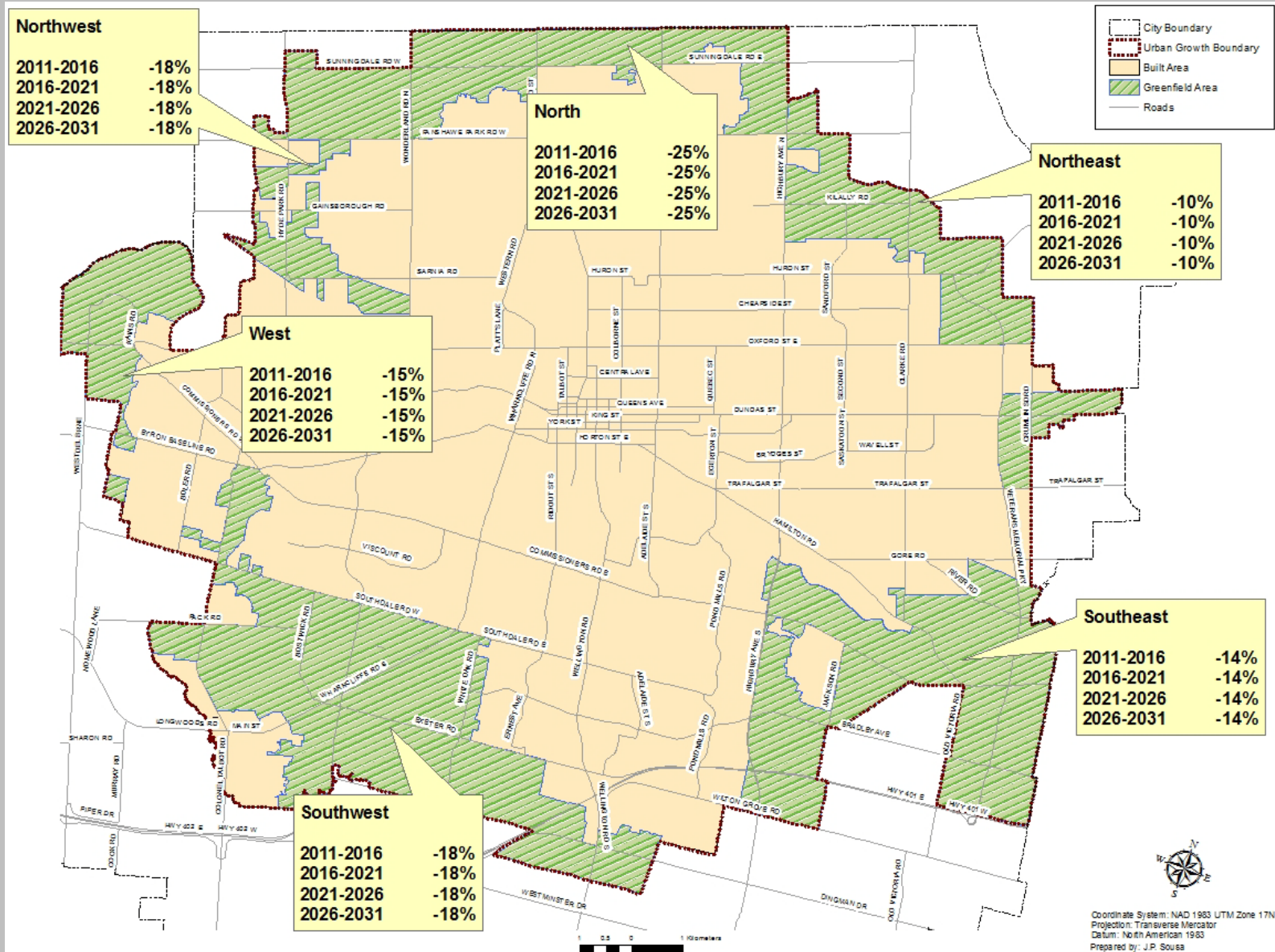
- Consideration was given to past development patterns, overall potential for development, propensity for housing types, the Transportation Master Plan, the Growth Management Implementation Strategy (GMIS) infrastructure timelines.
- The construction of the Southside Sewage Treatment Plant was previously identified as having major implications for the future development of land in the Southwest area of the City (land South of Southdale Road). Since capacity efficiencies have been realized at the Greenway Sewage Treatment Plant the construction of the Southside Sewage Treatment Plant by 2016 is no longer a barrier to near and mid-term development in the Southwest.



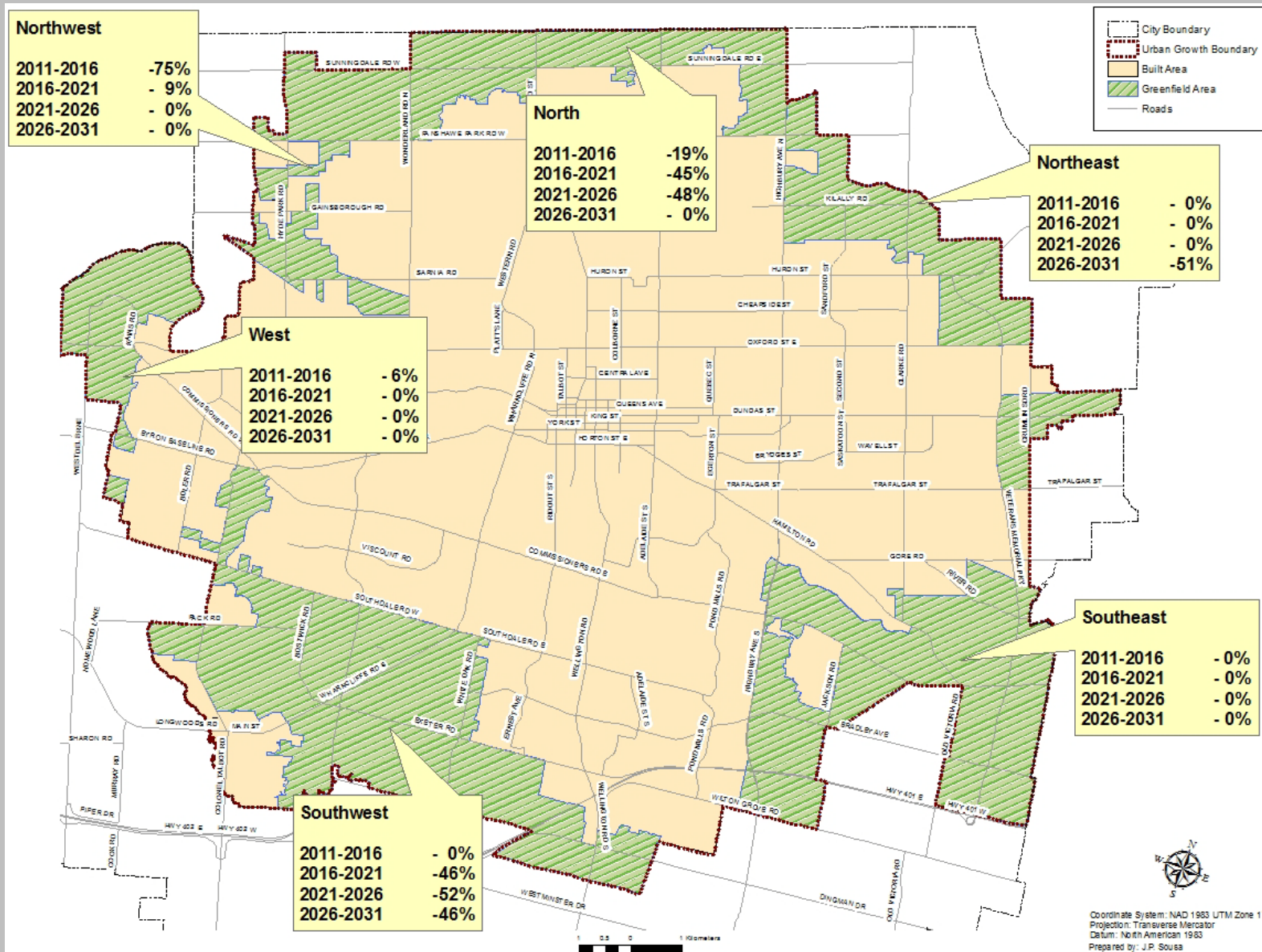
Allocation of Low Density Residential Construction



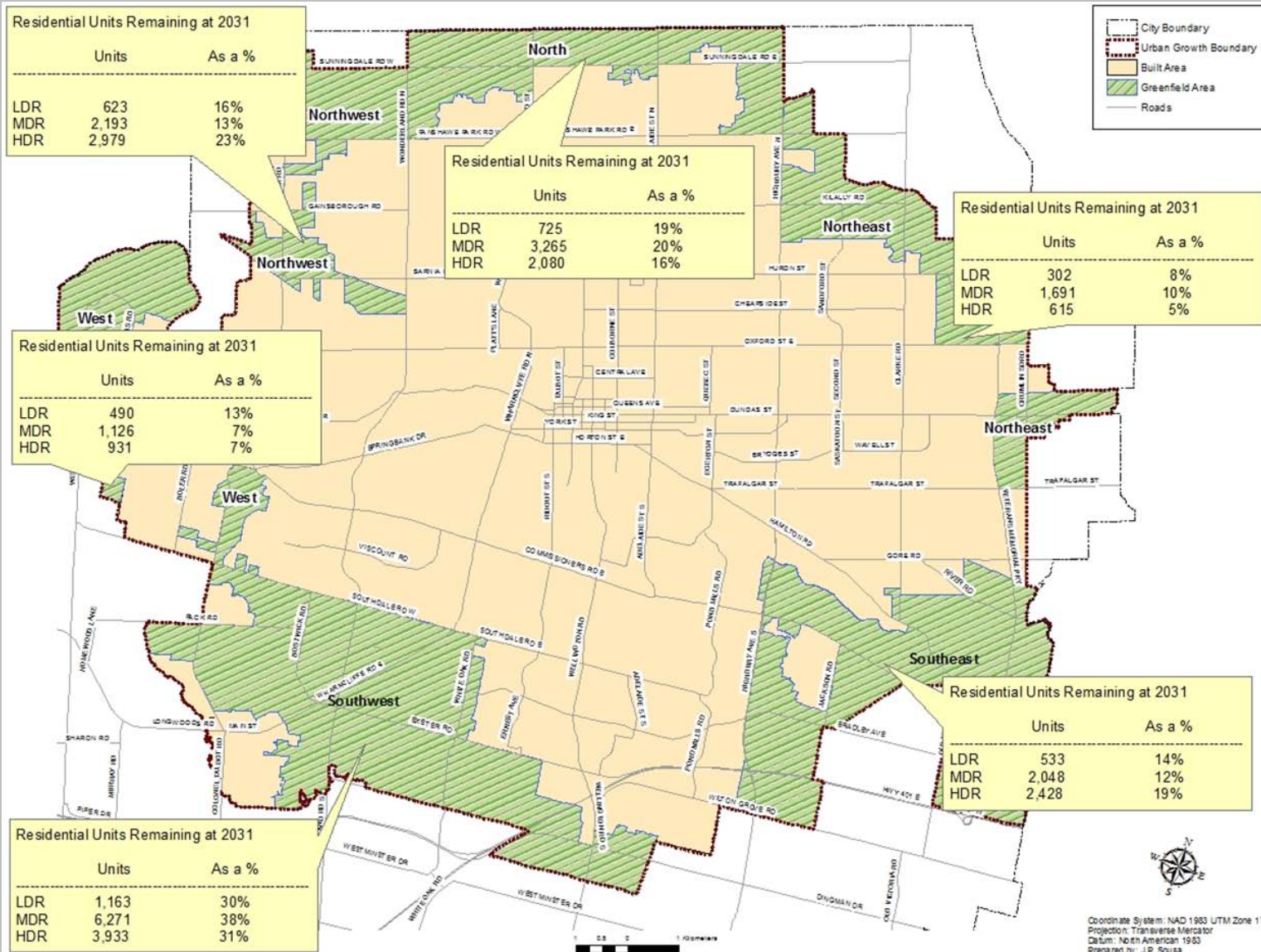
Allocation of Medium Density Residential Construction



Allocation of High Density Residential Construction

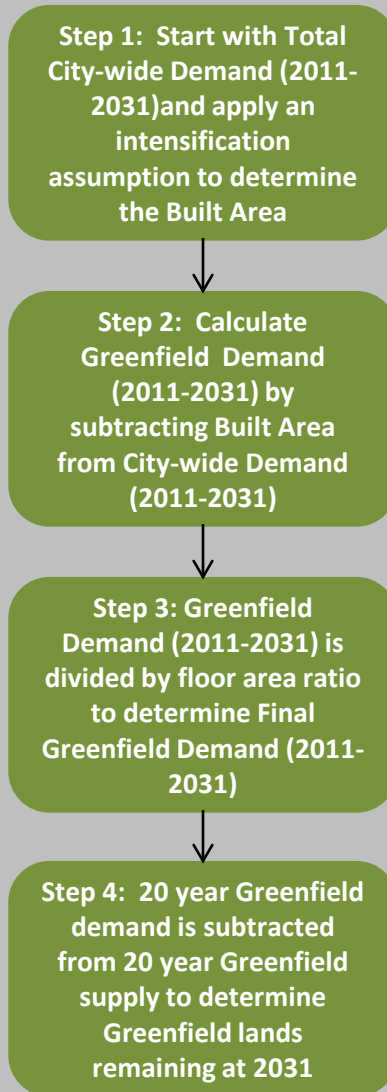


Residential Units Remaining at 2031



Non-Residential Land Needs Analysis

- Methodology Summary



Non-Residential Land Needs Analysis

	Supply (ha)	Intensification		No Intensification Assumption	
		Demand (ha)	Supply minus Demand (ha)	Demand (ha)	Supply minus Demand (ha)
Commercial	295	65	230	108	187
Institutional	102	25	77	141	(39)

Industrial Land Needs Study

- Review of industrial land requirements has been undertaken concurrently by a separate study to determine if there is a need to consider the addition of additional lands into the City's established Urban Growth Boundary.
- Study recommends that the City of London would be best served by an expansion to its Urban Growth Area of approximately 500 hectares to enhance its industrial offerings.
- Such an expansion will increase the City's industrial land reserves and safeguard future employment lands and the potential for continued industrial development.

Conclusion

- There is no need to consider the addition of new lands into the City's Urban Growth Boundary through the 2011 Official Plan Review process. The City of London has a sufficient supply of both residential and non-residential land to meet development needs in the 15 to 20 year time horizon set out in the Official Plan and the 2005 Provincial Policy Statement.
- An adequate supply of land is available in all Districts of the City, allowing for the provision of choice in market location. Based upon current trends and assumptions, the City currently has enough residential land to accommodate its projected growth over the next 20 years.
- At the end of the 20 year planning period there would still be a 3 year supply of low density residential lands, a 48 year supply of medium density residential lands, and a 20 year supply of high density residential lands.
- It is anticipated that during the next land needs analysis, the City may need to consider including additional land within the Urban Growth Boundary.

Conclusion

- There will be additional opportunities to review land requirements to accommodate development on an ongoing basis. In accordance with the provisions of the Planning Act, Council may determine the need to review the Official Plan every five years.
- During the municipal comprehensive review process, city staff will revisit population, housing and employment forecasts and determine if adjustments are required to address changes to growth patterns, market conditions and the broader legislative context.
- Should these updated forecasts demonstrate the need to include revisions to the urban growth boundary, Council will be afforded the opportunity to reconsider them at that time.

Urban Growth Boundary Expansion Criteria

- Based on the anticipation that revisions to the Urban Growth Boundary may be necessary, City staff recommends that a set of evaluation criteria be adopted by Council to assist in reviewing the most appropriate lands to be considered for inclusion within the Urban Growth Boundary.
- The criteria may also include a weighting system to allow each criterion to be assigned a value based on their relative importance.

Urban Growth Boundary Expansion Criteria

Economic/Technical

- What are the total costs of servicing the proposed additions to the Urban Growth Boundary?
- Can the existing or planned infrastructure required to accommodate the proposed expansion be provided in a financially and environmentally sustainable manner and consistent with any applicable City infrastructure master plan?
- What is the ability of existing or planned infrastructure to support the development of this expansion area? (Infrastructure includes matters such as pipes, public utilities, roads, transit, community facilities including schools and parks.)
- Is there a demonstrated need to add lands to the Urban Growth Boundary now? Associated with this criterion, and the City's target inventory of vacant land, are there negative implications of the proposed addition on the current supply of vacant land?
- Are sufficient opportunities not available in the City to accommodate forecasted growth for the municipality within the Built Area and Greenfield Area?
- Will the timing of the expansion and the phasing of development within the proposed Urban Growth Boundary adversely affect the achievement of the intensification and density targets and other policies of the Official Plan?
- Does the proposed expansion of the Urban Growth Boundary support an emergent opportunity (e.g. a unique and substantial economic development opportunity of regional significance)?



Urban Growth Boundary Expansion Criteria

Social

- What are the potential impacts on existing communities?
- Will the proposed expansion support the development of a sustainable transit oriented urban community?
- Is the lands proposed for expansion supportive of the City's urban structure of centres and corridors?
- Will the proposed expansion support the development of a complete community?
- Is the expansion of sufficient size to be developed as a complete community by itself, or can it be integrated with existing development to contribute to a complete community?
- Is boundary of the proposed expansion is logical, readily identifiable and consistent with goals, objectives and policies of this Plan and represent a logical extension of the existing Urban Growth Boundary?
- Is the proposed expansion contiguous to the existing Urban Growth Boundary?

Urban Growth Boundary Expansion Criteria

Environmental

- What are the potential effects on natural features and ecological functions?
- What are the potential impacts on agriculture?
- What are the potential impacts on mineral aggregate resources?

Next Steps

Following the June 18th meeting the next steps will be to:

- Public Consultation: With Council direction, Staff will circulate the Land Needs Background Study and associated Staff report for public review and comment. An opportunity will be provided for the public and landowners, or their agents, to submit their lands to be included for consideration in the review of Urban Growth Boundary. Staff will receive the information for evaluation and report back to Council. The timeline for public consultation will be July – August 2013.
- July 23, 2013 - Public Meeting before Planning and Environment Committee to hear submissions regarding the Land Needs Background Study and requests for Urban Growth Boundary expansions.
- August 20, 2013 – Public Participation Meeting before Planning and Environment Committee to consider the Final Land Needs Background Study and recommendation regarding an expansion of the Urban Growth Boundary.

Allocation of Low Density Residential Construction

District	2011-2016	2016-2021	2021-2026	2026-2031
Northeast	5%	25%	16%	10%
North	22%	18%	15%	10%
Northwest	22%	12%	10%	8%
West	15%	5%	4%	17%
Southwest	20%	25%	40%	50%
Southeast	16%	15%	15%	5%

Source:
 Interpolation of 2014 DC Background Study growth allocations forecast to align with Land Needs
 Background Study (2011-2031) planning period

Allocation of Medium Density Residential Construction

District	2011-2016	2016-2021	2021-2026	2026-2031
Northeast	10%	10%	10%	10%
North	25%	25%	25%	25%
Northwest	18%	18%	18%	18%
West	15%	15%	15%	15%
Southwest	18%	18%	18%	18%
Southeast	14%	14%	14%	14%

Source:

Interpolation of 2014 DC Background Study growth allocations forecast to align with Land Needs Background Study (2011-2031) planning period

Allocation of High Density Residential Construction

District	2011-2016	2016-2021	2021-2026	2026-2031
Northeast	0%	0%	0%	51%
North	19%	45%	48%	0%
Northwest	75%	9%	0%	0%
West	6%	0%	0%	0%
Southwest	0%	46%	52%	49%
Southeast	0%	0%	0%	0%

Source:

Interpolation of 2014 DC Background Study growth allocations forecast to align with Land Needs Background Study (2011-2031) planning period

Residential Units Remaining at 2021 and 2031

District	Units Remaining at 2021 (10 years)			Units Remaining at 2031 (20 years)		
	Low	Medium	High	Low	Medium	High
Northeast	1,650	1,857	816	302	1,691	615
North	2,021	3,680	2,269	725	3,265	2,080
Northwest	1,556	2,491	2,979	623	2,193	2,979
West	1,579	1,375	931	490	1,126	931
Southwest	5,829	6,569	4,331	1,163	6,271	3,933
Southeast	1,570	2,281	2,428	533	2,048	2,428
Total	14,205	18,254	13,756	3,835	16,594	12,966

