Town of LaSalle Howard Bouffard Secondary Plan

APPENDIX 4 - Wastewater Plant Capacity Allocation Protocol

DRAFT FOR DISCUSSION

August 23, 2024

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1.0 Introduction

Growth in LaSalle is forecast to remain strong in the coming decades for both residential and employment-related uses, both through ongoing intensification initiatives within the Town's defined Urban Area and with a particular emphasis of the Howard Bouffard Secondary Plan Area. Planning for growth requires alignment between land use planning and decisions about municipal service infrastructure to ensure that key services are available to support construction.

The Town of LaSalle has an agreement with the City of Windsor to receive and treat wastewater from the Town to the Lou Romano Water Reclamation Plant. It is understood that the agreement with the City is to provide wastewater treatment for the Town's effluent, with a current flow rate cap of 5.0 million gallons per day, and the opportunity to increase the flow rate to 6.0 million gallons per day. The existing (2023) estimated daily flow volume pumped to Windsor is 2.57 million gallons per day.

The Town is responsible for the allocation of wastewater plant capacity, in consideration of the capacity limitations identified above. As wastewater plant capacity constraints are expected in the long-term, this Wastewater Plant Capacity Allocation Protocol has been developed to:

- i. Ensure that the remaining and future uncommitted reserve capacity in the wastewater treatment plant is planned for, and allocated in a sustainable and transparent manner; and
- ii. To provide fairness and predictability to the process of capacity estimation and allocation. It clarifies for the development community and the public how a finite resource will be managed to ensure the greatest benefit to the Town.

This Wastewater Plant Capacity Allocation Protocol relies upon the statutory authority set out in s. 86(1) of the *Municipal Act*, 2001, which requires the Town to provide wastewater services to development, where there is sufficient capacity available. In LaSalle, proposed development, both within the Howard Bouffard Secondary Plan Area and through intensification within the rest of the existing Urban Area has the potential to exceed available plant capacity in the long-term, and therefore this Wastewater Plant Capacity Allocation Protocol is required to manage that limited capacity, until such time as plant capacity can be enhanced.

2.0 Where This Allocation Protocol Applies

In general, this Wastewater Plant Capacity Allocation Protocol applies to all geographic areas within the Town of LaSalle, except properties within the Rural/Agricultural Area, as identified in the Town's Official Plan, where municipal services are neither available nor planned in the foreseeable future.

More specifically, this Wastewater Plant Capacity Allocation Protocol applies to the following growth and development within the Urban Area of the Town, as identified in the Town's Official Plan, unless exempted in accordance with Section 3.0 of this Protocol:

i. Any development where an extension and/or the provision of new wastewater infrastructure is required;

- ii. Any development where a *Planning Act* application is required, including any application for an Official Plan Amendment and/or a Zoning By-law Amendment;
- iii. The creation of any number of new lots or units through the Plan of Subdivision/Condominium Description processes;
- iv. Any development requiring Site Plan Approval; and/or
- v. Any development where the removal of the Holding (H) Provision is requested.

3.0 Development NOT Subject to the Wastewater Plant Capacity Allocation Protocol

The Wastewater Plant Capacity Allocation Protocol does not apply to the following:

- i. The addition of up to three (3) additional residential units on a lot, provided the additional residential units comply with all applicable Zoning By-law requirements;
- ii. A change on a property from one permitted use to another permitted use in accordance with the Zoning By-law that does not require a Zoning By-law Amendment, or the removal of the Hold (H) Provision;
- iii. The construction of a deck, patio, fence, porch, accessory building or structure, temporary building or structure, or interior or exterior renovation to an existing building;
- iv. The repair, re-build or restoration of a legally existing building or structure, or part thereof, provided that the building or structure continues to be used for the same purpose;
- v. Minor adjustments to Site Plan Agreements and Subdivision/Condominium Agreements that do not meet the criteria within Section 6.0 of this Protocol; and
- vi. The development of existing vacant lots that are within the Urban Area identified within the Town's Official Plan, where no approval under the *Planning Act* is required and that are not within the Howard Bouffard Secondary Plan Area.

4.0 Measuring a Wastewater Capacity Allocation

The Town is responsible for identifying the uncommitted reserve capacity available for possible allocation in the Lou Romano Water Reclamation Plant. The Town is also responsible for converting the amount of uncommitted reserve capacity to people and/or employment equivalents for the purposes of administering the Wastewater Plant Capacity Allocation Protocol.

In addition, the Town shall establish the amount of uncommitted reserve capacity and uncommitted employment equivalents on a routine basis as deemed necessary for the purposes of administering and implementing the Wastewater Plant Capacity Allocation Protocol.

The Town may request a report from a professional engineer confirming the maximum average daily sewage flows and extraneous sewage flows for major developments and/or amendment proposals in

accordance with any Town-endorsed methodology, as determined by Town at their sole discretion. Town shall confirm and approve the final employment equivalent.

5.0 Timing and Expiry of a Wastewater Plant Capacity Allocation

This section applies to decisions on applications for Draft Plan of Subdivision/Condominium Vacant Land Condominium Description Approval (Section 51 of the *Planning Act*), Provisional Consent (Section 53 of the *Planning Act*), and Site Plan Approval (Section 41 of the *Planning Act*) that are made after the Wastewater Plant Capacity Allocation Protocol comes into effect.

Plans of Subdivision or Condominium

- i. If uncommitted reserve wastewater plant capacity exists, a commitment to allocate can be established by the Town at the time of Draft Plan of Subdivision/Condominium Approval, subject to the Capacity Allocation Criteria identified in this Protocol. The timing of the allocation, as well as allocation in phases or stages to facilitate the orderly build-out of the proposal (if applicable), shall be further articulated in a development, servicing, front-ending, or other agreement (i.e., agreements under the Planning or Development Charges Act);
- ii. If a commitment to a wastewater plant capacity allocation is established in accordance with subsection i., and the approval includes a Draft Plan of Subdivision/Condominium, all or part of the Draft Plan must be registered within 36 months from the date Draft Plan Approval, and if this does not occur, the commitment to a wastewater capacity allocation may be deemed withdrawn, at the discretion of the Town;
- iii. Notwithstanding Subsection ii, in the case of an application for extension of Draft Plan Approval, an additional 12 months may be considered by the Town, provided the applicant demonstrates that they have taken the appropriate steps to register all or part of the Draft Plan. Such steps may include the finalization and acceptance of servicing and stormwater plans and drawings and/or the clearing of the majority of conditions of Draft Plan Approval, to the satisfaction of the Town.
 - The Town may also consider extenuating circumstances (e.g. change of ownership, significant amendments to the proposal, unforeseen economic conditions) in their decision to grant an extension of Draft Plan Approval for additional 12 months, subject to the adequate demonstration of such extenuating circumstances by the applicant, to the satisfaction of the Town;
- iv. At the time of registration of a Draft Plan of Subdivision/Condominium the legal agreement entered into between the owner and the Town shall specify that building permits have to be issued (may cover the entire Draft Plan or, in the case where phasing is required, an approved Phase 1) within 36 months of the execution and registration of a Subdivision/Condominium Agreement, or the commitment to a wastewater plant capacity allocation may be deemed withdrawn from the remaining unbuilt lots/units, at the discretion of the Town; and
- v. The Approval of a Draft Plan of Subdivision/Condominium shall be linked to the relevant approval processes, including, where applicable, an Official Plan Amendment and/or a Zoning By-law Amendment. As a condition of Draft Plan Approval, the confirmation of a wastewater plant capacity allocation and the lifting of the Holding (H) Provision shall only be approved by the Town when the development is ready for the building permit stage.

Site Plan Approval

- i. If uncommitted wastewater plant capacity exists, it can be allocated by the Town at the time of the execution and registration of a Site Plan Agreement subject to the Capacity Allocation Criteria identified in this Protocol. The availability of the committed wastewater plant capacity allocation in phases or stages to facilitate the orderly build-out of the proposal may be further articulated in the Agreement.
- ii. If wastewater plant capacity is allocated in accordance with sub-section i., and building permits are not obtained within 36 months of the date of the execution and registration of a Site Plan Agreement, then the commitment to a wastewater plant capacity allocation may be deemed withdrawn, at the discretion of the Town; and
- iii. Notwithstanding Subsection ii., an extension period of up to 12 months may be considered by the Town, provided the applicant demonstrates that they have taken the appropriate steps to commence development on the lands. Such steps may include the finalization and submission of architectural, servicing and stormwater plans and drawings. If building permits are not obtained before the expiry of the extension period, then the commitment to a wastewater plant capacity allocation may be deemed withdrawn and the Agreement may be terminated, at the discretion of the Town; and
- iv. Site Plan Approval may be linked to the relevant approval processes, including, where applicable, a Draft Plan of Subdivision/Condominium, an Official Plan Amendment and/or a Zoning By-law Amendment. As part of the Site Plan Agreement, the confirmation of a wastewater plant capacity allocation and the lifting of the Holding (H) Provision shall only be approved by the Town when the development is ready for the building permit stage.

6.0 Existing Approvals

- i. At any time, where any approval under the *Planning* Act has been granted, but the development remains unbuilt and where no building permit has been issued, those existing development approvals may be evaluated against this Wastewater Plant Capacity Allocation Protocol. The Town may seek to:
 - > Hold back a final decision on wastewater plant capacity allocation until the existing approval can be evaluated against this Wastewater Plant Capacity Allocation Protocol; and/or
 - > Allocate wastewater plant capacity in phases or stages to facilitate the orderly build-out of the proposal, if applicable. The phasing approach would be articulated in a development, servicing or front ending or other agreement (i.e., agreements under the Planning Act or Development Charges Act);
- ii. When amendments, minor variances and/or extensions to existing approvals have the effect of increasing the wastewater plant capacity allocation requirements beyond 10% of the people or employment equivalents of the originally approved wastewater plant capacity allocation, as verified by a professional engineer's report and/or confirmation by the Town, the requested amendment, variance and/or extension shall be witheld until the request can be evaluated against this Wastewater Plant Capacity Allocation Protocol; and
- iii. Where an existing Site Plan Agreement was registered on title prior to the effective date of this Wastewater Plant Capacity Allocation Protocol, and construction has not commenced within 36

months of the date of the execution of the Agreement, the wastewater plant capacity allocation may be deemed to be withdrawn, and the Agreement may be terminated, at the discretion of the Town.

7.0 Wastewater Plant Capacity Distribution

Estimated Daily Flow for Future Development within the Urban Area of LaSalle, but outside of the Howard Bouffard Secondary Plan Area

The estimated daily flow for approved/proposed/potential future development throughout LaSalle is as follows:

Approved/Proposed/Potential Development	People + Jobs	Estimated Flow*
Planning approvals with allocation	6,600 people	522,720 gallons/capita/day
Development proposals (no approval status)	3,475 people	275,220 gallons/capita/day
Other potential development opportunities**	4,225 people	334,620 gallons/capita/day
	14,300	1,132,560
	People + Jobs	gallons/capita/day

^{*} Sanitary generation rate (including Inflow/Infiltration) is 79.2 gallons/capita/day

Residual Wastewater Plant Capacity For Future Development Within Howard Bouffard

The residual wastewater plant capacity that may be assigned to the Howard Bouffard Secondary Plan Area taking into account the above population and flow rate assumptions is as follows:

- At the existing 5 million gallons per day threshold there is 1,297,440 gallons per day available to allocate to new development within the Howard Bouffard Secondary Plan Area, which equates to approximately 16,380 new people and jobs combined (new residents and employment equivalents); and
- ii. At the 6 million gallons per day there is 2,297,440 gallons per day to allocate to new development within the Howard Bouffard Secondary Plan Area, which equates to approximately 29,032 new people and jobs combined (new residents and employment equivalents).

It is noted that these residual capacity allowances may vary over time as the area is built out and actual flow rates are monitored and potentially adjusted.

Capacity Allocations Based on Catchment Areas

The attached Map 1 identifies a total of 15 Catchment Areas within the Howard Bouffard Secondary Plan Area. To estimate future growth potential, a Gross Land Area for each Catchment Area has been calculated and then subdivided into the Primary Land Use Types - Residential (population), Mixed-Use (population and jobs) and Business Park (jobs) - generally based upon the Concept Plan included as Appendix 2 to the Howard Bouffard Secondary Plan. Gross Land Area is calculated by deleting from the Total Land Area:

^{**} Other potential development opportunities are an estimate of development potential within the Urban Area of LaSalle, but not including the Howard Bouffard Secondary Plan Area

- i. Existing Residential development, the Vollmer Centre, the Sandwich Secondary School, the Cemetery and Existing Places of Worship;
- ii. Lands identified as Environmental Protection and Feature Assessment/Restoration Overlay; and
- iii. Lands identified as the Primary Outlet Drain.

Growth Scenario 1 - The Baseline Wastewater Capacity Allocation

Where the Town's Wastewater Flow Agreement with the City of Windsor is at the existing 5 million gallons per day, Howard Bouffard shall not exceed a total growth forecast of approximately 16,380 people and jobs combined.

The approach for Growth Scenario 1 is to assign each identified Catchment Area a Baseline Wastewater Capacity Allocation on the basis of a density assumption (articulated in persons and/or jobs per hectare) assigned to the Gross Land Area by Primary Land Use Type.

Growth Scenario 1 includes inherent flexibility. Importantly, Stormwater Management Facilities (other than the Primary Outlet Drain), proposed Elementary School Sites and proposed Public Parks have not been deleted from the calculated Gross Land Area and, as such, wastewater capacity allocation assigned to those lands may be reallocated within the identified Catchment Area, subject to the satisfaction of the Town. Table 1, below, identifies the calculated Gross Land Area for each of the Catchment Areas by Primary Land Use Type.

Table 1 - The Baseline Wastewater Capacity Allocation*

Catchment Area	Gross Land Area**	Resido Popul		Mixed Popul	l-Use ation + Jobs	Bus Job	iness Park	TOTAL
PS 5	21.0 ha	750	35 p/ha	-	-	-	-	750
PS 7A	11.5 ha	-	-	1000	85 p+j/ha	-	-	1000
PS 7C	44.0 ha	1500	35 p/ha	200	85 p+j/ha	-	-	1700
PS 7E	4.5 ha	135	35 p/ha	65	85 p+j/ha	-	-	200
PS 7H	1.5 ha	Existing Development Only				0		
PS 7I	1.5 ha	25	35 p/ha	- 1	-	20	20 j/ha	50
PS 9	50.5 ha	1760	35 p/ha	-	-	-	-	1760
PS 18B	38.0 ha	1350	35 p/ha	-	-	-	-	1350
PS 18C	11.5 ha	-	-	1000	85 p+j/ha	-	-	1000
PS 18D	20.0 ha	590	35 p/ha	120	85 p+j/ha	-	-	710
PS 19A	17.0 ha	360	35 p/ha	640	85 p+j/ha	-	-	1000
PS 19B	29.5 ha	960	35 p/ha	200	85 p+j/ha	-	-	1160
PS 19C	36.0 ha	1070	35 p/ha	530	85 p+j/ha	-	-	1600
PS 19D	11.5 ha	400	35 p/ha	20	85 p+j/ha	-	-	420
PS 20	75.5 ha	1920	35 p/ha	1205	85 p+j/ha	175	20 j/ha	3300
TOTALS	373.5 ha	10820	population	4980	population + jobs	195	iobs	15995 population + jobs

^{*} All numbers included in this Table are estimates based on the Gross Land Area by Catchment Area identified on Map 1, and a number of assumptions related to land use distribution and density identified on the Concept Plan included as Appendix 2 to the Howard Bouffard Secondary Plan.

The Baseline Wastewater Capacity Allocation is to be utilized in the review of individual applications for development within each Catchment Area. Where the Town is satisfied that any proposed development is generally consistent with the Concept Plan included as Appendix 2 to the Howard Bouffard Secondary

^{**} Gross Land Area is rounded to the nearest 0.5 of a hectare.

Plan and is either below, or achieves - but does not exceed - the Baseline Wastewater Capacity Allocation Limits within the Catchment Area, then the application may be assigned a wastewater capacity allocation, and will be:

- i. Evaluated on the basis of the Merit-Based Capacity Allocation Criteria, and must achieve a minimum score of at least 60 of the available points; and
- ii. Implemented through *Planning Act* applications for development, including requests for the removal of the Hold (H) Provision.

Growth Scenario 2 - The Enhanced Wastewater Capacity Allocation

At some time in the future, where the Town's total Wastewater Flow Agreement with the City of Windsor is amended to the enhanced 6 million gallons per day, Howard Bouffard shall not exceed a total growth forecast of approximately 29,000 people and jobs combined.

The approach for Scenario 2 is to assign each identified Catchment Area a maximum wastewater capacity allocation on the basis of an enhanced density assumption (articulated in persons and jobs per hectare) assigned to the Gross Land Area by Primary Land Use Type.

Growth Scenario 2 includes inherent flexibility. Importantly, Stormwater Management Facilities (other than the Primary Outlet Drain), proposed Elementary School Sites and proposed Public Parks have not been deleted from the calculated Gross Land Area and, as such, wastewater capacity allocation assigned to those lands may be reallocated within the identified Catchment Area, subject to the satisfaction of the Town. Table 2, below, identifies the calculated Gross Land Area for each of the Catchment Areas by Primary Land Use Type.

Table 2 - The Enhanced Wastewater Capacity Allocation*

Catchment Area	Gross Land Area**	Reside Popul		Mixed Popul	l-Use ation + Jobs	Busi Jobs	ness Park	TOTAL
PS 5	21.0 ha	1200	57 p/ha	- •	-	-	-	1200
PS 7A	11.5 ha	-	-	1930	170 p+j/ha	-	-	1930
PS 7C	44.0 ha	2990	70 p/ha	210	170 p+j/ha	-	-	3200
PS 7E	4.5 ha	195	50 p/ha	105	170 p+j/ha	-	-	300
PS 7H	1.5 ha	Existing Development Only				0		
PS 7I	1.5 ha	55	8o p/ha	-	-	25	25 j/ha	80
PS 9	50.5 ha	3000	6o p/ha	-	-	-	-	3000
PS 18B	38.o ha	2150	56 p/ha	-	-	-	-	2150
PS 18C	11.5 ha	-	-	2380	210 p+j/ha	-	-	2380
PS 18D	20.0 ha	1090	65 p/ha	250	170 p+j/ha	-	-	1340
PS 19A	17.0 ha	510	50 p/ha	1160	170 p+j/ha	-	-	1670
PS 19B	29.5 ha	2270	83 p/ha	410	170 p+j/ha	-	-	2680
PS 19C	36.0 ha	2040	67 p/ha	1190	220 p+j/ha	-	-	3230
PS 19D	11.5 ha	850	75 p/ha	50	220 p+j/ha	-	-	900
PS 20	75.5 ha	2700	50 p/ha	2030	170 p+j/ha	210	25 j/ha	5940
TOTALS	373.5 ha	19050	population	9715 p	opulation + jobs	235 j	obs	29000 population + jobs

^{*} All numbers included in this Table are estimates based on the Gross Land Area by Catchment Area identified on Map 1, and a number of assumptions related to land use distribution identified on the Concept Plan included as Appendix 2 to the Howard Bouffard Secondary

^{**} Gross Land Area is rounded to the nearest 0.5 of a hectare.

The Enhanced Wastewater Capacity Allocation is to be utilized in the review of individual applications for development within each Catchment Area. Where the Town is satisfied that any proposed development is generally consistent with the Concept Plan included as Appendix 2 to the Howard Bouffard Secondary Plan and is either below, or achieves - but does not exceed the Enhanced Wastewater Capacity Allocation Limits within the Catchment Area - then the application may be assigned a wastewater capacity allocation, and will be:

- i. Evaluated on the basis of the Merit-Based Capacity Allocation Criteria, and must achieve a minimum score of at least 80 of the available points; and
- ii. Implemented through *Planning Act* applications for development, including requests for the removal of the Hold (H) Provision.

The Town will not consider a wastewater plant capacity allocation where any development application decision of Council has been appealed by the proponent to the Ontario Land Tribunal.

Growth Scenario 3 - Applications Beyond Enhanced Wastewater Capacity Allocation

There may be site specific development applications that exceed the assigned Enhanced Wastewater Capacity Allocation within a given Catchment Area. In those circumstances, that application shall be:

- i. Evaluated on the basis of the Merit-Based Capacity Allocation Criteria, and must achieve a minimum score of at least 95 of the available points;
- ii. Understood on the basis of its cumulative impact on the Town's Wastewater Flow Agreement with the City of Windsor; and
- iii. Considered in the context of the impact on the ability of other lands and other landowners within the affected Catchment Area, and within the Howard Bouffard Secondary Plan Area more generally, to achieve their assigned Baseline and/or Enhanced Wastewater Plant Capacity Allocations.

Further, in those circumstances where a development application exceeds the assigned Enhanced Wastewater Capacity Allocation, they shall be considered through a site specific rezoning, as well as any other applicable *Planning Act* approval processes, as deemed appropriate by the Town.

The Town will not consider a wastewater plant capacity allocation where any development application decision of Council has been appealed by the proponent to the Ontario Land Tribunal.

8.0 Merit-Based Wastewater Plant Capacity Allocation Framework

Merit-Based Capacity Allocation Criteria

Within the Howard Bouffard Secondary Plan Area, where a proposal for development within a Development Area exceeds the Baseline Allocation, the Town will allocate wastewater capacity as a part of the removal of the Holding (H) Provision, in consideration of the following Merit-Based Capacity Allocation Criteria:

Efficient Use of Land and Orderly Development

Represents an orderly and sequential expansion of the community - up to 10 points

Can be provided with all necessary municipal service infrastructure and transportation system elements in a logical and cost effective manner, with minimal impact on the financial resources of the Town - up to 20 points

Includes a mixture of land uses and housing types and achieves the density expectations, generally in accordance with the Concept Plan included as Appendix 2 of the Secondary Plan-up to 5 points

Incorporates low impact/sustainable development techniques, as those techniques relate to stormwater management, water use efficiency and reduced wastewater flows - up to 10 points

> Incorporates green development standards or methods that contribute to sustainability - up to 5 points

Protects, restores and/or enhances the Natural Heritage System, as determined through an Environmental Impact Study - up to 10 points

Includes the completion, or upgrades, or reconstruction required municipal service infrastructure including road connections within and between development blocks and/or water, wastewater and stormwater management facilities up to 25 points

Includes the completion, or upgrades, or reconstruction of Active Transportation infrastructure including multi-purpose trails, bicycle lanes, enhanced streetscapes, sidewalks, in the public or private realms - up to 5 points

Provides appropriate amounts of public parkland and elementary school sites, generally in accordance with the Concept Plan included as Appendix 2 of the Secondary Plan - up to 10 points

Includes affordable housing and/or additional needs housing - up to 10 points

Proposes innovative housing solutions that contribute to affordability - up to 5 points

Includes a range and mix of housing types - up to 5 points

Includes a range and mix of housing tenures - up to 5 points

Conservation and Sustainable Development

25 Potential Points

Municipal Service Infrastructure **30 Potential Points**

Public Service Facilities, including Public Parkland + Schools

10 Potential Points

Housing Diversity and Affordability 25 Potential Points

High Quality Design
10 Potential Points

Includes urban design approaches and implementation tools consistent with, or exceeding the applicable urban design guidelines included as Appendix 1 of the Howard Bouffard Secondary Plan - up to 10 points

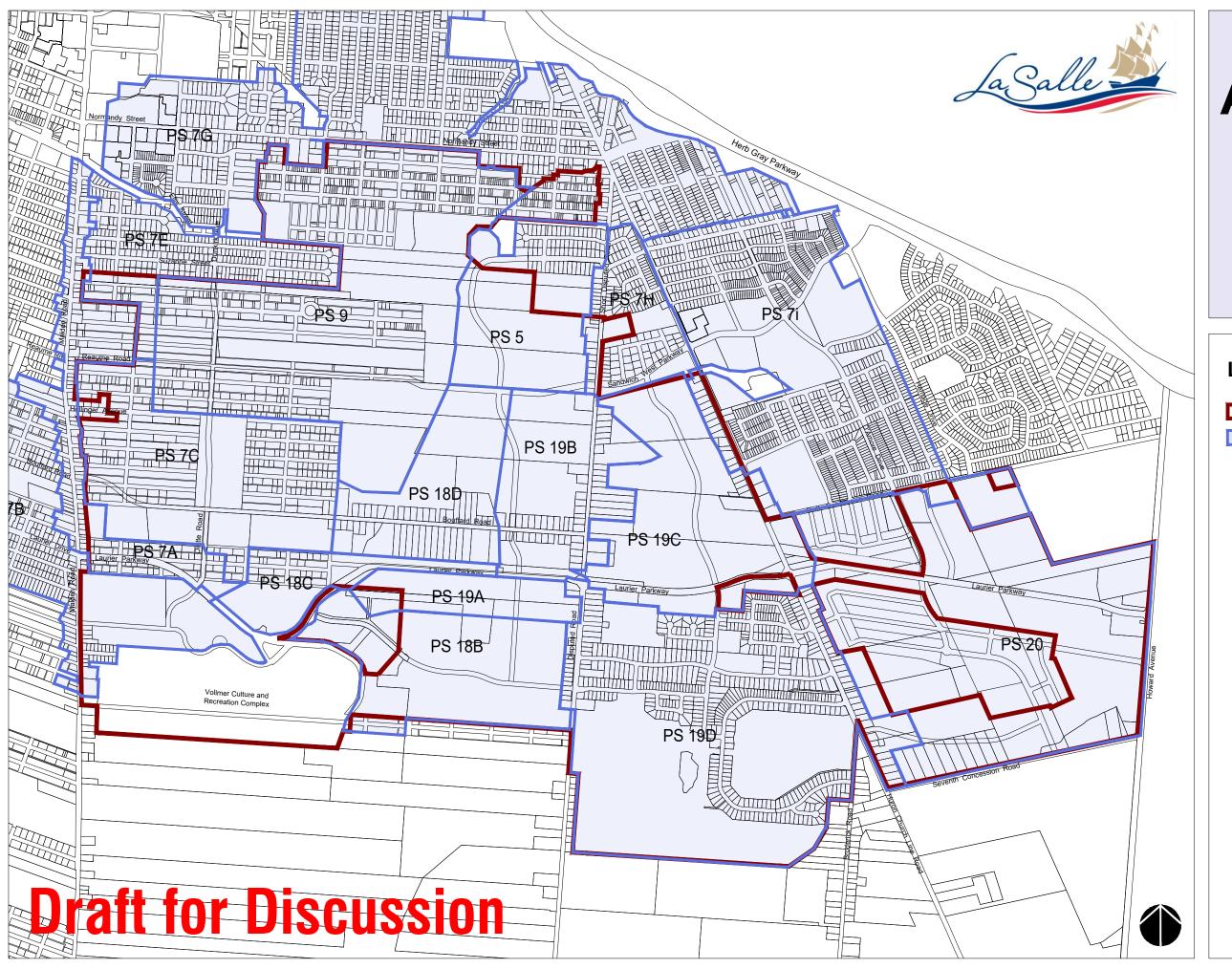
TOTAL POINTS AVAILABLE

125 Potential Points

Merit-Based Capacity Allocation Process

With limited wastewater plant capacity available, the Town has the challenging task of using its best judgement and discretion to provide a wastewater plant capacity allocation to those projects that are most likely to benefit the Howard Bouffard community, and to be built in a timely manner. As such, the decision to provide an allocation of wastewater plant capacity shall be considered as follows:

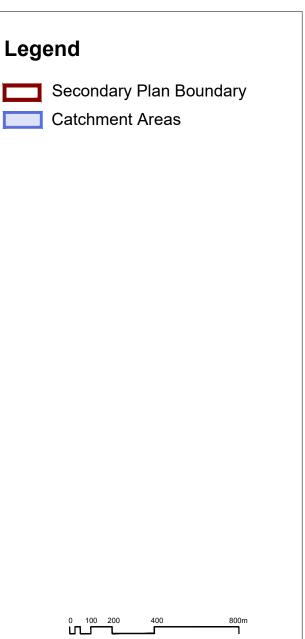
- i. Proponents are required to consider the Merit-Based Capacity Allocation Criteria and to provide a Wastewater Plant Capacity Allocation Criteria Evaluation with a rationale as part of a complete application and/or when preparing planning applications and supporting technical studies;
- ii. Each request for a wastewater plant capacity allocation will be evaluated by the Town concurrently, or subsequent to Council's approval of the affected planning application. Town staff will provide a recommendation to Council based on the point scores achieved utilizing the Merit-Based Capacity Allocation Criteria; and
- iii. All decisions requiring the Merit-Based Capacity Allocation Process will be made at the discretion of Council, or its designate.



Town of LaSalle

Appendix 4

Map 1
Howard Bouffard
Catchment Areas



August 2024