



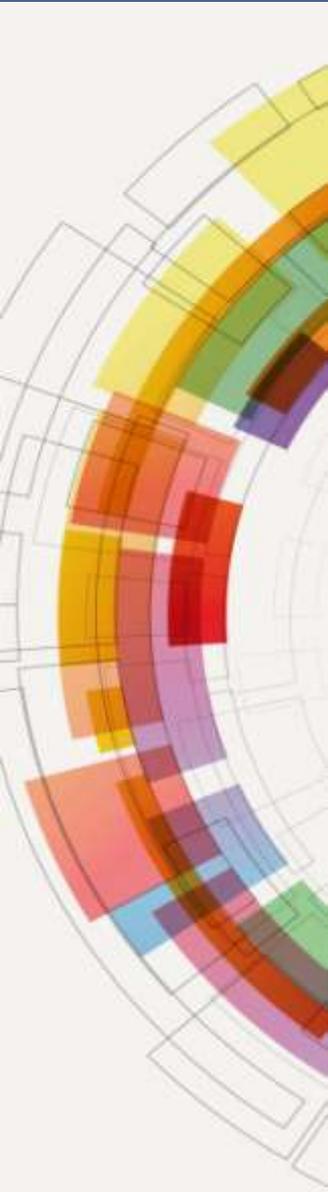
Planning Markham's Future

Applications for Conversion/Redesignation of Employment Lands

Draft Official Plan

Development Services Committee

May 21, 2013

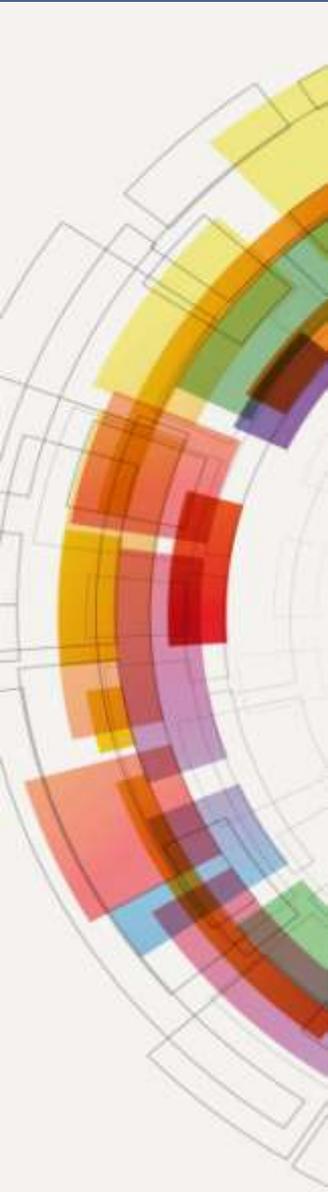


Purpose:

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



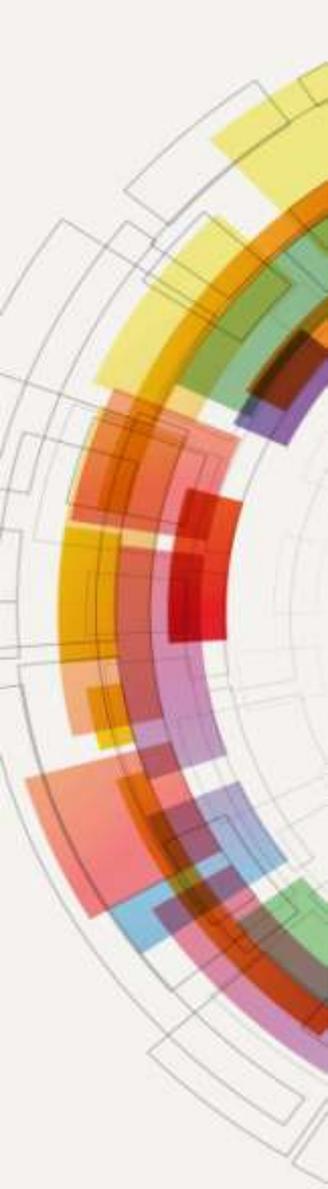
Overview:

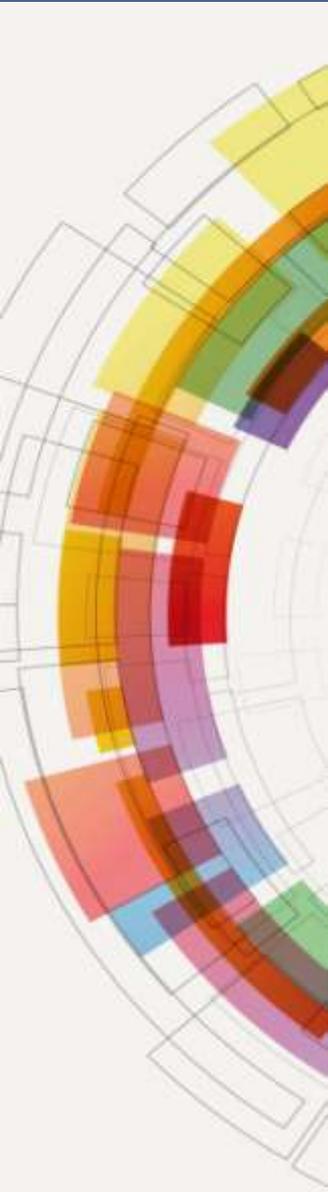
- Markham's requirement to plan for employment lands
- Staff concerns re: applications for conversion/redesignation
- Applicant justification and staff response
- Staff recommendation
- Implications of Council decision
- Next Steps



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





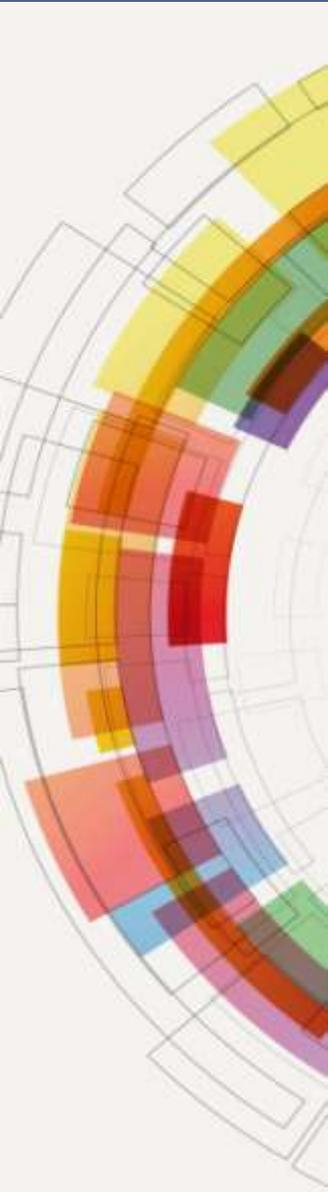
Provincial Policy Statement and Growth Plan

- 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

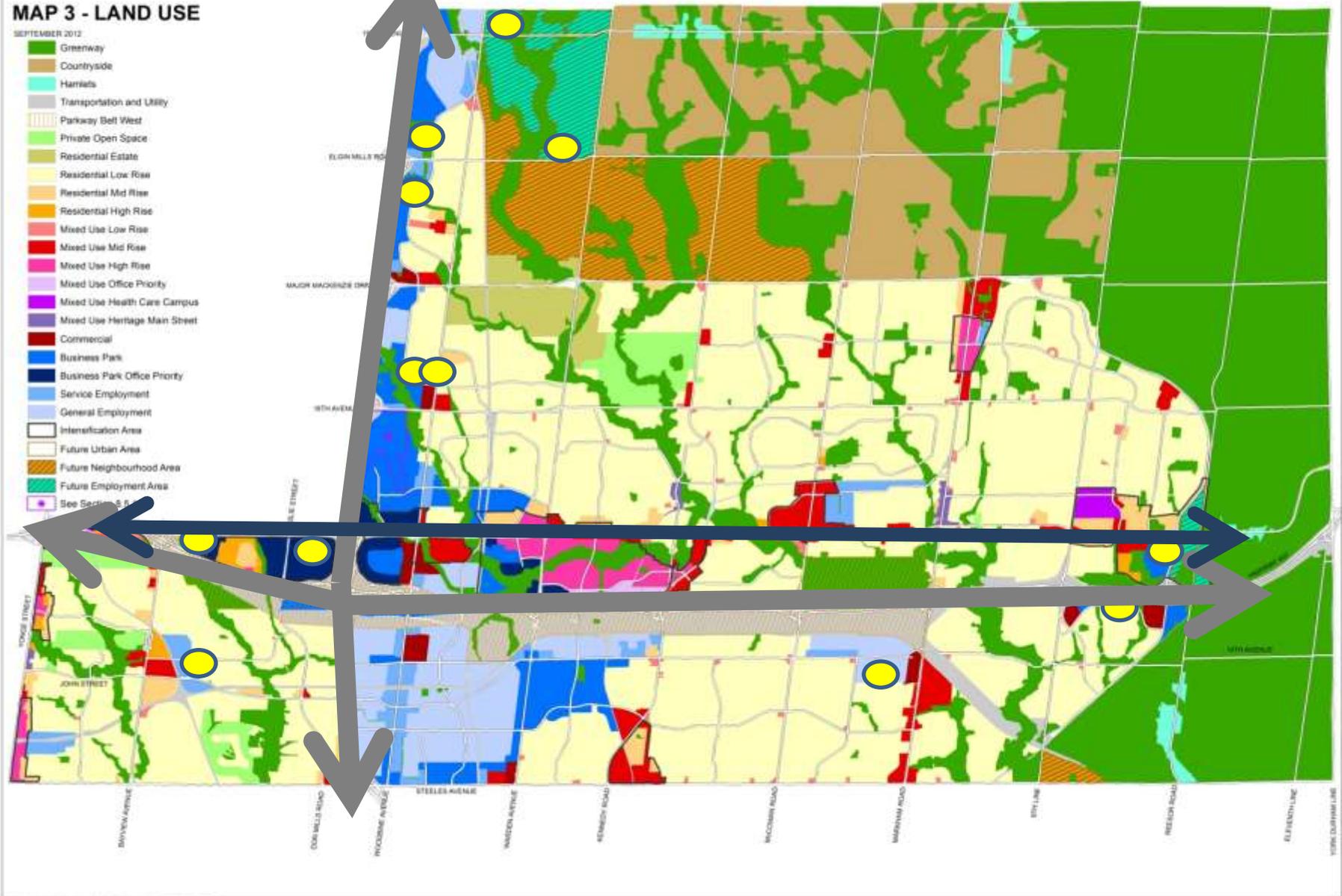
- **120-150 hectares**
 - = approx 18-20% of vacant employment lands,
 - = approx half the 'Future Employment Area' north of Major Mackenzie Dr
- **Net loss of ELE (industrial) jobs** - approx 5,500
 - generally wealth-generating jobs that generate greatest economic returns and tax assessment relative 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
- Intensification Area
- Future Urban Area
- Future Neighbourhood Area
- Future Employment Area
- See Section 5.1

● 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

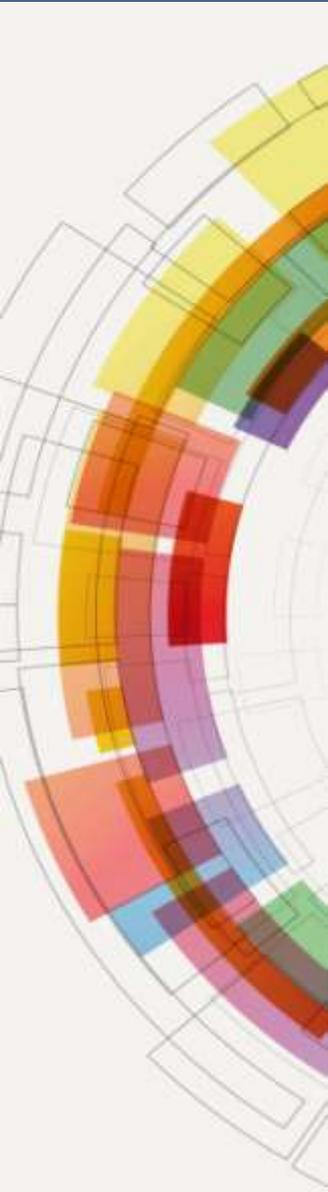
Staff Response: (cont'd)

“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

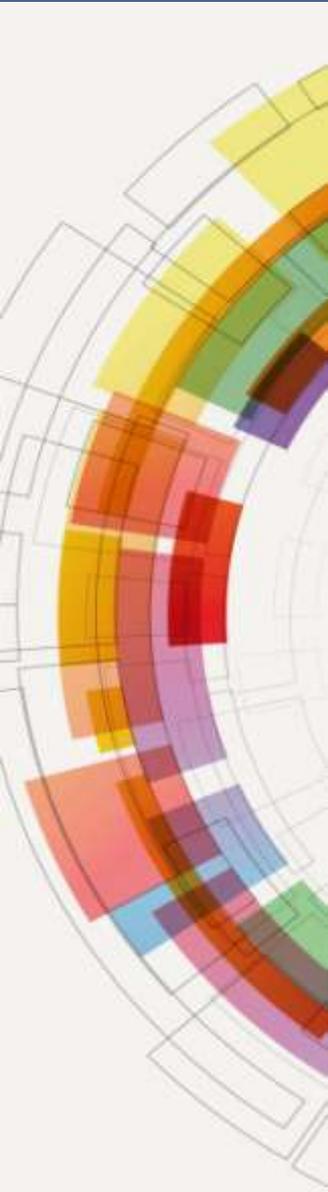
Staff Recommendation: Deny all applications (1 exception)

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*)

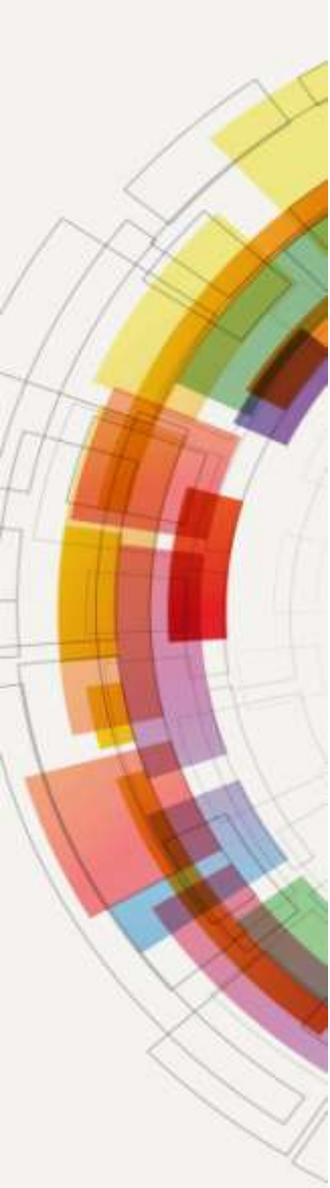


Summary

- 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

Applicant Presentations....

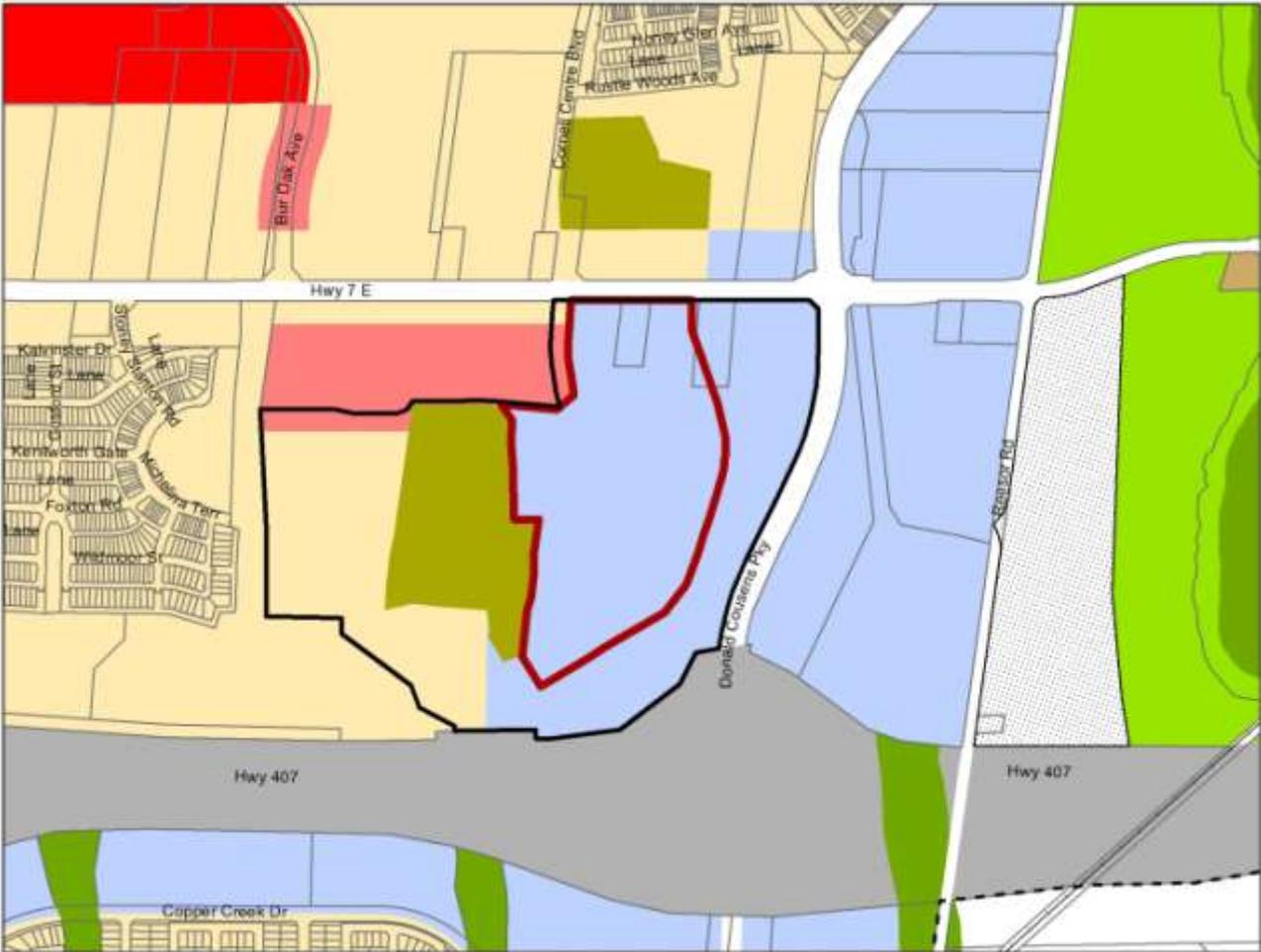




Location Maps

(Applications for Conversion/Redesignation)

Linvest Properties (Cornell) Limited
 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

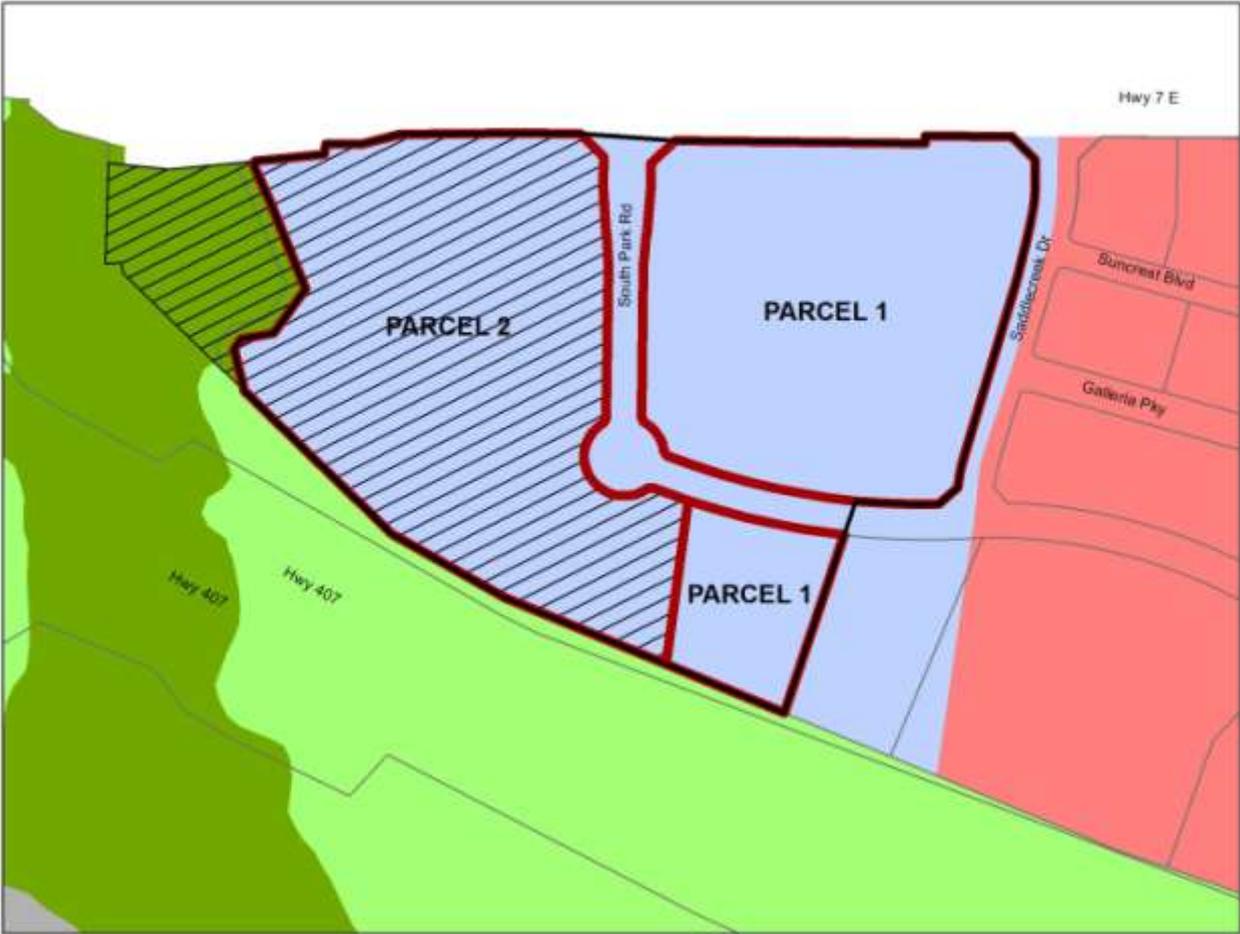
Neamsby Investments Inc
 OP 13-108448
 Armadale Industrial Area
 5659-5933 14th Avenue
 South of 14th Avenue, between Middlefield Road and Markham Road



Legend

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- Industrial
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- Commercial
- Oak Ridges Moraine
- Hamlet
- Environmental Protection Areas

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



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Box Grove Hill Developments Inc.

OP 13-108173

Box Grove Community

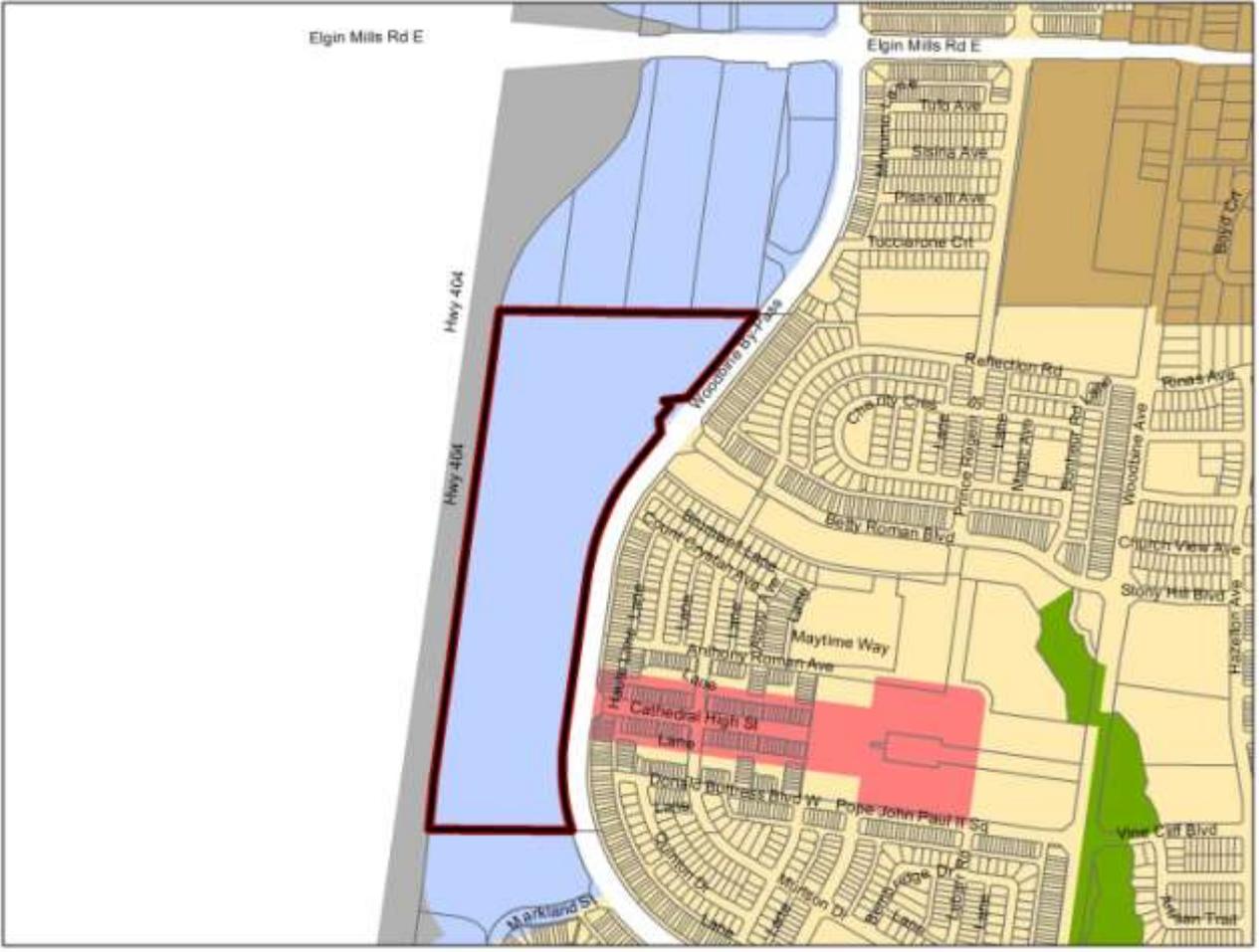
South of Hwy 407, north of Copper Creek Drive (Box Grove)



Legend

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



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Jolis Investments (Ontario) Limited
 OP 13-114950
 Woodbine North
 Block 3, Registered Plan 65M-3925
 North/east side of Markland Street, west of Woodbine Avenue



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Wemat One Limited

OP 13-113480

Commerce Valley

South of Hwy 7, between Commerce Valley Drive East and Hwy 404



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Holborn Properties (1659139 Ontario Inc)

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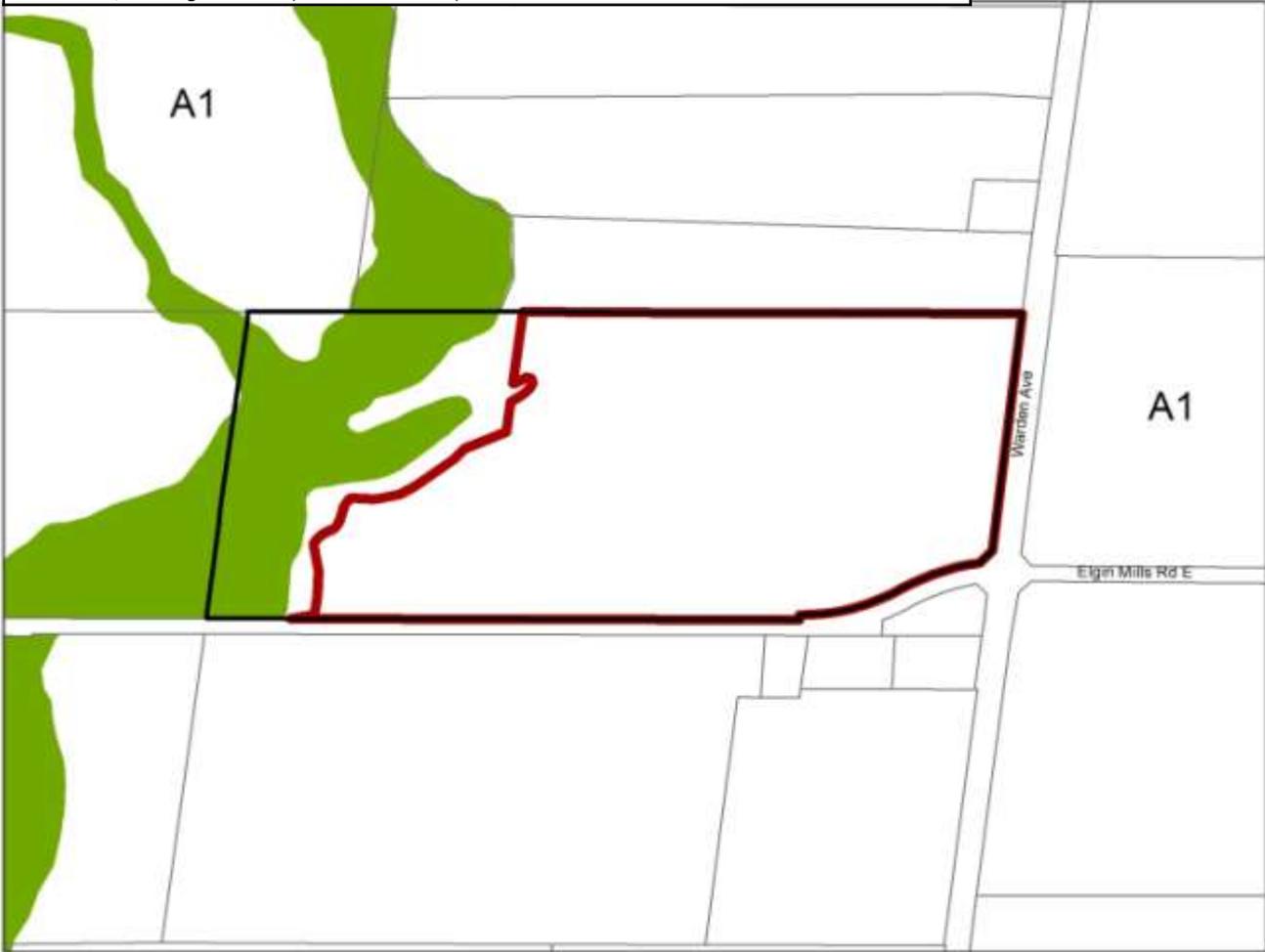
King Square Limited, Phase 2
 OP 10-116596
 Woodbine North
 Northwest Corner of Woodbine Avenue and Markland Street



Legend

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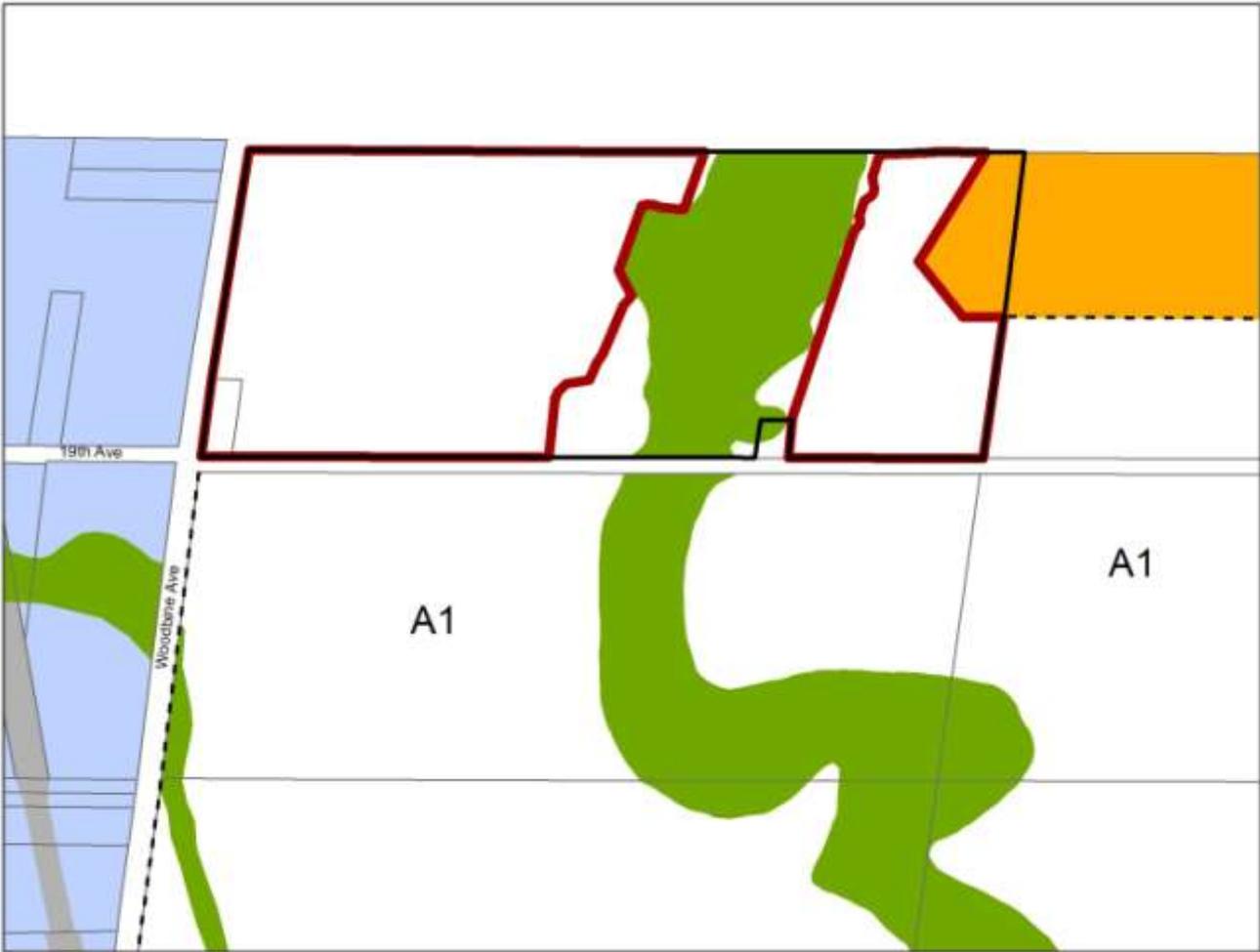
Romandale Farms Ltd
OP 13-114027
Future Urban Area
Snider Farm, 3450 Elgin Mills Rd (Future Urban Area)



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Catholic Cemeteries, Archdiocese of Toronto
OP 13-116842
Future Urban Area
3010 & 3196 19 th Avenue



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



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