Southwest London Area Study

Final Terms of Reference

City of London
Planning and Development Department

February 9, 2009
As amended by Council February 23, 2009
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1. **Introduction**

In June of 2008, City Council considered a report from the General Manager of Planning and Development setting out a Growth Management Implementation Strategy (GMIS) for the City of London. The Council resolution arising from that report included the following direction:

> cc) The General Manager of Planning and Development to prepare draft Terms of Reference for the completion of a City-led Southwest London Area Study with such Terms of Reference to be considered at a Public Meeting of the Planning Committee by September 2008; it being noted that the Area Study would be undertaken as a development charges funded project and that the anticipated time frame for completion of the Study would be the end of 2009; it being noted that the landowners will be permitted to proceed with concurrent studies for Sub-Area Plans, with the concurrence of the General Manager of Planning and Development.

The purpose of the GMIS is to co-ordinate the phasing of development approvals with municipal commitments to undertake the major infrastructure works that are necessary to provide services to the development. The strategy will guide the pace and timing of growth in accordance with municipal priorities and in a manner that is consistent with the Official Plan and provincial policies.

As noted in the cover report to the GMIS, "The one growth area where planning issues, servicing constraints and projected servicing costs suggest that it be considered as a mid-term priority for development is the Southwest area of the City. Apart from development approvals already in process a cautious approach should be taken to greenfield development in this area over the near term. Rather than have individual landowners initiate plans and studies on a piecemeal basis and compete for a very limited amount of existing servicing capacity, it is proposed that the City initiate a comprehensive area-wide planning and servicing study. The area study will provide the basis for Official plan amendments and servicing strategies and provide direction for the staging of growth within this area”

The Southwest London area includes a substantial portion of the undeveloped land within the City’s defined Urban Growth Area. The area is located within the Dingman Creek drainage basin and sanitary sewage servicing for this area will ultimately be provided through the construction of the Southside Sewage Treatment Plant and associated trunk sewers. Some post-annexation development within the area has occurred on the basis of interim sanitary servicing works that have directed flows to the Greenway Pollution Control Plant and, to a lesser extent, the Oxford Pollution Control Plant. Additional growth through interim servicing is significantly constrained, however, by the limited availability of treatment capacity in the Greenway plant and by limitations in the conveyance systems for both plants.

A preliminary outline of the scope and content of the proposed Southwest London Area Study was provided with the GMIS.

2. **Study Purpose**

The Southwest London Area Planning Study is a City-initiated and Development Charge (DC) funded project that will provide a comprehensive assessment of the opportunities and constraints for the planning and development of the study area. As set out in London’s Official Plan (Sect. 2.6.8), an area study will provide the basis for an Official Plan amendment that will identify or refine environmental features, areas and natural resources; apply specific land use designations; and identify collector road alignments. The Southwest Area Plan may be adopted as a secondary plan to provide guidance for implementation of the sub area plans.

Area studies are also intended to provide for the co-ordination of development among multiple land owners and provide direction for:

- The delineation, protection and management of natural heritage areas;
- The location and size of parks, schools and other community facilities;
- Housing mix and densities;
- Municipal services;
- The phasing of development;
- Pedestrian and bicycle routes;
• Transit routing and supportive facilities;
• Site and subdivision design criteria; and
• Local road access to arterial and collector roads

Previous area studies in London, all of which have been developer-led and funded, have covered areas ranging from 130 ha. to 525 ha. in size. Plans completed at this scale deal with all of the above noted matters in an appropriate level of detail. The Southwest London Study Area is much larger at 2706.3 ha in size and spans not only previously completed area plans but also three areas previously proposed for new developer-led area plans (Bostwick West, Central Longwoods and South Longwoods) and other larger tracts where it had been assumed that separate area plans would be prepared.

Given the size of the area it is not intended that the Southwest Area Plan will be progressed to the same level of detail as previous area plans. However, it is intended that there will be an overall design concept prepared for the Southwest Area that will form the basis of a community structure plan that will be more fully developed in the sub-area plans. The community structure plan is intended to provide a “design-led” land use concept that incorporates land uses that are supportive of a multi-modal transit first transportation system, a vibrant pedestrian environment, the identification of a hierarchy of activity centres that provide both neighbourhood and community scale facilities, and strengthen and enhance the existing community fabric and create identifiable new communities within the Southwest area. The community structure plan developed through the Southwest Area Study shall describe the parameters for the sub-area plans and identify implementation measures to achieve the sub-area community vision.

The Southwest London Area Study will be based on background studies and community / landowner / agency consultation at a level of detail appropriate for the preparation of the intended Official Plan amendment and planning/servicing strategies (refer to Sect. 4; Study Objectives). The community structure plan developed through the Southwest Area Study shall identify implementation measures that will describe the parameters for the sub-area plans.

3. Study Area

i) Primary Study Area

The primary study area for the project is shown on Map No. 1. the Location Map. It includes all of the Urban Growth Area south of Southdale Road, east of Dingman Creek, and north of Highways 401/402 and including Brockley Planning Area. Recognizing that substantial tracts of land are already developed for urban uses (Lambeth, Exeter Road Industrial Area) or designated and planned for development through previous area planning studies (North Talbot, Bostwick East, North Longwoods and Dingman), (as shown on Map No. 2), the Area Study will focus on lands currently undeveloped and designated in the Official Plan as “Urban Reserve” (Map No. 3). Areas of existing development will be reviewed for the purposes of background studies (servicing, transportation, and natural heritage, etc.); however it is not the intent of the Area Study to recommend changes to the Official Plan land use designation of these areas, or to planning applications currently under consideration by the City.

ii) Study Area for Long-Term Strategic Planning

Long-term strategic planning for the allocation of growth, promotion of economic development and preparation of Master Plans for municipal sewer and water services and the transportation network warrant a broader perspective extending beyond the limits of the primary study area and the planning horizon of the Official Plan. One of the components of the study will involve the development of land use and servicing concepts for the lands beyond the primary study area extending to the City boundary on the west and the Hwys. 401/402 corridor on the south.
4. **Study Objectives**

i) Planning Objectives:

a) Provide the basis for an Official Plan amendment to i) designate lands from “Urban Reserve” to appropriate land use designations; ii) identify any new arterial or collector road alignments, and create a street classification system to implement the community structure plan within the sub-area plans that are required to accommodate the development of the area; and iii) refine the categorization and delineation of natural heritage features and hazards.

b) Recommend strategies for the protection and enhancement of the natural heritage system; and for the staging of municipal sewer, water, stormwater management and transportation works together with the corresponding phasing of development approvals, to be prepared within the context of the Growth Management Implementation Strategy approved by Council. These strategies may provide the basis for special Official Plan policies to guide the phasing of development, and the refinement to the Growth Management Implementation Strategy.

c) Provide a macro-scale urban design concept and related guidelines for the preparation of sub-area plans and plans of subdivisions. It is the intent to create an urban environment built around a multi-modal transit first transportation network that connects people to places and public spaces, and builds a framework with emphasis on high quality design for the built form and public infrastructure.

d) Plan for the provision of required community facilities (including recreational facilities, schools, libraries, fire stations and other facilities) at a conceptual level recognizing that exact locations and site configurations will be determined through more detailed planning processes.

ii) Process Objectives:

a) Consult landowners, agencies and the broader community at various stages of the planning process including:
   - a visioning process to guide the preparation of broad planning and development concepts;
   - the review of background studies;
   - the review of alternative land use concepts; and
   - the review of proposed servicing, phasing, natural heritage and urban design strategies.

b) Follow planning processes that minimize and/or facilitate subsequent environmental assessment requirements.

c) Provide direction for and maintain co-ordination with the preparation of any concurrent sub-area plans.

5. **Planning Context**

The Study Area is comprised of lands that were annexed to the City of London in 1993. Following annexation, an Official Plan amendment (OPA88) was adopted to incorporate the annexed lands within the Official Plan. The Urban Growth Area was delineated as part of this amendment and proposed community planning areas were identified. Since that time, four area plans have been completed within this area and three others have been proposed (Map No. 2).

Despite the current servicing constraints, the area is under significant pressure for planning and development approvals.

Map No’s. 3, 4, and 5 depict current Official Plan land use designations, environmental features and transportation corridors. Lands that are subject to active planning and development
applications are shown on Map No. 6. Existing land use in the Study Area is shown in Map No. 7.

In late 2007, the Planning and EESD staff prepared a report on planning and servicing issues. In conjunction with its review of this information report in January of 2008, Council resolved that:

i) Acceptance of requests to initiate area planning studies within the southwest quadrant of the City will not be entertained until such time as the Growth Management Strategy is approved by Council;

ii) Requests for the initiation of area studies within the subject area to be supported by a justification report to indicate how the identified servicing plan and costs together with planning issues are to be addressed; and

iii) The revisions to the Growth Management Policies prepared in conjunction with the ongoing Official Plan Review be revised to indicate that notwithstanding the completion of Area Planning Studies or the approval of Official Plan amendments to re-designate lands, applications for new residential and commercial development approvals and zoning changes will be considered to be premature until Council approves a strategy for the creation of conveyance and treatment capacity for all portions of the Southwest Study Area.

Since that time, the revised Official Plan growth management policies have been adopted by City Council; the Growth Management Implementation Strategy has been approved in principle; the background servicing studies for the 2009 Development Charges Background Study and By-law update are nearing completion; substantial progress on the preparation of an updated DC By-law has been made; and direction has been given by Council for the undertaking of a broader, City-led area plan for the southwest area.

As pointed out in the Southwest Area Issues Summary Report, the southwest quadrant of the City is the least developed in terms of major servicing. There are needs for major water supply and distribution infrastructure; sanitary conveyance and treatment capacity improvements; road widenings and extensions and other transportation upgrades; and the extension of storm water management systems. The report provides an overview of servicing needs and issues as they were known in late 2007. A detailed listing of the works required to address these servicing issues and growth in the southwest can be extracted from the up-to-date content of the Growth Management Implementation Strategy and DC Background Study. Other significant references for the consideration of servicing issues in the southwest area are the Dingman Creek Subwatershed Study and updates; the London Transportation Master Plan update which will be proceeding concurrent with the Southwest Area Study; and London Transit Commission’s Long Term Transit Strategy.

6 Community Vision

The purpose of the visioning exercise is to engage area landowners, residents and interest groups in a process of determining the community values and design concepts that should influence the development of the area plan. The exercise will be undertaken at the outset of the program and will include the consideration of macro-design elements such as gateways, community focal points, open space corridors, commercial nodes, employment areas and transit corridors. It is expected that the consultant will present and seek community feedback on key planning and design principles relating to matters such as placemaking sustainability, healthy communities, transit-supportive planning, compact urban form, mixed use and affordable housing.

While the visioning exercise will focus on the primary study area, it will also seek input on the future development of the larger area being considered for long-term strategic planning, including consideration of lands located outside the Urban Growth Boundary that are tributary to existing service areas. This will include consideration of the impacts on agricultural lands immediately adjacent to the primary study area.
The visioning exercise shall include a spatial analysis that shall perform a SWOT (Strengths, Weaknesses, Opportunities and Threats) Analysis from an urban design perspective. This analysis will guide the development of the land use concepts. This component study will look to review the study area from an urban design perspective and would identify the following information:

- Landmarks;
- Edges;
- Barriers;
- Paths;
- Nodes (existing);
- Existing character areas;
- View corridors and/or terminuses;
- Urban structure (existing);
- Gateways (potential and existing);
- Focal Points (potential and existing); and
- Points of integration with existing urban areas.

The expected outcomes of the visioning process are:

- A macro-scale urban design concept;
- A statement of community based planning and design principles; and,
- A design framework and implementation strategy for sub-area plans.

These outcomes will be considered in the later preparation of alternative land use concepts and the recommended area plan.

7 Component Studies

The Southwest London Area Planning Study will include the following component studies that will provide the necessary background for the preparation of land use concepts and strategies for servicing, development phasing and natural heritage protection. To the extent possible, component studies will rely upon information available from previously completed:

- Master Servicing Plans,
- DC By-law update,
- Growth Management Implementation Strategy,
- Area Planning Studies (Bostwick East, North Longwoods, North Talbot, Dingman),
- Dingman Creek Subwatershed Study Update,
- Parks and Recreation Master Plan,
- Long Term Transit Strategy,
- Placemaking Guidelines,
- Archeological Master Plan and City of London Inventory of Heritage Resources,
- City of London Official Plan 5 Year Review (2006),
- City of London Environmental Management Guidelines,
- Environmental Review Lands Study and Inventory & Evaluation of Woodlands Report (October 2008), and
- Environmental Assessments

7.1 Natural Heritage

i) Inventory and Evaluation of the Existing Natural Environment

This study will provide an inventory and analysis of natural heritage features and functions within the study area. It will be conducted at a level of detail that is appropriate for determining the significance of natural heritage features and functions consistent with Official Plan policies and will provide the basis for an Official Plan amendment to redesignate Environmental Review areas, refine the delineation of significant features and identify matters to be addressed in any required environmental impact study (EIS). It will also identify environmental opportunities and
constraints that will lead to the development of a strategy for protecting, sustaining and strengthening linkages within the natural heritage system, and in a manner that enhances the urban environment. The study will rely on existing sources of information available from the City of London, Upper Thames River Conservation Authority and Ministry of Natural Resources supplemented by field inventory work as necessary to apply Official Plan policies.

The scope of the inventory and evaluation work will be determined in consultation with City staff and the Environmental and Ecological Planning Advisory Committee but, at a minimum, will include all lands designated as Open Space or Environmental Review on Schedule “A” of the Official Plan; all components of the Natural Heritage System and hazard lands as shown on Schedule “B” of the Official Plan; and any other features identified in the Dingman Creek Subwatershed Study or in the inventories maintained by the City, UTRCA or Ministry of Natural Resources.

The consultant will compile sufficient data to apply the Environmentally Significant Area (ESA) and Significant Woodland criteria and guidelines and the Ontario Wetland Evaluation System. The Study will provide descriptions and mapping for vegetation communities, wildlife habitat and populations, aquatic resources, wildlife corridors and habitat linkages, and natural landforms and features, including all features and functions that are contiguous and located in/outside of the study area.

ii) Groundwater, Soils and Slopes

Hydro-geological and geotechnical assessment will be required. The purpose of this work is to provide a description, assessment and mapping of surface water resources, ground water aquifers, potential surface to groundwater recharge areas and slope conditions. The Official Plan requires protection of the hydrological function of sensitive groundwater recharge areas, headwaters and aquifers through the planning approvals process. The following tasks will be completed:

a) identify significant aquifers and their attributes;

b) identify areas having high, moderate and low recharge contributions to groundwater and areas where measures may be required to protect groundwater resources;

c) prepare water budget calculations for existing and post-development conditions and determine measures to offset potential shortages from desired groundwater recharge contributions;

d) identify any subsurface linkages between the study area and the aquifers providing potable water to the subject area; and

e) Assess the stability of existing slopes and confirm or recommend revisions to erosion hazard limits and development setbacks.

Available information will be collected and examined for local soil and groundwater conditions. This information includes relevant documents from the City of London; aerial photos, geological mapping and reports; water well records maintained by the Ministry of the Environment; and records of boreholes and geotechnical reports prepared for the area.

The results of the information review will be included in a draft report together with a water budget analysis and recommendations for measures to maintain pre-development base flows following development. This report will include mapping of existing groundwater recharge/discharge areas.

Recommendations for more detailed fieldwork to assess groundwater and soil conditions to be undertaken in conjunction with sub-area plans or plans of subdivision will also be provided. The Official Plan does not identify any aggregate resources within the study; therefore, an aggregate evaluation will not be required.

Expected outcomes of the Natural Heritage Study include:

- recommendations for an Official Plan amendment to recognize and/or refine the categorization and delineation of natural heritage system components. Areas currently designated as “Environmental Review” will be evaluated and, where warranted, recommended for re-designation as Open Space; and
• a Long-term Strategy to protect and sustain the Natural Heritage System within the Study Area and strengthen its linkages and corridors; and

• recommendations and guidelines for studies and measures, including buffers, to be undertaken at a more detailed level in conjunction with sub-area plans or plans of subdivision to implement the natural heritage strategy.

7.2 Cultural Heritage Study

A qualified consultant will undertake a review of available information to inventory and assess known archaeological and built heritage resources. This study will be prepared in accordance with provincial requirements for a Stage 1 archaeological assessment as set out in the "Archaeological Assessment Technical Guidelines" and with regard for the City of London Archaeological Master Plan and Inventory of Heritage Resources. The study will include:

• A review of the pre-settlement and post-settlement history within the study area, including any pertinent historic maps;

• An examination of the Natural Site Registration Database to determine the presence of known archaeological sites within and nearby the Study Area; and

• A review of past archaeological assessments conducted within the Study Area.

The study will also provide recommendations for more detailed assessments to be undertaken in conjunction with sub-area plans or plans of subdivision.

Land Use Allocation Study

7.3 Land Use Allocation Study

This component study will address, at a broad level, the targeted allocation of land uses, a hierarchy of activity centres, and housing mix, density, and urban form to meet Official Plan objectives for community growth, economic development and compact urban form.

The consultant will review all applicable Official Plan policies and background studies and consult with City Planning staff, the London Economic Development Commission, development proponents and community groups to determine appropriate targets for population and housing mix, commercial land use and employment/industrial land use.

The need and locational requirements for district and regional-scale community facilities (schools, district parks, community centres, branch libraries, fire halls) will also be assessed through discussions with the appropriate departments and agencies and through review of the relevant documents such as the Parks and Recreation Master Plan. The locational requirements for these facilities will be determined through the community structure plan and the preparation of the land use concept plan.

The determination of land use allocations will be co-ordinated with the visioning exercise and preparation of a macro urban design concept/community structure plan as set out in Section 6 of the Terms of Reference, so that there is congruence between these two component studies. Together these documents will provide a foundation for the preparation of alternative land use concepts, and ultimately, the preferred land use plan and Official Plan amendment.

The Land use Allocation Study, will also set targets for housing mix and densities for sub-areas within the Study Area as well as the approximate preferred locations for community facilities, recognizing that the exact location, size and configuration of such facilities will be determined at a later stage in the planning process.
7.4 Servicing Studies

i) Water and Sanitary Servicing Study

This component study will review and document the water and sanitary sewer requirements and options for the study area. A considerable amount of higher level work has been completed through the City’s Sanitary and Water Service Master Plans, the Servicing Background Study for the Development Charges By-law Update and the Growth Management Implementation Study. More detailed, area-specific work has also been undertaken for the four areas where area studies have already been completed.

Existing sewer and water infrastructure within the Study will be mapped, the current situation with respect to system capacities and constraints will be evaluated, and works that are already planned or proposed to service the Study Area will be compiled and mapped.

In conjunction with the completion of alternative land use concepts, sanitary and water servicing schemes will be prepared. Sanitary and water servicing schemes will be prepared to inform the preparation of the Land Use Concept Plan. These schemes should ensure that alignments and sizing for services integrates and promotes the creation of an enhanced urban environment throughout the study area. These schemes will identify:

- A preliminary design of sanitary tributary areas and estimates of sewage flows from these areas;
- Proposed trunk and sub-trunk sanitary sewer alignments;
- Options for resolving any downstream conveyance constraints that have been identified;
- A forecast of water supply and pressure needs for service zones within the Study Area;
- Preliminary sizing of trunk watermain and external service connections; and
- Preliminary estimates of the costs and cost sharing for required sanitary and water infrastructure works.

The preliminary sanitary and water servicing schemes will be refined and elaborated when a preferred land use concept has been prepared.

Much of the sanitary servicing for the Study Area will be dependant on the construction of the Southside Sewage Treatment Plant and trunk sewer system. Recognizing that the timing for the construction of this plant is still uncertain but at least ten years off, the consultant will consider options for limited interim servicing works that may be accommodated within the available treatment capacities of the Greenway and Oxford Pollution Control Plants and that are consistent with the City's growth management policies and implementation strategy. Options for interim servicing works and strategy for financing for the same will be considered in the preparation of an overall phasing strategy for servicing and development approvals within the Study Area.

ii) Storm/Drainage and Stormwater Management

The Storm/Drainage and Stormwater Management component study will provide direction for the management of runoff and protection of the quantity and quality of surface and ground water resources. The recommendations are expected to meet the SWM criteria and environmental targets in the Dingman Creek Subwatershed Study Update, Official Plan and provincial (PPS) policies, Ministry of the Environment water quality criteria and City of London standards and guidelines. Stormwater management planning will be co-ordinated with parks and natural heritage planning as part of an overall open space system that contributes to both sound environmental management and protection, and enhanced community urban design.

Tasks to be undertaken as part of this study include:

- The review of relevant background data from previously completed studies including, but not limited, to the Dingman Creek Subwatershed Study Update and related documents, environmental assessment reports and area plan studies;
• An assessment of existing drainage conditions including catchment and subcatchment areas, a review of available topographic mapping and photographs, survey data and information on soil conditions, the constraints and opportunities for the Natural Heritage System and water resources management;
• Preliminary hydrological evaluation modeling to simulate pre-and post-development storm conditions;
• Confirmation of SWM system design criteria, including any placemaking locational design requirements;
• Delineation of drainage sub-catchment areas and proposed trunk sewer routing;
• Hydrological/hydraulic analysis for the identified drainage catchment;
• Preliminary water balance/baseflow requirements;
• Preliminary review of floodlines, watercourse capacity and outlet requirements;
• Preliminary evaluation of fluvial geomorphological conditions;
• Analysis of hydro-geological water balance estimates to identify suitable water resource management practices to minimize the potential impacts of development on surface and ground water resources;
• An estimation of the costs and strategy for cost recovery required SWM works.

The SWM component study will be undertaken in four phases: documentation and analysis of existing conditions; identification of opportunities and constraints; analysis of SWM options having regard for development viability and costs; and the preparation of a preliminary design and implementation plan for the preferred water resources management system. These tasks should be co-ordinated with the Natural Heritage Study to facilitate the identification of opportunities to incorporate SWM functions within natural areas and to establish appropriate watercourse protection and water resources enhancement criteria.

Alternative SWM solutions including at-source, conveyance and end-of-pipe measures will be evaluated for compliance with applicable criteria and suitability for the Study Area. The preferred strategy will be identified through detailed analysis including hydrologic/hydraulic modeling, water balance investigations and the consideration of socio-economic and environmental factors. Within this overall strategy, the approximate size and location of required SWM facilities and/or online tributary works will be established for detailed design at later stages in the planning approval process.

The expected outcome of this study is a storm/drainage and stormwater management strategy that identifies the optimal type and location of SWM facilities, overland conveyance and storm trunk sewers as well as best practices to achieve water resource management objectives. The strategy will also include guidelines for the design and implementation of more detailed SWM measures through the sub-area or subdivision planning process.

One of the objectives of the Southwest London Area Study is to minimize or facilitate future environmental assessment requirements. To this end, the consultant is expected to pursue opportunities to integrate Class EA requirements with the public consultation and analysis to be undertaken for this component study and the preparation of the area plan. The consultation process will include a dialogue with City staff, the UTRCA, Ministry of Environment, Department of Fisheries and Oceans and other agencies as required, as well as measures to seek out the views of major landowners and the general public.

iii) Transportation

This component study will address transportation related needs, opportunities and constraints associated with existing and future development within the Study Area.

This component study will include consideration and, to the extent feasible, implementation of the following transportation objectives to guide the Land Use Concept Plan and Community Structure Plan:

i) a comprehensive, multi-modal transit first transportation network; and

ii) a place based street classification system that will assist in creating a hierarchy of urban places throughout the study area;

Where it is not possible to achieve these objectives based on existing land use constraints and City wide transportation objectives, other alternative options may be considered for specific areas or corridors.
Current and projected traffic volumes along arterial roads will be examined, estimated, and reported; and traffic volumes to be generated from the future development of the Study Area will be included. Estimated vehicle and pedestrian movements, including transit and bicycle traffic, will be reviewed relative to preferred traffic circulation, safety, and access control measures within the Study Area. The objectives of the City’s Transportation Master Plan will also be considered along with planned and future improvements for arterial roads. London’s Official Plan Transportation policies, the Long Term Corridor Protection Study, London Transit Commission’s Long-Term Transit-Strategy and the City of London Bicycle Master Plan will also be considered.

This component study will consider the impacts of future development on the connecting arterial road system and develop a preferred plan for an appropriate internal collector road network to service the study area. The specific tasks to be undertaken include:

- Review background transportation data and other information available from the City, e.g. Transportation Master Plan, Transportation Impact Study Guidelines, and related transportation studies, traffic counts and signal control plans, and the transportation studies undertaken for the four area plans that have been completed within the Study Area;

- Confirm population and employment forecasts for the Southwest Study Area within the context of forecasts for the Transportation Master Plan and TMP Update;

- Document existing/future transportation management requirements including existing traffic volumes, traffic control measures, levels of service at major intersections, transit service to the area, cycling and pedestrian network requirements (5 – 10 minute walking radius associated with activity centres and neighbourhoods), and planned improvements as contained in the 2009 DC Background Study (expected completion in Spring 2009);

- Identify existing and potential transportation and traffic opportunities and constraints, including non-vehicular (cycling and pedestrian) and public transit routes and options to provide alternative means of transportation. Cycling routes and infrastructure in the study area will be based on the recently completed Bicycle Master Plan (recreational and commuter systems);

- Analyze existing arterial road and intersection conditions including existing levels of service, potential turning lane requirements, traffic signal warrants, and approximate development phasing, to assist with the preparation of the Land Use Concept Plans and Community Structure Plan. Where local street intersections are proposed along arterial roads, identify potential impacts with existing intersection design standards;

- Review internal collector and local street options to assist with the development of the land use concept plans, to assist with the preparation of the Land Use Concept Plans and Community Structure Plan;
  - Identification of the daily traffic volumes on the collector roads at the arterial road intersections to define their function and associated geometrics.

- Review land use alternatives from a traffic/transportation perspective and provide recommendations to assist with development/seLECTION of the preferred land use concept, to assist with the preparation of the Land Use Concept Plans and Community Structure Plan;

- Review LTC transit requirements and design criteria to facilitate transit service and use, including integration of transit and land use to create and support activity centres and recognition of the LTC satellite garage that is planned on Wonderland Road near Wharncliffe;

- Review opportunities for cycling and pedestrian routes as alternate forms of transportation;

- Calculate trip generation and projected traffic volumes for the preferred land use plan road network to determine requirements for boundary road intersection improvements;
  - For projected traffic volumes provide a 10-year horizon or 2019, 20-year, and 30-year horizon and at ultimate build out.
• Identify roadway improvements required to accommodate overall traffic growth in the City (background traffic volumes) and traffic generated by the preferred land use plan in addition to, or different than priorities in the 2009 DC Background Study;
  o For background traffic volumes provide a 10 year horizon or 2019, 20-year, and 30-year horizon and at ultimate build out of the current Urban Growth Boundary and build out of the current Municipal boundary.

• Identify the infrastructure requirements for existing and future roadways based on full build-out of the lands in the study area, including through lanes, auxiliary lanes and traffic control measures. Queuing analysis will be used to determine the length of any auxiliary lanes and will be used to assist in the location and spacing of driveways;

• Prepare draft and final reports and document the work completed including corresponding conclusions and recommendations;

• Estimate 24 hour traffic volumes on proposed collector roads within the Study Area.

Expected outcomes of the transportation study component include:

• Integrate the results of the traffic impact studies completed for the existing Area Plans (ie. Bostwick East, North Talbot, North Longwoods and Dingman) within the Southwest Area Study

• Define transportation-related constraints, opportunities and collector road alternatives that will assist with the development of the land-use concepts.

• Recommendations for any arterial road extensions and/or re-alignments necessary to facilitate traffic flow within the Study Area;

• Proposed collector road alignments and intersection locations with existing arterial roads;

• A conceptual plan for pedestrian and bike path systems within the Study Area;

• A plan to indicate the preferred routing for the extension of transit service to the Study Area;

• A schedule for proposed transportation infrastructure improvements based on the phasing of land development, including estimated costs (in current dollars);
  o Estimates of the cost of implementing transportation improvements required to support the planning area development, including allocations of responsibility, i.e. – background traffic growth, other study area development-related traffic, site traffic.

• A placed-based street classification system to establish a roads hierarchy that integrates the existing transportation network and alternative modes of travel with the Community Structure Plan;

• Public transit requirements to facilitate routing, access and transit coverage;

• Recommendations for improvements to boundary arterial roads and existing intersections based on current and projected traffic volumes (10-year horizon or 2016, 20-year, 30-year and ultimate build out); and

• Identification of phasing expectations and/or requirements relating to the construction of the transportation system.

8 Planning, Design and Servicing – Opportunities and Constraints Analysis

The results of the various component studies, together with input from the landowner, agency and public consultation processes will be synthesized and analyzed to produce a summary of opportunities and constraints that should influence the preparation of alternative land use and servicing concepts for the study area. The analysis will also have regard for:
.8.1 Official Plan growth management, land use and servicing policies;
.8.2 The City’s Growth Management Implementation Strategy;
.8.3 Provincial policies (PPS);
.8.4 Economic development objectives;
.8.5 Applicable Official Plan Guideline Documents and background studies; and
.8.6 2009 DC Background Study.

Specific opportunities and constraints that will be considered include, but are not limited to, the following:

- Compatibility and context with adjacent land use designations and expectations;
- Interface and connections between existing / proposed development along arterial roads;
- Servicing options for Transportation, Water, Stormwater Management, & Sanitary Sewage, phasing, costs and financial responsibility;
- Transportation corridors / requirements, including non-vehicular modes and multi-modal transit first transportation system;
- Place-based road classification system;
- Environmental features / corridors and their potential integration into parkland / open space systems, trail linkages, stormwater management facilities, etc.;
- Minimum distance separation / agricultural impacts;
- Identification of nodes or activity centres and corridors; and
- Design concepts that implement LEED standards for neighbourhood design (LEED-ND).

9 Alternative and Preferred Land Use Concepts

The opportunities and constraints analysis will be used to generate three alternative land use concepts for public and agency review. All of the concepts should provide for the implementation of natural heritage and servicing strategies identified through the component studies and should incorporate elements of the community visioning and urban design concept established at the outset of the Area Study process. The concepts may vary according to the location and extent of land use allocations but should be primarily differentiated according to the intensity of development (residential densities, amount of commercial development, etc). All concepts should support an urban environment which links urban places on a multi-modal transit first transportation system. All land use concept plans should include the following:

- Integration of new development with existing land use fabric, including consideration for preserving “village” character of Lambeth;
- 5 – 10 minute walking radius associated with activity centres and neighbourhoods;
- Potential location(s) for the Southwest Community Centre that is proposed for the area (to be confirmed through the Parks and Recreation Master Plan Update);
- Development of a neighbourhood pattern including parks, open space and pedestrian circulation system;
- Development of a activity centre or nodal pattern (include land use);
- Development of a higher order transportation network;
- Ability to meet housing mix and type objectives and provide reasonable choice, flexibility and distribution;
• Impact on adjacent land uses within and outside of the study area, and possible mitigation measures;

• Servicing and infrastructure requirements, costs and phasing;

• Transportation implications / costs;

• Potential impact to natural and built heritage features and opportunities for enhancement; and

• City, agency and public feedback.

A report to accompany the land use concepts will provide the comparative land use statistics and development yields; any significant differences in the servicing requirements and costs associated with the concepts and an evaluation of the concepts according to the identified constraints and opportunities.

The alternative concepts will be subject to a public, landowner and agency consultation process. The consultant will utilize input from this process and from discussions with City staff to prepare a preferred land use concept.

10 Financial Impact Analysis

Once a preferred land use concept has been proposed, a financial impact analysis will be undertaken to determine the estimated cost of all municipal services and infrastructure necessary to support the proposed development. The study will focus on the implications of these works for future Development Charge Background Study and will provide information on the splits between City services and Urban Works funded works and the growth/non-growth components of all the works. The analysis will include a calculation of estimated DC revenues based on most likely development densities, and provide information on expected timing of realization of the DC revenues. The preparation of the Financial Impact Analysis will be consistent with the development of a development phasing strategy. The recommended phasing strategy will be used to generate an estimated schedule of costs and revenues over the expected period of build-out. The preliminary development phasing and cost schedules will be reviewed with City staff and revised as necessary to fit with the City’s capital financing strategy, as reflected in the 2009 DC Background Study.

It is the policy of the City of London to require that each area that develops demonstrate that it does not place an undue burden on the City’s financial resources.

Key tasks to be undertaken as part of this study are outlined as follows:

• Review of the land uses and projected housing units and projected square footage of any non-residential uses;

• Calculation of Development Charge revenue projections based on most likely development density for projected land uses or as otherwise determined during the course of the study;

• Review of trunk sanitary and storm sewers, water services and stormwater management facilities in the context of their claimability from Development Charges and estimate the cost of these works;

• Review of the recommended transportation infrastructure improvements and preparation of cost estimates for those works that are recoverable from Development Charges;

• Consideration of servicing needs for existing development in the Lambeth Area and along existing arterial roads an evaluation of potential associated costs, including an estimate of capital works costs to complete this conversion; and

• Review the implications of development on the City’s Capital Expenditures Program with respect to budget and timing and determine if there is any need or opportunity to shift capital expenditures.
11 Development Phasing Strategy

A development phasing strategy will be prepared to guide the co-ordination of servicing works and development approvals. The phasing strategy will consider the City’s growth-related land needs and proposed cost recovery strategy, the identified servicing constraints and opportunities and the concurrent financial impact analysis. It is expected that the phasing strategy will generally fit within the Growth Management Implementation Strategy as amended by the 2009 DC Background Study but will be used as a basis for refinement of the GMIS. One of the primary purposes of the phasing strategy will be to establish clear expectations about the sequence and timing of servicing works and development approvals. The strategy will promote a logical progression of growth and cost-efficient investments in infrastructure to avoid premature development applications, based on background conditions and forecast conditions with development over 10-year, 20-year, 30-year, and at ultimate build out time periods.

12 Long-Term Growth Concept

Based on the results of the community visioning process, the findings of the component studies and the input received from consultation with senior staff, the London Economic Development Commission and City Council members, the consultant will prepare a growth concept for the lands identified as the study area for long-term strategic planning. This concept will not form part of the Area Plan or Official Plan amendment but will be used as a reference for future studies to address land use and infrastructure planning in the southwest quadrant of the City.

13 Guidelines for Sub. Area Plans

The Southwest Area Plan is a City-led review and is being prepared for a broad area and at a level of study that provides an appropriate basis for Official Plan Amendments that may include the adoption of the Southwest Area Plan as a secondary plan to guide the implementation of the sub area plans. While accepting the need for this area wide approach to planning and servicing, several landowners have expressed an interest in undertaking concurrent background studies that would be required for the preparation of more detailed development – specific plans for portions of the Study Area. Council has supported this developer-led approach and it is anticipated that at least three sub area planning processes will be requested. The sub area plans would guide the co-ordination of development among multiple landowners; provide specific guidance on land use and housing mix; refine the delineation of natural heritage features and identify buffer requirements based on the results of environmental impact studies, provide additional detail on servicing and stormwater management schemes; identify local road alignments; identify the specific locations and configurations of neighbourhood-scale community facilities such as parks and schools; and other matters that are more appropriately dealt with at a neighbourhood scale. While there may be an interactive process of information exchange, consultation and co-ordination between the Area Study team and the sub area consultants, it is expected that the plans and recommendations coming from the sub area studies will align with the Area Plan Land Use Concept and strategies. The time lines for proposed sub area planning studies will be structured and interim “decision points” will be established and approved by Council so that sub-area plans will only proceed if they are in alignment with the parameters established in the Area Plan Land Use Concept and strategies.

The Area Study consultant will prepare guidelines for the preparation of sub area plans to ensure that the area plan and strategies are appropriately implemented at this more detailed level of study. Consideration and an evaluation of alternative implementation strategies, including the adoption of the sub-area plans as Secondary Plans, should be considered.

A Community Structure Plan shall be completed to establish the parameters for the distribution of land uses, activity centres, the transportation system and for the urban design component for the Sub Area Plans to provide direction for the implementation of the Sub Area community vision. The following parameters shall addressed:

- Design guidelines for a place-based street classification system addressing matters such as land uses, built form, the public/pedestrian environment, and multi-modal transit first transportation system;
- Urban Design Guidelines;
Application of the Council-approved Placemaking Guidelines addressing matters such as the local street pattern, public space, urban design and multi-modal transit first transportation system; and

Traffic calming measures on the internal road network, including consideration for the type of traffic control needed at collector/collector intersections.

13.1 Windmill Development Group Limited

On June 23, 2008, Council directed an evaluation of the proposal by Windmill Development Group Limited for a Platinum LEED-ND development at 3700 Colonel Talbot Road, and that the consultant work actively with Windmill throughout the study period to evaluate the appropriateness of allowing the Windmill proposal to move forward in advance of the installation of the municipal services that will be required to serve conventional development in the area.

It being noted, the consultant will be required to address, at a minimum, key issues related to: servicing; legal, financial and operation obligations; performance measures assuring the attainment of a Platinum LEED-ND standard; and, practicality of moving forward with the project in advance of conventional development.

14 Proposed Area Plan

The consultant will prepare a proposed Area Plan document which will include:

- A description of the Study purpose and process;
- A summary of the findings from the component studies;
- A description of the process and results from the Community visioning and public/agency/landowner consultation exercises;
- A summary of the opportunities and constraints analysis;
- The requirements for water, sewer and stormwater management infrastructure to support the preferred land use concept;
- The multi-modal transportation system improvements necessary to support growth and provide / maintain acceptable traffic and transit service levels, and demonstrate pedestrian and bicycle accessibility;
- Strategies to guide natural heritage protection, servicing, urban design and development phasing;
- A summary of the financial impact analysis (with service by service details and revenue analysis contained in the Study appendices);
- The final preferred land use concept;
- Community Structure Plan to be implemented through the sub-area plans;
- Guidelines for the preparation of sub-area plans and/or plans of subdivision;
- A concept for the long-term planning of lands in the southwest quadrant of the City that are currently outside of the Urban Growth Boundary;
- Recommended amendments to the Official Plan in the form of:
  - changes to Schedule “A” – Land Use
  - changes to Schedule “B” – Flood Plain and Environmental Features
  - changes to Schedule “C” – Transportation Corridors
  - Any special policies that are appropriate to guide future development in the Study Area
15 Consultation Process

i) City of London and Agency Input

The process of consulting with City departments, external agencies, landowners and the community will be a shared responsibility of the consultant and City planning staff. The municipal contribution to the process will be co-ordinated through a Steering Committee comprised of representatives from the Proposal Review Meeting (formerly known as APAG), which includes City departments (Planning and Development, Environmental and Engineering Services, Community Services, Corporate Services and Development Finance), Advisory Committees, utilities, school boards and local agencies such as the Upper Thames River Conservation Authority and London Transit Commission who are likely to have a significant interest in the area study process. The Steering Committee will be chaired by the Manager of Land Use Planning Policy and Research who will also serve as the project lead for the City’s involvement in the Study. The Steering Committee will meet at key points during the Study process including:

a) Prior to finalization and Council adoption of the Terms of Reference;
b) At the outset of the Study to review the consultant’s proposal and work program;
c) Upon completion of the component studies to identify any deficiencies or refinements to be addressed;
d) Following completion of the opportunities and constraints analysis and the alternative land use concepts; and
e) Upon completion of the preferred land use concepts and financial impact analysis, and natural heritage, servicing, urban design and phasing strategies;
f) Upon completion of the recommended area plan and Official Plan amendment.

The Steering Committee will act in an advisory capacity and the consulting team may communicate directly with any of the departments or agencies represented on the Committee as necessary to seek guidance or clarification.

ii) Public Consultation

In order to ensure that the project schedule is maintained, the Consultant will be required to provide the background information and reports prior to the scheduled meetings, to provide an opportunity for an internal review by the Steering Committee.

The Terms of Reference for the Area Study will be subject to public review and a public participation meeting before Planning Committee prior to their approval by City Council. Once the consulting team is in place, they will be responsible for undertaking a consultation process to inform the public and seek out their views through public information/open house sessions. Potential Class Environmental Assessment requirements for any servicing (sanitary, storm, and water) and transportation component studies will be integrated with the Area Plan process with respect to notifications, public meeting requirements, evaluation and reporting requirements.

The study program will include a minimum of four public information/open house sessions.

a) At the outset of the study process to review the Terms of Reference and proposed work program and to initiate the community visioning process;
b) Following completion of the component studies and opportunities and constraints analysis. The findings from these studies combined with the broad structural elements from the urban design concept will be used as the groundwork for a design charrette where landowners, community residents and other stakeholders will have the opportunity to participate in the development of alternative land use concepts;
c) A third session will be held following the preparation of alternative land use concepts and preliminary natural heritage and servicing and urban design strategies;
d) The fourth session will be held to review the preferred land use concept and preliminary financial impact analysis and development phasing strategy.

The final step in the consultation process will be the formal public meeting of the Planning Committee to consider the adoption of the recommended Area Plan and Official Plan amendment.

Throughout the process, the consultant and City staff will pursue opportunities to inform the public of the study progress and scheduled meetings. Communication will be provided through:

- “Living In The City” notices in the London Free Press;
- The City of London website – www.london.ca
- A mailing list of community associations and local organizations known to have an interest in the Study Area;
- A mailing list of individuals and groups who have made recent submissions on planning, servicing and development issues in the Study Area;
- Public notification signs.

16 Implementation and Monitoring

The Consultant shall provide direction for the possible adoption of the Southwest Area Plan and sub area plans as secondary plans. The Consultant shall provide an outline and schedule for any required environmental assessments (EA) and other documentation necessary for planning approval. Initial identified EA’s are listed as follows:

- Southland PCP decommissioning;
- Alignment of future trunk sanitary sewer west of Wonderland Road S, which will cross the Thornicroft Drain and ESA area;
- Wonderland/Wharncliffe/Exeter/Bostwick roads intersection alignment; and
- Bradley Avenue W along edge of significant woodland in the vicinity of Bostwick Road and Pack Road.

17 Area Study Schedule

The consultant will provide an estimated schedule of study tasks and target start-up and completion dates. It is recognized that while the schedule is to be realistic and viable in terms of the time frames allocated, it may be subject to change as the study progresses. The target for completion of the study is one year from project start-up.

The Southwest Area Study will be an iterative process. Co-ordination between the engineering/infrastructure alternatives and financial analysis of the alternatives will be crucial to the successful outcome of the process, and will be the basis of the preferred land use concept. This fiscal imperative, coupled with the need to develop a land use plan that reflects a sustainable community vision, will result in the development of an implementation and phasing strategy to direct growth and development through the planning period.

In order to ensure that the final Southwest Area Plan meets these objectives, the schedule may be extended to provide additional opportunities for consultation, refinement of alternatives, and collection of additional data and/or information.