

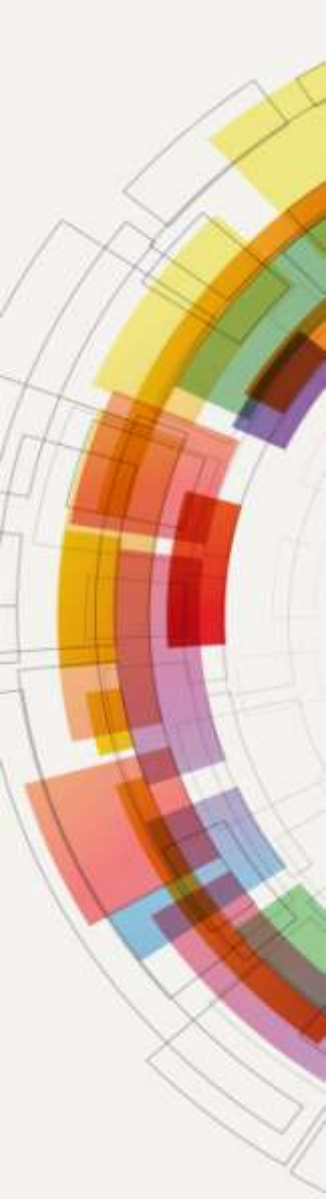


Planning Markham's Future

# Applications for Conversion/Redesignation of Employment Lands

**Draft Official Plan**

Development Services Committee  
May 21, 2013



## **Purpose:**

**Obtain Council direction on OPA applications to convert/redesignate employment lands, in order to finalize new Official Plan**

- 12 official plan amendment (OPA) applications: (120-150 ha)
- 10 – conversion of current employment lands for residential or partial residential uses
  - 2 – redesignation of Future Employment Area lands
    - Inclusion of residential uses
    - Cemetery use

Applicants available to present proposals

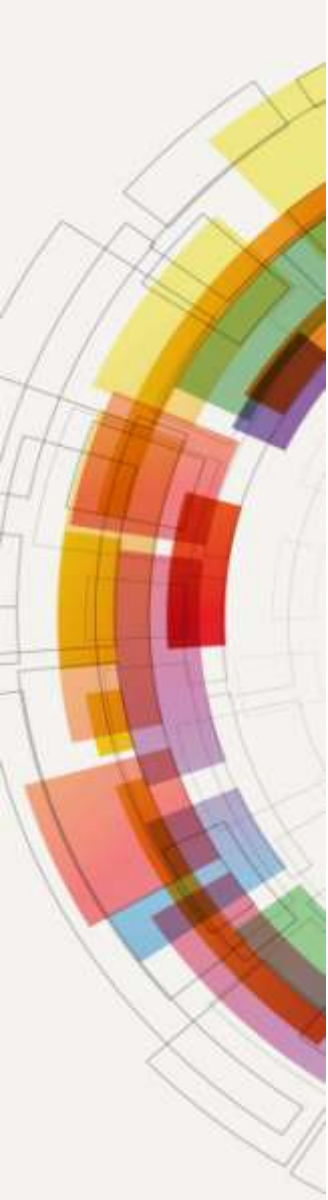
### Overview:

- Markham's requirement to plan for employment lands
- Staff concerns re: applications for conversion/redesignation
- Applicant justification and staff response
- Staff recommendation
- Implications of Council decision
- Next Steps



## What is employment land conversion and why is it an issue?

- Employment land conversion - the redesignation of current employment lands for non-employment uses
- Employment lands are required to ensure long term economic viability at local and regional level
- Conversion/redesignation results in:
  - Permanent loss of available land for employment uses
  - Potential destabilization of adjacent employment lands, leading to further future loss of employment land



## Provincial Policy Statement and Growth Plan

- Strong policies requiring municipalities to:
  - plan and provide for a range of employment types
  - protect employment land

### Growth Plan: 6 tests

Municipalities may permit conversion of employment lands only through a municipal comprehensive review where it has been demonstrated that:

- there is a need for the conversion;
- the employment forecasts allocated to the municipality will be met;
- the conversion will not adversely affect the overall viability of the employment areas, and achievement of the intensification target, density target and other policies of the Growth Plan;
- there is existing and planned infrastructure to accommodate the proposed conversion;
- the lands are not required over the long term for the employment purposes for which they are designated;
- cross-jurisdictional issues have been considered.

## Markham's Community Planning and Economic Development Objectives

- Maintaining a strong and competitive economy:
  - Key pillar in Greenprint Community Sustainability Plan
  - One of four key themes of long term vision for City (Draft OP)
- Key is ensuring lands are available to accommodate a diverse range of employment uses (office, industrial, institutional, retail)
- To ensure long term economic growth, Markham needs to take full advantage of lands within:
  - 400-series highway corridors (Hwy 404 and Hwy 407); and
  - Rapid transit corridors for major office (Hwy 7 and Yonge St)
- To achieve complete community and trip reduction objectives, Markham needs to maintain employment lands in east Markham

## Achieving Markham's 2031 Employment Forecasts



- Employment forecasts assigned in Regional OP - 240,400 jobs
- Forecasts are based on Regional land budget, taking employment type into account:
  - Major Office Employment (MOE) – 35%
  - Employment Land Employment (industrial) (ELE) – 35%
  - Population-Related Employment (PRE) – 30%
- Markham's OP must demonstrate how these employment forecasts by type are being accommodated
- Employment land use designations in the Draft OP represent the minimum lands required to accommodate the Region's forecasts

## Potential Impact of Conversion/Redesignation Applications on Employment Land Supply

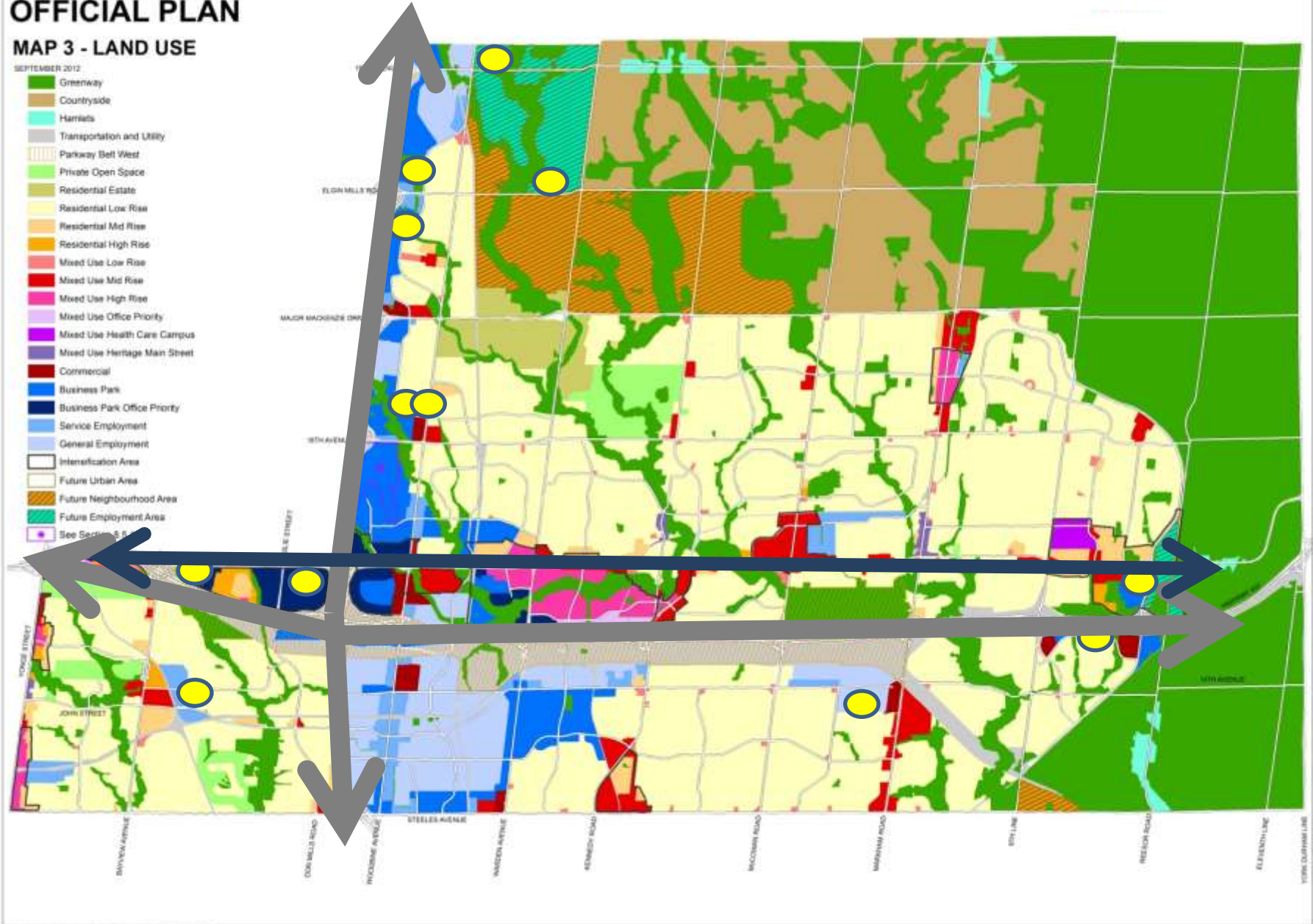
- **120-150 hectares**
  - = approx 18-20% of vacant employment lands,
  - = approx half the 'Future Employment Area' north of Major Mackenzie Dr
- **Net loss of ELE (industrial) jobs** - approx 5,500
  - generally wealth-generating jobs that generate greatest economic returns and tax assessment relative to other jobs
  - difficult to accommodate elsewhere, except by further expansion of urban area
- **Loss of lands in key employment corridors** (Hwy 404 and 407; Hwy 7 rapid transit corridor); destabilizing effect on remaining adjacent employment lands
- **Loss of lands in east Markham** – reduction of critical mass of employment area; may potentially lead to further incremental losses
- **Additional 5,700 residential units** (approx 12,000 population)

**MAP 3 - LAND USE**

SEPTEMBER 2012

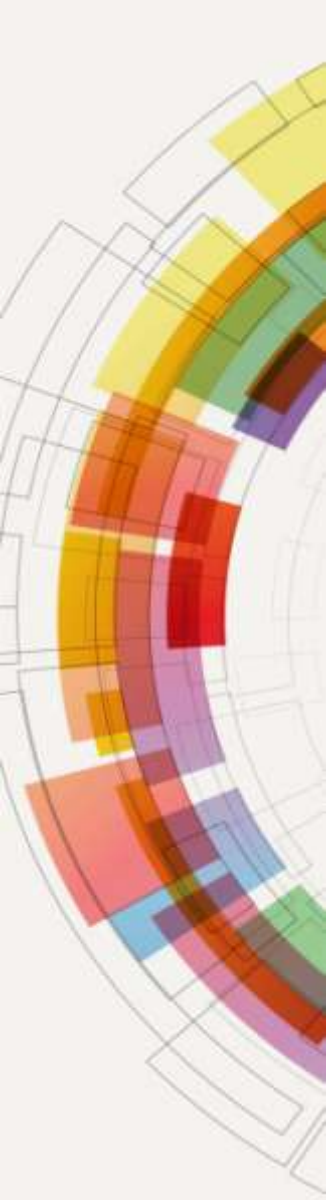
- Greenway
- Countryside
- Hamlets
- Transportation and Utility
- Parkway Belt West
- Private Open Space
- Residential Estate
- Residential Low Rise
- Residential Mid Rise
- Residential High Rise
- Mixed Use Low Rise
- Mixed Use Mid Rise
- Mixed Use High Rise
- Mixed Use Office Priority
- Mixed Use Health Care Campus
- Mixed Use Heritage Main Street
- Commercial
- Business Park
- Business Park Office Priority
- Service Employment
- General Employment
- Interfaciation Area
- Future Urban Area
- Future Neighbourhood Area
- Future Employment Area
- See Section 6.1

● Applications for Employment Land Conversion/Redesignation



## Applicant Justification: (addressing 6 tests)

- More jobs can be accommodated on less land, or elsewhere
- Residential development will help to achieve intensification targets
- Proposal will not adversely affect the remaining employment lands
- Proposal represents a small fraction of land or job loss
- Site has unique characteristics making it unsuitable for employment
- There is a shift away from manufacturing in Markham
- Proposal will have positive fiscal impact





## Staff Response:

*“More jobs can be accommodated on less land, or elsewhere”*

- Usually based on higher density assumptions than considered reasonable by City or Region
- No guarantee that higher densities will be achieved
  - could result in pressure for future conversion if anticipated employment development doesn't occur on smaller land mass (continued incremental loss)
- ‘Making up jobs elsewhere’ doesn't achieve community planning objectives

*“Proposed residential development will help to achieve intensification targets, and ground-related housing”*

- No additional lands needed to achieve residential intensification targets; the urban structure and land use maps in the Draft OP are based on the Council endorsed Growth Alternative
- Urban expansion area provides for required ground-related housing

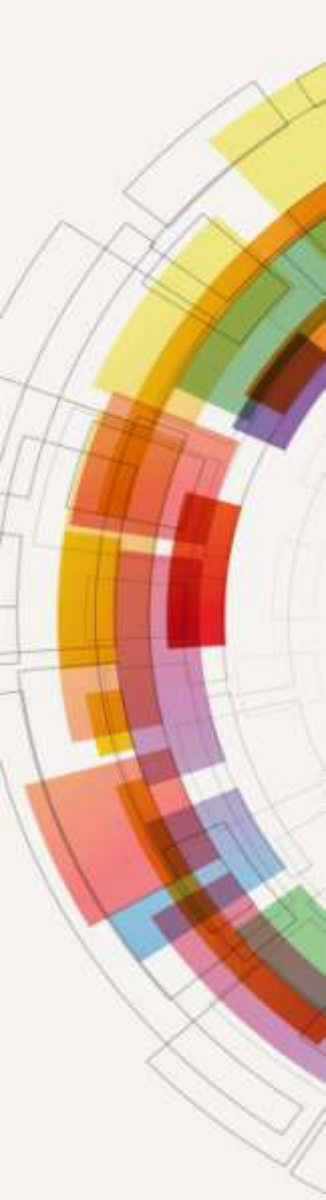
## Staff Response: (cont'd)

*“Proposal will not adversely affect the remaining employment lands”*

- Issues of impact on land values, loss of critical mass, introduction of sensitive uses
  - non-employment uses generally raise land values, making neighbouring employment lands too expensive for land-intensive businesses
  - reduction in critical mass, or lot depths, could limit types of businesses who would otherwise locate within the area
  - introduction of sensitive, non-employment uses may reduce attraction of businesses who might otherwise locate in the area

*“Proposal represents a small fraction of land or job loss”*

- Individually the impact may appear minimal; cumulatively the impact is substantial (18-20% of vacant land area)





## Staff Response: (cont'd)

### *“Site has characteristics unsuitable for employment”*

- Some sites suggested as being unsuitable are among the few sites still available within the key Hwy 404, 407 and Hwy 7 corridors
- With respect to sites adjacent to residential, Markham has examples of successful employment areas adjacent to residential areas

### *“There is a shift away from manufacturing in Markham”*

- Markham is required to accommodate the ELE forecasts assigned by the Region; market changes will be monitored and reflected in Region's 5-year review
- It is also in Markham's economic interest to continue to accommodate these types of jobs

### *“Proposal will have positive fiscal impact”*

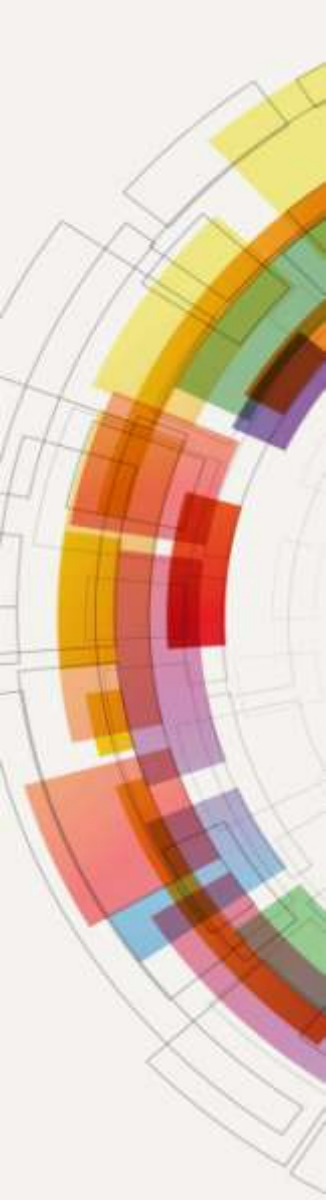
- Development of employment lands will also have a positive fiscal impact; and possibly greater long term fiscal impact

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**Staff Recommendation: Deny all applications (1 exception)**

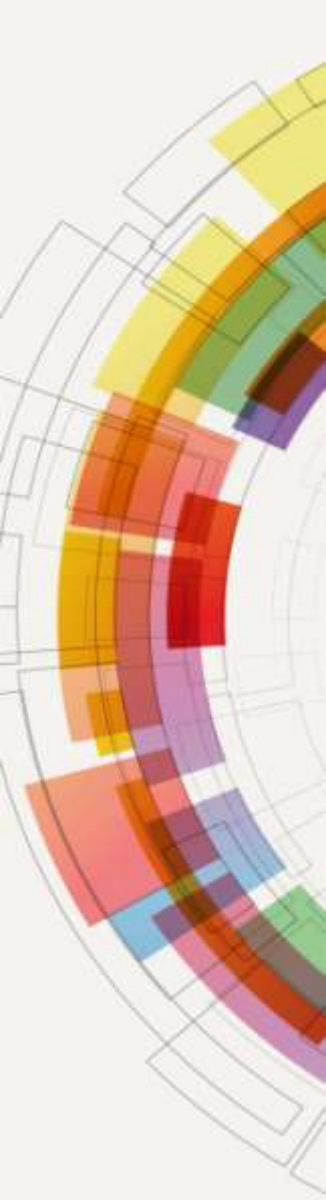
## **Council Decisions on Applications - Potential Implication for Regional OP/ROPA 3 OMB Hearing**

- Phase 1 – is determining total amount of expansion land needed in Markham (residential and employment); evidence continues to be heard over next 2 weeks
- Phase 3 – will confirm the boundaries of the urban expansion area (either ROPA 3 boundary as reflected in Markham's Draft OP, or a different boundary); not expected to begin until Fall, 2013
- Possible implications of conversion/redesignaion applications:
  - Appellants could argue that any employment lands being converted/redesignated should be compensated for by adding equivalent employment lands to the ROPA 3 boundary
  - Appellants could argue that in light of significant additional population resulting from conversion/redesignation requests, the residential component of ROPA 3 should be reduced, or included only for employment uses



## Next Steps (following Council Direction)

- If Council direction is *not* to consider conversion/redesignation:
  - land use designations shown in Draft OP will be reflected in final OP
- If Council direction is to consider conversion/redesignation:
  - the land use designation in the final OP will reflect “deferral” or similar symbol indicating land use is still under review
  - OPA application to go through regular review process, including submission of technical studies, and Public Meeting to confirm specific land use designation/policies
- Final OP to be brought back to Committee/Council for adoption and then forwarded to Region for approval
  - June is current target date (*may be prudent to delay Council adoption to Fall, 2013*)



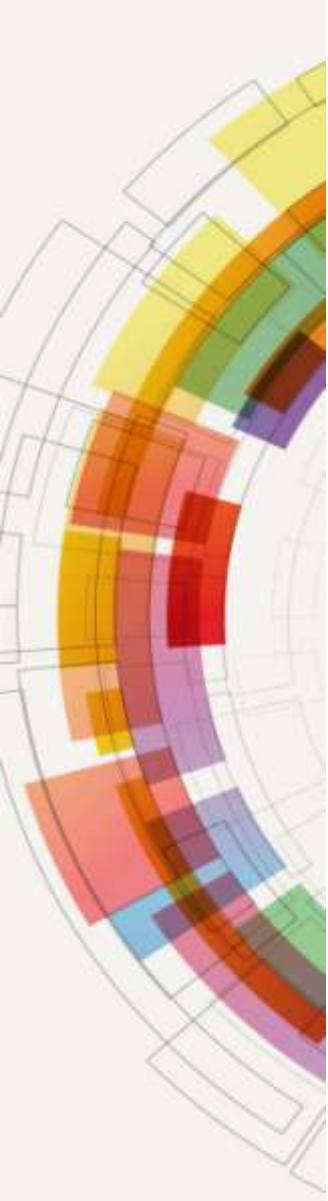
## Summary

- Seeking Council direction on whether any of 12 conversion/redesignation applications should be considered for designation other than employment in the final OP
- Staff position is that the applications should *not* be approved – all employment lands identified in Draft OP are needed to achieve employment forecasts and community/ economic development objectives
  - exception: application for former Canac site in Thornhill; recent Council direction to consider residential and mixed use on this site

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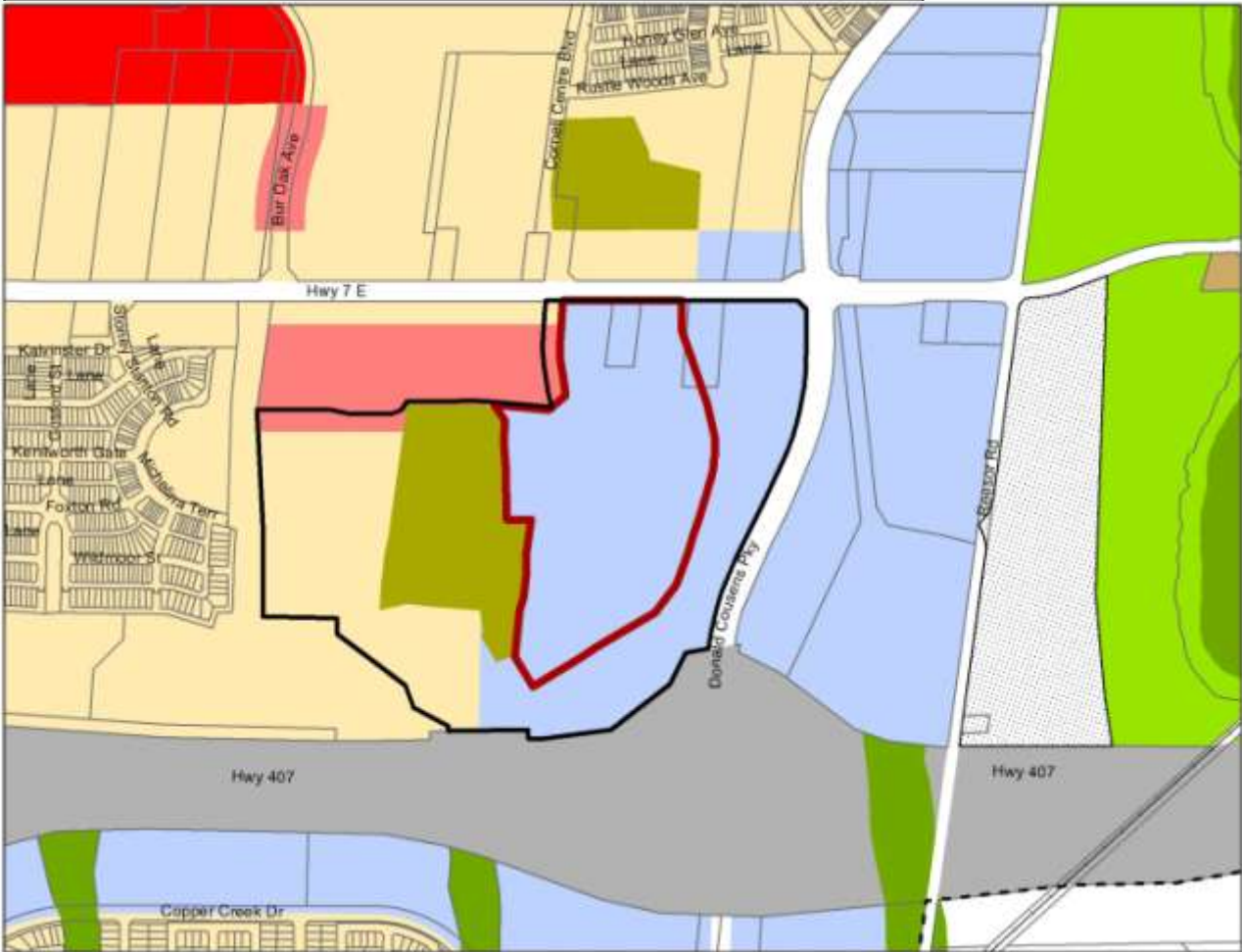
*Applicant Presentations....*





## Location Maps (Applications for Conversion/Redesignation)

<b>Lindvest Properties (Cornell) Limited</b>
OP 12-132870
Cornell Centre
South of Hwy 7, West of Donald Cousens Parkway



### Legend

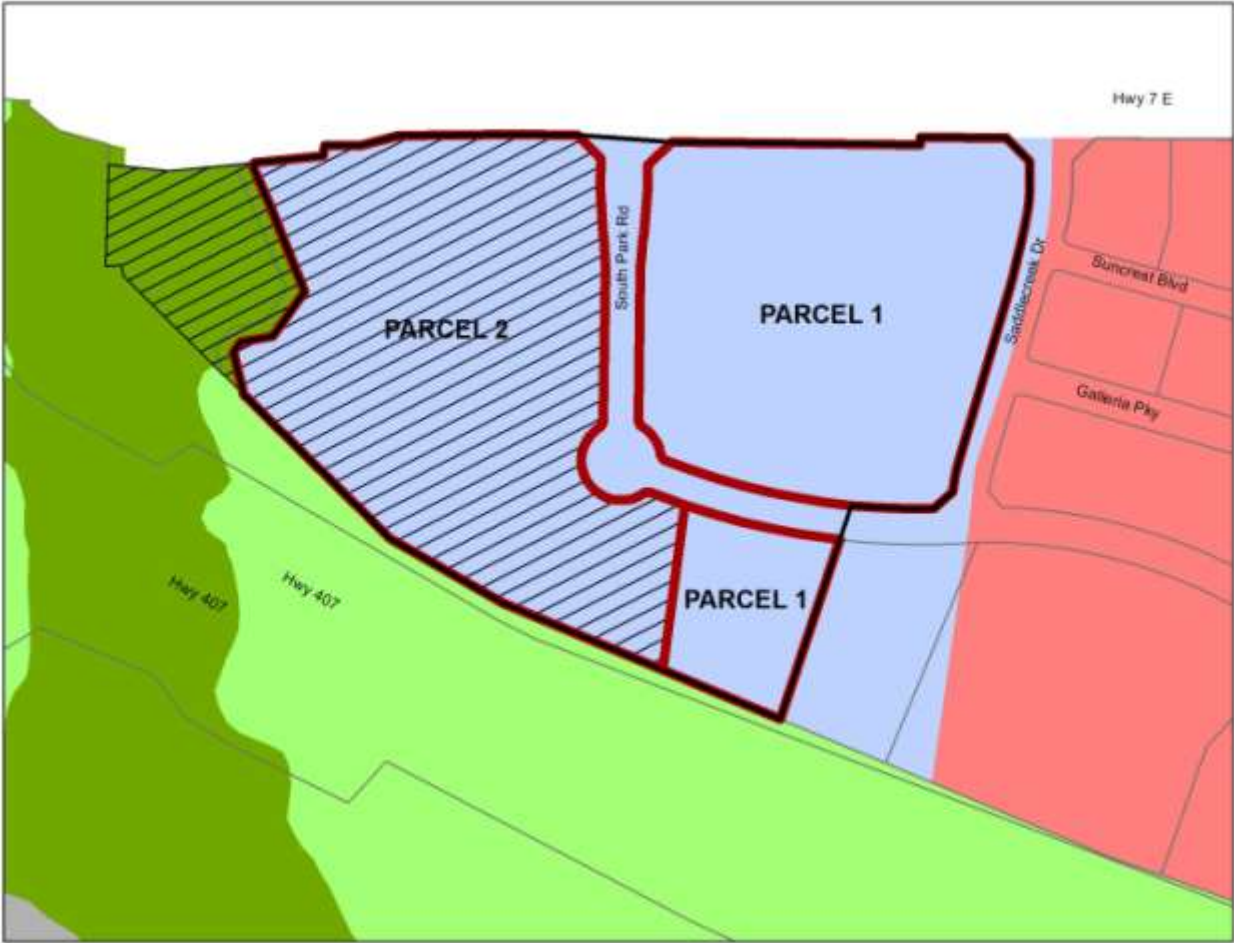
- Former Waste Disposal Sites
- ▭ Official Plan Amendment Application Area
- ▭ Employment Area Proposed for Conversion / Redesignation
- ▨ Deferrals
- ▭ Study Area
- ▭ Agriculture
- ▭ Langstaff Urban Growth Area Study Area
- ▭ Cornell Study Area
- ▭ Future Urban Area
- ▭ Special Policy Area
- Urban Residential
- Parkway Belt
- Open Space
- Institutional
- Transit Utility
- Industrial
- Hazard Lands
- Rural Residential
- Commercial
- Oak Ridges Moraine
- Hamlet
- Environmental Protection Areas

<b>Neamsby Investments Inc</b>
OP 13-108448
Armada Industrial Area 5659-5933 14 <sup>th</sup> Avenue South of 14 <sup>th</sup> Avenue, between Middlefield Road and Markham Road



- Legend**
- Former Waste Disposal Sites
  - Official Plan Amendment Application Area
  - Employment Area Proposed for Conversion / Redesignation
  - Deferrals
  - Study Area
  - Agriculture
  - Langstaff Urban Growth Area Study Area
  - Cornell Study Area
  - Future Urban Area
  - Special Policy Area
  - Urban Residential
  - Parkway Belt
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  - Transit Utility
  - Industrial
  - Hazard Lands
  - Rural Residential
  - Commercial
  - Oak Ridges Moraine
  - Hamlet
  - Environmental Protection Areas

<b>Times Group Corporation</b>
OP 13-131100
Leitchcroft Community
South of Hwy 7, East of Bayview Ave (Leitchcroft)



### Legend

- Former Waste Disposal Sites
- Official Plan Amendment Application Area
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- Deferrals
- Study Area
- Agriculture
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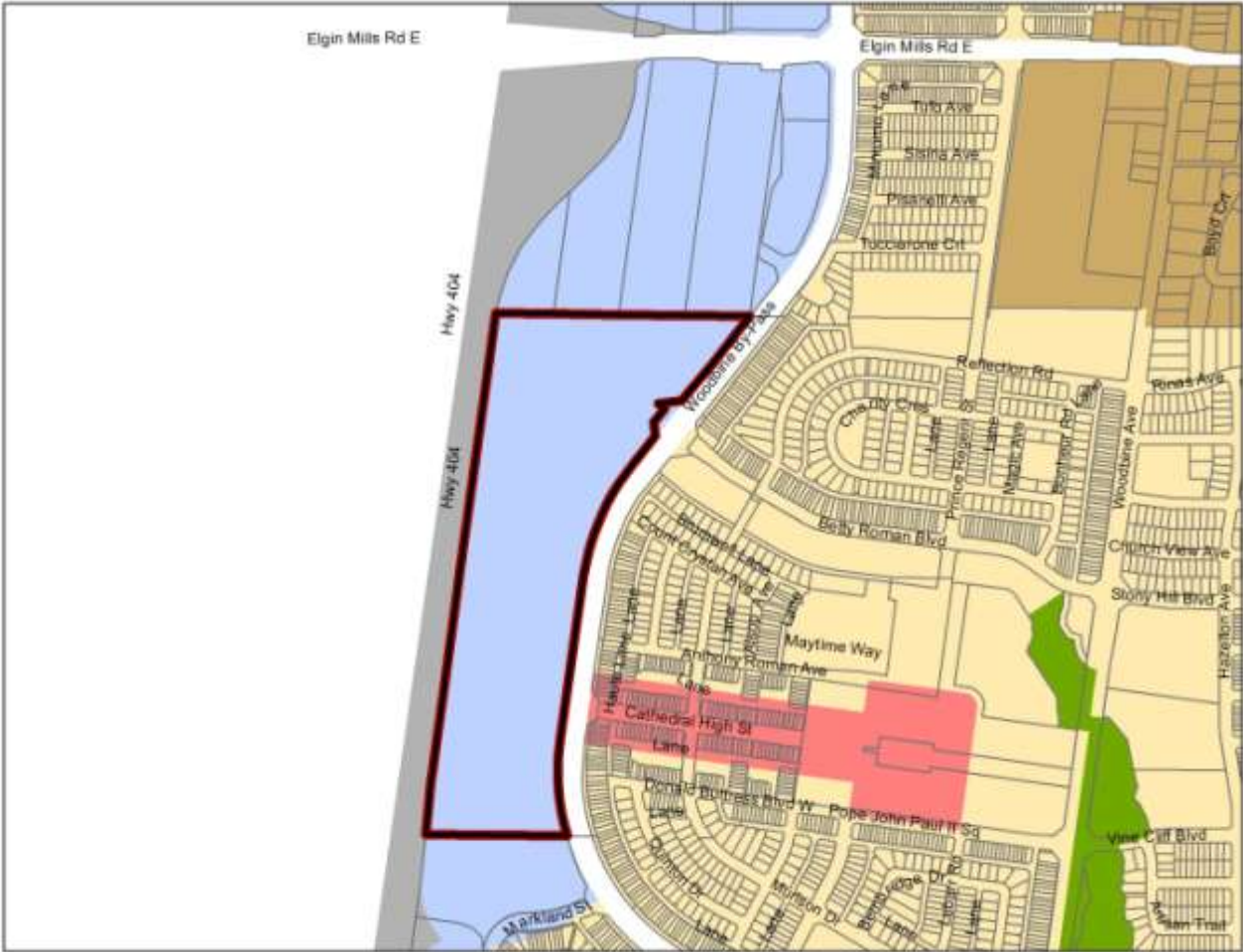
<b>Box Grove Hill Developments Inc.</b>
OP 13-108173
Box Grove Community
South of Hwy 407, north of Copper Creek Drive (Box Grove)



### Legend

- Former Waste Disposal Sites
- Official Plan Amendment Application Area
- Employment Area Proposed for Conversion / Redesignation
- Deferrals
- Study Area
- Agriculture
- Langstaff Urban Growth Area Study Area
- Cornell Study Area
- Future Urban Area
- Special Policy Area
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- Open Space
- Institutional
- Transit Utility
- Industrial
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- Rural Residential
- Commercial
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- Environmental Protection Areas

<b>Cathedral Town Ltd</b>
OP 13-114066
Cathedral Community
South of Elgin Mills Road, between Hwy 404 and Woodbine By-Pass



### Legend

- Former Waste Disposal Sites
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- Employment Area Proposed for Conversion / Redesignation
- Deferrals
- Study Area
- Agriculture
- Langstaff Urban Growth Area Study Area
- Cornell Study Area
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<b>Jolis Investments (Ontario) Limited</b>
OP 13-114950
Woodbine North Block 3, Registered Plan 65M-3925 North/east side of Markland Street, west of Woodbine Avenue























Woodbine North
Block 3, Registered Plan 65M-3925
North/east side of Markland Street, west of Woodbine Avenue

Block 3, Registered Plan 65M-3925  
North/east side of Markland Street, west of Woodbine Avenue

North/east side of Markland Street, west of Woodbine Avenue



### Legend

	Former Waste Disposal Sites
	Official Plan Amendment Application Area
	Employment Area Proposed for Conversion / Redesignation
	Deferrals
	Study Area
	Agriculture
	Langstaff Urban Growth Area Study Area
	Cornell Study Area
	Future Urban Area
	Special Policy Area
	Urban Residential
	Parkway Belt
	Open Space
	Institutional
	Transit Utility
	Industrial
	Hazard Lands
	Rural Residential
	Commercial
	Oak Ridges Moraine
	Hamlet
	Environmental Protection Areas

Legend:

- Official Plan Amendment Application Area
- Employment Area Proposed for Conversion / Redesignation
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	Industrial
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	Commercial
	Oak Ridges Moraine
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Legend:

- Deferrals
- Study Area
- Agriculture
- Langstaff Urban Growth Area Study Area
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Legend:

- Study Area
- Agriculture
- Langstaff Urban Growth Area Study Area
- Cornell Study Area
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-  Agriculture
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Legend:

- Langstaff Urban Growth Area Study Area
- Cornell Study Area
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	Cornell Study Area
	Future Urban Area
	Special Policy Area
	Urban Residential
	Parkway Belt
	Open Space
	Institutional
	Transit Utility
	Industrial
	Hazard Lands
	Rural Residential
	Commercial
	Oak Ridges Moraine
	Hamlet
	Environmental Protection Areas

 Future Urban Area  
 Special Policy Area  
 Urban Residential  
 Parkway Belt  
 Open Space  
 Institutional  
 Transit Utility  
 Industrial  
 Hazard Lands  
 Rural Residential  
 Commercial  
 Oak Ridges Moraine  
 Hamlet  
 Environmental Protection Areas

 Special Policy Area  
 Urban Residential  
 Parkway Belt  
 Open Space  
 Institutional  
 Transit Utility  
 Industrial  
 Hazard Lands  
 Rural Residential  
 Commercial  
 Oak Ridges Moraine  
 Hamlet  
 Environmental Protection Areas

Legend:

- Urban Residential
- Parkway Belt
- Open Space
- Institutional
- Transit Utility
- Industrial
- Hazard Lands
- Rural Residential
- Commercial
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- Hamlet
- Environmental Protection Areas

-  Urban Village Center
-  Parkway Belt
-  Open Space
-  Institutional
-  Transit Utility
-  Industrial
-  Hazard Lands
-  Rural Residential
-  Commercial
-  Oak Ridges Moraine
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-  Open Space
-  Institutional
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- Rural Residential
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Commercial  
Oak Ridges Moraine  
Hamlet  
Environmental Protection Areas

 Oak Ridge Moraine  
 Hamlet  
 Environmental Protection Areas

Environmental Protection Areas

Environmental Protection Areas

<b>Wemat One Limited</b>
OP 13-113480
Commerce Valley
South of Hwy 7, between Commerce Valley Drive East and Hwy 404



### Legend

- Former Waste Disposal Sites
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- Environmental Protection Areas

<b>Holborn Properties (1659139 Ontario Inc)</b>
OP 13-116651
Cathedral Community
North of Elgin Mills Road, between Hwy 404 and Woodbine By-Pass
Blocks 299, 300 and 301, Plan 65M-4026



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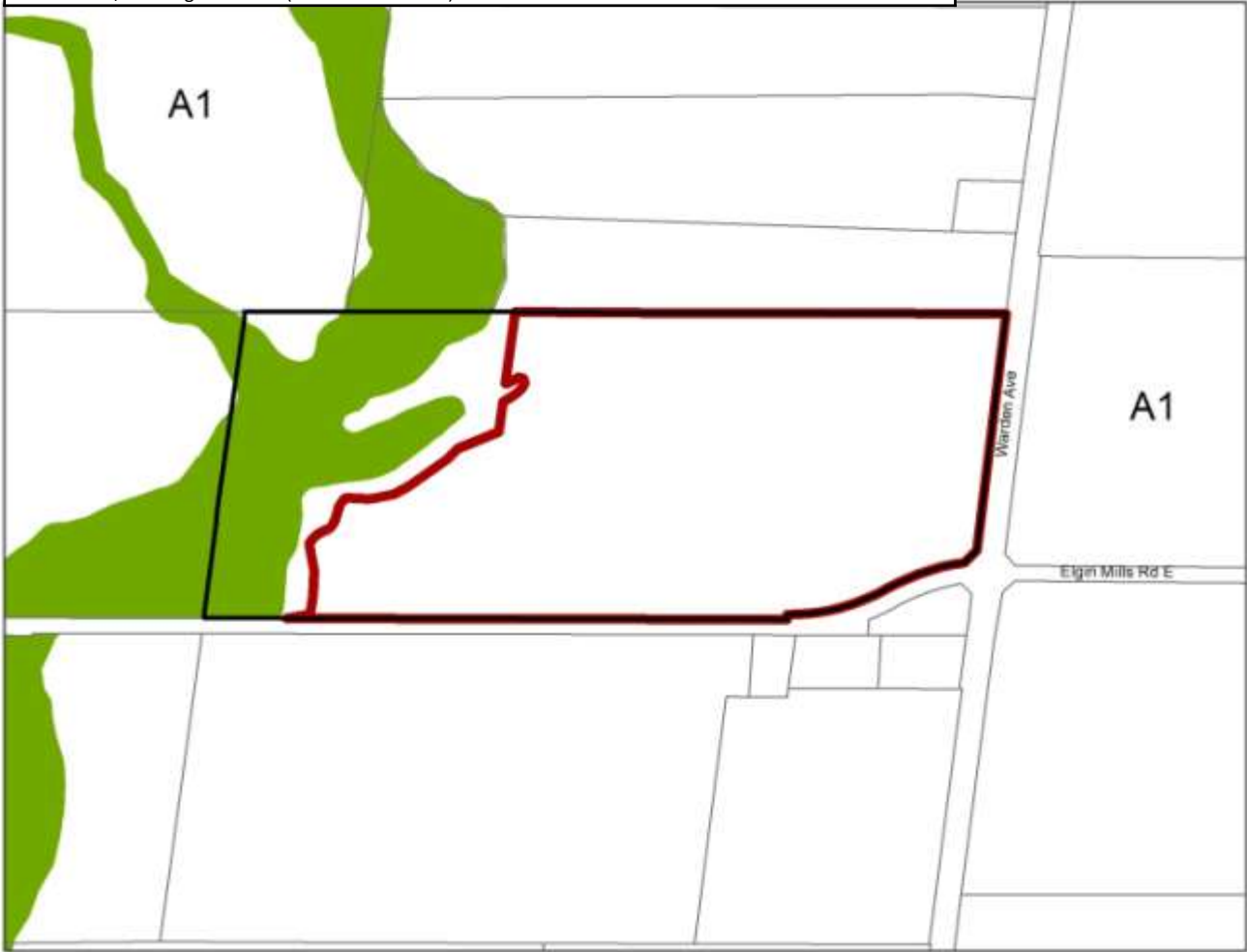
<b>King Square Limited, Phase 2</b>
OP 10-116596
Woodbine North
Northwest Corner of Woodbine Avenue and Markland Street



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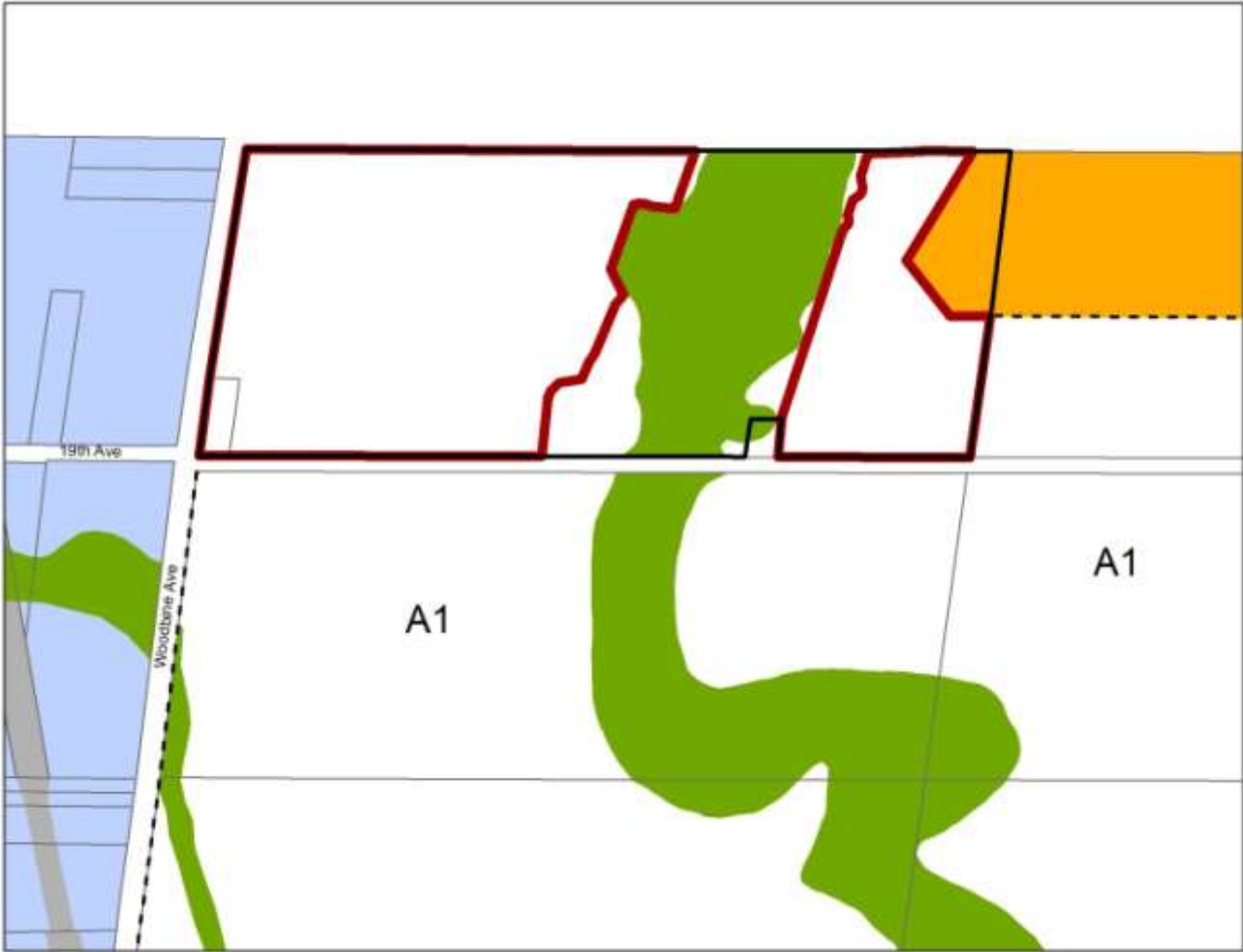
Romandale Farms Ltd
OP 13-114027
Future Urban Area
Snider Farm, 3450 Elgin Mills Rd (Future Urban Area)



### Legend

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<b>Catholic Cemeteries, Archdiocese of Toronto</b>
OP 13-116842
Future Urban Area
3010 & 3196 19 <sup>th</sup> Avenue



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<b>Condor Acquisition Inc</b>
OP 13-108797
Thornlea Employment Area 360 John Street (former Canac Kitchen site)



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