Township of Southwold New Official Plan
Employment Land Needs Report

PREPARED BY

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A Professional Planning Practice

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Update of 2007 and 2008 Reports
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1.0 Introduction

Zelinka Priamo has been retained by the Township of Southwold to prepare a new Official Plan and a new Comprehensive Zoning Bylaw for the Township. The purpose of this report is to provide background materials and information necessary for the preparation and adoption of the new Official Plan for the Township of Southwold. More specifically, this report examines the Township’s economic future, provides a review of industrial lands, compares the supply of vacant industrial lands with expected employment growth to determine future land needs, and reviews the existing policy and planned function structure of the existing Official Plan and provides recommendations for the new Official Plan.

1.1 Provincial Policy Statement 2005

The Provincial Policy Statement 2005 (PPS), issued under the authority of Section 3 of the Planning Act “provides policy direction on matters of provincial interest related to land use planning” in order to ensure efficient, cost efficient development and the protection of resources. The new PPS came into effect on March 1, 2005. The new Township of Southwold Official Plan will need to be consistent with the policies of the PPS – selected policies of the PPS relevant to population and housing needs are outlined below.

The PPS contains policies regarding Building Strong Communities and the provision for “efficient land use and development patterns to support strong liveable and healthy communities”.

Relevant policies with regard to the provision for employment uses from the PPS include:

- “Healthy, liveable and safe communities are sustained by… b) accommodating an appropriate range and mix of residential, employment (including industrial, commercial and institutional uses), recreational and open space uses to meet long-term needs.” (Section 1.1.1)
- “Sufficient land shall be made available through intensification and redevelopment and, if, necessary, designated growth areas, to accommodate an appropriate range and mix of employment opportunities, housing and other land uses to meet projected needs for a time horizon of up to 20 years…” (Section 1.1.2)

More specifically, with regard to employment areas, the Section 1.3.1 of the PPS states “Planning authorities shall promote economic development and competitiveness by:

- providing for an appropriate mix and range of employment (including industrial, commercial and institutional uses) to meet long term goals;
- providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;
c) planning for, protecting and preserving employment areas for current and future uses; and

d) ensuring the necessary infrastructure is provided to support current and projected needs.”

Lastly, with regard to the conversion of lands in employment areas, the PPS states:

▪ “Planning authorities may permit conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion.” (Section 1.3.2)

1.2 Report Structure

In addition to Section 1, this report has five chapters as follows:

▪ Section 2 reviews the economic profile for Southwold Township;

▪ Section 3 presents employment projections and the resulting lands need requirements for Southwold Township;

▪ Section 4 presents a brief review of existing designations and the planned functions;

▪ Section 5 presents issues and impacts of the employment land needs analysis on the Draft Official Plan; and

▪ Section 6 presents summary for consideration for the Draft Official Plan.

1.3 Previous Studies – Summary of Findings

1.3.1 Industrial Land Development Strategy January 2007


▪ “The inventory of “available” industrial land in St. Thomas and area had become severely depleted.” (p. 2)

▪ “The City of St. Thomas is currently servicing a 130 acre tract of city-owned industrial land between Burwell Road and Highbury Avenue in the City’s northeast corner. The property is being marketed by the EDC as the “Highbury Industrial Park”. This will satisfy the immediate requirement for serviced industrial land, but it is clear that the community needs a longer term strategy to ensure there is an ample supply of industrial/employment lands available for development in the future.” (p.2)

▪ “There is currently no municipally-owned serviced industrial land in Southwold or Central Elgin.” (p. 2)
“A review of historical patterns of land absorption was undertaken and considered in the light of current market conditions. It is felt that average industrial land absorption rates in the range of 25 to 30 acres per year could be expected for the foreseeable future for [St. Thomas].” (p. 3)

“In order to accommodate expected demand over the next 25 years, St. Thomas and its CEEDA partners (the Township is no longer a member of CEEDA) should consider adding 750 +/- acres of industrial land to the total inventory of industrial lands.” (p. 3)

“A minimum inventory of 100 +/- acres of serviced, “shovel ready” land should be available at any given time.” (p. 3)

Although anticipated land absorption was prepared for the City of St. Thomas, the report did not contain a similar analysis specifically for the Township of Southwold.

1.3.2 Analysis of Industrial Land Absorption, December 2006

An Analysis of Industrial Land Absorption in The City of St. Thomas and The Municipality of Central Elgin dated December 2006 was prepared by Lapointe Consulting Inc. for Matthew Fischer & Assoc. Inc. According to the Analysis of Industrial Land Absorption:

“In the past, land absorption volumes in St. Thomas were closely related to the establishment of manufacturing companies with high land demand. The settlement of those companies in the early 1990’s during a strong recession shows that land absorption does not necessarily coincide with general provincial or national trends. Other factors such as land in suitable locations and lot sizes that are ready for occupancy are also important as well as the availability of industrial land in nearby municipalities.” (p. 92)

“It is anticipated that land absorption will pick up in St. Thomas in the near future with the servicing of 130 acres in the Highbury Industrial Park.” (p. 92)

“The analysis of the land absorption patterns in St. Thomas and Central Elgin identifies the distinctive markets of each area with St. Thomas being more related to more traditional manufacturing while Central Elgin’s industrial land uses are more related to primary industries such as agriculture and fishing.” (p. 92)

Although land absorption analysis was prepared by Lapointe Consulting for the City of St. Thomas and Central Elgin, similar analysis was not prepared specifically under the report for the Township of Southwold.
2.0 Southwold Economic Conditions

2.1 Employment

The Township of Southwold had a total employment of about 3,770 persons in 2001 (2006 Census data has not been released). Based on the 2001 population of 4,487 persons, the Township had an activity rate of about 84.0 percent, which is very high (see Figure 1). The high activity rate is a factor of the Ford Assembly Plant that draws workers from outside of the Township, a condition which is further discussed in Section 2.3.

<table>
<thead>
<tr>
<th>Employment Population Activity Rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001 3,770 4,487 84.0</td>
</tr>
</tbody>
</table>

Source: Zelinka Priamo based on data from Statistics Canada

2.2 Labour Force Trends

Southwold Township labour force trends toward high employment participation. Southwold Township had a lower unemployment rate in 1996 and 2001 compared to Elgin County, the London CMA and the province as a whole (see Figure 2), while the unemployment rate fell dramatically from 5.7 percent in 1996 to 2.6 percent in 2001. The Township of Southwold had a higher participation rate in both 1996 and 2001 compared to Elgin County, the London CMA and the province as a whole; however, the participation rate fell from 77.8 in 1996 to 72.5 in 2001.

<table>
<thead>
<tr>
<th>Labour Force Indicators</th>
<th>Ontario</th>
<th>London CMA</th>
<th>Elgin County</th>
<th>Southwold Township</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employment Rate</td>
<td>9.1</td>
<td>9.3</td>
<td>9.2</td>
<td>5.7</td>
</tr>
<tr>
<td>1996</td>
<td>9.1</td>
<td>9.3</td>
<td>9.2</td>
<td>5.7</td>
</tr>
<tr>
<td>2001</td>
<td>6.1</td>
<td>6.7</td>
<td>6.6</td>
<td>2.6</td>
</tr>
<tr>
<td>Participation Rate</td>
<td>66.3</td>
<td>67.3</td>
<td>67.1</td>
<td>77.8</td>
</tr>
<tr>
<td>1996</td>
<td>66.3</td>
<td>67.3</td>
<td>67.1</td>
<td>77.8</td>
</tr>
<tr>
<td>2001</td>
<td>67.3</td>
<td>67.4</td>
<td>67.0</td>
<td>72.5</td>
</tr>
</tbody>
</table>

Source: Zelinka Priamo based on data from Statistics Canada
2.3 Commuting Patterns for Southwold Township

According to 2001 Census data, considerably more people came to work in Southwold in 2001 compared to people leaving Southwold to work in other municipalities – as such the Township is a net importer of jobs (see Figure 3):

- For people working in Southwold Township, people originating from the City of London represented the largest share of workers at about 47.3 percent, followed by St. Thomas at about 22.2 percent. Only about 6.8 percent of all jobs in Southwold were held by residents of Southwold; and
- For people living in Southwold Township, the Cities of London and St. Thomas represented the largest share of the number of people leaving the Township to work elsewhere, whereby each had about a 38 percent share. Only about 12.5 percent of Southwold’s labour force worked in Southwold.

---

**Figure 3**

Commuting Patterns in Southwold Township 2001

<table>
<thead>
<tr>
<th>Where People Working in Southwold Live</th>
<th>Persons</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Malahide</td>
<td>35</td>
<td>1.1</td>
</tr>
<tr>
<td>Aylmer</td>
<td>60</td>
<td>1.8</td>
</tr>
<tr>
<td>Central Elgin</td>
<td>225</td>
<td>6.9</td>
</tr>
<tr>
<td>St. Thomas</td>
<td>720</td>
<td>22.2</td>
</tr>
<tr>
<td>Southwold</td>
<td>220</td>
<td>6.8</td>
</tr>
<tr>
<td>Dutton/Dunwich</td>
<td>95</td>
<td>2.9</td>
</tr>
<tr>
<td>West Elgin</td>
<td>85</td>
<td>2.6</td>
</tr>
<tr>
<td>Chatham-Kent</td>
<td>25</td>
<td>0.8</td>
</tr>
<tr>
<td>Newbury</td>
<td>20</td>
<td>0.6</td>
</tr>
<tr>
<td>Southwest Middlesex</td>
<td>45</td>
<td>1.4</td>
</tr>
<tr>
<td>Strathroy-Caradoc</td>
<td>80</td>
<td>2.5</td>
</tr>
<tr>
<td>Thames Centre</td>
<td>35</td>
<td>1.1</td>
</tr>
<tr>
<td>Middlesex Centre</td>
<td>65</td>
<td>2.0</td>
</tr>
<tr>
<td>London</td>
<td>1,535</td>
<td>47.3</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>3,245</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Where People Living in Southwold Work</th>
<th>Persons</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Aylmer</td>
<td>30</td>
<td>1.7</td>
</tr>
<tr>
<td>Central Elgin</td>
<td>140</td>
<td>7.9</td>
</tr>
<tr>
<td>St. Thomas</td>
<td>670</td>
<td>38.0</td>
</tr>
<tr>
<td>Southwold</td>
<td>220</td>
<td>12.5</td>
</tr>
<tr>
<td>Middlesex Centre</td>
<td>30</td>
<td>1.7</td>
</tr>
<tr>
<td>London</td>
<td>675</td>
<td>38.2</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>1,765</strong></td>
<td><strong>100.0</strong></td>
</tr>
</tbody>
</table>

Source: Zelinka Priamo based on data from Statistics Canada
2.4 Employment Trends

The Township’s employment by industry classification in 2001 compared to Ontario, the London CMA and Elgin County is shown in Figure 4. The Township’s employment is dominated by manufacturing, representing nearly 72 percent of all employment. In comparison, manufacturing represented 17 percent of all employment in Ontario. The domination of Manufacturing employment is a result of the Township having one major employer, the Ford Assembly Plant. The second highest share of employment in the Township is Agriculture, forestry, fishing and hunting at 7.3 percent.

While manufacturing employment dominates employment within the Township, the share of several industries is considerably lower than for Ontario, the London CMA and Elgin County as a whole, including retail trade at 3.4 percent, information and cultural activities at 0.3 percent, finance and insurance at 0.7 percent, professional, scientific and technical services at 1.2 percent.
**Figure 4**
Employment by Industry Classification by Place of Work
Ontario, London CMA, Elgin County and Southwold Township
2001

<table>
<thead>
<tr>
<th>Industry Classification</th>
<th>Ontario</th>
<th>London CMA</th>
<th>Elgin County</th>
<th>Southwold Township</th>
</tr>
</thead>
<tbody>
<tr>
<td>11 Agriculture, forestry, fishing and hunting</td>
<td>109,915</td>
<td>3,525</td>
<td>3,155</td>
<td>275</td>
</tr>
<tr>
<td>21 Mining and oil and gas extraction</td>
<td>18,200</td>
<td>135</td>
<td>35</td>
<td>-</td>
</tr>
<tr>
<td>22 Utilities</td>
<td>41,975</td>
<td>850</td>
<td>135</td>
<td>-</td>
</tr>
<tr>
<td>23 Construction</td>
<td>162,845</td>
<td>6,080</td>
<td>860</td>
<td>65</td>
</tr>
<tr>
<td>31-33 Manufacturing</td>
<td>909,710</td>
<td>34,805</td>
<td>10,450</td>
<td>2,695</td>
</tr>
<tr>
<td>41 Wholesale trade</td>
<td>251,005</td>
<td>8,650</td>
<td>840</td>
<td>105</td>
</tr>
<tr>
<td>44-45 Retail trade</td>
<td>621,625</td>
<td>25,325</td>
<td>3,370</td>
<td>130</td>
</tr>
<tr>
<td>48-49 Transportation and warehousing</td>
<td>212,825</td>
<td>7,485</td>
<td>1,550</td>
<td>180</td>
</tr>
<tr>
<td>51 Information and cultural industries</td>
<td>152,880</td>
<td>4,695</td>
<td>335</td>
<td>10</td>
</tr>
<tr>
<td>52 Finance and insurance</td>
<td>279,605</td>
<td>11,840</td>
<td>570</td>
<td>25</td>
</tr>
<tr>
<td>53 Real estate and rental and leasing</td>
<td>99,950</td>
<td>3,680</td>
<td>250</td>
<td>-</td>
</tr>
<tr>
<td>54 Professional, scientific and technical services</td>
<td>382,120</td>
<td>10,215</td>
<td>745</td>
<td>45</td>
</tr>
<tr>
<td>55 Management of companies and enterprises</td>
<td>7,515</td>
<td>140</td>
<td>10</td>
<td>-</td>
</tr>
<tr>
<td>56 Administrative and support, waste management and remediation service</td>
<td>184,325</td>
<td>7,860</td>
<td>835</td>
<td>25</td>
</tr>
<tr>
<td>56 Administrative and support, waste management and remediation service</td>
<td>340,835</td>
<td>15,875</td>
<td>1,530</td>
<td>40</td>
</tr>
<tr>
<td>62 Healthcare and social assistance</td>
<td>491,650</td>
<td>27,700</td>
<td>3,140</td>
<td>45</td>
</tr>
<tr>
<td>71 Arts, entertainment and recreation</td>
<td>103,055</td>
<td>3,420</td>
<td>445</td>
<td>25</td>
</tr>
<tr>
<td>72 Accommodation and food services</td>
<td>345,055</td>
<td>13,790</td>
<td>1,935</td>
<td>50</td>
</tr>
<tr>
<td>81 Other services (except public administration)</td>
<td>243,390</td>
<td>10,220</td>
<td>1,475</td>
<td>10</td>
</tr>
<tr>
<td>91 Public administration</td>
<td>294,265</td>
<td>6,970</td>
<td>830</td>
<td>10</td>
</tr>
<tr>
<td>Total</td>
<td>5,252,740</td>
<td>203,260</td>
<td>32,500</td>
<td>3,770</td>
</tr>
</tbody>
</table>

**Percentage of Total**

<table>
<thead>
<tr>
<th>Industry Classification</th>
<th>Percentage of Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>11 Agriculture, forestry, fishing and hunting</td>
<td>2.1</td>
</tr>
<tr>
<td>21 Mining and oil and gas extraction</td>
<td>0.3</td>
</tr>
<tr>
<td>22 Utilities</td>
<td>0.8</td>
</tr>
<tr>
<td>23 Construction</td>
<td>3.1</td>
</tr>
<tr>
<td>31-33 Manufacturing</td>
<td>17.3</td>
</tr>
<tr>
<td>41 Wholesale trade</td>
<td>4.8</td>
</tr>
<tr>
<td>44-45 Retail trade</td>
<td>11.8</td>
</tr>
<tr>
<td>48-49 Transportation and warehousing</td>
<td>4.1</td>
</tr>
<tr>
<td>51 Information and cultural industries</td>
<td>2.9</td>
</tr>
<tr>
<td>52 Finance and insurance</td>
<td>5.3</td>
</tr>
<tr>
<td>53 Real estate and rental and leasing</td>
<td>1.9</td>
</tr>
<tr>
<td>54 Professional, scientific and technical services</td>
<td>7.3</td>
</tr>
<tr>
<td>55 Management of companies and enterprises</td>
<td>0.1</td>
</tr>
<tr>
<td>56 Administrative and support, waste management and remediation service</td>
<td>3.5</td>
</tr>
<tr>
<td>61 Educational services</td>
<td>6.5</td>
</tr>
<tr>
<td>62 Healthcare and social assistance</td>
<td>9.4</td>
</tr>
<tr>
<td>71 Arts, entertainment and recreation</td>
<td>2.0</td>
</tr>
<tr>
<td>72 Accommodation and food services</td>
<td>6.6</td>
</tr>
<tr>
<td>81 Other services (except public administration)</td>
<td>4.6</td>
</tr>
<tr>
<td>91 Public administration</td>
<td>5.6</td>
</tr>
<tr>
<td>Total</td>
<td>100.0</td>
</tr>
</tbody>
</table>

Note: Totals may not add up due to rounding
Source: Zelinka Priamo based on data from Statistics Canada, 2001 Census Custom Tabulation
2.5 Major Employers

According to information from the St. Thomas Economic Development Corporation, Ford Motor Company is the only major employer in Southwold Township. The Ford Motor Company Assembly Plant opened in 1967, with approximately 2.4 million sq. ft. (222,960 sq. m) of total building space. The assembly plant recently had approximately 2,387 full time employees according to information from the St. Thomas EDC.

With only one major employer, the Township employment sector is relatively underdeveloped compared to nearby municipalities due to a number of factors:

- A lack of spin-off industries locating in Southwold Township to be nearby the Ford Assembly plant;
- Although there are considerable vacant industrial lands in Southwold Township, the lands are currently not serviced with sanitary sewers;
- The lack of active marketing of the vacant industrial lands through economic development initiatives;
- The considerable supply of vacant, serviced and well-located industrial lands in nearby municipalities; and
- The availability of employment opportunities outside of the Township, particularly in the City of London and the City of St. Thomas.

2.6 Industrial Lands

Under the current Town of Southwold Official Plan, for lands designated Major Industrial on Schedule “A” (see Figure 5), the predominant use of land shall be for industrial activities. These activities would include manufacturing, wholesaling, warehousing, distributing, repairing and servicing, assembly of goods and the storage of goods and materials, while ancillary uses such as offices, cafeterias, recreational facilities, factory wholesale/retail outlets, are permitted as well. Lastly, a dwelling unit for a caretaker or watchman may be permitted.

As shown in Figure 5, all of the Township’s Major Industrial designated lands are located in proximity to Highway 401 and the Township’s municipal boundary with the City of London, between Highway 4 and Wonderland and Ford Roads. The existing Ford Motor Company Assembly plant is located in approximately the northern third of the lands designated Major Industrial.
Figure 5

Schedule “A” Land Use Plan, Township of Southwold Official Plan
2.7 Industrial Land Supply

There are considerable vacant Major Industrial lands in the Township of Southwold, all of which are located east of Highway 4/Sunset Road extending west to Wonderland Road South and Ford Road. (see Figure 6).

**Figure 6**
As of December 2007, approximately 1,274 ac (519 ha) of industrial lands were vacant (see Figure 7). The industrial land inventory was adjusted to remove lands within the Kettle Creek Conservation Authority regulatory area, as well as lands designated Hamlet under the existing Township of Southwold Official Plan. The resulting industrial land inventory is composed of lands as follows:

- About 630 ac (256 ha) or 50 percent of the vacant industrial lands have been recently owned by the Ford Motor company. The vacant Ford lands are not immediately adjacent to the current Assembly Plant lands. The lands are currently serviced with municipal water, however the lands are not serviced with sanitary sewers; and

- The remaining 644 ac (262 ha) of vacant industrial lands were comprised of 11 properties ranging in size from 3 ac (1 ha) to 126 ac (51 ha) located in a contiguous block bounded by Clinton Line to the North, Wonderland Road to the East, Talbot Line to the south and Sunset Road (Highway 4) to the west.

### Figure 7

**Supply of Lands Designated Major Industrial, Southwold Township, December 2007**

<table>
<thead>
<tr>
<th>Lands</th>
<th>Location</th>
<th>Land Parcel</th>
<th>Vacant</th>
<th>Zoning</th>
<th>Source</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ford Motor Company Lands</td>
<td>40155 Talbot Line</td>
<td>546.6</td>
<td>222.4</td>
<td>510.0  207.6</td>
<td></td>
</tr>
<tr>
<td>Ford Motor Company Lands</td>
<td>10167-10237 Ford Road</td>
<td>120.1</td>
<td>48.9</td>
<td>120.1   48.9</td>
<td></td>
</tr>
<tr>
<td></td>
<td>11428-11432 Sunset</td>
<td>85.8</td>
<td>34.9</td>
<td>61.2   24.9</td>
<td></td>
</tr>
<tr>
<td></td>
<td>11384 Sunset</td>
<td>112.0</td>
<td>45.6</td>
<td>97.1   39.5</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Con ENBTR E Part Lot 44 &amp; 45</td>
<td>115.8</td>
<td>47.1</td>
<td>108.5  44.2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>11248 Sunset</td>
<td>22.0</td>
<td>8.9</td>
<td>17.8   7.2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>11052 Sunset</td>
<td>96.9</td>
<td>39.4</td>
<td>84.5   34.4</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Sunset Daycare</td>
<td>11428 Sunset</td>
<td>11.4</td>
<td>4.6</td>
<td>11.4   4.6</td>
</tr>
<tr>
<td></td>
<td>The Turkey Shoppe</td>
<td>Con ENBTR Part Lot 42</td>
<td>161.4</td>
<td>65.7</td>
<td>125.9  51.3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Con ENBTR Part Lot 41</td>
<td>105.6</td>
<td>43.0</td>
<td>74.5   30.3</td>
</tr>
<tr>
<td></td>
<td></td>
<td>11277 Wonderland Road</td>
<td>43.8</td>
<td>17.8</td>
<td>43.8   17.8</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Con ENBTR Lot 43</td>
<td>11.4</td>
<td>4.6</td>
<td>11.4   4.6</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Con ENBTR Part Lots 41, 42</td>
<td>7.8</td>
<td>3.2</td>
<td>7.8    3.2</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Con ENBTR S Part Lot 41</td>
<td>8.5</td>
<td>3.6</td>
<td>8.5    3.5</td>
</tr>
<tr>
<td></td>
<td></td>
<td>11276 Sunset Road</td>
<td>3.0</td>
<td>1.2</td>
<td>3.0    1.2</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Total</td>
<td>1,448.3</td>
<td>589.5</td>
<td>1,274.2  518.6</td>
</tr>
<tr>
<td>MTO Highway 3 Lands</td>
<td>11158 Sunset</td>
<td>115.7</td>
<td>47.1</td>
<td>115.7  47.1</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td>Total Percent</td>
<td>100.0</td>
<td>100.0</td>
<td>100.0   100.0</td>
</tr>
</tbody>
</table>

1. Parcel size adjusted to remove lands currently designated as Hamlet under the Township’s Official Plan
2. Parcel size adjusted to remove lands within the Kettle Creek Conservation Area regulatory areas

Source: Zelinka Priamo based on information from the Township of Southwold

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1. Additional Ford lands designated Hamlet under the Township’s Official Plan and were removed from the inventory.
2. A further 115.7 ac (47.1 ha) parcel of vacant land is associated with the MTO future Highway 3 by-pass, and as such are effectively unavailable for development and have been excluded in the overall inventory of industrial lands.
The attributes of the existing employment (industrial) vacant lands that are factors in attracting new employment (industrial uses) include:

- Locational – there is a desire for employment (industrial) lands that are well located along the Highway 401 corridor. The Southwold vacant industrial lands are relatively well located near the City of London, close to the Highway 401 corridor in between Windsor and Toronto;
- The lands are located on Highway 4 with good visibility and access to Highway 401 from Highway 4;
- Proximity to other employment (industrial) uses – the Ford Assembly plant is located adjacent to the vacant employment (industrial) lands, acting as an anchor for the employment area. In addition, the lands located within proximity to the recent automotive investments in Woodstock, as well as to employment uses within the City of St. Thomas; and
- Servicing – the vacant employment (industrial) lands are not currently serviced with sanitary sewers. The demand for dry industrial lands within the context of the Southern Ontario industrial land market is very low.

### 2.8 The City of Toronto (Greenlane) Land Fill Lands

The Greenlane land fill lands, now owned by the City of Toronto, are located in Southwold Township generally at Highway 401 to the east of Mill Road. The approximate size of the total land holdings for the Greenlane Land fill, including buffer lands is approximately 463 ha (1,143 ac). The landfill site is designated Agriculture on Schedule A to the Official Plan of the Township of Southwold. The Agriculture designation does not specifically allow for a landfill use, and there is no suitable designation that specifically permits a land fill use. According to Zoning By-Law No 1677, the majority of the Greenlane lands are Zoned OS1 with a portion of the lands along Southdel Drive Zoned OS1-43. The section of lands zoned OS1-43 permits Restricted Business Office and Accessory uses (the main gate to the landfill). The OS1 Zone does not list a garbage/waste dump as a permitted use or recognize existing uses at the time of passing of the By-law, although Institutional Uses are permitted. The site operates under a provincial zoning order.

According to information from the Ministry of the Environment, “Over the life of the site (25 years), the proposed capacity would be 5,850,000 cubic metres plus an additional contingency capacity of another 2,900,000 cubic metres which includes daily cover. The site would be accepting non-hazardous solid waste from Elgin and Middlesex Counties, and the Cities of St. Thomas and London.”

The new Official Plan will designate the landfill site as Waste Management Centre. In addition to permitting the existing uses and in the interest of encouraging economic diversity, a variety of industrial uses including alternative energy uses and recycling is recommended for this site.
2.9 Review of Competitive Industrial Lands

Due to the lack of recent demand for the Major Industrial designated vacant lands in the Township, competitive industrial lands within nearby municipalities were reviewed. As noted below, there are considerable vacant serviced industrial lands in the Cities of London, St. Thomas and Woodstock, along with the Municipality of Chatham-Kent and the Town of Ingersoll.

2.9.1 City of London

In May 2007 the City of London had an overall vacant and underutilized industrial land supply of about 5,471 ac (2,215 ha), of which about 2,055 (832 ha) is currently serviced, according to the 2006 Official Plan Review Land Needs Background Study. About 53 percent of the vacant and underutilized industrial land supply was located in the Veteran’s Memorial Parkway corridor that extends from Highway 401 to the London Airport – about 1,306 ac (529 ha) are currently serviced. In particular, in early 2006, about 110 acres of serviced industrial lands became available in Phase 1 of the City of London owed Innovation Park, located on Airport Road South, south of Hamilton Road, the lands are located between Hwy 401 and the London International Airport. A total of about 460 acres are expected to become available. In 2006, CT Innovations, a high tech automotive parts manufacturing company was the first purchaser, with a 3.69 ac parcel.

2.9.2 City of St. Thomas

In 2007, the City of St. Thomas opened the Highbury Industrial Park according to information from the City of St. Thomas Economic Development office. The Highway Industrial Park, located west of Highbury Avenue to the north of the existing industrial park, had about 130 acres of serviced industrial land. In July, 2007, it was announced that Takumi Stamping Canada Inc. purchased about 7.83 hectares (19.36 acres) for their Canadian Head Office and Manufacturing Facility, with a total build out of about 15,753 sq. m (170,000 sq. ft.). The plant is associated with the new Toyota Motor Company facility in Woodstock.

2.9.3 Town of Ingersoll

The Town of Ingersoll has an overall vacant industrial land inventory of approximately 115 ac (46 ha) according to information from the Town of Ingersoll. Most of the lands are part of the 85 ac (34 ha) unserviced publicly owned lands located north of Highway 401 and south of Clark Road at the Plank Line interchange.
2.9.4 City of Woodstock

The City of Woodstock has a current overall inventory of about 525 acres of vacant industrial land according to information from the City of Woodstock Economic Development office, comprised of lands including those within several business parks along Highway 401 as follows:

- The new North East Business Park located on Devonshire Avenue is approximately 96 ac (39 ha) in size, with servicing expected in Fall 2007. The lands are in close proximity to the Toyota Motor Company lands;
- About 113 ac (46 ha) of vacant lands are located in the First Commerce Way Business Park, located north of Highway 401 at the Highway 403 intersection;
- The Woodstock Business Park at the corner of Parkinson Road County Road No. 4 to the north of Highway 401 includes about 86 ac (35 ha) of vacant industrial lands in close proximity to the Toyota Motor Company lands;
- On Seagrave Road in the Bysham Park Business Community approximately 89 ac (36 ha) of lands in two parcels are available; and
- The Pattulo Ridge Business Park to the south of Highway 401 between County Road 59 and Highway 403 includes about 106 ac (43 ha).

2.9.5 Municipality of Chatham-Kent

The Municipality of Chatham-Kent currently has approximately 194 ac (79 ha) of vacant municipally owned industrial lands, according to information from Economic Development Services. Additional privately owned lands are available as well. The new Bloomfield Business Park is located at Bloomfield Road north of Highway 401. The 120 ac (49 ha) of vacant lands are fully serviced with municipal water, sanitary and storm sewers.
3.0 Employment Land Requirements

The methodology for determining the need for additional employment lands requires the following steps:

- Project total employment in the municipality;
- Estimate employee density for industrial land employment category;
- Determine the total amount of land required for the industrial land employment category.
- Calculate the amount of new or surplus industrial land employment category.

For the purpose of this report, it is assumed that the overall activity rate will remain unchanged. The size of the working age population is assumed to remain essentially unchanged as a proportion of the population.

3.1 Employment Forecast

Figure 8 shows Southwold Employment Projections. The projection assumes a labour participation rate of 84.0 percent. Projection to 2031 is for a work force of 4783, a modest increase of 814.

<table>
<thead>
<tr>
<th>Year</th>
<th>Persons</th>
<th>Activity Rate</th>
<th>Employment</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001A</td>
<td>4,457</td>
<td>84.0</td>
<td>3,770</td>
</tr>
<tr>
<td>2006A</td>
<td>4,724</td>
<td>84.0</td>
<td>3,968</td>
</tr>
<tr>
<td>2011F</td>
<td>4,954</td>
<td>84.0</td>
<td>4,161</td>
</tr>
<tr>
<td>2016F</td>
<td>5,179</td>
<td>84.0</td>
<td>4,350</td>
</tr>
<tr>
<td>2021F</td>
<td>5,400</td>
<td>84.0</td>
<td>4,536</td>
</tr>
<tr>
<td>2026F</td>
<td>5,599</td>
<td>84.0</td>
<td>4,703</td>
</tr>
<tr>
<td>2031F</td>
<td>5,764</td>
<td>84.0</td>
<td>4,842</td>
</tr>
<tr>
<td>Total Growth 2006-2031</td>
<td>1,040</td>
<td></td>
<td>874</td>
</tr>
</tbody>
</table>

Note: Uses the population projection for the Township of Southwold, 5,764 persons
Source: Zelinka Priamo based on Figure ** from Zelinka Priamo Ltd., Township of Southwold New Official Plan Demographic Profile, Population Projections and Housing Needs Report.
3.2 Labour Force Industrial Lands

Figure 9, Employment Land Labour Force (i.e. employment uses such as industrial, construction, warehousing and other uses that would typically locate in industrial areas) shows the 2001 labour force employed on industrial lands, according to Statistics Canada.

<table>
<thead>
<tr>
<th>Industry Description</th>
<th>Total Employment Persons</th>
<th>Employment Land Share Percent</th>
<th>Employment Land Persons</th>
</tr>
</thead>
<tbody>
<tr>
<td>Agriculture, forestry, fishing and hunting</td>
<td>275</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Mining and oil and gas extraction</td>
<td>-</td>
<td>100</td>
<td>-</td>
</tr>
<tr>
<td>Utilities</td>
<td>-</td>
<td>100</td>
<td>-</td>
</tr>
<tr>
<td>Construction</td>
<td>65</td>
<td>100</td>
<td>65</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>2,695</td>
<td>100</td>
<td>2,695</td>
</tr>
<tr>
<td>Wholesale trade</td>
<td>105</td>
<td>100</td>
<td>105</td>
</tr>
<tr>
<td>Retail trade</td>
<td>130</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Transportation and warehousing</td>
<td>180</td>
<td>100</td>
<td>180</td>
</tr>
<tr>
<td>Information and cultural industries</td>
<td>10</td>
<td>20</td>
<td>2</td>
</tr>
<tr>
<td>Finance and insurance</td>
<td>25</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Real estate and rental and leasing</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Professional, scientific and technical services</td>
<td>45</td>
<td>50</td>
<td>23</td>
</tr>
<tr>
<td>Management of companies and enterprises</td>
<td>-</td>
<td>50</td>
<td>-</td>
</tr>
<tr>
<td>Administrative and support, waste management and remediation</td>
<td>25</td>
<td>50</td>
<td>13</td>
</tr>
<tr>
<td>Educational services</td>
<td>40</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Healthcare and social assistance</td>
<td>45</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Arts, entertainment and recreation</td>
<td>25</td>
<td>50</td>
<td>13</td>
</tr>
<tr>
<td>Accommodation and food services</td>
<td>35</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Other services (except public administration)</td>
<td>50</td>
<td>50</td>
<td>25</td>
</tr>
<tr>
<td>Public administration</td>
<td>10</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Total</td>
<td>3,770</td>
<td>100</td>
<td>3,120</td>
</tr>
</tbody>
</table>

Source: Zelinka Priamo based on data from Statistics Canada, 2001 Census Custom Tabulation

According to the 2001 Census data, there was no Major Office Employment (i.e., employment in office buildings greater than 20,000 sq. ft. in size) in the Township.
3.3 Industrial Employment Land Demand vs. Supply

Figure 10 shows the industrial employment land forecast for projected employment growth. A range of 10 to 15 employees per net acre (.4 ha) was applied to convert employees to industrial employment land requirements. The industrial land requirement for projected industrial employment growth ranges from 52 to 78 acres (21 to 32 ha). There is approximately 1019 acres (412 ha) of land that is designated Industrial in the existing Official Plan. Designation of additional lands is not required or recommended.

| Source: Zelinka Priamo based on |
4.0 Policy Review

Within the Major Industrial designation on Schedule “A” of the Official Plan, the predominant use is for industrial activities. These activities would include manufacturing, wholesaling, warehousing, distributing, repairing and servicing, assembly of goods and the storage of goods and materials. Ancillary uses such as offices, cafeterias, recreational facilities, factory wholesale/retail outlets, are also permitted.

The current Official Plan aims to provide suitable land for industrial purpose, consistent with the servicing limitations of the Township anticipated demand and site suitability, compatibility with the agricultural community and surrounding land uses, the provision of adequate industrial land, to encourage industries that are non conforming land uses to relocate into designated areas, and to actively support industrial development and promotion programs.

5.0 Issues & Impacts on Draft Official Plan

Section 5.0 contains a summary of key employment issues raised at open houses, by staff and by Council.

5.1 Opportunities for Highway commercial Uses

Issue:

- Limited commercial tax base and limited opportunity for new (highway) commercial uses.

Options:

- Designate new Highway Commercial area at Sheddon Hwy 401 exit.
- Provide greater potential for commercial use in Talbotville area (possibly through use of surplus Ford lands).

Discussion:

- Hwy 401 exit is suitable for commercial designation. The lands are zoned to permit a limited range of commercial uses.
- Permit compatible commercial uses in industrial designation.

5.2 Landfill Site

Issue:

- City of Toronto Landfill site.

Related issues:

- Limited Commercial tax base.
- Description of industrial lands.
Options:
- Restrict operations to their existing extent, with OPA and ZBA (Plus Certificate of Approval) required for expansion or addition of uses.
- Designate for broad range of potential associated industries and/or complementary commercial uses.

Discussion:
- Because of its size, location and regional access, the Toronto Landfill site has potential for a range of industries associated with the landfill operation.
- There is a need for the Township to negotiate a policy framework for the landfill and related lands that will be advantageous to the City of Toronto and beneficial to the citizens of Southwold.

5.3 Future Industrial Lands

Issue:
- Designation of lands for future industrial use.

Related issues:
- Municipal servicing.
- Location of growth adjacent to St. Thomas.
- Toronto Landfill site.

Options:
- Focus industrial growth on existing designated Talbotville lands.
- Continue to focus industrial growth on existing designated Talbotville lands, but provide potential for industrial development on lands associated with the Toronto landfill site.
- Redesignate part of lands in Talbotville area from Industrial to allow for residential development.

Discussion:
- Any option for future industrial development will be dependent upon the provision of municipal sanitary and water services.
6.0 Summary

Modest growth in the size of the labour force is anticipated which is expected to create a demand for 52 ac (21 ha) to 78 ac (32 ha) of land. Supply based on an area basis exceeds the projected demand.

Significant amounts of vacant employment lands exist, that are suitable for industrial uses including fabricated metal operations, transportation, warehousing, light manufacturing, assembling, repairing and servicing and research and development.

The Township’s industrial area can contribute to efforts to diversity Elgin County’s economic base. Opportunities exist for a variety of industrial uses including alternative energy uses and recycling on the Toronto (Greenlane) Land Fill lands. The new Official Plan will designate these lands to recognize the existing use and a range of compatible uses.