



Report to: Development Services Committee

Meeting Date: July 12, 2021

SUBJECT: City of Markham Comments on York Region's Proposed Growth Forecast to 2051
PREPARED BY: Marg Wouters, MCIP, RPP, Senior Manager, Policy & Research (x. 2909)

RECOMMENDATION:

- 1) That the staff report entitled "City of Markham Comments on York Region's Proposed Growth Forecast to 2051" dated July 12, 2021 be received;
- 2) That Council support the development of a forecast scenario by York Region based on higher Region-wide and Markham intensification rates which:
 - a) Result in a reduction in the amount of urban expansion (whitebelt) lands in Markham needed to accommodate growth;
 - b) Reflect achievable volumes of high density development in Markham's intensification areas over the 35 year planning horizon; and
 - c) Consider loss of prime agricultural lands and impacts on greenhouse gas emissions.
- 3) That the proposed employment area expansion lands be reconfigured to exclude the Almira hamlet as shown in Figure 1a to this report;
- 4) That the Region's Transportation Master Plan Update consider the option of maintaining the current 2-lane cross-section for 19th Avenue through the Almira hamlet;
- 5) That the Region's Transportation Master Plan Update explore the opportunity for higher order transit and expansion of the Frequent Transit Network to service the proposed expansion lands in north Markham;
- 6) And that Staff be authorized and directed to do all things necessary to give effect to this resolution.

EXECUTIVE SUMMARY:

York Region has released a proposed forecast and land needs assessment for growth to 2051 as part of their ongoing municipal comprehensive review (MCR). The forecast distributes the population and employment growth to 2051 identified in the Provincial Growth Plan to the nine local municipalities in the Region. Input on the proposed forecasts is being sought from local municipalities and the public prior to the forecasts being finalized and incorporated in a draft Regional Official Plan. This report provides an overview of consultation undertaken by the City and recommendations regarding comments to be forwarded to the Region.

The key elements of the forecast and land needs assessment are as follows:

- The Region is required to plan for a population of 2.02 million and 990,000 jobs by 2051 and Markham is proposed to accommodate almost one-third of the Region's population and employment by 2051 (619,000 residents and 309,000 jobs).
- The Region's distribution of population growth is based on the Growth Plan minimum intensification rate of 50%. The proposed forecast assumes a 52% intensification rate for Markham.
- For lands outside the Built Boundary the Region is assuming a Region-wide designated greenfield area (DGA) minimum density of 60 residents + jobs per hectare, and a Markham DGA target of 70 residents + jobs per hectare.
- 80 percent of the Region's remaining whitebelt lands are required to accommodate population and employment growth to 2051, including 100 percent of Markham's whitebelt lands (1,490 ha).

As directed by Development Services Committee in April 2021, public consultation on the forecast was undertaken during the months of May and June through Your Voice Markham, a Special Development Services Committee meeting, a virtual community meeting and individual meetings with landowners and residents. The main concerns related to:

- the amount of agricultural and non-urbanized lands being identified for development, impact on climate change and achieving net zero greenhouse gas emissions, all related to the relatively low intensification target assumed for Markham;
- Concern of Almira residents with impacts of urban development, particularly employment, on the Almira hamlet; and
- Landowner requests to designate urban expansion lands east of Warden Avenue as community area (for residential development) rather than employment.

In response to these and other staff concerns, staff's recommendations include the following:

- That Council support the development of a forecast scenario by York Region based on higher Region-wide and Markham intensification rates which:
 - Result in a reduction in the amount of urban expansion (whitebelt) lands in Markham needed to accommodate growth;
 - Reflect achievable volumes of high density development in Markham's intensification areas over the 35 year planning horizon; and
 - Consider loss of prime agricultural lands and impacts on greenhouse gas emissions.
- That the proposed employment area lands be reconfigured to exclude the Almira hamlet as shown in Figure 1a;

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- That the Region's Transportation Master Plan Update consider the option of maintaining the current 2-lane cross-section for 19th Avenue through the Almira hamlet; and
 - That the Region's Transportation Master Plan Update explore the opportunity for higher order transit and expansion of the Frequent Transit Network to service the proposed expansion lands in north Markham.

It is recommended that Council endorse this report as Markham's comments on York Region's Proposed 2051 Forecast and Land Needs Assessment.

PURPOSE:

This report provides City of Markham's comments on York Region's proposed growth forecast and land needs assessment to 2051.

BACKGROUND:

York Region is preparing a new Regional Official Plan (ROP) and undertaking a municipal comprehensive review (MCR) as part of its conformity exercise to the Growth Plan 2019. The new ROP is also required to reflect the policy direction of other provincial policies and plans, including the Provincial Policy Statement 2020, Greenbelt Plan 2017 and Oak Ridges Moraine Conservation Plan 2017.

A key component of the Region's MCR is the preparation of a population and employment growth forecast for the Region to 2051. The Region's forecast distributes the Province's 2051 forecast, as identified in Schedule 3 of the Growth Plan, to its local municipalities. A component of the forecast is a land needs assessment which identifies the quantum and location of additional lands needed to achieve the forecasts.

The Region's draft forecast and land needs assessment was released in a [March 18, 2021 report](#) to Regional Council, with a recommendation for Regional staff to consult on the proposed forecast and land needs assessment and report back on phasing policies necessary to manage growth over the 2051 planning horizon.

A staff report providing preliminary comments on the forecast was considered by Development Services Committee on [April 19, 2021](#). At that meeting, Committee directed staff to undertake public consultation on the forecast before reporting back to Council with final comments.

This report provides:

1. A summary of the Region's proposed forecast for Markham and Markham staff's preliminary comments which formed the basis for consultation;
2. A summary of public consultation undertaken and input received; and
3. Comments and recommendations to the Region regarding the forecast.

OPTIONS/ DISCUSSION:**1.0 Overview of Region's Proposed Forecast for Markham and April 19, 2021 Preliminary Staff Comments**

The following provides an overview of the draft forecast and land needs assessment for both York Region and Markham, including total population and employment, intensification rates, designated greenfield area density targets and identified urban expansion lands.

1. The Region is required to plan for a population of 2.02 million and 990,000 jobs by 2051. Markham is proposed to accommodate almost one-third of the Region's population and employment by 2051.
2. The Region's distribution of population growth is based on the Growth Plan minimum intensification rate of 50%. The proposed forecast assumes a 52% intensification rate for Markham.
3. For lands outside the Built Boundary the Region is assuming a designated greenfield area (DGA) minimum density of 60 residents + jobs per hectare. For Markham, the minimum DGA target is proposed to be 70 residents + jobs per hectare.
4. 80 percent of the Region's remaining whitebelt lands are required to accommodate population and employment growth to 2051. This includes 100 percent of Markham's whitebelt lands (1,490 ha).

Table 1 provides a summary of the population, employment, intensification and DGA assumptions for Markham.

Table 1: Summary of Forecast Assumptions for Markham					
	2016	2051	2016-2051 (35 yrs)		2006-2019 (13 yrs)
			Total Growth	Average Annual	Average Annual
Population	339,100	619,200	280,100	8,000	5,700*
Employment	182,000	309,200	127,200	4,200	4,100*
Jobs/Population	54%	50%			
					2010-2019
Total Units**			97,000	2,760	2,480
Intensification Units			50,300	1,440	1,400
Intensification Rate		52%			58%
Proposed Expansion Lands	Total	Community	Employment		
Hectares (acres)	1,490 (3,680)	1,270 (3,140)	220 (540)		
DGA Target (residents + jobs/ha)	70				
Source: York Region March 18, 2021 report, various tables.					
* Correction of estimates in April 19, 2021 staff report.					
** Markham Policy & Research calculation.					

The Region's report noted that factors considered in the forecast and lands needs assessment include the Province's land needs assessment methodology and the need to plan for growth in a fiscally responsible manner. The southeast area of the Region, including Markham and Whitchurch-Stouffville were identified as having the lowest infrastructure cost per capita in all of York Region. The report also noted that phasing of infrastructure and development will be important in properly managing the considerable amount of growth that needs to be planned for to 2051.

The April 19, 2021 Markham staff report provided preliminary comments on the forecast as the basis for public consultation as follows:

- The population and employment forecasts for Markham appear optimistic;
- The intensification target of 52% for Markham appears to be achievable from a market absorption perspective (i.e., intensification units per year);
- The DGA minimum density of 70 residents and jobs per hectare for Markham requires further review given the lack of planned higher-order transit for the proposed expansion lands north of Elgin Mills Rd;
- Markham will need to ensure appropriate opportunities are available for office development in centres and corridors, particularly Markham Centre, Langstaff Gateway and the Yonge Corridor, to accommodate the amount of Major Office growth assigned to Markham;
- The viability of additional employment lands east of Warden Ave and the interface with the Almira hamlet needs to be confirmed; and
- Agreement that controlled phasing will be critical for development of the expanded designated greenfield area (whitebelt lands).

2.0 Summary of Feedback Received through Public Consultation

At the April 19, 2021 meeting, Committee directed staff to consult with the public and stakeholders prior to reporting back to Committee with final comments. Staff have since undertaken consultation through the following means:

- Your Voice Markham presence (ongoing)
- Special Development Services Committee meeting on May 11, 2021
- Virtual Community Information Meeting on May 27, 2021
- Meetings with individual property owners, ratepayer associations, agencies and development industry (May/June)
- Consultation with City departments

Through May and early June staff met with a number of individual property owners, TRCA staff and members of the development community. Approximately 20 people attended the virtual May 27 Community Information Meeting and another 20 people viewed the meeting through YouTube. Four written submissions and a petition were received.

A summary of the feedback received is provided in Appendix 'A', and written submissions are documented in Appendix 'B'. Comments for the most part related to the issues summarized below.

Concern about the amount of agricultural and non-urbanized lands being identified for development, impact on climate change and achieving net zero greenhouse gas emissions, all related to the relatively low intensification target assumed for Markham

The 52% intensification target identified for Markham and the corresponding amount of agricultural lands being identified for development (100%) were the main concerns expressed by both residents and members of Committee. It was felt that given the increasing densities being planned in Markham's centres and corridors (e.g., Markham Centre, Markham Road-Mount Joy, etc) the City should be able to maintain or exceed the current 60% intensification target in the 2014 Official Plan. It was also suggested that more than one growth scenario needed to be developed in order to provide informed feedback on how growth to 2051 should be distributed.

The need to maintain agricultural lands in Markham was also expressed, recognizing that Markham's prime agricultural lands are among the best agricultural lands in the Region and that food security could increasingly be an issue due to climate change. It was suggested that the cost of losing prime agricultural lands should also be a consideration in decisions about the appropriate location in the Region for urban development rather than basing decisions primarily on the cost of infrastructure. It was also suggested that greenhouse gas emission impacts and other ecological implications of urbanizing agricultural lands should be considered as factors in determining the optimal distribution of population and employment in the Region.

Concern of Almira residents with impacts of urban development, particularly employment, on the Almira hamlet

A number of Almira residents expressed concern with the impacts of proposed urban development surrounding the hamlet, as noted in Appendix 'A' and Appendix 'B'. Specific concerns included the expected change in character of the area from rural to urban, and particularly the impact of proposed employment uses surrounding the hamlet as well as the impact of anticipated 19th Avenue improvements.

Landowner requests to designate urban expansion lands east of Warden Avenue as community area rather than employment

Representatives for landowners in the easterly portion of the concession block bounded by Warden Ave, Elgin Mills Rd, Kennedy Rd and 19th Ave provided deputations and written submissions supporting the inclusion of their lands in the urban area, but opposing the proposed employment designation (see Appendix 'B'). The basis for opposition to the employment designation included distance from Highway 404 and compatibility concerns with existing development. The submissions also suggested that lands east of Highway 48 would be better suited for employment uses given potential Pickering Airport noise restrictions.

3.0 Response to Comments and Recommendations to the Region

Staff support development of growth scenarios based on a higher Region-wide intensification rate and a lower requirement for development of whitebelt lands

In response to comments heard from consultation in Markham and elsewhere in York Region, Regional staff have indicated that they plan to undertake a high level analysis of alternative forecast scenarios based on higher Region-wide intensification rates. The analysis is expected to be presented to Regional Council in early Fall.

Markham staff support the development of scenarios based on higher intensification rates that would reduce the quantity of urban expansion lands needed. The principle of accommodating growth primarily through intensification is consistent with Markham Council's direction during the 2009/2010 growth management exercise, which was endorsed followed extensive debate by Council and the public, and which is reflected in the 2014 Official Plan.

However, consistent with comments at that time, Markham staff continue to maintain that in arriving at an appropriate intensification rate, the corresponding assumptions about the volume of high density development (mainly apartment units) that are likely to occur over the planning horizon need to be realistic from a market delivery standpoint. Staff indicated in the April 19, 2021 report that the levels of intensification proposed in the 2051 forecast (1,400 units/years) appear to be achievable from a 'units/year' perspective as they were only slightly higher than levels of development already being delivered in intensification areas. The alternative scenarios being developed by the Region should also consider how realistic higher intensification assumptions would be in terms of ability of the market to deliver intensification units, which will increasingly be apartment units.

In response to comments about the need to consider the loss of prime farmland as well as greenhouse gas (GHG) emissions and other ecological impacts, staff suggest that Regional staff include these considerations in their alternative scenarios analysis.

Recommendation:

- 1) That Council support the development of a forecast scenario by York Region based on higher Region-wide and Markham intensification rates which:
 - a) Result in a reduction in the amount of urban expansion (whitebelt) lands in Markham needed to accommodate growth;
 - b) Reflect achievable volumes of high density development in Markham's intensification areas over the 35 year planning horizon; and
 - c) Consider loss of prime agricultural lands and impacts on greenhouse gas emissions.

Staff support reconfiguration of proposed additional employment area lands to provide a better interface with the Almira hamlet

As stated in the April 19, 2021 report, staff support the identification of additional employment lands east of Warden Ave and north of Elgin Mills Rd. The concession block bounded by Warden Ave, Elgin Mills Rd, Kennedy Rd and 19th Ave represents the last significant opportunity for additional employment lands in Markham. The lands are adjacent to the currently designated Future Urban Area employment lands west of Warden Ave and are still in relatively close proximity to a 400-series highway (Highway 404), which is a critical requirement for employment area users.

This general area in north Markham was identified as meeting the requirements for a successful employment area in studies undertaken for the City in 2005 and 2009. Recent market advice, based on stakeholder interviews, confirms that this concession block is not too far from Highway 404 to be viable for prospective employment land users for whom visibility from the highway is not a requirement. Employment lands in this concession block should be planned comprehensively with the Future Urban Area employment lands west of Warden Avenue and beyond to Highway 404, which have been identified as a unique opportunity to be developed as an employment innovation district (see Figure 1b).

Staff however agree with concerns raised by Almira residents about the implications of employment uses surrounding the residential hamlet. Although there are many examples in the City of successful employment areas locating adjacent to residential neighbourhoods (in most cases separated by a collector road), the employment designation as proposed completely surrounds the residential properties in the western half of the hamlet, and also applies to approximately two-thirds of the depth of many of the 20 hamlet properties affected. In addition to consideration of impact and compatibility of future employment uses on residential development, residential uses surrounded by employment uses could also generate sensitive use concerns, i.e., requiring additional measures for employment uses to mitigate impacts on residential uses, which may reduce the attractiveness of the employment area for users.

In order to reduce these potential impacts staff recommend limiting the employment lands in proximity to the hamlet to the Warden Ave frontage as shown in Figure 1a and redesignating the remainder as community lands. The effect of the redesignation would be to retain all hamlet properties fronting 19th Ave as community lands. Staff propose the same principle be applied in the Whitchurch-Stouffville expansion lands immediately to the north subject to concurrence by Whitchurch-Stouffville.

South of the hamlet, staff propose that the employment lands extend at minimum to the natural heritage system lands associated with the north-south watercourse west of the Bruce Creek Greenbelt corridor as shown in Figure 1a. This would result in a relatively self-contained employment area with direct access to Warden Avenue.

The proposed reconfiguration would reduce the amount of additional employment lands by about half (approximately 110 ha) which could impact the 1 job per 2 residents activity rate target for Markham assumed in the forecast and supported by Markham staff.

The gain in new community lands identified in this block should also reduce the need for an equivalent amount of whitebelt lands to accommodate community lands in concession blocks to the east.

Although staff also agree that the remaining lands in the eastern portion of the concession block (to the Greenbelt corridor) are viable for employment uses, limiting employment uses to the western portion of the block would reduce the likelihood of employment truck traffic in the northern portion of the block needing to travel through Almira along 19th Ave to gain access to Hwy 404. Staff also note that approximately 8 ha in the southeastern portion of the concession block fronting Kennedy Rd are occupied by cemetery lands which would not be available for employment uses.

Almira resident concerns with future improvements to 19th Avenue

Markham has strived to protect historical hamlets within surrounding urban development through lot size restrictions and road alignments (e.g., Victoria Square and Box Grove). Staff agree that a widening of 19th Avenue to urban arterial standards could negatively affect the current character of the Almira hamlet. The need for future improvements to 19th Avenue along its entire length, and in particular through Almira should be considered as part of the Region's Transportation Master Plan (TMP) Update currently underway. Staff recommend that the TMP consider the option of leaving 19th Avenue through the Hamlet in its current 2-lane cross-section to reduce the impact of surrounding development on individual properties as well as on the overall character of the hamlet.

Whitebelt lands east of Highway 48 do not have comparable advantage as employment lands

Staff do not agree with the suggestion in two of the written submissions that lands in the vicinity of Highway 48 would be better suited to employment uses because of possible future Pickering Airport noise limitations on residential uses. The 1986 Airport noise contours shown in the submissions are based on the original plans for the Airport which have been scaled back in recent years. Draft updated noise contours from 2005, released prior to the transfer of a large portion of the original airport lands to Parks Canada for the Rouge National Urban Park, show only limited noise impact on potential residential uses west of 9th Line. It is not unreasonable to assume that the smaller airport site approved in 2015 will have even less noise impact in Markham, although the future impact cannot be determined conclusively until the nature of the airport and the extent of the associated contours are confirmed.

Similarly, in response to the suggestion in the written submissions that employment lands near Highway 48 are appropriate because of the designation of Highway 48 as a Strategic Goods Movement Corridor in the Region's 2016 Transportation Master Plan Update, staff suggest that Highway 48 through Markham does not provide the same level of functionality as a goods movement corridor that Highway 404 and Highway 407 provide.

Recommendation:

- 2) That the proposed employment area lands be reconfigured to exclude the Almira hamlet as shown in Figure 1a; and
- 3) That the Region's Transportation Master Plan Update consider the option of maintaining the current 2-lane cross-section for 19th Avenue through the Almira hamlet.

4.0 Additional comments raised in April 19, 2021 Markham staff report

In addition to the concerns raised through public consultation, staff identified a number of other considerations in the initial staff report which are addressed below.

Staff are satisfied that the Regional Official Plan policies will allow for flexibility in applying the DGA minimum density of 70 residents + jobs per hectare in Markham, but were concerned about the lack of higher-order transit for the proposed expansion lands north of Elgin Mills Rd

The Region is proposing a Region-wide DGA minimum density target of 60 residents + jobs per hectare but a 70 residents + jobs per hectare target for Markham. Although staff support the principle of developing compact communities to minimize the need for more land to accommodate growth, planning for the Future Urban Area lands north of Major Mackenzie Dr indicated that achievement of the 70 residents + jobs target in the FUA communities was dependent on delivering a certain percentage of high density units within the proposed Major Mackenzie Dr rapid transit corridor. As a large portion of the proposed expansion lands in Markham will not be in proximity to proposed higher order transit, staff expressed concern that achieving the 70 DGA target in some new communities north of Elgin Mills Rd may be challenging.

Regional staff have since clarified that the 70 residents + jobs/ha target for Markham is meant to be an average target for all of Markham's DGA lands (some of which is already built at higher densities), and it will not necessarily have to be applied to all of the expansion lands. This clarification addresses staff's original concern, and staff will work with Regional staff on appropriate policy in the Regional Official Plan to ensure the flexibility in applying the minimum target.

The transit challenge in north Markham will need to be reviewed closely through the York Region's Transportation Master Plan Update, including the possibility of extending a north-south rapid transit line from the south. However, the transit challenge can be mitigated by extending and expanding York Region's Frequent Transit Network (FTN) to the entire arterial road network in north Markham. The FTN is intended to provide frequent transit service for short to medium distance trips and fast transit connections to the nearest higher order transit line such as the future Major Mackenzie Drive bus rapid transit, Stouffville GO and Richmond Hill GO rail lines.

Recommendation:

- 4) That the Region's Transportation Master Plan Update explore the opportunity for higher order transit and expansion of the Frequent Transit Network to service the proposed expansion lands in north Markham.

Markham will need to ensure appropriate opportunities are available for office development in centres and corridors, particularly Markham Centre, Langstaff Gateway and the Yonge Corridor, to accommodate the amount of office growth assigned to Markham

The forecast assumes growth of about 45,000 major office jobs in Markham between 2016 and 2051. About 45% of these jobs (20,000) are assumed to be located in employment areas (business parks in the Highway 404 corridor) and the other 55% (25,000) are assumed to be located in centres and corridors such as Markham Centre, Langstaff Gateway and the Yonge Corridor. The 45,000 major office jobs are equivalent to approximately 1,300 major office jobs per year. This is in line with the assumptions underlying the employment forecast to 2031 in the Official Plan, and the number of major office jobs achieved from 2006-2016 (1,400 per year).

Staff continue to support major office jobs as an important source of employment growth in Markham. However, as 25,000 major office jobs are anticipated to be accommodated within centres and corridors, the current secondary plan updates for Markham Centre, and particularly Langstaff Gateway and the Yonge Corridor which will be served by subway, should carefully consider appropriate locations to accommodate major office development.

In addition, given the unknown impact on future demand for office space resulting from the shift to working from home during the pandemic, monitoring of trends in major office space and adjustments in future MCRs will be critical.

Markham staff agree that controlled phasing will be critical for development of the expanded designated greenfield area (whitebelt lands)

In a June 10, 2021 report to Regional Council, Regional staff identified a number of conditions that are being considered for managing and phasing development in the urban expansion areas, including:

- Regional water and wastewater infrastructure being available – preliminary timing for each urban expansion area would be identified through Infrastructure Master Plans and would be re-assessed each year through the Capital Plan and budget process in line with the principles of the Region's Fiscal Strategy and affordable growth;
- Region's fiscal sustainability – infrastructure delivery to support growth in urban expansion areas to be timed to manage debt
- Region achieving its average 50% intensification target on an annual basis
- Region on track to achieve a specific minimum population target (potentially 1.4 to 1.5 million people)

The Region is also considering policies for local municipalities to include in their official plans and secondary plans that build on Regional phasing criteria for logical phasing of community development, while ensuring that lands are brought on-stream in timely manner.

One of the suggestions is having municipalities undertake comprehensive high level conceptual planning similar to that undertaken by Markham for the Future Urban Area, which provided direction for subsequent secondary plans. Also being considered are criteria for secondary plan approval which may include:

- Logical progression of growth based on local infrastructure and local municipal services;
- Sufficient regional servicing capacity assigned to the municipality;
- A limit to the number of secondary plans/blocks being approved for development at any given time;
- A diverse range and mix of housing and community services; and
- A ratio of employment growth relative to population.

The most effective method of controlling and phasing growth over the next 30 years would be an incremental approach to expanding the urban area that would be based on ongoing monitoring of development and market trends and achievement of population and employment growth. As indicated in the Region's June 10, 2021 report, the Province recently provided written confirmation that an incremental approach to including lands within the urban area would not be permitted. (The letter from the Minister of Municipal Affairs also confirmed that extensions to the July 1, 2022 deadline for upper-tier municipalities to bring their official plans into conformity with the 2019 Growth Plan would not be considered.)

Another effective tool for phasing development is according to infrastructure being available, as the Region has suggested. However, as Markham is already relatively well-served by infrastructure that tool may not be impactful enough to make a difference in the sequence in which concession blocks can be developed.

Another consideration that may affect phasing is current ownership and land use patterns in the urban expansion lands. In addition to agricultural uses, a range of non-agricultural uses also co-exist in the whitebelt lands, including the Markham fairgrounds, day camps, golf courses, places of worship, equestrian centres, etc. While some of these uses may be temporary with the lands already owned by development interests, others may be longer term uses which may result in a patchwork of urban development-ready lands within any one concession block. This may increase the difficulty of identifying a logical sequence of concession block development that provides for delivery of complete communities in a timely manner.

Markham has historically adopted a logical sequence of expansion based on extension of services from the existing urban area (i.e., most recently northward from Major Mackenzie Dr and eastward from Woodbine Ave). Depending on availability of servicing, the recent approval of Minister's Zoning Orders (MZOs) in northeast east

Markham and southern Whitchurch-Stouffville may have established a priority for development in an area that is not contiguous with Markham's urban area. Whether to prioritize extension of development from the southwest or from the northeast, or both, will have to be considered.

Sequencing development in parallel with transit facilities should also be a primary consideration, although transit funding is heavily reliant on the provincial and federal government and therefore not within the Region's or Markham's control. This consideration could result in prioritizing development along the Major Mackenzie Dr rapid transit corridor instead of development in northeast Markham.

As specific phasing recommendations will require more discussion, and in particular more certainty about how much expansion land will be needed in Markham, staff defer comment pending further internal staff discussion and Regional Council direction on the forecast scenarios anticipated in the fall. Staff will also have an opportunity to comment further on phasing once the draft ROP is released in late Fall.

5.0 Recommendations and Next Steps

It is recommended that Council endorse this staff report as Markham's comments on York Region's Proposed 2051 Forecast and Land Needs Assessment. Staff will continue to report to Committee as appropriate on any future York Region reports regarding the MCR and new Regional Official Plan.

FINANCIAL CONSIDERATIONS:

Not applicable.

HUMAN RESOURCES CONSIDERATIONS:

Not applicable.

ALIGNMENT WITH STRATEGIC PRIORITIES:

Growth management is related to a number of strategic priorities including Goal 3 Safe, Sustainable and Complete Community of Building Markham's Future Together, 2020-2023.

BUSINESS UNITS CONSULTED AND AFFECTED:

All City departments have been consulted on the Region's Proposed 2051 Forecast and Land Needs Assessment.

RECOMMENDED BY:

Marg Wouters, M.C.I.P., R.P.P.
Senior Manager, Policy & Research

Biju Karumanchery, M.C.I.P., R.P.P.
Acting Commissioner of
Development Services

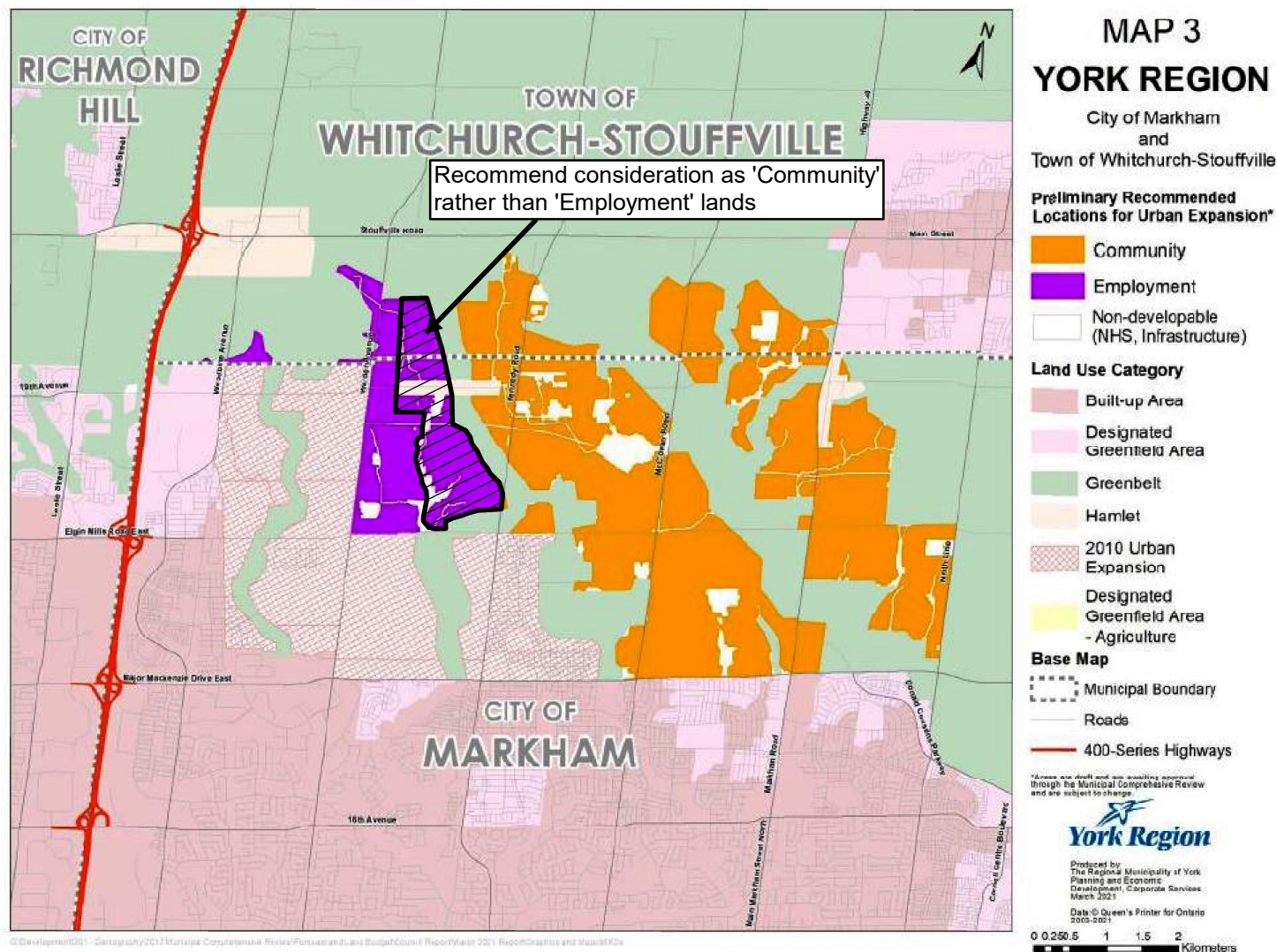
ATTACHMENTS:

Figure 1a: Recommended Revision to Proposed Urban Expansion Employment Lands

Figure 1b: Location of Recommended Urban Expansion Employment Lands Relative to
Current Employment Lands

Appendix 'A': Summary of Comments Received

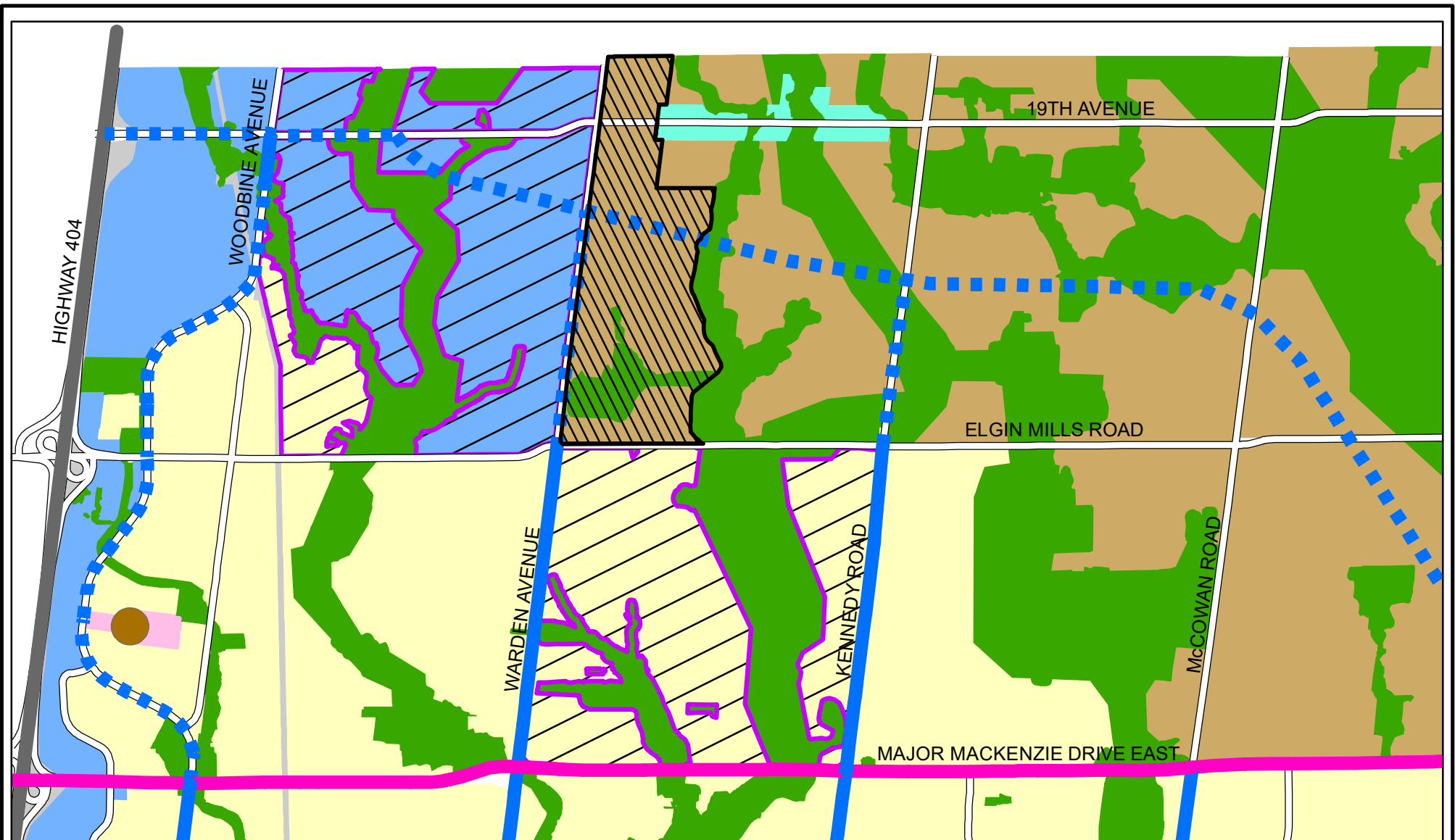
Appendix 'B': Stakeholder Submissions



RECOMMENDED REVISION TO PROPOSED URBAN EXPANSION EMPLOYMENT LANDS



Lands to be redesignated to 'Community'



LOCATION OF RECOMMENDED URBAN EXPANSION EMPLOYMENT LANDS RELATIVE TO CURRENT EMPLOYMENT LANDS

- Employment Area (including Commercial Lands)
- Neighbourhood Area
- Countryside Area
- Greenway System
- Recommended additional 'Employment' lands



**Appendix 'A' – Summary of Comments Received
(Proposed York Region 2051 Forecast)**

No.	Date	Individual/Organization	Comments	Staff Response
Written Submissions:				
1.	Apr 16/21	Malone Given Parsons on behalf of Kennedy Elgin Developments (11162 Kennedy Rd) and First Elgin Developments (4044 Elgin Mills Rd)	<p>Written submission and deputation received at Apr 19/21 DSC meeting on behalf of landowners regarding location of proposed additional employment lands [see Appendix 'B']</p> <ul style="list-style-type: none"> • request lands (123 ha) north of Elgin Mills Rd between Warden Ave and Kennedy Rd be considered for community uses rather than employment uses • suggest lands east of Hwy 48 currently protected for future Pickering Airport be considered for employment uses (as PPS prohibits residential above 30 NEF) • TMP 2016 identifies Hwy 48 as Strategic Goods Movement Network for employment – shows Hwy 48 corridor but not Warden or Elgin Mills • Need to consider impact on Hamlet, and appropriateness of Elgin Mills as a safe truck route 	Comments addressed in Recommendations in staff report
2.	Apr 19/21 and May 10/21	Brutto Consulting on behalf of landowners on west side of Kennedy Rd (10936, 10992, 10994, 11022, 11248-11264, and 11288 Kennedy Rd)	<p>Deputation at Apr 19/21 DSC meeting and written submission to May 11/21 Special DSC meeting [see Appendix 'B']</p> <ul style="list-style-type: none"> • expressed concern with designating lands between Warden and Kennedy as employment as this will limit access to their client's property; and the location of the lands are not suitable for employment • client's lands (160 ac/65ha) include existing places of worship and cemeteries which are sensitive uses and more suited to form part of a residential community • employment uses within immediate proximity of Cashel and Almira communities will most impact the long-standing character of the areas 	Comments addressed in Recommendations in staff report

			<ul style="list-style-type: none"> • will draw truck and significant passenger traffic that could cause a negative community impact; visual and noise impacts need to be more carefully considered as well • lands are well-removed from Hwy 404 Tier One Strategic Goods Movement Corridor • lands west of Kennedy contain environmentally sensitive features, making it very challenging to access the proposed employment areas on the west side of Kennedy • suggests there are many other areas in Markham that would be more viable for employment (e.g., east of Hwy 48) and that intensification of employment areas along Hwy 404 and Hwy 7 appear capable of achieving 2051 employment needs 	
3.	Apr 19/21	Unionville Ratepayers Association	<p>Written submission and deputation received at Apr 19/21 DSC meeting [see Appendix 'B']</p> <ul style="list-style-type: none"> • key issue is degree of intensification, and 100% of whitebelt lands being developed by 2051 • not advocating for 100% intensification, but feel that a Markham number above 60% should be readily achievable and should be tested • underlying issue is that Regional Council in 2019 directed staff to use the 50% Growth Plan intensification target minimum rather than 60% as recommended by Regional staff • suggest Region provides scenarios at 60% or 70%, i.e., scenarios that maintain some of Markham's whitebelt lands, have lower infrastructure costs, and have greater environmental benefits 	Addressed in Recommendations in staff report
4.	May 10/21	Weston Consulting on behalf of owners at 10701 Highway 48	<p>Written submission received at May 11/21 Special DSC meeting [see Appendix 'B']</p> <ul style="list-style-type: none"> • 36 ha/89 ac at southeast corner of Hwy 48 and Elgin Mills 	Acknowledged – lands are currently being proposed for inclusion in urban area as community area lands

			<ul style="list-style-type: none"> support the inclusion of the lands in the urban boundary and for community uses 	
Individuals (through email/meetings)				
1.	Apr 21/21	J Button (Almira resident)	<ul style="list-style-type: none"> expressed concern about impact of urban development on the value of their property in the future 	Addressed in Recommendations in staff report
2.	May 23/21	L O'Donoghue	<ul style="list-style-type: none"> expressed concern about the loss of agricultural land in Markham in consideration of food supply for next generations; do we want to rely on importing food 	Addressed in Recommendations in staff report
3.	May 27/21	B Royce	<ul style="list-style-type: none"> expressed concern about the use of Markham's whitebelt lands to accommodate population growth; specific concerns noted were the impact on wildlife, vegetation and need to protect greenspaces for residents 	Addressed in Recommendations in staff report
4.	May 27/21	V Burke	<ul style="list-style-type: none"> expressed concern about the proposal to urbanize all of Markham's remaining whitebelt lands to accommodate population growth suggested increasing the intensification target from 50% to avoid complete development of whitebelt lands comments also noted the need to protect wildlife and natural heritage corridors and concerns about the impacts of development on the climate crisis and increase in the urban heat island effect, and food security 	Addressed in Recommendations in staff report
5.	Jun 1/21	Yeesha (Almira resident; last name not provided)	<ul style="list-style-type: none"> expressed concern about lands between Warden Avenue and Kennedy Road on 19th Avenue being proposed for future employment uses, and the impact on residents in Almira (i.e., residents being displaced, traffic from employment uses) petition submitted to Markham staff and ward councillor [see Appendix 'B'] 	Addressed in Recommendations in staff report

6.	Jun 2/21	D Cubellis (on behalf of Almira resident)	<ul style="list-style-type: none"> expressed concern that current nature of Hamlet would be lost if there is development surrounding it; specific concerns with employment uses and traffic 	Addressed in Recommendations in staff report
7.	Jun 18/21	M Spinosa (on behalf of Almira property owner)	<ul style="list-style-type: none"> expressed concern about lands in Almira being proposed for employment uses, and interest in maintaining a quieter residential environment 	Addressed in Recommendations in staff report
Meetings				
1.	May 6/21	Markham City Builder's Forum	<ul style="list-style-type: none"> indicated that development industry was commenting through BILD directly with York Region the natural heritage 'take-outs' shown on Region's mapping need to be ground-truthed through development process the 70 residents +jobs/ha DGA minimum density is too high 	DGA minimum density target is addressed in staff report
2.	May 19/21	TRCA	<ul style="list-style-type: none"> meeting discussion touched on: <ul style="list-style-type: none"> the extremely high quality of Rouge subwatersheds, and increasing quality of the subwatersheds moving eastward; impact of urbanization on the Little Rouge Corridor 	TRCA will comment directly to York Region through the MCR; subwatershed analysis needed prior to development approvals to understand impact
3.	May 21/21	City-wide Community Information Meeting	<ul style="list-style-type: none"> seniors downsizing (moving out of detached ground-oriented housing) could also increase the supply of ground based units rather than urban expansion more transit investment and better transit service will be needed concern with losing all farmland in Markham; suggested modelling using only 50% of the whitebelt Region is using outdated population forecasts for growth centres intensification brings more noise residents were asked to accept more intensification during the last growth management exercise so that less urban 	Most comments addressed in Recommendations in the staff report

			<p>expansion would be needed, but now residents are being asked to both intensify and expand; why does Markham need to have so much growth; need a vision for the Yonge Corridor; need more parks and open space; questioned whether food security been taken into account in forecast; what is environmental impact of continued growth (e.g., additional garbage)</p> <ul style="list-style-type: none"> • need to consider climate crisis and achieving net zero; and that even though Markham is least expensive from infrastructure perspective, it also has the best agricultural lands; has food security and achieving net zero been taken into account in forecast; need to consult with agricultural community • consideration of impact of pandemic i.e., variations in work patterns (work from home) and future impact on land and built form needs 	
Development Services Committee				
1.	Apr 19/21	Development Services Committee Meeting	<p>Committee discussed the following relative to the staff report:</p> <ul style="list-style-type: none"> • urban sprawl ramifications of York Region's forecast that all of Markham's whitebelt lands will be required to be developed by 2051 • need for a number of growth scenarios to be developed instead of making a decision on just one scenario • expectations for growth in Markham's intensification areas (Markham Centre, Langstaff, and Yonge Street corridor) • the impact the extension of the Yonge subway will have on intensification, and implication if it doesn't happen or if fewer than expected stations are built • the vision for the Major Mackenzie Drive BRT • the vision for the Buttonville area • the trend of developers increasingly submitting dense development proposals for lands in existing neighbourhoods and the impact on intensification 	<p>Most comments addressed by Markham and York Region staff at meeting; further addressed at May 11/21 Special Development Services meeting and in staff report</p>

			<ul style="list-style-type: none"> • Markham's average growth rate over time • the impact of Markham achieving a higher intensification rate than the 52% proposed by York Region • the impact York Region's proposed minimum intensification rate of 50% will have on urban sprawl if the majority of its whitebelt lands are developed by 2051; • the desire to retain some of Markham's whitebelt lands and intensify other areas to reach York Region's targeted growth for Markham (e.g., should explore implication of Markham having a 70% intensification rate) • the impact of intensification on downstream flooding in existing neighbourhoods • impact of the pandemic and carbon tax on growth forecasts • the lands north of Elgin Mills between Warden and Kennedy being designated as employment lands rather than for residential uses • impacts of certain regional infrastructure (e.g., Hwy 413) not getting approved on growth in the rest of the Region (e.g., will growth be redistributed) • what VIVA expansion is needed to make this work – how much money is needed for infrastructure in whitebelt vs intensification • what changes are needed in the transportation system to support full build out • can the forecasts be modified to keep up with changes in market demand, i.e., if preference for ground-related housing shifts to other forms 	
2.	May 11/21	Special Development Services Committee Meeting	<p>Committee discussed the following relative to the staff presentation:</p> <ul style="list-style-type: none"> • Vaughan versus Markham's employment forecasts • the accuracy of past employment and population forecasts for Markham, and Markham's growth trends since the early 1980s 	Most comments addressed by Markham staff at meeting; further addressed in staff report

			<ul style="list-style-type: none"> • the role resale housing plays in meeting demand for ground oriented housing in Markham • the development of all of the whitebelt lands by 2051 • the 52% intensification rate York Region is proposing for Markham • the implications of developing all of Markham's whitebelt lands now or in the future; [i.e., no lands for future generations; • no need to include all of the whitebelt all at once; advocating 70% intensification • consider planning as if City is already out of whitebelt lands • opposition from residents to high density development proposals in their communities • managing growth in a way that is respectful to existing residents • consequence of not reaching the proposed growth targets (the province imposing Minister Zoning Orders, and developers appealing application to the Local Planning Appeal Tribunal) • impact of MZOs on infrastructure needs • the environmental impact of developing new low-rise developments on whitebelt lands versus intensifying the existing urban area • the impact that increasing intensification in the urban boundary will have on need for development of Markham's whitebelt lands • the importance of maintaining employment lands and continuing to attract new businesses to Markham; the importance of evaluating employment land conversion requests on their own merit; and a suggestion that there should have no net decrease in employment lands – any lands lost through conversion should be added elsewhere • how the use of office space may change after the COVID-19 pandemic 	
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			<ul style="list-style-type: none"> • the benefits of having employment lands close to the proposed Pickering Airport • the road network being planned for north Markham • future employment opportunities being planned for the Markham Gateway to the Rouge Urban National Park • the importance of phasing development of the whitebelt lands to manage the cost of growth through urban expansion • the importance of planning comprehensive rapid transit network improvements that support the growth forecast and new Transit Oriented Communities (e.g., additional stations on Stouffville GO line, Richmond Hill GO line, Yonge Subway extension beyond Hwy 7, 407 Transitway (Rail) with spurs into Pearson and Pickering Airports; Havelock Line from Peterborough to Union Station) • improvements to infrastructure, particularly transit infrastructure needed to keep pace with the amount of growth being forecast for Markham 	
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**Appendix 'B' – Stakeholder Submissions
Regarding the Proposed York Region 2051 Forecast**

April 16, 2021

MGP Files: 15-2433, 21-2985

Mayor Scarpitti and Members of Development Services Committee
101 Town Centre Boulevard
Markham, Ontario, L3R 9W3

via email: clerkspublic@markham.ca

Attention: Mayor Scarpitti and Members of Development Services Committee

**RE: Development Services Committee Meeting, April 19, 2021
Agenda Item 9.1 York Region Proposed Population and Employment Forecast and Land Needs Assessment to 2051
On behalf of Kennedy Elgin Developments Ltd and First Elgin Developments Inc.
11162 Kennedy Road & 4044 Elgin Mills Road, City of Markham**

Malone Given Parsons Ltd. ("MGP") is submitting this letter on behalf of Kennedy Elgin Developments Ltd who own lands municipally known as 11162 Kennedy Road, and First Elgin Mills Development Inc. who have exclusive control and management responsibility for the property municipally known as 4044 Elgin Mills Road (collective the "Subject Lands" as identified on Attachment 1). The lands total approximately 123.3 hectares in size and are located north of Elgin Mills Road, between Warden Avenue and Kennedy Road in the "Whitebelt" area in the City Markham.

We are writing to request that Development Service Committee support Staff's recommendation to undertake public consultation with the affected landowners. Further, we are requesting the lands north of Elgin Mills Road between Warden Avenue and Kennedy Road be considered for "Community" residential uses. The viability of employment uses that are too distant from Highway 404 or any other Goods Movement Corridor infrastructure network are less likely to attract quality employment uses. In addition, residential uses in this block would ensure that lands adjacent to the Almira Hamlet are developed in a manner that is compatible with the character of the Almira Hamlet.

MGP has reviewed Item 9.1 York Region Proposed Population and Employment Forecast and Land Needs Assessment to 2051. We agree with Staff's comment that the viability of employment lands east of Warden Avenue and the interface with the Almira Hamlet need further consideration. As illustrated on Figure 1 on the following page, it is our request that the lands north of Elgin Mills between Warden Avenue and Kennedy Road be considered for residential uses and the lands east of Highway 48 which are currently protected for the future Pickering Airport through Provincial, Regional and Local policy, be considered for employment uses. Employment lands require supporting infrastructure to ensure long-term viability and ability to attract quality employment uses.

The Provincial Policy Statement (PPS 2020) Section 1.6.9 requires the long-term operation and economic role of airports to be protected, and prohibits incompatible land uses such as new residential development and other sensitive land uses in areas near airports above 30 Noise Exposure Forecast (NEF)/Noise Exposure Protection (NEP) (refer to Attachment 2). Further, when considering redevelopment of existing residential uses and other sensitive land uses above 30 NEF/NEP, it should be demonstrated that there will be no negative impact on the long-term function of the airport. Figure 2 on the following page identifies a portion of the lands east of Highway 48 that are prohibited from being developed as residential as a result of the NEF/NEP mapping.

Figure 1: 2051 Residential and Employment Urban Expansion as Proposed by Malone Given Parsons

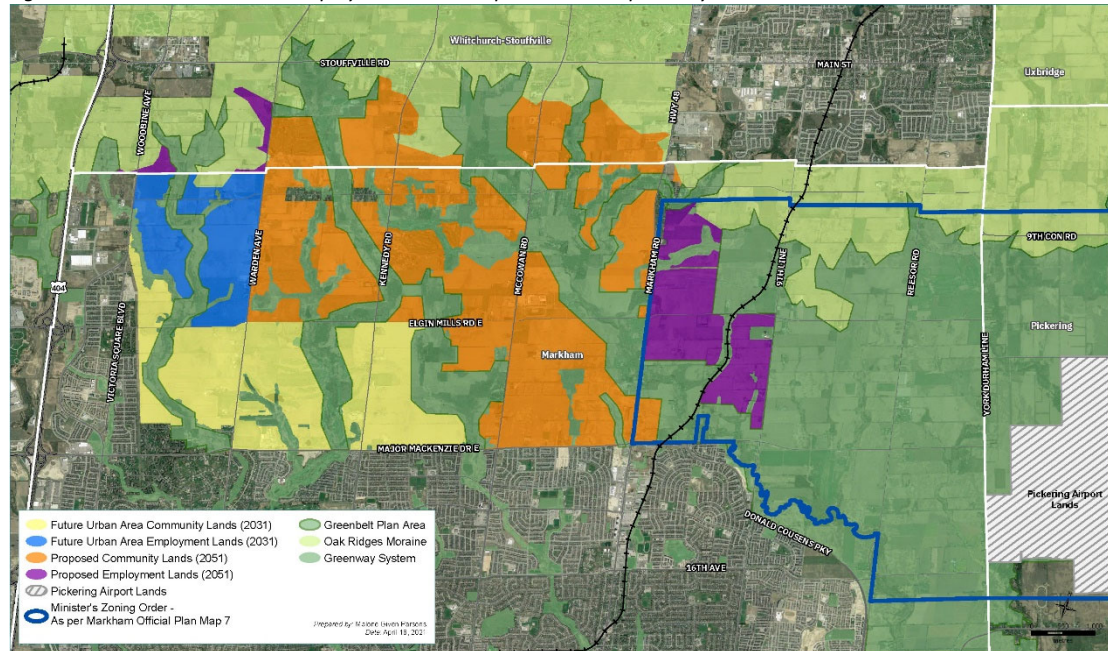
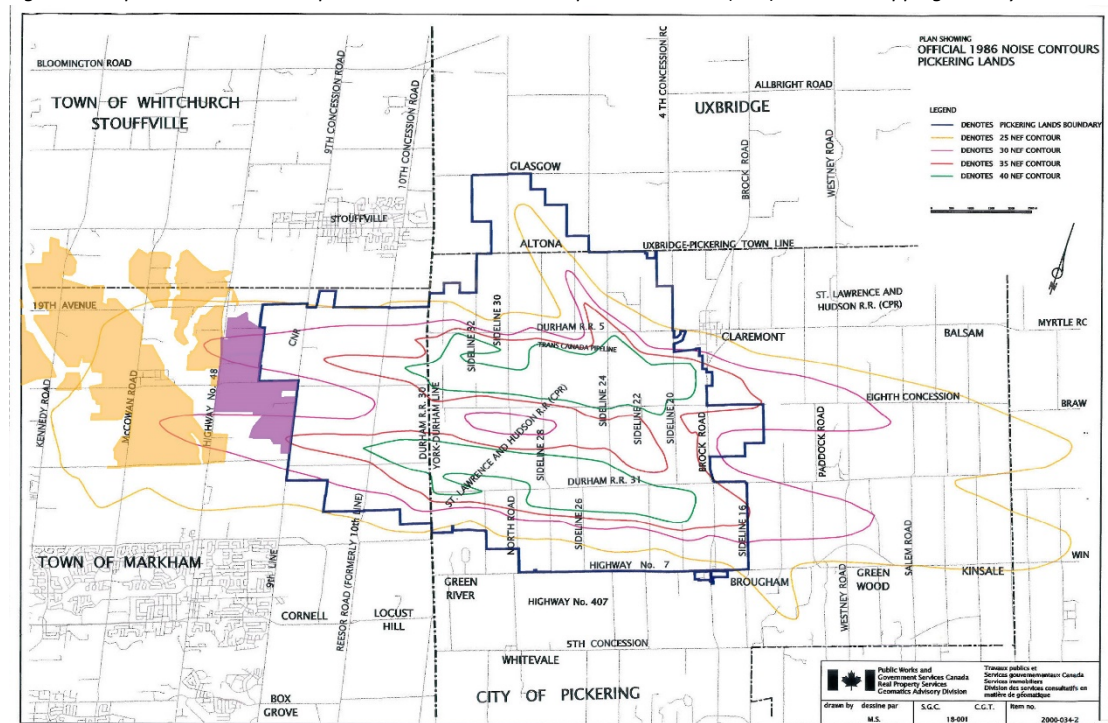


Figure 2: Proposed 2051 Urban Expansion Areas with Noise Exposure Forecast (NEF) Contour Mapping Overlay



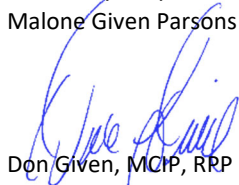
York Region (2019 Office Consolidation) Section 4.3.24 acknowledges the lands east of Highway 48 to have the potential to support future employment uses (refer to Attachment 3). Further, in support of the long-term viability for high quality employment uses, the York Region Transportation Master Plan (2016) identifies a number of objectives including “Objective 4” to maximize the potential of employment areas by designating a Strategic Goods Movement Network to facilitate efficient goods movement, making better connections to employment areas. “Map 11 Strategic Goods Movement Corridors” does not identify Warden

Avenue or Elgin Mills Road as a Primary Arterial Goods Movement Corridor but does identify the Highway 48 corridor (refer to Attachment 4). The lands east of Warden Avenue are too distant from Highway 404 to function as a viable employment area, and consideration needs to be given to the impact to the rural hamlet of Almira both with respect to land use compatibility and the appropriateness of Elgin Mills Road as a safe truck route. A coordinated approach to land use planning is already in place to support residential uses east of Warden Avenue and employment uses east of Highway 48.

Markham Official Plan Section 5.2.1.10 recognizes the Minister's Zoning Order (MZO) is in place for the lands east of Highway 48 which imposes planning controls to support the future Pickering Airport and is mapped on Markham Official Plan Map 7 (refer to Attachments 5 and 6). Enacted in 2004, this MZO controls the height of buildings and structures for the lands east of Highway 48 which will challenge these lands if planned as residential that will require high rise/mixed use development to achieve a minimum 70 people and jobs per hectare density. The MZO controls that are currently in place would not limit or restrict future employment uses east of Highway 48, and would continue to protect for the future airport.

Should you have any questions or wish to discuss our comments in greater detail, please contact me at (905) 513-0170.

Yours very truly,
Malone Given Parsons Ltd.



Don Given, MCIP, RPP
dgiven@mgp.ca

Attn: Attachment 1: Subject Lands Located on *Map 3: York Region City of Markham and Town of Whitchurch-Stouffville Preliminary Recommended Locations for Urban Expansion*
Attachment 2: Provincial Policy Statement (2020) Excerpt, Section 1.6.9
Attachment 3: York Region Official Plan (2019 Office Consolidation) Excerpt, Section 4.3.24
Attachment 4: York Region Transportation Master Plan (2016), *Map 11 Strategic Goods Movement Corridors*
Attachment 5: City of Markham Official Plan Excerpt, Section 5.2.1.10
Attachment 6: City of Markham Official Plan, *Map 7 Provincial Policy Areas*

Cc: Arvin Prasad, Commissioner, Development Services, City of Markham
Biju Karumanchery, Director, Planning and Urban Design, City of Markham
Marg Wouters, Senior Manager, Policy & Research, City of Markham
Paul Freeman, Chief Planner, Region of York
Paul Bottomley, Manager Policy, Research and Forecasting, Long Range Planning, Region of York

MAP 3

YORK REGION

City of Markham
and
Town of Whitchurch-Stouffville

**Preliminary Recommended
Locations for Urban Expansion***

- Community
- Employment
- Non-developable
(NHS, Infrastructure)

Land Use Category

- Built-up Area
- Designated
Greenfield Area
- Greenbelt
- Hamlet
- 2010 Urban
Expansion
- Designated
Greenfield Area
- Agriculture

Base Map

- Municipal Boundary
- Roads
- 400-Series Highways

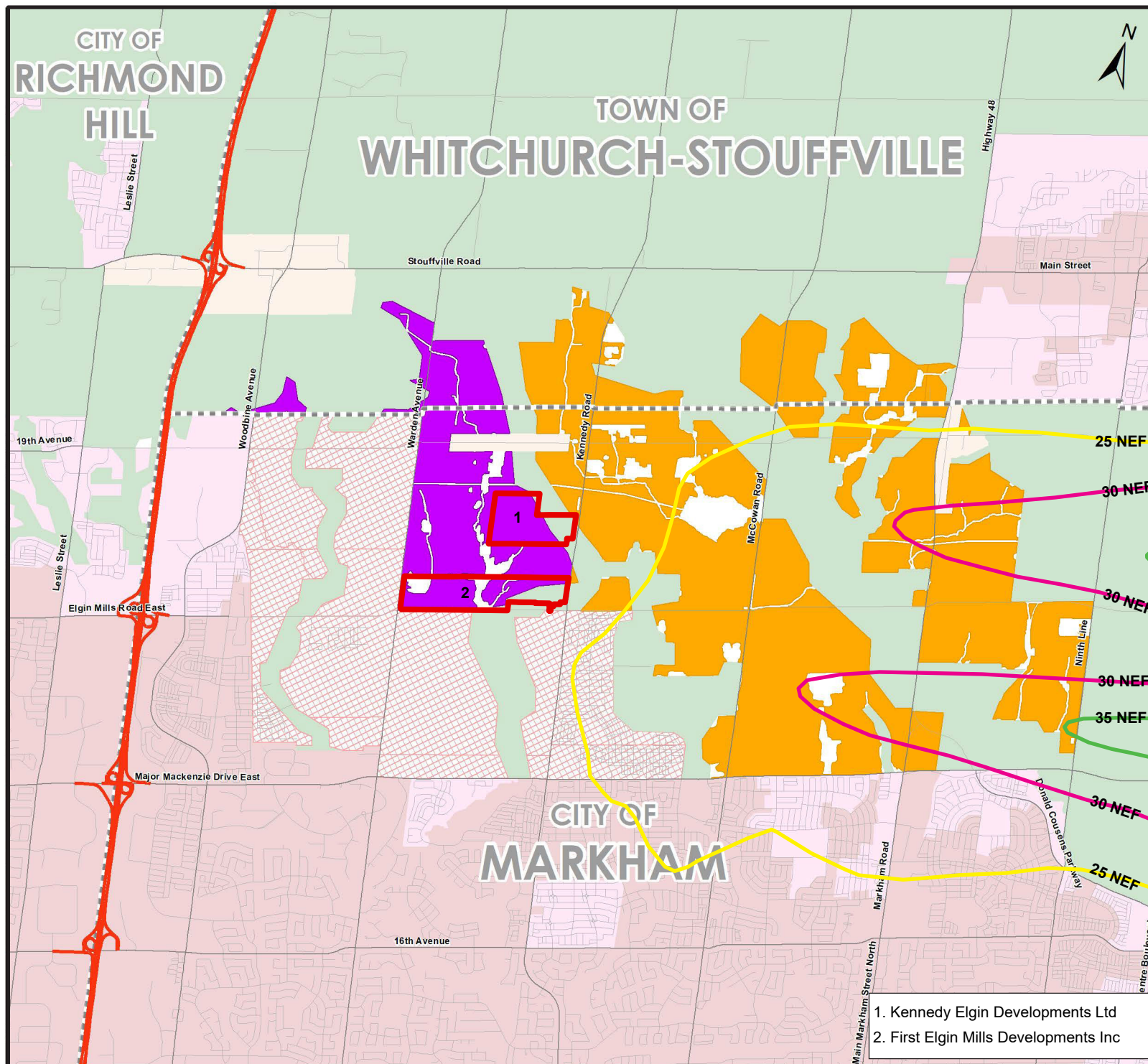
*Areas are draft and are awaiting approval
through the Municipal Comprehensive Review
and are subject to change.



Produced by:
The Regional Municipality of York
Planning and Economic
Development, Corporate Services
March 2021

Data: © Queen's Printer for Ontario
2003-2021

0 0.250.5 1 1.5 2
Kilometers



Provincial Policy Statement, 2020

Under the *Planning Act*

New *development* proposed on *adjacent lands* to existing or *planned corridors* and transportation facilities should be compatible with, and supportive of, the long-term purposes of the corridor and should be designed to avoid, mitigate or minimize negative impacts on and from the corridor and transportation facilities.

- 1.6.8.4 The preservation and reuse of abandoned corridors for purposes that maintain the corridor's integrity and continuous linear characteristics should be encouraged, wherever feasible.
- 1.6.8.5 The co-location of linear *infrastructure* should be promoted, where appropriate.
- 1.6.8.6 When planning for corridors and rights-of-way for significant transportation, electricity transmission, and *infrastructure* facilities, consideration will be given to the significant resources in Section 2: Wise Use and Management of Resources.

1.6.9 Airports, Rail and Marine Facilities

1.6.9.1 Planning for land uses in the vicinity of *airports, rail facilities and marine facilities* shall be undertaken so that:

- a) their long-term operation and economic role is protected; and
- b) *airports, rail facilities and marine facilities and sensitive land uses* are appropriately designed, buffered and/or separated from each other, in accordance with policy 1.2.6.

1.6.9.2 *Airports* shall be protected from incompatible land uses and development by:

- a) prohibiting new residential *development* and other sensitive land uses in areas near *airports* above 30 NEF/NEP;
- b) considering redevelopment of existing residential uses and other sensitive land uses or infilling of residential and other sensitive land uses in areas above 30 NEF/NEP only if it has been demonstrated that there will be no negative impacts on the long-term function of the *airport*; and
- c) discouraging land uses which may cause a potential aviation safety hazard.

1.6.10 Waste Management

1.6.10.1 *Waste management systems* need to be provided that are of an appropriate size and type to accommodate present and future requirements, and facilitate, encourage and promote reduction, reuse and recycling objectives.

Waste management systems shall be located and designed in accordance with provincial legislation and standards.



The Regional Municipality of York *Official Plan* 2019 Office Consolidation



April 2019


York Region



4.3.17 To work with local municipalities to provide a diverse mix of lot sizes on employment lands.

4.3.18 To require flexible and adaptable employment lands that include street patterns and building design and siting that allow for redevelopment and *intensification*.

4.3.19 To work with local municipalities to review and monitor opportunities for employment land *intensification*.

4.3.20 To require local municipalities to conduct 5-year reviews of employment lands to accommodate employment *intensification*.

4.3.21 To encourage employment intensification and higher density employment uses in Regional Centres and Corridors, in support of the policies in Section 5.4 of this Plan.

4.3.22 That industries on private services be limited to existing approved sites.

4.3.23 That the employment land designation policies and transportation corridor policies in ROPA 52 continue to apply to these lands.

4.3.24 Lands located in the vicinity of Highway 48, Donald Cousens Parkway and the GO commuter rail line may have the potential to support future employment uses.

► 4.4 Planning for Retail

Retail trade is an essential component of a healthy economy. York Region is home to significant retail uses that are continually evolving. The Region, in partnership with local municipalities, is committed to providing an appropriate amount of retail activities in suitable locations. Local retail areas are key components of mixed-use communities and should incorporate effective urban design to ensure the integration of retail uses within the community. Well-designed and strategically located retail allows residents, workers and visitors to purchase goods and services locally by walking, cycling or taking public transit. Shopping locally reduces travel times and congestion, and supports the Region's economy.

Retail facilities should be designed and located to serve the needs of the community and support the Region's urban structure.

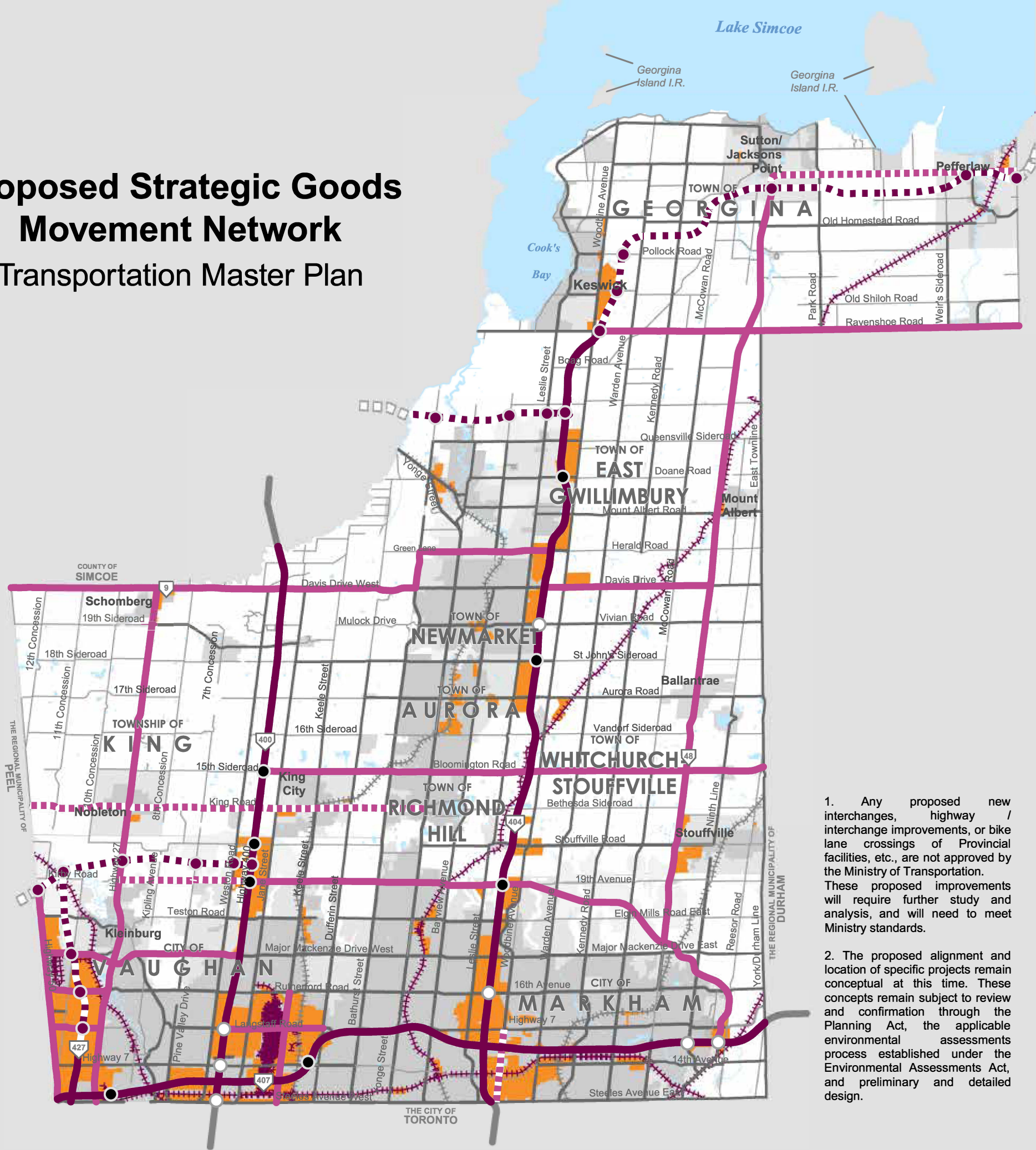
York Region's historical main streets include:

- Aurora Main Street
- King City Main Street
- Jackson's Point Main Street
- Kleinburg Main Street
- Langstaff Main Street
- Markham Main Street
- Markham Unionville Main Street
- Mount Albert Main Street
- Newmarket Main Street
- Old Richmond Hill Main Street
- Pefferlaw Main Street
- Sharon Main Street
- Stouffville Main Street
- Sutton Main Street
- Thornhill Main Street
- Woodbridge Main Street 

MAP 11

Thursday, May 12, 2016

Proposed Strategic Goods Movement Network Transportation Master Plan



Strategic Goods Movement Corridors

Tier 1

- Highway Goods Movement Corridor
- Future Highway Goods Movement Corridor
- Railway

Tier 2

- Interim Primary Arterial Goods Movement Corridor
- Primary Arterial Goods Movement Corridor

Tier 3

- Secondary Goods Movement Corridor

Interchange Improvements (to be confirmed by MTO)

- Future Interchange on Existing Freeway
- Future Interchange on Future Freeway
- Other Interchange Improvement
- Employment Areas (as of mid-2013)

BASE MAP INFORMATION

- Provincial Freeway
- Provincial Highway
- Road
- Railway



Produced by:
Infrastructure Management & PMO Branch
Transportation Services
© Copyright, The Regional Municipality of York,
May 2016

© Copyright, The Regional Municipalities of Durham
and Peel, County of Simcoe, City of Toronto
© Queen's Printer for Ontario 2003-2010,
Includes Greenbelt and Oak Ridges Moraine
Boundaries and Water Features

1. Any proposed new interchanges, highway / interchange improvements, or bike lane crossings of Provincial facilities, etc., are not approved by the Ministry of Transportation. These proposed improvements will require further study and analysis, and will need to meet Ministry standards.

2. The proposed alignment and location of specific projects remain conceptual at this time. These concepts remain subject to review and confirmation through the Planning Act, the applicable environmental assessments process established under the Environmental Assessments Act, and preliminary and detailed design.

A STRONG AND
DIVERSE ECONOMY



methods and result in the maintenance and enhancement of surface and ground water quality in accordance with the Source Water Protection Act.

- 5.2.1.7 **To encourage** the agricultural community, agricultural organizations and public agencies to implement best agricultural management practices including:
- a) integrated pest management;
 - b) phosphorous reduction;
 - c) nutrient management;
 - d) soil and water conservation;
 - e) practices that minimize impacts on air quality and climate change; and
 - f) integrating environmental considerations into farm management.
- 5.2.1.8 **To prohibit** development requiring municipal water and wastewater treatment services within the Countryside Agriculture Area lands shown on Map 9 – Countryside Agriculture Area.
- 5.2.1.9 **To only support** consents in the ‘Countryside’ designation as shown on Map 3 – Land Use, where:
- a) land is acquired by a public body for *infrastructure* projects; or
 - b) land is conveyed to public bodies or not-for-profit agencies for natural heritage or *conservation* purposes provided no separate lot is created; or
 - c) a minor boundary adjustment is required to enlarge an existing farm lot provided no separate lot is created; or
 - d) a minor boundary adjustment is required for a residential dwelling provided no separate lot is created and there is no increased fragmentation of a *key natural heritage feature* or *key hydrologic feature*; or
 - e) each parcel is a minimum size of 40 hectares and used for agricultural purposes; or
 - f) an existing residence is surplus to a farming operation as a result of a farm consolidation provided no additional residence is permitted on the retained farmland; and
 - g) the lands to be severed contain *built heritage resources* and the provincial interests outlined in the Provincial Policy Statement respecting cultural heritage and lot creation in *prime agricultural areas* are addressed.
- 5.2.1.10 **To recognize** that additional planning controls imposed by the Province and/or Federal Government in support of the potential airport in Pickering, including Minister’s Zoning Order – Airport, Bird Hazard Regulations, and Noise Exposure Forecast Regulations apply to the Countryside Agriculture Area lands shown on Map 9 – Countryside Agriculture Area.
- 5.2.1.11 **To encourage** *alternative energy systems* and *renewable energy systems* within Countryside Agriculture Area lands to be designed to minimize impact on agricultural operations and the visual character of the surrounding area.

**Section 5.2.1.6-11
subject to
Area/Site Specific
Appeal Nos. 1, 5
and 28 (Issue 224)**



OFFICIAL PLAN

MAP 7 - PROVINCIAL POLICY AREAS

as modified and approved by York Region June 12/14

JUNE 2014

SCALE
1:35,000

0 0.5 1 2 3 4
Kilometers

OAK RIDGES MORaine

Oak Ridges Moraine Conservation Plan Area

Oak Ridges Moraine Natural Linkage Area

Oak Ridges Moraine Countryside

GREENBELT

Greenbelt Plan Area

Greenbelt Natural Heritage System

Greenbelt Protected Countryside

PARKWAY BELT WEST PLAN

Parkway Belt West Plan Boundary (This boundary is illustrative of the Parkway Belt West Plan boundary and should be confirmed with the Province.)

MINISTER'S ZONING ORDERS

Minister's Zoning Order - Parkway Belt West (This boundary is illustrative of the Minister's Zoning Order - Parkway Belt West boundary and should be confirmed with the Province.)

Minister's Zoning Order - Airport

Minister's Zoning Order - 516-01

SPECIAL POLICY AREAS

See Map 8

Map 7 - Provincial Policy Areas is subject to Appeal No. 5. (YR Deferral 1)

5 Minotar Holdings Inc., Cor-lots Developments, Cherokee Holdings, Halvan 5.5 Investments Ltd., and Beechgrove Estates Inc.

("Deferral 1" - York Region approval of removal of the Natural Heritage System shown on these lands withheld pending the outcome of the 10 year Provincial review of the Greenbelt Plan)

May 10th, 2021

Attention: Laura Gold, Council and Committee Coordinator

City of Markham
101 Town Centre Boulevard
Markham, Ontario L3R 9W3

Via email: clerkspublic@markham.ca

**Re: Special Development Services Committee Meeting, May 11, 2021
York Region Proposed Population and Employment Forecast and Land Needs
Assessment to 2051
10936-11022, 11248-11264 and 11288 Kennedy Road, City of Markham**

Dear Laura:

Brutto Consulting is pleased to submit this letter on behalf of our clients, the owners of 10936, 10992, 10994, 11022, 11248-11264 and 11288 Kennedy Road ("The Subject Lands"), located within the study area of the York Region Employment Forecast and Land Needs Assessment to the year 2051.

Our clients are an organized group of landowners who collectively own approximately 160 acres of land on the west side of Kennedy Road between Elgin Mills Road on the south and 19th Avenue on the north.

The land uses surrounding the site include the Hamlet of Alma on the north, rural lands and a golf course to the east, rural lands to west, the community of Cashel to the south and the community of Almira to the north. Please see *Attachment 1 – Context Map* for reference.

The lands are bisected by an environmentally protected feature running northwesterly from Kennedy Road. There are two existing prominent and landmark institutional uses along Kennedy Road both owned by members of our Client group. This includes an Islamic Mosque and Cemetery and a Baptist Church with a Cemetery.

Our clients' lands have been incorporated within the York Region Employment Forecast and Land Needs Assessment to 2051, whereby the Subject Lands are being considered in the future for urban expansion for both "Community" and "Employment" uses. Please refer to *Attachment 2 – Preliminary Recommended Locations for Urban Expansion*.

While the Region has identified a limited amount of the Subject lands for Community Uses, most of the Subject land west of Kennedy Road is being considered for Employment Uses in the Preliminary Recommended Locations for Urban Expansion Map. This includes a large portion of our Clients lands.

We appreciate the opportunity to input to this process whereby we can express our professional opinion on the matter at hand. We have to respectfully disagree with the Region in its identification of said lands as Employment. We conveyed this message at the virtual Development Services Committee Meeting of April 19th, 2021. This letter serves as a formal follow-up to that input.

The purpose of our request is that the Region and the City consider the Subject Lands solely for "Community" lands. For the reasons that we briefly set out herein, we consider that Employment uses are inappropriate for the Subject lands.

Employment uses within the immediate proximity of both the Cashel and Almira communities will most definitely impact the existing and long-standing character of the area. Employment uses in this area will draw truck and significant passenger vehicle traffic that would cause a negative community impact. Visual and noise impacts need to be more carefully considered as well.

It is clear that the lands east of Warden Avenue and west of Kennedy Road are well removed from Highway 404 which is a Tier One Strategic Goods Movement Corridor. This certainly raises the question of how viable this area would be for employment uses.

We note that the Planning Staff from the City of Markham, at the presentation made to the Development Services Committee Meeting of April 19th, 2021, questioned the viability of this area for employment uses. We concur with the City of Markham Planning staff in this regard.

There is an existing Islamic Mosque with a Cemetery and a Baptist Church with a Cemetery's on the west side of Kennedy Road. Both of these are members of our Client group. These existing uses will be impacted in a negative way by being in the midst of major employment uses. These sensitive and long-standing uses are more suited to form part of a residential community.

The lands west of Kennedy Road also contain environmentally sensitive features that in some cases extend virtually to Kennedy Road. It would be very challenging to access the proposed employment areas on the west side of Kennedy Road given this condition.

It is our opinion that there are many other areas within the City of Markham that would be more viable for Employment uses including areas east of Highway 48 which are already protected for employment uses. The intensification of existing employment areas along Highway 404 and Highway 7 would appear capable of achieving the projected 2051 employment needs.

In conclusion, we opine that it would be appropriate to designate the Subject Lands only for Community uses. Future residential lands would be appropriate and in keeping with the existing character of the area from a land use perspective and would assist in meeting Provincial and Regional targets for population growth within the City of Markham.

We would like to work with the City of Markham and the Region of York to ensure that the Subject lands are more appropriately considered and protected for Community development to help achieve the projected 2051 population projections.

We look forward to our continued involvement in this important undertaking. If you have any questions in respect of our letter, please do not hesitate to reach out to us.

Yours truly,



Claudio Brutto, MCIP, RPP

President, Brutto Planning Consultant Ltd.
113 Miranda Ave, Toronto, ON M6P 3W8
Mobile (416) 453-6197

Attmt: Attachment 1: Context Map of Subject Properties

Attachment 2: Region's Preliminary Recommended Locations for Urban Expansion

Attachment 3: Proposed Strategic Goods Movement Network Transportation

Master Plan (May 4, 2016)

Cc: Clients

Paul Freeman, Chief Planner, Region of York

Paul Bottomley, Manager Policy, Research & Forecasting, Long Range Planning, Region of York



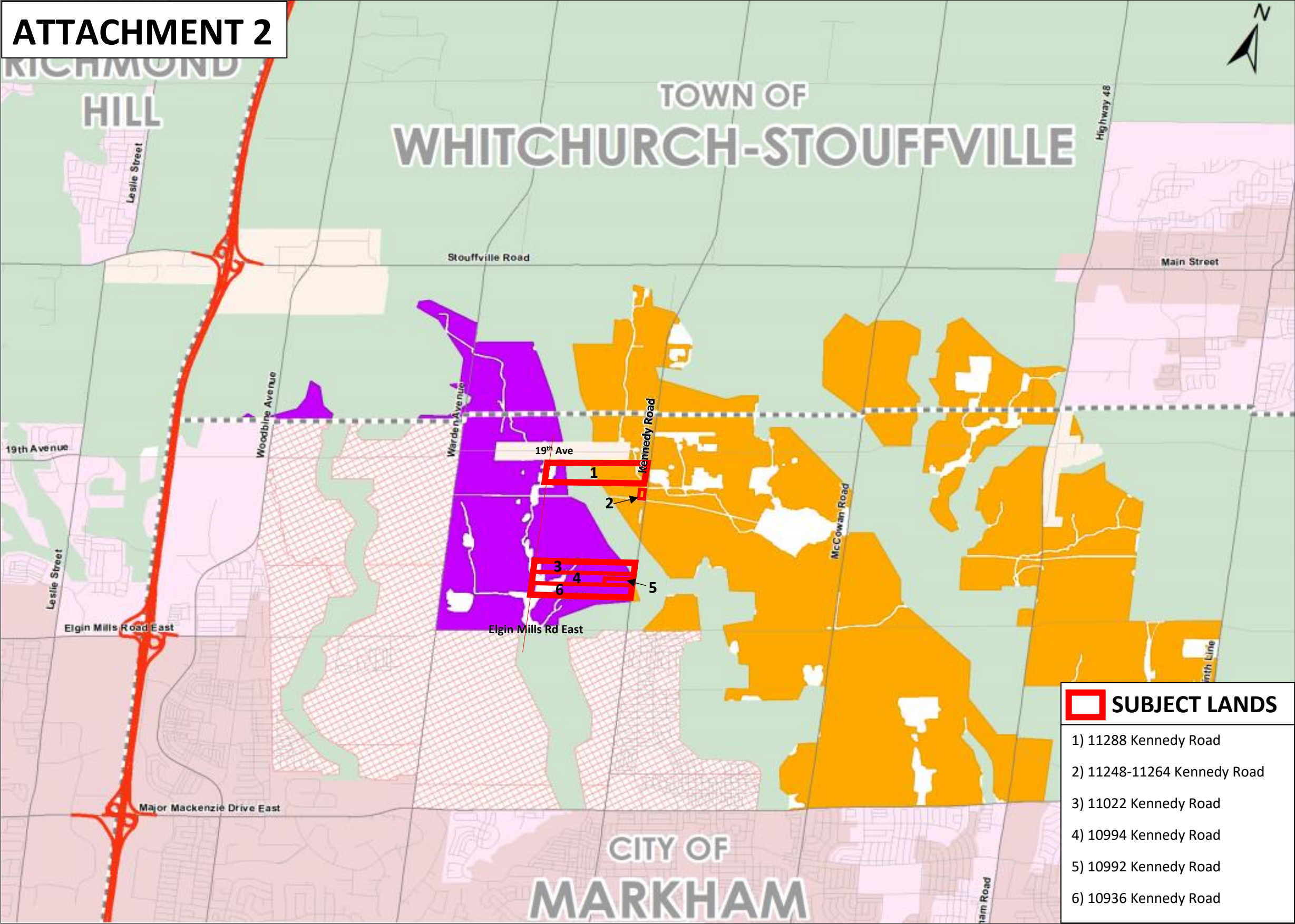
ATTACHMENT 1: CONTEXT MAP OF SUBJECT PROPERTIES

**10936, 10992, 10994, 11022, 11248-11264,
& 11288 KENNEDY ROAD, MARKHAM, ON**



Brutto Consulting

ATTACHMENT 2



SUBJECT LANDS

- 1) 11288 Kennedy Road
- 2) 11248-11264 Kennedy Road
- 3) 11022 Kennedy Road
- 4) 10994 Kennedy Road
- 5) 10992 Kennedy Road
- 6) 10936 Kennedy Road

YORK REGION

City of Markham
and
Town of Whitchurch-Stouffville

Preliminary Recommended Locations for Urban Expansion*

- Community
- Employment
- Non-developable (NHS, Infrastructure)

Land Use Category

- Built-up Area
- Designated Greenfield Area
- Greenbelt
- Hamlet
- 2010 Urban Expansion
- Designated Greenfield Area - Agriculture

Base Map

- Municipal Boundary
- Roads
- 400-Series Highways

*Areas are draft and are awaiting approval through the Municipal Comprehensive Review and are subject to change.



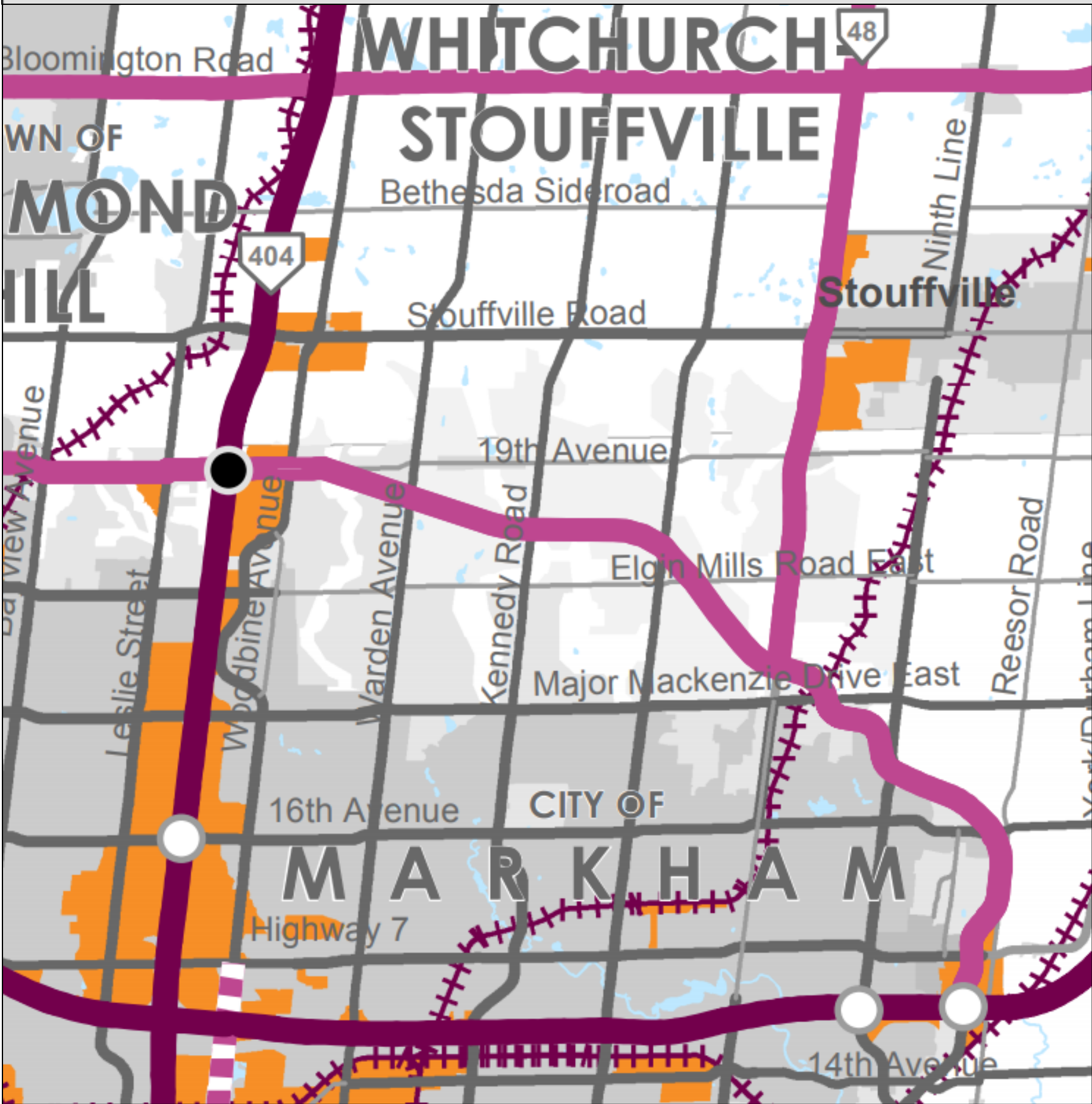
Produced by:
The Regional Municipality of York
Planning and Economic
Development, Corporate Services
March 2021

Data: © Queen's Printer for Ontario
2003-2021

0 0.250.5 1 1.5 2 Kilometers

ATTACHMENT 3

Proposed Strategic Goods Movement Network
Transportation Master Plan
DRAFT



Strategic Goods Movement Corridors

Tier 1

- Highway Goods Movement Corridor
- Future Highway Goods Movement Corridor
- Railway

Tier 2

- Interim Primary Arterial Goods Movement Corridor
- Primary Arterial Goods Movement Corridor

Tier 3

- Secondary Goods Movement Corridor

Interchange Improvements (to be confirmed by MTO)

- Future Interchange on Existing Freeway
- Future Interchange on Future Freeway
- Other Interchange Improvement
- Employment Areas

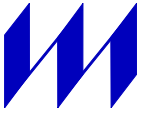
BASE MAP INFORMATION

- Provincial Freeway
- Provincial Highway
- Road
- Future MTO Freeway



Produced by:
Infrastructure Management & PMO Branch
Transportation Services
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May 2016

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and Peel, County of Simcoe, City of Toronto
© Queen's Printer for Ontario 2003-2010,
Includes Greenbelt and Oak Ridges Moraine
Boundaries and Water Features



WESTON CONSULTING

planning + urban design

City of Markham
101 Town Centre Boulevard
Markham, Ontario
L3R 9W3

May 10, 2021
File 9797-1

Attn: Development Services Committee Members

**Re: York Region's Proposed Growth Forecast to 2051
10701 Highway 48
City of Markham**

Weston Consulting is the planning consultant for the owner of the lands municipally known as 10701 Highway 48 in the City of Markham (herein referred to as the "subject land"). We have recently been retained by the owner to assist them in response to the Region and City's future Urban Area process.

Description of the Subject Property

The subject land is located on the southeast corner of Elgin Mills Road East and Highway 48 with an irregular shape (Figure 1). The subject land has an approximate area of 36 hectares (89 acres), an approximate frontage of 340 metres (11,119 feet) along Highway 48 and approximately 696 (2,287 feet) of frontage along Elgin Mills Road East. Surrounding uses to the north, south and east are agricultural, while rural commercial uses are located to the west.

Figure 1



The City of Markham Official Plan (1987) designates the subject land as *Agricultural 1*, which shall be predominantly used for agricultural use. The City of Markham Official Plan (2014) designates the subject land as *Countryside Agriculture* which applies to agricultural activities on lands outside of the Greenbelt Plan. The City of Markham Zoning By-law 304-87 zones the subject land as *Agricultural (A1)*. The development permissions within the *A1* zone only allow for agricultural use.

We understand that York Region has released a proposed forecast and land needs assessment for growth to 2051 as part of their ongoing municipal comprehensive review (MCR). We recognize that these lands are currently considered “whitebelt” lands and are outside the Built Boundary. We respectfully request that these lands be included in the Urban Expansion and be considered for Community Use purposes. We understand that the Region is currently considering the subject lands for potential Community Use purposes through their analysis, completed in March 2021, which we support.

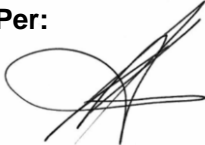
We thank you for the opportunity to comment and we reserve the right to provide future input as the City considers its future planning of these areas.

If you have any questions regarding the above comments, please contact the undersigned at extension 241 or Paul Tobia at extension 290.

Yours truly,

Weston Consulting

Per:



Ryan Guetter, BES, MCIP, RPP
Executive Vice President

c. Clients

Marg Wouters, Senior Manager, Policy & Research, Planning and Urban Design Department
City Clerks, City of Markham

Paul Freeman, Chief Planner, Planning and Economic Development, Region of York

Why is Markham Going Backwards on Intensification?

I'm representing the Unionville Residents Association in this deputation.

This land needs assessment report on today's agenda is a sleeper issue. There has been lots of public discussion about MZOs, Greenbelt expansion and secondary plans, but this study has remained below the radar. However, it has the potential to become a very big item just like 10 years ago – as you may recall during the intensification and “foodbelt” debates.

URA is following it closely. We have had a meeting with Region staff, have read both the Region and City staff reports closely, and published a long analysis in our April newsletter.

There are many parts of the land needs calculations and policies cited in the two staff reports that we won't comment on. The key issue for us at this time is the degree of intensification. We are concerned that, based on the Region's methodology, Markham is only to intensify to **52%** and therefore will use **100%** of its remaining whitebelt for development by 2051. Goodbye agricultural land! Hello lower density!

We think that other growth models should be looked at.

The problem seems to start with York Region Council directing staff in 2019 to use the provincial minimum (50%) intensification target rather than the staff recommendation of 60%. Because Markham is one of the few municipalities with significant remaining whitebelt, this forces the plan to direct a lot of whitebelt growth towards Markham.

We know that there are major benefits of intensification to infrastructure costs and the environment. So Markham's assigned intensification rate of 52% seems like a big step back versus our requirement of 60% today.

A quick tally of some major in-fill development plans in Markham (such as Markham Centre, Langstaff Gateway, Markham Rd - Mt. Joy, York Downs and others), plus adding in major planned developments in already-designated greenfield sites (Future Urban Area, Cornell Centre) totals over 250,000 new population. When added to our current population of 353,000, this totals over 600,000, suggesting that our population growth to 2051 can be accommodated by little to no further urban expansion.

Now we are not advocating for 100% intensification, but feel that a Markham number above 60% should be readily achievable and should be tested.

We note that some other municipalities (Hamilton, Halton Region) are examining a zero-boundary expansion option, namely 100% intensification, just like Markham did in 2010, and are engaging public consultation on this option.

We call on our Regional Councillors to raise this issue at Regional Council. Why should Markham, and York Region in total, plan for the provincial minimum of 50%, with the accompanying economic and environmental issues? Let's work regional scenarios at higher intensification, such as 60% or 70%, to see if we can come up with a better land use plan.

D'Souza, Lily-Ann

To: Wouters, Margaret
Subject: RE: Regional Intensification Scenarios needed for York Region Growth Forecast

From: Peter Miasek <>
Sent: Wednesday, May 12, 2021 12:14 PM
To: Mayor Frank Scarpitti - Markham <FScarpitti@markham.ca>; Deputy Mayor, Don Hamilton – Markham <DHamilton@markham.ca>; Regional Councillor, Jack Heath - Markham <jheath@markham.ca>; Regional Councillor, Jim Jones - Markham <jjones@markham.ca>; Regional Councillor, Joe Li - Markham <JLi3@markham.ca>
Cc: Paul Freeman <paul.freeman@york.ca>; Paul Bottomley <paul.bottomley@york.ca>; Wouters, Margaret <MWouters@markham.ca>; Alexis Whalen <>; Harry Eaglesham <>; Michael Gannon <>; Donna Day <>; richard Tranquada <>; Jeffrey Taylor <>; Bill Bryans <>; Alick Siu <>; Gene Genin <>; Roland Hosein <>; Joska Zerczi <>; mary Caporusso <>
Subject: Regional Intensification Scenarios needed for York Region Growth Forecast

CAUTION: This email originated from a source outside the City of Markham. DO NOT CLICK on any links or attachments, or reply unless you recognize the sender and know the content is safe.

Hello Mayor Scarpitti, Deputy Mayor Hamilton and Regional Councillors Heath, Jones and Li:

During yesterday's special DSC meeting, some of you were clearly concerned about the low level of intensification assigned to Markham (52%) and the fact that all Markham's whitebelt will be designated as "urban". High assigned growth in the whitebelt brings traffic concerns, infrastructure cost concerns, environmental concerns, quality of life concerns, employment location concerns and the challenging need for strong phasing policies.

You were also told by Marg Wouters (Slide 15) that " In order to reduce the amount of whitebelt needed in Markham, the forecast would have to be based on a Region-wide intensification rate higher than 50%".

This is exactly what we at the URA stated in our deputation to DSC on April 19! After lots of research, we have found that the root issue was the York Region Council decision of February 28, 2019 to request a 50% minimum intensification level in Amendment One of the Provincial Growth Plan, rather than the staff-recommended 60% minimum. Having now watched the tapes from February 28, 2019, and the earlier Committee of the Whole (February 21), the clear intent was that 50% should be the minimum for the legislated Growth Plan, but that the **MCR would decide what the optimum intensification rate should be for York.**

However, staff has **used 50% as both the minimum and the maximum**, rather than test a range of scenarios in the MCR. We also noted that other Regions (Hamilton, Halton) are examining different intensification scenarios. There are various ways to develop scenarios: (a) top down, e.g. 50%, 55%, 60% (b) bottom up, e.g. what would it take to retain 50% of Markham's remaining whitebelt as agricultural.

We (URA) call on you to raise this issue at Regional Council and **direct regional staff to test a range of regional intensification scenarios in the MCR.**

Yours truly,

Peter Miasek
Director, URA

Petition Against Employment and Community Zoning Plan - 19th Avenue

Print Name	Address	Phone Number	Email	Signature
C. D. PIETRO	3974 19TH	[REDACTED]		C. Di Pietro
U. Di Pietro	4019, 19TH Ave	[REDACTED]		U. Di Pietro
PAT	CHINCCARILL HC63 19TH	[REDACTED]		PAT
Nadine Nichols	4115 19th Ave	[REDACTED]		Nadine Nichols
Frank	4159 19TH AVE	[REDACTED]		Frank
WENDY	4159 19TH AVE	[REDACTED]		Wendy
BOOTH				BOOTH
4274 R. DE LO	BANZICCI	[REDACTED]		R. DE LO
Michelle	Koyle	[REDACTED]		Michelle
SUN-CHER	3969 19th Ave			SUN-CHER
POON				POON
JAMES-CHER	3969 19th Ave			JAMES-CHER
POON				POON
ANNA LE DONNE	3907 19TH AVE	[REDACTED]		ANNA LE DONNE
Donato Panico	3896 19th Ave	[REDACTED]		Donato Panico
Josie D'UVO	3918 19TH	[REDACTED]		Josie D'UVO
Vincenzalipione	3908 19TH	[REDACTED]		Vincenzalipione
J. D. Eli	3960 19TH			J. D. Eli
Guido Spinoza	3990			Guido Spinoza
FILONE	4052 19TH	[REDACTED]		FILONE
NAMIE BUTTAN	4150 19TH	[REDACTED]		NAMIE BUTTAN
CLARE BUTTAN	4150 19TH	[REDACTED]		CLARE BUTTAN
Virginia Buttani	4150 19TH	[REDACTED]		Virginia Buttani