



Updated:
**Employment
and Employment Lands**

April 2010



X. Executive Summary

X.1 Introduction

Despite today's economic crosswinds, the Region of Peel remains one of the strongest performing economic regions in the country. However, in some ways, the Region is a victim of its success; road congestion is severe in many places, and high land prices and strong market demand across many sectors of the economy are creating pressures for traditional industrial uses in the Region. Amid this context, the Provincial Growth Plan for the Greater Golden Horseshoe is changing some fundamental aspects of how employment and employment lands are planned in southern Ontario.

The Peel Employment Lands Project was initiated in January 2008, as part of the Peel Regional Official Plan Review (PROPR), which will update and bring the Peel Region Official Plan (ROP) into conformity with the Growth Plan for the Greater Golden Horseshoe. The Growth Plan gives the Region responsibility for achieving key elements of its planning framework, characterized generally by a shift in the amount and location of growth, toward greater intensification and higher densities. Implementation of this planning framework will require interpreting and applying this framework to the unique context of the Peel economy.

This report includes the results of a number of technical exercises and reviews undertaken to support Amendment #24 to the Regional Official Plan (ROP). This report provides background and summarizes the employment land budget exercise undertaken for the Region, and the policy directions ultimately enshrined in ROPA 24.

X.2 Economic Context: Employment and Employment Lands

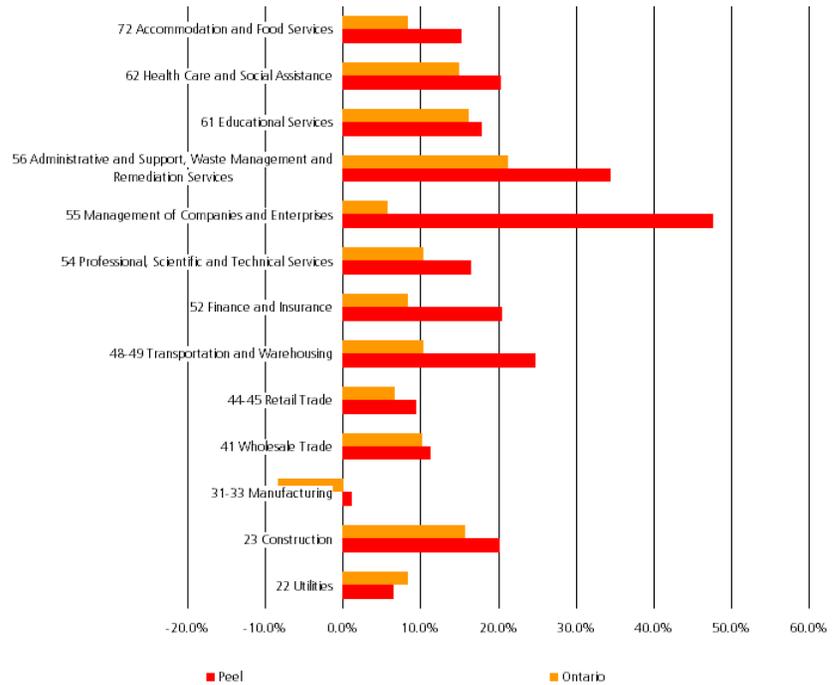
As the global economy continues to expand and evolve, the Greater Golden Horseshoe (GGH) (like other regions) is increasingly being characterized by businesses whose competitiveness depends upon efficiency and productivity relative to both local and global competitors. Trends in technological innovation, outsourcing and overall need for efficiency in traditional industrial sectors such as manufacturing are impacting employment densities, business location decisions and overall employment growth within the GGH. A variety of economic forces have led to an overall decline in the amount of employment in manufacturing in Peel, while the same forces have driven rapid growth in the warehouse and distribution sectors of the economy.

At the same time that manufacturing has been shedding employment, the service economy has been driving overall employment growth. Business services, retail trade, personal services, and the public sector are producing demand for an increasingly diverse array of building forms and locations. From small businesses in industrial multiple units to large office campuses, service sector firms are simultaneously diversifying the pattern and location of employment in the Region and the built forms in which they operate. These trends have implications for planning policies going forward.



The Region's objective in guiding employment lands planning across Peel is to identify the appropriate Regional role to support and foster long-term employment and employment lands growth in accordance with the regional vision and in compliance with provincial requirements. The Region's determination of the policy direction and level of support it might provide for employment lands planning needs to reflect a clear understanding of the nature of the Peel economy, the type of employment growth occurring in Peel, and the reasons underlying the business location selection decisions that are responsible for such growth.

Change in Employment by Selected Sectors, 2001-2006



X.3 Supply and Demand for Employment Lands in Peel

Peel Region's employment lands planning exercise proceeded in parallel with employment land studies in Brampton, Mississauga and Caledon. The gross supply of vacant employment land in each area municipality's study is consistent with the Regional land budget, although methodological differences affect the amount of supply that is considered available for development. These differences are outlined in Section 3 of this report.

The year 2006 has been used as the base year for the analysis, to conform with census data and forecasting periods. Table 2 of the land budget, reproduced below, gives the net vacant and net effective supply of employment lands in the Region.

Table 2: Net Employment Land Supply

	Net Vacant Supply	Structural Vacancy	Net Effective
Brampton	1,490	10%	1,341
Caledon	439	10%	395
Mississauga	901	10%	811
Region of Peel	2,830		2,547

The demand for employment lands in the Region was identified using a distribution of employment by type (including reductions for "work at home" employment), density assumptions, and allocations of employment by type to employment lands. The resulting demand for employment lands is shown on Table 10 of the employment land budget, below.



Table 10: Employment Land Need by Employment Type, 2006-2031, by Municipality

	Major Office	Population Serving	Employment Lands	Total (net ha.)
Brampton	78	25	2,146	2,249
Caledon		19	710	729
Mississauga	144	58	609	811
Region of Peel	222	102	3,464	3,788

One of the key assumptions used to generate the demand forecasts above is employment density. While employment areas may intensify over time, recent evidence in the Region suggests overall employment densities may be dropping. The resulting challenges for achieving Growth Plan targets will require additional work as part of the land budgeting process to identify opportunities to increase greenfield employment densities, where possible. However, calculations of employment density must reflect economic realities, not arbitrary targets, to properly inform Regional planning policy. Analysis of employment densities in Peel has been included in this section of the report.

X.4 Policy Analysis and Directions

The Peel Official Plan Review is occurring amid an entirely new Provincial policy context. A new Provincial Policy Statement and the Provincial Growth Plan provide the policy context for this review of employment lands. Provincial policies have been reviewed to determine the changes that are needed to bring the Peel Official Plan into conformity with them. This section of the report reviews the existing policies of the Peel Official Plan and the Official Plans of the area municipalities, identifying policy issues.

Among the key policy issues identified are:

- Conversion/comprehensive review requirements – this is a new requirement in the provincial policies. A comprehensive municipal review of land needs must be undertaken if employment land is to be converted to non-employment uses, and this review can only be undertaken by a municipality, as part of an Official Plan Review.
- Settlement area expansion – this now requires a comprehensive municipal review, and can only occur if it does not impinge on other planning objectives.
- Allocations of employment to the area municipalities – based on the allocation of employment that will be developed through the land budget calculations, targets for employment and employment land will be developed and included in the Regional Official Plan.
- Employment use policies – the types of uses permitted on employment lands is a central planning issue; clarifying and ratifying the use permissions is a central policy issue. Key among these is the location of offices and major retail uses in employment areas.
- Provincially significant employment areas – a proposal for identifying these areas is discussed in the report
- Density of development in employment areas – the Growth Plan requirement for a minimum density target of 50 persons and jobs per ha. in greenfield areas is a central challenge for planning policy and may require a series of supportive measures.
- Other considerations that require attention are identified, including sustainability, locating employment lands near major infrastructure, transportation and transit, and developing complete communities.



Ensuring the Region's employment lands are well located relative to goods movement networks, and in proximity to major infrastructure, is an essential policy objective. In the long term, major highway infrastructure initiatives, such as the Highway 427 extension to the CP Rail intermodal terminal in Vaughan, and the GTA-West Corridor, have the potential to impact the competitiveness of employment lands in Peel, Halton and York Regions. One of the policy responses identified in this paper is for the designation of long-term "strategic corridors", to reflect the need to protect lands near major transportation infrastructure for employment uses over a long-term planning horizon.

X.5 Monitoring Strategy

In order to accomplish all the new policy directions that are proposed for inclusion in the new Official Plan, it will be necessary to monitor progress, by monitoring development patterns and trends on employment lands. The monitoring strategy gives recommendations on items that should be measured. The recommended strategy includes the following:

- Tracking the inventory of employment lands
- Tracking development along 400-series highways
- Tracking transit in employment areas
- Tracking retail trends in employment areas
- Tracking offices in employment areas
- Tracking the density of greenfield areas.

The Monitoring Strategy suggested in this report can prove an important tool for the Region to track the impact of broader economic trends on employment lands requirements and to re-assess regularly any changes advisable at the regional level to further direct employment lands planning in Peel.



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PART A – ECONOMIC CONTEXT



1. Introduction

The Peel Employment Lands Project was initiated in January 2008, as part of the Peel Regional Official Plan Review (PROPR), which will update and bring the Peel Region Official Plan into conformity with the Provincial *Growth Plan for the Greater Golden Horseshoe*.

As Regional municipalities in the Greater Golden Horseshoe (GGH) undertake employment planning conformity exercises, they are responding to two major changes:

- A fundamental change in Provincial planning policy, generally a shift to more compact development and more stringent limitations on greenfield expansion; and,
- A fundamental change in the economy of the GGH, one which has been occurring slowly for decades but has accelerated since 2001, best described as the stagnation of the manufacturing sector and the rapid growth of the wholesale, distribution, and service sectors.

It is a key finding of this study and others that the policy shift and the economic demands noted above are, from the perspective of employment lands, somewhat contrary to each other, raising new challenges for planning policy at the Regional level.

The challenge of this exercise is to effectively implement the growth targets, while recognizing economic trends and the limits of policy in terms of its ability to affect the built form of employment uses. At the Regional level, these questions can only be addressed at a relatively high level. The Region's economy as a whole is changing, and these changes should be considered and integrated into the conformity strategy as the ROP is reviewed.

Planning policy is most successful in implementing change when it is aligned with economic forces, which are themselves the agents of change. This study is intended to align Regional policy between the layers of broad Provincial objectives and economic forces. If successful, the analysis can ensure that planning policy not only recognizes but works with economic trends in achieving the collective vision for the GGH.

1.1 Report Outline

Following the Introduction, Section 2 introduces the evolving economic forces and sector specific trends that are found to be shaping employment lands development in the Region. Section 3 assesses the employment lands supply within the Region, with a specific view to the Region's competitiveness with other areas in the GGH, and provides the supply side of the calculation of employment land need in the Region.

Section 4 provides the demand-side calculations for the Regional employment land budget, and through an analysis of supply and demand, establishes the overall need for employment lands in the Region.

Section 5 reviews the existing policy context for employment lands and identifies key policy issues to be addressed. Section 6 outlines the elements of policy that may be addressed in an implementing Official Plan Amendment. Recommending that the Region strategically guide employment lands planning in Peel, it suggests a range of potential revisions to the Regional Official Plan that respond to the key policy issues. Finally, Section 7 proposes a Monitoring Strategy to establish a framework for sustainable employment lands planning over the long term.



2. Employment Location – Trends and Opportunities

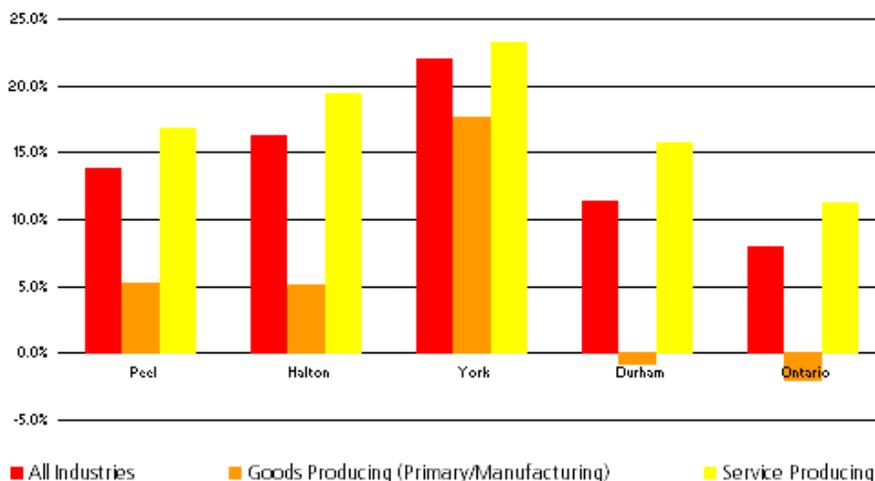
2.1 Economic Perspective - the Economy of the Greater Golden Horseshoe

The Greater Golden Horseshoe is in the midst of a period of substantial economic change, including both short and long term changes. Our economy continues a two decade long transition from the manufacturing to the service sector. More recently, significant new dynamics have been reshaping the economy. The surge of the Canadian dollar profoundly alters the economics of the manufacturing sector but Ontario continues to exhibit its relative economic resiliency by diversifying into various sectors.

Some key statistics provide a sense of how the economic drivers and the type of employment in the GGH have been changing:

- **Export growth has been strong but is now stalling.** Although the percentage of the Ontario economy that consisted of exports rose steadily through the 1990s, exports reached a plateau in 2000 in percentage terms, and since mid-2005, export values have stagnated. The destination of exports is also changing – while trade with the US has been softer, trade with emerging economies such as China has increased dramatically since 2000.
- **Companies have also shifted the way they invest in their businesses.** Twenty years ago roughly half of investment was in structures (i.e., buildings) and the other half in machinery and equipment. Today, according to Statistics Canada, roughly 80% of capital investment by businesses in Ontario is in machinery and equipment and less than 20% is in structures – in other words, investment in technology is the focus, real estate less so.
- **Employment growth has been strongest in the service sectors.** According to Statistics Canada (as shown in Figure 2.4), the highest rates of employment growth over the past two decades are in wholesale trade, business services, and other services.

Change in Employment, 2001-2006



Employment in business services, in particular, has grown at nearly twice the rate of



other sectors. Employment growth in the service sector represents growth in two areas; population-serving uses which in turn is tied to population growth and demographic characteristics, and exported services such as higher order financial industry which is dependant on business competitiveness within the global economy.

- **Employment growth was stable or negative for manufacturing and primary industries.** This is partly due to trends such as outsourcing and through growth in third-party logistics firms engaged in supply chain management, which may be shifting employment from vertically integrated manufacturers to business services and other sectors. In recent years, the rapid appreciation of the Canadian dollar and increasing global competition has pushed Ontario's manufacturing sector close to recession. Short-term challenges for this sector are likely to continue to limit growth in 2008 and 2009; structural concerns may result in lower growth rates over the long term as well.
- **Productivity is increasingly the driver of growth for manufacturers.** Jobless growth has been a phenomenon in the manufacturing sector, caused by productivity increases (automation, outsourcing) replacing expansion in generating profits. The implications of this trend are that companies are focusing on efficiency, particularly over the past two years in the face of the competitive challenges noted above.
- **Fuel prices are starting to have an impact.** The price of oil affects much more than fuel prices – it also affects the cost of key construction materials. The impact of fuel price increases on the economy is widespread, as it drives up shipping costs. Initial impacts include reduced consumer spending, particularly on luxury goods and services such as travel, due to price increases on staple goods such as food and gasoline.
- **Looking forward, many existing trends are likely to continue.** Productivity is likely to continue to drive output growth in goods producing sectors, with employment remaining stable or possibly declining. However, employment in service sectors is likely to increase. The major new job-creating sectors of the future are most likely to be health care and education, followed by retail and wholesale trade, financial and business service (professional, technical and scientific services and administrative services) sectors. It is also increasingly the consensus view among economists that high oil prices and a high Canadian dollar are here to stay, which will affect current trends.

2.2 Changing Structure of the Peel Economy

The Peel economy has been undergoing the same structural changes as the Province of Ontario as a whole. As shown in the chart on the previous page, employment in good-producing sectors (primary industries and manufacturing) has been growing slowly or declining. By contrast, employment in service sectors is increasing rapidly.

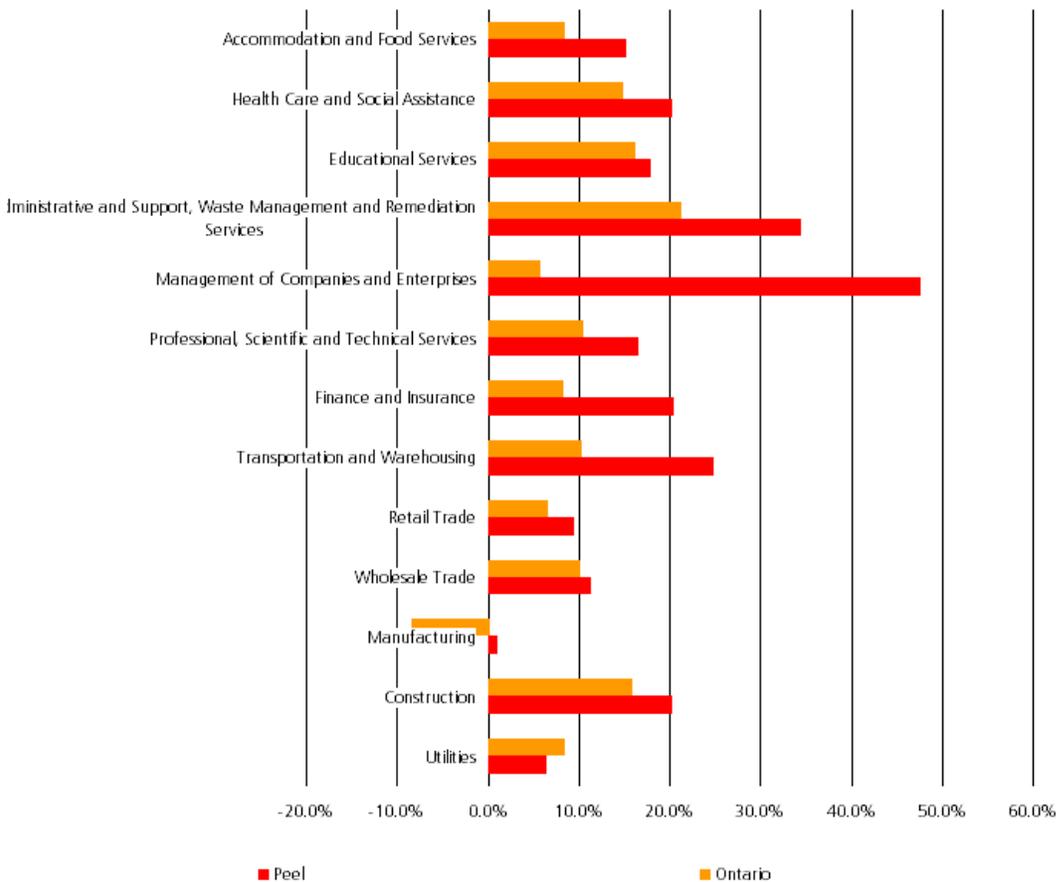
The chart on the following page shows the growth rate for the employed labour force in Peel by sector from 2001 to 2006. Jobs in manufacturing have declined in the past five years in Ontario, and remained roughly stable in Peel. By contrast, employment in the Management and Administration Sector has shown the strongest growth (> 30% in five years), with strength in Professional, Scientific, and Technical Services, Finance and Insurance, and Transportation and Warehousing.

Most private sector forecasters see these trends continuing, in terms of the relative growth in employment by sector. The service sector is anticipated to lead Ontario's economic growth over the longer term; growth in overall production in goods-producing sectors will continue but employment growth is anticipated to be stagnant.



There are a number of implications of this trend for employment planning in Peel. First, service sector growth by definition occurs in a variety of locations, not just on employment lands. Personal services, retail, and many business services are located in smaller commercial areas and in a diversity of industrial and office buildings in employment areas and in central areas. Second, due to the stagnant or declining amount of employment in manufacturing (in part due to efficiency/productivity improvements that reduce workforces), industrial developments are occurring at lower employment densities than before. Finally, geographic and technological shifts in production processes is also causing or resulting in changes to distribution networks and processes – driving increased demand for large-scale warehouses and distribution centres, for example.

Change in Employment by Selected Sectors, 2001-2006



2.3 Location Selection Decisions and Drivers

Understanding business investment objectives is key to achieving Provincial and Regional objectives in the Region of Peel. Consequently, an effective employment lands strategy should reflect a current understanding of the factors that influence the location selection process of businesses in the dominant economic sectors in Peel and in the broader GGH.



The patterns of employment land use by different sectors are tied to the effects of technological advancements in the global supply chain structure, as well as shifts in the requirements of the service industry. Foremost amongst the more noticeable changes driven by this need for international competitiveness, is the restructuring of the traditional vertically integrated manufacturing sector, which has historically dominated Ontario. Aided by technological innovation, employment growth in traditional manufacturing uses is declining due to automation in and outsourcing of manufacturing processes. In Peel in particular, technological innovation and consolidation in the distribution and logistics sectors have combined to result in the growth of specialized third and fourth party logistics providers, to manage the activities of warehousing and distribution/transportation of goods. The short version, for planning purposes, is that economic change is driving a need for more, bigger, and better located warehouses.

This shift towards the low density, space expansive industrial development required for logistical and warehousing operations has significant implications for future employment growth patterns, as well as the achievement of density targets. This is particularly true in Peel where employment lands have traditionally accommodated manufacturing uses, and in recent years, seen significant growth in warehousing and distribution.

The office-based service sector is among the fastest growing sectors in Ontario and in Peel. The business services sector has provided a market for high-density development in key nodes and business parks in Mississauga, but as yet this has not been a significant component of Brampton or Caledon's employment lands development. The opportunities with office development are considerably greater from a planning perspective, as location requirements for these businesses are driven by factors that can be satisfied by a much wider range of potential locations than manufacturing businesses.

Land availability, parcel size, building configuration, proximity to customers and markets, transportation infrastructure and labour availability are location-relevant factors that most businesses consider in the initial stages of location selection. However, some factors such as customer location, transportation infrastructure, land and labour availability drive location selection more than other factors since they have substantial effects on the efficiency of the business activity, as well as on the overall competitiveness and performance of the business in its sector.

Company and consultant surveys regarding location factors in North America have found that factors including highway access, land cost, road congestion, labour availability and tax rates, can all be high priority considerations used by companies during location decisions, and likely vary in importance by sector.¹ However, regardless of sector, any production facility's concerns will typically include availability of raw materials whereas transportation infrastructure will remain a primary need for any business which requires the movement of goods of any kind. These fundamental concerns characterize any business decision, can at times explain sector priorities, and often precede them. Consequently, assessing employment lands on the basis of the following dimensions could be valuable to maximizing their development potential:

- Type of Activity
- Reason for Investment
- Size of Facility
- Labour Composition
- Land Tenure (Ownership/Lease of Land)

¹ Hemson Consulting, Economic Study for Halton; Area Development, 22nd Annual Corporate Study, and 3rd Annual Consultants Survey



The location requirements of different sectors are interrelated with the five parameters discussed above, and in particular, are influenced substantially by the purpose of the new facility and the type of activity it is intended to accommodate, both of which define the nature of the operation. Table 2.3 illustrates the location factors that may be prioritized by companies depending on the productive function of the facility and the type of activity being conducted at a particular site.

Table 2.3 - Relative Ranking of Organizational Attributes affecting Location Requirements

Considerations within Sector	HR		Logistic			Operating Enviro					Cost				Others				
	Labour availability	Proximity to Supply	Proximity to Customer	Proximity to Existing Facility	Land Availability	Building configuration	Transportation Infrastructure	Transportation Congestion	Extraordinary Utility Requirements	Capital - Land	Capital - Building	Capital - Development Charges	Operating - Taxes, Utilities, etc	Operating - Rent	Tax Rebates and Incentives	Government assistance			Quality of Life
Type of Activity																			
Production	2	1		1	1	1			1	2	2	2	2	2	2	2	2	2	1
Distribution and Warehousing	2		2	2	1	1	1	1	2	2	2	2	2	2	2	2	2	2	
Corporate and Administrative	1			2	2	2				2	2	2	2	1				1	2
Sales and Marketing	1		2	2	2	2				2	2	2	2	1				1	
Reason for Facility																			
Start-up	1		1		1	1	2			1	1			1	1	1			
Expansion	2		2	1	2	1	2					1	1		1	2			
Relocation	2	2	1		1	1	2			1					1	2			

Source: Compiled findings of site selection surveys, as reported in a variety of industry literature; MKI interviews with firms located in the GGH.

2.4 Summary of Economic Trends and Location Considerations

The review of location factors relevant to the Region of Peel produced the following key findings:

- Providing good road access to major manufacturing and warehouse nodes is of increasing importance as congestion worsens. Clarifying use permissions to reduce conflicts between retail and industrial uses, and ensuring areas close to major infrastructure are preserved for employment use, are potential planning responses to this trend.
- Land prices in Peel are relatively high compared to neighbouring areas in York and Halton Regions and will likely influence business location decisions. Increasingly, businesses locating in Peel will be those for whom land prices are not a significant component of the business decision on location – that is, where other aspects of location selection are more important than land cost. This dynamic is likely one of the key drivers of the strength of the warehouse and distribution node in Brampton/Mississauga – and will be a growing influence in the future.
- Supply relationships and distribution models are strong determinants of location – often overruling cost factors. An auto parts plant, for example, must locate close enough to its



assembly plant client(s) to ensure timely delivery of products. Warehouses need to be both geographically central to the geographic area they are serving, and in some cases physically close to reliable transportation links to intermodal facilities. The Brampton intermodal facility and Pearson Airport anchor and sustain several industrial sectors, and their existence should provide stability to business retention within the Region.

- Peel's centrality takes on additional importance in an age of very high fuel prices. Reducing input costs and distribution costs can be accomplished by reducing distances, meaning a central location for goods production or distribution. In theory, this may strengthen Peel's appeal as an industrial location over coming decades.

In terms of broader economic trends, implications for employment lands policy and planning include:

- The stronger growth in service sectors means more new employment in the Region will be occurring in offices, industrial multiples/mixed use buildings, and in institutions. These forms of employment are more responsive to policy measures than the manufacturing or warehouse/distribution sectors. Since offices and mixed-use buildings see higher employment and lend themselves to higher density and transit supportive development, as such intensification in the service sector is much more likely than in traditional industrial uses which are presently impacted by trends of automation and jobless growth.
- The impact of automation and outsourcing of production will likely cause continuing downward pressure on densities in industrial areas. With an increasing amount of greenfield industrial development occurring at lower densities, it will make achieving existing employment densities more difficult for new employment areas, as also achieving the density targets in the Growth Plan.
- Growth in employment in the health care, education, and public administration sectors is a major opportunity to achieve planning objectives. Locating major institutional uses and large-scale offices in transit supportive centers, through redevelopment of existing sites, can help intensify employment in transit corridors, central areas, and at major transit stations. As part of employment lands policy, it may be appropriate to further direct major public buildings away from traditional employment areas and into key nodes in the Region.



PART B – EMPLOYMENT LANDS SUPPLY AND DEMAND



3 Employment Lands Supply – Current Context

Employment lands in Peel Region need to be understood in terms of their relative position in the Greater Golden Horseshoe. This section addresses this broader context, before turning to an examination of the existing supply of lands in the Region.

3.1 The Broader Landscape

Employment lands in the GGH cover a very wide range of geography and built form. High-rise office towers are located at major highway interchanges and business parks throughout the 905 regions. Toronto’s employment areas are virtually built out with a broad range of industrial and other uses; a few major employment areas have made the transition to offices or residential districts. In the “Outer Ring”², employment areas range from resource extraction areas in rural municipalities to lands used as prestige business parks, large manufacturing uses, and R&D parks in urban settings such as Barrie, Waterloo, and Guelph.

The distribution of the current supply of vacant employment lands in the GGH varies widely among municipalities. MKI maintains a database of employment land supply data based on the most recent primary or secondary source available.

The table at right shows the supply of vacant employment lands in the larger GGH municipalities. The west GTA market continues to be the strongest employment lands market in the Province. As such, firms considering Peel Region are likely to consider Halton (with 2,665 net hectares), and to a lesser extent, Hamilton (with roughly 1,000 net hectares) as potential locations. Increasingly, land costs are driving firms to look beyond the Greenbelt for lower cost areas, driving market strength in Guelph and Waterloo Region.

The vacant employment lands currently available for development in closest proximity to, and therefore in direct competition with Peel, are located in the Region of Halton. Milton, Halton Hills

**Employment Lands Supply in the GGH
Vacant Employment Lands in Net Hectares**

Municipality	Net (ha)
Region of Peel	
Mississauga	1001
Brampton	1490
Caledon	439
Total	2930
Region of Halton	
Oakville	828
Burlington	577
Milton	995
Halton Hills	265
Total	2665
Region of Durham	
Oshawa	1229
Whitby	679
Pickering	581
Ajax	391
Total	2880
Region of York	
Vaughan	1367
Markham	256
Richmond Hill	197
Newmarket	76
Aurora	137
Total	2033
Region of Waterloo	
Cambridge	399
Waterloo	154
Kitchener	237
Total	790
Other GGH Urban Centres	
Barrie	682
Brantford	39
Guelph	672
Hamilton	1070
Toronto	550

Note: Supply figures shown are for 2006 or 2007; sources are municipal staff or various studies for municipalities

² The Outer Ring refers to municipalities located in the Greater Golden Horseshoe, as defined by the Provincial Growth Plan, but outside the Greater Toronto Area. The full list of these municipalities includes the Counties of Brant, Dufferin, Haldimand, Kawartha Lakes, Niagara, Northumberland, Peterborough, Simcoe, Waterloo, Wellington, and the separated Cities within them. All figures are “net”, that is, net of environmental areas, but not roads and other infrastructure requirements.



and North Oakville are key areas that are to some extent better positioned for the growth of sectors such as logistics due to the relative lack of congestion in comparison with Mississauga, South Oakville and Burlington.

The Vaughan Enterprise Zone could also offer significant competition to Peel, but this is currently contingent upon the final alignment of the Highway 427 extension. Although the City of Toronto has approximately 550 ha of vacant land, the supply is fragmented amongst the 16 employment districts. Further details on employment lands in adjacent municipalities are provided in the Appendix.

Other GGH areas that currently accommodate vacant employment lands likely to compete with Peel to some degree include other municipalities in York Region, the City of Hamilton, the City of Toronto, Waterloo Region, and the City of Guelph. In York Region, vacant lands along Highway 404 in Markham and Richmond Hill are well located but also relatively higher priced. Vacant employment lands are also located in the Towns of Aurora (Wellington/Highway 404 Employment Area) and Newmarket (Mulock and Leslie South employment areas). However, a significant proportion of vacant employment lands in York face servicing constraints, bringing the Region's 16 years worth of supply down to a usable supply of approximately 10 years (Source: York Region Employment Lands Inventory 2006).

The majority of Hamilton's vacant employment lands are located in industrial areas and business parks and while the City's current supply is estimated at 10 years, the development of new land around the airport is expected to result in a significant increase over the planning horizon (Source: Hamilton Employment Lands Study, 2007). Further west, in Waterloo Region, employment lands are spread out across several areas and in the City of Waterloo, groundwater dependency poses servicing constraints. Furthermore, while the Region does have a total inventory of 1,300 ha of vacant employment lands, of which approximately 75% are serviced, the largest proportion of these lands (approximately 400 ha) are located along and in proximity to Highway 401 in Cambridge. Finally, Guelph's 672 ha of vacant employment lands include several employment areas in the southwest and southeast portions of the City.

3.3 Employment Land Supply in Peel Region

During the employment lands study, a process was developed to establish the supply of employment lands available in Peel for the purpose of land budgeting. The approach was developed through a joint workshop held on June 24, 2008, facilitated by the consulting team, and attended by planning staff from the area municipalities, planning staff from the Region, area economic development staff and Provincial staff from the Ontario Growth Secretariat and the Policy Branch of the Ministry of Municipal Affairs. Comments have been received from the Province on an initial draft of the methodology, and further discussions with Provincial staff are ongoing as of the time of writing.

Further refinements to the methodology have been undertaken as the work progressed. It should be noted that the Region's approach to this work has been to work with the information development through studies being prepared by each area municipality, and to not duplicate or follow a parallel process to establish the employment land supply.

The year 2006 was chosen as the base year for the analysis. This allows for direct use of census data, and allows for a 25 year forecast period through 2031, the horizon year for the ROP and the Growth Plan. Table 1, below, outlines the occupied and vacant land supply as of 2006 in each of the area municipalities.



Table 2 identifies the net effective employment land supply. The first column, the net vacant supply, normalizes the supply in all three area municipalities by applying a net-to-gross factor of 90% to the Mississauga supply, which includes several large parcels which would require internal roads, stormwater areas, and other infrastructure that would reduce the overall amount of developable lands. Brampton's and Caledon's existing inventory was reported in net developable terms, so the net-to-gross factor has already been applied.

Table 1: Employment Lands in Peel, Base Year 2006

	Existing Developed	Vacant Emp Lands	Total Emp Land
Brampton	2,790	1,490	4,280
Caledon	321	439	760
Mississauga	5,500	1,001	6,501
Region of Peel	8,611	2,930	11,541

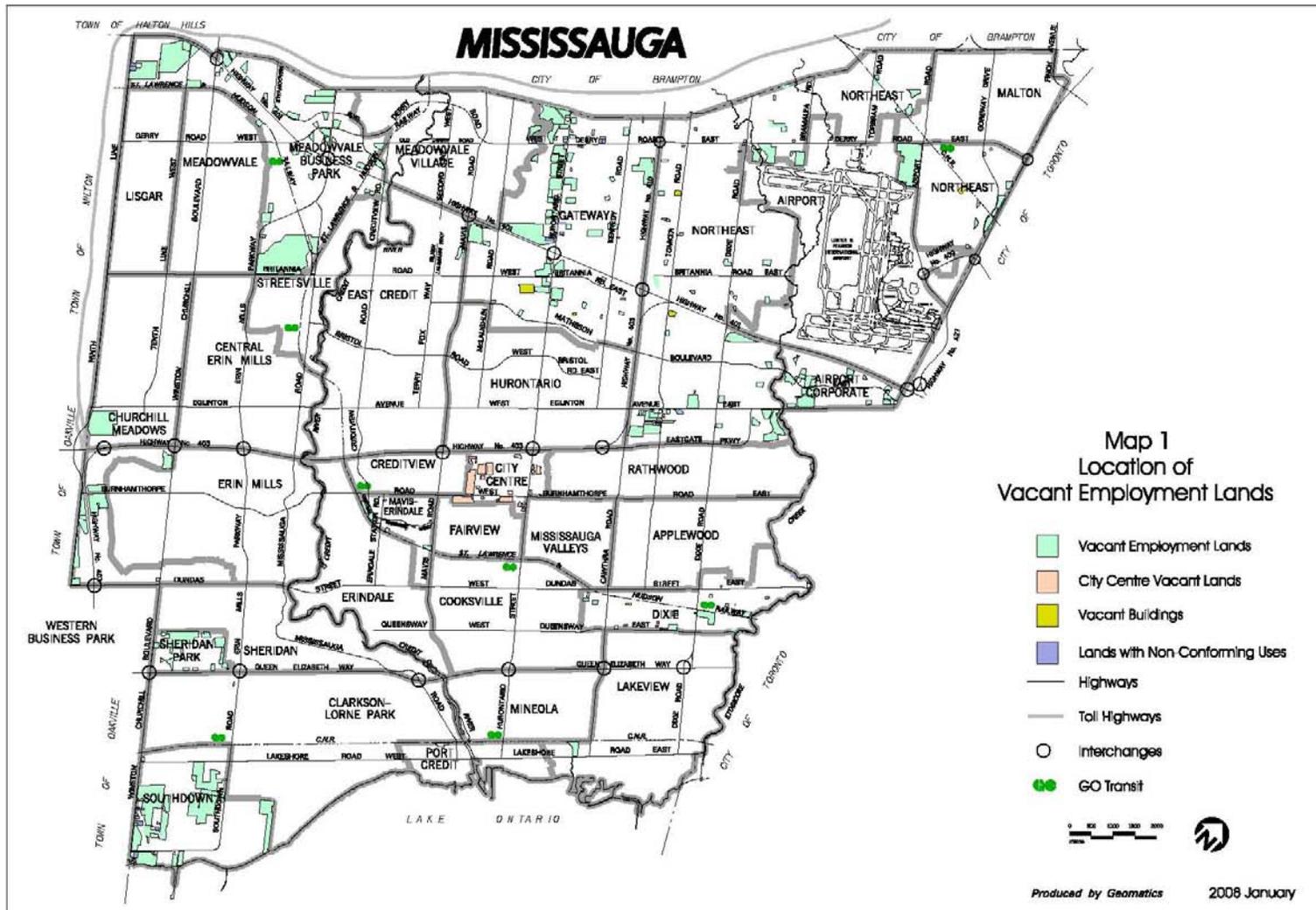
Table 2: Net Employment Land Supply

	Net Vacant Supply	Structural Vacancy	Net Effective
Brampton	1,490	10%	1,341
Caledon	439	10%	395
Mississauga	901	10%	811
Region of Peel	2,830		2,547

3.3.1 Mississauga

Employment lands in Mississauga are monitored by the City, with a detailed inventory published annually. The availability of vacant employment lands in Mississauga was documented most recently in late 2008/early 2009 and reported in the 2009 Vacant Land Inventory. However, as the employment lands study is using 2006 as the base year, vacant supply figures were drawn from the 2006 data.

In Mississauga, virtually all remaining vacant employment lands are within the Built Boundary. A map of Mississauga's vacant employment lands as of early 2008 is shown overleaf. As noted above, a 10% reduction (90% net-to-gross) factor has been applied to account for space for internal roads, infrastructure, stormwater, and related requirements on larger parcels. While an 80% net-to-gross factor would typically be used, it is recognized that the Mississauga supply consists largely of smaller parcels with minimal if any internal lands required for infrastructure, and an 80% factor would therefore overstate this requirement.



Source: City of Mississauga

3.3.2 Caledon

The 2007 Employment Lands Needs Study for the Town of Caledon establishes the total amount of designated lands in the municipality at 904 hectares, of which 324 net hectares were identified as occupied. Ninety-six percent of the occupied employment lands are situated in the Bolton Industrial Area, which consists mainly of general, prestige and dry industrial uses.

The study identifies Caledon's total gross vacant employment lands supply at 580 gross hectares. In this case, "gross" supply excludes major environmental features. The greater proportion (252 gross hectares) of vacant land is concentrated in the Bolton Industrial Area, with 207 gross hectares designated in Mayfield West, 87 hectares in Tullamore and the remaining 35 hectares in other parts of the Town's rural area. The study made the following adjustments:

- Net employment land supply is estimated by adjusting the Town's gross vacant employment lands supply to account for land needed for internal infrastructure, i.e., roads, stormwater ponds, additional environmental features, etc. A net to gross ratio of 75% is assumed for the Town (and 80% for Mayfield West).
- Net employment land supply is adjusted for land vacancy. The net employment supply is reduced by a factor of 5% for long-term land vacancy between 2006 and 2031 (i.e. 5% of total designated employment in the Town of Caledon), to account for issues including small or unsuitable lot sizes, poor configuration, underutilized sites, land banking, etc.
- It is recommended that a provision for market choice be factored into the long-term employment needs forecast, to ensure that supply is not constrained. This can be accomplished by ensuring there is at least a 5-year supply of employment land at all times.

MKI has adjusted the above figures to normalize to 2006 by adding back into the supply the 7 hectares absorbed in 2007, and by changing the structural vacancy factor to 10% to be consistent across the three municipalities. The net supply figure for 2006 is 395 hectares.

3.3.3 Brampton

The City of Brampton maintains an inventory of vacant employment land. The 2007 inventory indicates a total of 1400 net hectares of vacant employment lands in Brampton. MKI has adjusted this figure by 90 hectares to 1490 hectares, to account for absorption in 2006.

As part of the analysis of employment lands supply, the *2008 Employment Lands Analysis* conducted for the City identified that a structural vacancy factor of 5% of the *total* (ie. vacant and occupied) supply of employment lands was appropriate to account for properties that remain vacant in the long term, for a variety of reasons. This approach produced a structural vacancy reduction of 210 hectares. MKI has adjusted this factor to 10% of the *vacant* supply, a reduction of 149 hectares, resulting in the figure of 1341 net hectares in Table 2, above.



4. Employment Land Needs in Peel

There has been extensive discussion concerning the approach to forecasting employment land needs in Peel as part of the Employment Lands Study. During the study, it was anticipated that further guidance on forecasting methodologies from the Province of Ontario might be forthcoming during the course of the Growth Plan conformity exercises underway across the Greater Golden Horseshoe. While this has not been forthcoming, discussion with Provincial staff informed the development of the land budget and the assumptions underlying it.

It is our perspective that there is no one 'best' methodology for use in every context. There are different perspectives, different experience, vastly different geographies and economies throughout the GGH. We believe that the approach to the methodology should reflect the Provincial and municipal interest in doing the work in the first place. In the case of planning for employment lands the primary purpose, and the single most important objective that drives the need for the work, is to provide sufficient land for job creation in support of complete communities, by ensuring that sufficient employment lands are available in appropriate locations, and not lost to conversion to other uses. Ideally the need for employment lands can be informed by several forecasts or methods.

In reviewing different means of projecting employment land need and in assessing the results it should be Peel's objective to minimize any inherent risks. In the case of employment land projections the only significant risk is a shortage of such lands, or a shortage of lands with the needed characteristics such that job creation cannot occur. For this reason the assessment of need must always be conservative, that is, employ assumptions that accurately reflect economic realities.

Given the 25-year time frame of the forecasting, this risk is relatively low. With five year reviews any potential shortage can be foreseen well in advance of the need. However, both private sector location decisions and planning for major infrastructure requires certainty, and as such establishing the location for major employment uses several decades in advance is a significantly important component of planning for economic health. The same conservative approach should be taken to the mechanics of forecasting to ensure that the risks are minimized.

4.1 Policy Limitations and Density Assumptions

It is important to recognize that employment lands uses – particularly their density - cannot be shaped by planning policy to the same degree as residential and institutional uses. Whereas a household of people, or a family, is relatively consistent in terms of the number of occupants of a dwelling and as such an apartment building or a townhouse complex has a relatively known number of occupants, this is not the case with an industry. A municipality regulates the built form, such as the location and scale of a building on a given parcel of land, but it cannot regulate the number of employees in that building, a quantity that varies widely depending on the nature of the business, and also can change dramatically over time.

Businesses make decisions about their production processes, distribution models, and service models that shape the built form of their premises and their locations. Planning policy cannot make a warehouse denser, or make manufacturers choose to substitute labour for automation in their production processes, because companies need a certain configuration and operating environment to remain competitive. In many ways, all three levels of government in Canada are engaged in assisting businesses to become less dense, by providing assistance and financial incentives to encourage technological innovation that ultimately substitutes technology for labour.



This is not true about all types of employment – planning policy can directly impact densities of offices and institutional uses, and some retail uses. Achieving the intensification objectives of the Growth Plan will require strong action on the part of both the Region and Area Municipalities in this regard.

For these reasons we recommend two key principles in the forecasting methodology:

1. Economic realities must be reflected in the assumptions. Employment densities must reflect current trends in distribution models and production processes.
2. Use sensitivity analyses and alternative methods to understand the possible range of land needs for Peel.

As required by the Terms of Reference for this study, the methodology being used retains the three basic categories of employment identified in the forecasts for the Growth Plan. Further, the study is attempting to respond to Provincial comments regarding the use of vacancy factors, supply adjustments, and no fixed place of work and work-at-home employment.

However, as noted above, a critical issue for Peel in preparing accurate forecasts is to delve more deeply into the issue of employment densities on employment lands. Clearly, the greenfield employment densities targeted by the Growth Plan are not being achieved due to the mix of employment uses being constructed in Caledon, and there is evidence that the same factor is affecting Brampton and to a lesser extent Mississauga. There is therefore a need to use realistic employment densities, not density targets, to avoid policy and reality diverging sufficiently as to cause economic loss to the Region.

4.2 Employment Land Budget – Demand Calculation

An initial methodology was proposed in the first draft of this Discussion Paper. While few comments on the methodology were received, the consulting team has endeavoured to update the approach to best blend the methodologies undertaken by the area municipalities through the course of their land budgeting exercises. This has meant the methodology has evolved and changed, in most cases becoming somewhat simplified.

The following section outlines the methodology and approach for the calculation of demand for employment lands in the Region of Peel. As noted, Peel Region and the consulting team have approached the land budget forecasting exercise as a “bottom up” process, whereby the Region facilitates consensus on employment forecasts developed by the three area municipalities, and enshrines the consensus forecasts into Regional planning policy through tables in the ROPA.

Further, the Region has requested that the consulting team complete a land budgeting exercise to assess the viability of achieving the objectives and targets of the Growth Plan for the Greater Golden Horseshoe, and to provide information and analysis to determine the adequacy of the Region’s employment land supply and the need and justification for additional employment land designations.

4.2.1 Regional Employment Allocations and Employment by Type

All three area municipalities have completed their population and employment forecasts. It should be noted, however, that although Brampton City Council endorsed a forecast for use in completing the Growth Plan studies and preparing draft Amendments at the City and Regional



levels, given the direction to undertake a Market Feasibility Study relative to employment lands, it is possible that Brampton's forecasts may be revised in the future.

The employment allocation used to develop the land budget is the "Intensification Option" developed for the April 30th, 2009 Managing Growth Workshop. Participants in the workshop were presented with four growth options; municipal, higher intensification, greenfield density and 40% intensification.

The Municipal Option is based on the forecasts put forward and approved by Peel's area municipalities. The Higher Intensification Option meets and exceeds the Growth Plan's intensification target. In this option, dwelling units were proportionally reduced to ensure that the intensification rate established by the municipal option is maintained. In addition, population was reduced while employment was proportionally reduced. The 40% Intensification Option ensures that the Growth Plan's intensification target is met. Dwelling units and population figures were reduced to maintain the residential intensification rate at 40%. This reduction ensures that a minimum density of 200 jobs and residents per hectare within UGCs is achieved. In addition, employment was proportionally reduced.

The Greenfield Density Option focuses on meeting the Growth Plan's greenfield density target. As part of this option, dwelling units and population figures were reduced to maintain the residential intensification rate of 40%. This reduction ensures that a minimum density of 200 jobs and residents per hectare within UGCs is achieved. Unallocated growth in Caledon was shifted to currently designated greenfield areas. An additional assumption was made regarding phasing of approximately 450 ha of currently designated greenfield areas. Lastly, employment was proportionally reduced. After much consultation, Regional staff chose to pursue the higher intensification growth option. For more information on the growth options, please see the Region of Peel's "Places to Prosper: Managing Growth in Peel" discussion paper.

This allocation forms part of Table 3 of the land budget, below, and it is comprised of the area municipal forecasts proportionally adjusted to achieve the growth plan targets. The 2006 figures are census data for "usual place of work" by municipalities, adjusted upward to account for "no fixed place of work". The "no fixed place of work" adjustment was completed by Hemson Consulting as part of work for the Cities of Brampton and Mississauga, and assumes a redistribution of the GTAH pool of "no fixed place of work" employees according to their share of all other employment.

Table 3: Employment Growth by Municipality, Regional Allocation

	2006	2031	Growth, 06-31
Brampton	155,000	314,000	159,000
Caledon	21,000	48,000	27,000
Mississauga	425,000	513,000	88,000
Region of Peel	601,000	875,000	274,000

The location of employment growth in terms of greenfield versus built boundary in Peel is shown on Table 4. In Brampton, the distribution assumed is based on the *Analysis of Planned and Potential Growth in Greenfield Areas (2008)*. For Caledon, it is assumed that all employment growth will be in greenfield areas, an assumption based on the small geographic unit (SGU) level employment allocations prepared by regional staff in conjunction with area municipal staff. Finally, very little employment growth will go outside the built boundary in Mississauga, as only a very small employment area in Churchill Meadows lies outside the built boundary. It is important



to note that these allocations include all employment, including population serving, major office, and employment lands employment, and includes “work at home” jobs.

Table 4: Location of Employment Growth, 2006-2031

	Within BB	Greenfield	Total
Brampton	75,000	84,000	159,000
Caledon	0	27,000	27,000
Mississauga	86,800	1,200	88,000
Region of Peel	161,800	112,200	274,000

Table 5 shows employment growth by municipality by high-level type. The types of employment are Major Office, Population Serving, and Employment Lands Employment. These typologies are somewhat awkward categories, as they are land use types more than true descriptors of types of employment. However, the initial basis for the allocation by type is the *Growth Outlook for the Greater Golden Horseshoe* (2005), which underlies the employment forecasts in the Provincial Growth Plan. This document identified that, of 335,000 new jobs in Peel between 2001 and 2031, 29% of jobs would be Major Office employment, 27% would be Population Serving employment, and 44% would be Employment Lands employment; the allocation below roughly maintains this distribution by type.

Table 5: Employment Growth, 2006-2031, by Municipality by Type

	Major Office	Population Serving	Employment Lands	Total
Brampton	31,200	44,800	83,000	159,000
Caledon	0	8,300	18,700	27,000
Mississauga	45,000	14,800	28,200	88,000
Region of Peel	76,200	67,900	129,900	274,000

On a local basis, the distribution by type was initially compiled from the studies completed by all three area municipalities, specifically: for Caledon, the 2007 *Employment Lands Needs Study* (Watson and Associates); for Brampton, the 2008 *Employment Lands Strategy* (Hemson Consulting); for Mississauga, the *Employment Lands Review Study*, the City's 2008 Growth Forecasts and the study of office development potential for the City conducted by the Canadian Urban Institute, titled *Mississauga Office Strategy Study*. Note that where numbers in this table differ from the area municipal studies, a compromise has been attempted that accurately balances the likely pattern of economic growth among the municipalities. For example, the allocation of Major Office and Employment Lands Employment in Brampton was adjusted downward slightly to meet the overall allocation total, but the Population Related Employment was not reduced, as the consulting team felt this figure was too low already (it did not represent the likely amount of employment to be generated in the community due to Brampton's forecast population growth). Also, for Caledon the difference is attributable to including work at home numbers in the population serving and employment categories in this study.

One fixed assumption was that the budget would therefore need to identify full-build out of employment lands in Mississauga. This assumption is supported by recent history and forecasts for growth; *any forecast of employment growth in Mississauga based on either historic patterns of absorption or on employment and economic growth identifies absorption of all remaining employment lands (except for structural vacancy) well within the 25 year horizon*. However, it is noted that the distribution of employment by type may differ from municipal forecasts depending on the assumptions used. MKI's allocation by type below does not assume a decline or increase in employment within existing employment areas.

Table 6 identifies the number of future employees that will work at home, which has been held constant at the current percentage for the Region of Peel. A percentage of the workforce in every



municipality works at home. These jobs do not need to have land allocated for them in a land budget. In Peel, 5.4% of the workforce works at home. This is lower than typical rates in the GGH and Ontario (the Ontario percentage is 7.1%). Work at home rates have slowly increased over the past several decades, but it is likely that much of this is due to changes in reporting, as well as those who work at home part of the time. Many forecasters see a trend toward more jobs being located at home (teleworking) in the future. However, this trend has not developed as rapidly as might be expected.

Table 6: Work At Home Employment Growth, 2006-2031, by Municipality

	Major Office	Population Serving	Employment Lands	Total
% of WAH employer	0%	83%	17%	
Brampton	0	7,126	1,460	8,586
Caledon	0	1,210	248	1,458
Mississauga	0	3,944	808	4,752
Region of Peel	0	12,281	2,515	14,796

MKI identified the sectors of employment within which employees are most likely to work at home, resulting in the allocation of work at home to population-serving and employment lands employment. While it is possible that some employees that will work at home might otherwise work in a large office building, it is impossible to draw a correlation between built form and likelihood to work at home. As such, all work at home employment has been assigned to the other two categories, in accordance with the by-sector breakdown. This employment does not need to be counted for purposes of land need, but is included in the overall calculation of employment for Growth Plan conformity, as it will occur in residential areas. Table 7 identifies the employment growth from 2006-2031, net of work at home.

Table 7: Employment Growth, 2006-2031, Net of Work At Home

	Major Office	Population Serving	Employment Lands	Total
Brampton	31,200	37,674	81,540	150,414
Caledon	0	7,090	18,452	25,542
Mississauga	45,000	10,856	27,392	83,248
Region of Peel	76,200	55,619	127,385	259,204

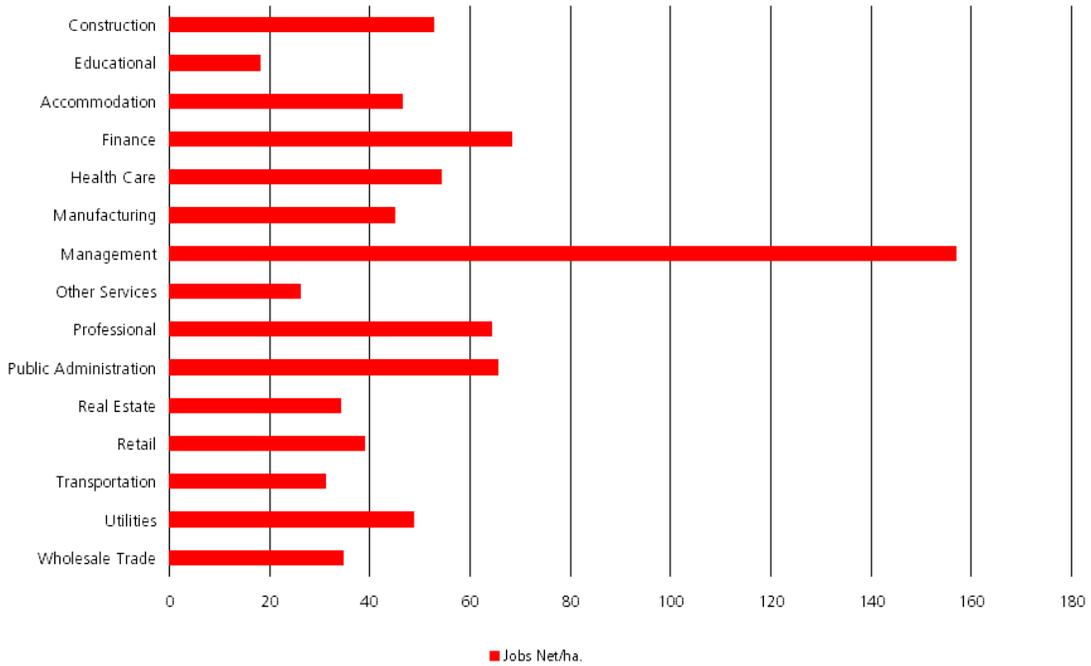
4.2.2 Employment Densities and Amount of Employment on Employment Lands

Overall employment densities by sector in Mississauga and Brampton are outlined on the charts below using employment survey data for 2007. The results need to be used with caution, as for parcels containing multiple businesses, the employment for the entire parcel was assigned to a single sector. For most parcels, this is a minimal source of error (for example, shopping centres may contain some other uses such as fast food or offices, but are largely comprised of retail uses and are counted as retail). However, there is some error resulting from this approach; as such, the Study Team looked at densities on both single-use and multiple-use parcels in more detail.

Densities exceed the Growth Plan greenfield target of 50 people/jobs per hectare in many sectors, particularly office-based services such as Finance and Management. However, as these calculations use net densities, the figure for Growth Plan calculations may be considerably lower.



Median Densities by Sector, Mississauga/Brampton



As one example of current trends over time, the chart below compiles data from Mississauga's employment surveys for overall net employment densities since 2002. There has been a gradual decline in overall employment densities, consistent with trends being experienced elsewhere in the GTA.

Net Employment Density, Mississauga

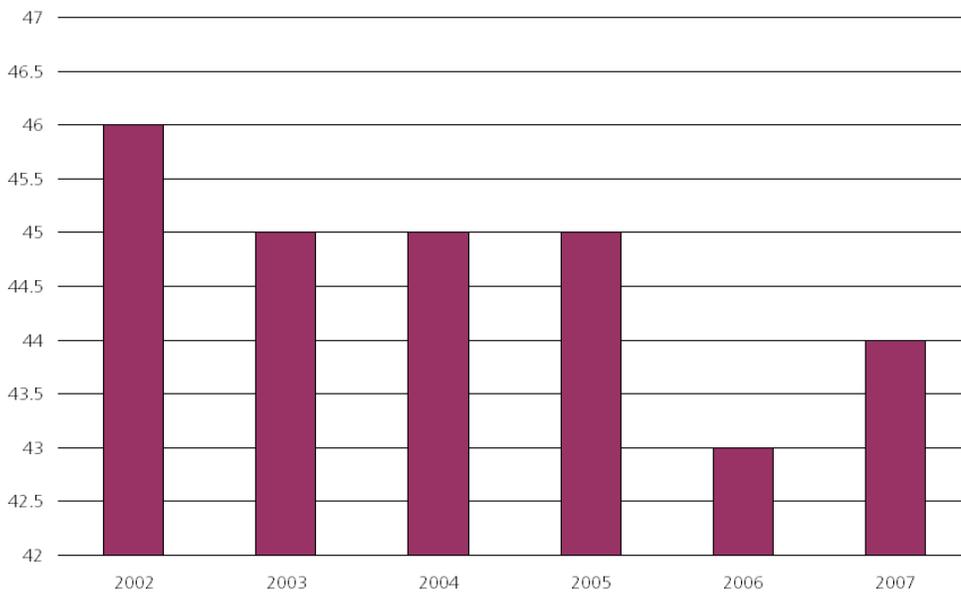




Table 8 identifies densities for the purpose of calculating land need by type of employment.

Major office employment is assumed at 200 jobs/net hectare in Brampton, consistent with multi-story office towers with parking structures. Mississauga's major office density is assumed to be somewhat higher, at 250 jobs/net hectare, to reflect observed data and the likelihood that more office development in Mississauga is likely to have structured parking and thereby achieve higher densities. It should be noted that this density is relatively aggressive, and reflects anticipated efforts to increase the density of major office areas over time.

Population-serving employment is assumed to occur at 75 jobs/ha. This is also a relatively aggressive density, reflecting multi-story development and/or labour-intensive uses, such as service retail or restaurants. Densities for population serving employment differ radically in different areas, however, 75 jobs/hectare is a reasonable density assumption as this category mixes uses such as retail, restaurants, personal services, and similar uses generally housed in employment areas either in small commercial plazas or, much more commonly, in industrial multiple units. Our research on the densities of industrial multiples in Brampton and Mississauga suggests higher densities than this. However, stand alone restaurants and service uses would likely have a somewhat lower density and we feel 75 jobs/hectare is therefore a reasonable assumption.

Employment lands employment is assumed to occur at or similar to densities recently observed in all three area municipalities, sourced as follows: for Caledon, the 2007 *Employment Lands Needs Study* (CN Watson Associates); for Brampton, the 2008 *Employment Lands Strategy* (Hemson Consulting); for Mississauga, the City's *Employment Profile* reports from 2002-2008. Densities have been assumed to hold constant, as efforts to intensify industrial developments through planning policy are offset by reduced employment densities associated with economic factors, as described in earlier sections of this report, such as automation and outsourcing of office functions.

Table 8: Densities for Land Need by Employment Type, 2006-2031, by Municipality

	Major Office	Population Serving	Employment Lands
Brampton	200	75	38
Caledon		75	26
Mississauga	250	75	45

Table 9 identifies the percentage of employment by type on employment land. In addition to 100% of employment lands employment, a portion of major office and population-serving employment has been allocated to employment lands, as follows:

- Brampton will see 50% of Major Office employment on employment lands, likely in the Mount Pleasant area, in certain areas along Acceleride corridors, and in the four office centres identified in the Official Plan, and at transit-supportive nodes. While market trends would suggest the percentage would be higher than this (ie., that large offices will continue to be built in suburban business parks), the working assumption is that attempts to cluster major offices in the City Centre will be somewhat successful over time.
- 5% of population serving employment in Brampton is assumed on employment lands, as industrial areas are increasingly the home for a wide-range of personal service and community-based uses; further, jobs in industries supporting industrial and office uses, such as restaurants and convenience stores, are typically categorized as population serving. A 5% figure is likely conservative, however, it is recognized that generally, population serving employment should not be encouraged to locate on employment lands.



- Caledon is not forecast to house any major office jobs (buildings over 10,000 SM). In consultation with Caledon staff, a 20% figure for population serving employment has been assumed on employment lands in Caledon, due to the fact that most office development and some services will likely locate on employment lands.
- In Mississauga, 80% of major office employment has been assumed to occur on employment lands. There are vacant employment lands within Mississauga City Centre as well as lands surrounding major transit areas throughout the City, such as along the Hurontario corridor.
- 40% of population serving employment is assumed to occur on employment lands in Mississauga. This is because there are vacant employment lands within residential districts that are likely to attract population-serving businesses within permitted uses. Further, as this land budget covers a period during which the City will reach the complete build-out of all vacant lands in Mississauga, it is likely that some population-serving uses will be housed in industrial multiples and small offices in employment areas as vacant lands become scarce. This is a function of Mississauga reaching build-out. Mississauga has a small supply of vacant employment lands within residential areas (64 hectares in 2006), which we assume, will largely house population-serving employment in small office and or industrial multiple forms. Second, the City Centre will undoubtedly house a significant amount of population serving employment given the rapid population growth, and it is likely at least some employment lands will house population-serving professional or personal services. Finally, a certain amount of population serving employment will need to be housed on employment lands elsewhere, as some population-serving uses will not be able to compete with residential uses in intensification areas and will seek out lower-cost locations.

The distribution by type indicates that as Mississauga intensifies, roughly two-thirds of population serving employment will occur on commercial lands, institutional lands, and community use lands within residential areas, and one-third on employment lands. The check on the reasonableness of this assumption is that the result of the calculation is that a total of 60 hectares of employment land will be developed primarily with buildings housing population-serving employment over the next twenty-five years. This is about half of the total supply of employment lands within the residential districts and in the City Centre in Mississauga, is equivalent to a rate of 2.4 hectares per year, and represents only about 7% of the overall remaining supply of employment lands in the City.

Table 9: % of Employment by Type on Employment Land

	Major Office	Population Serving	Employment Lands
Brampton	50%	5%	100%
Caledon		20%	100%
Mississauga	80%	40%	100%



4.2.3 Calculation of Land Need

Table 10 translates the identified employment growth by type into land need, by multiplying the employment by type on employment lands by the densities identified in Table 8. Table 11 compares this total demand for land with the identified supply to identify the shortfall, if any. Table 12 translates this shortfall into gross land need, using a net-to-gross factor of 80%. A net-to-gross factor is typically applied to account for road areas and lands for stormwater retention ponds and other required infrastructure. MKI analyzed a sample of industrial plans of subdivision in Peel over the past decade to identify the average net to gross ratio, which was found to be about 80%.

Table 10: Employment Land Need by Employment Type, 2006-2031, by Municipality

	Major Office	Population Serving	Employment Lands	Total (net ha.)
Brampton	78	25	2,146	2,249
Caledon		19	710	729
Mississauga	144	58	609	811
Region of Peel	222	102	3,464	3,788

Table 11: Supply/Demand - Employment Land Need (Net Hectares) through 2031

	Supply	Demand	Shortfall
Brampton	1,341	2,249	908
Caledon	395	729	334
Mississauga	811	811	0
Region of Peel	2,547	3,788	1,241

Table 12: Employment Land Need (Gross Hectares) through 2031

	Net	Gross
Brampton	908	1,135
Caledon	334	417
Mississauga	0	0
Region of Peel	1,242	1,552

We would note again at this point that any forecast of employment growth in Mississauga based on either historic patterns of absorption, or on employment and economic growth, identifies absorption of all remaining employment lands (except for structural vacancy) well within the 25 year horizon.

A peer review of Brampton's employment lands forecasting was conducted by Cushman and Wakefield (*Market Demand and Development Feasibility Study for Brampton Employment Lands, November 2009*). This study looked at the potential demand for employment lands in Brampton by using historical absorption trends and extrapolating this demand forward. These forecasts indicated significantly lower demand for employment lands in Brampton over the next twenty years than the Regional study. However, the Cushman and Wakefield forecasts were based on historical performance, and while they may accurately reflect the fact that the City's base employment forecast is aggressive from a current and recent historical market perspective, may not reflect long term performance given build-out of employment lands in Mississauga. As the employment land demand for the current Regional study has been undertaken using the Regional employment forecasts, it is not surprising that this study reached different conclusions from the



City's employment lands analysis and the analysis undertaken in this study for the Region. When the next ROP review is conducted, the employment forecasts will be assessed against the actual amount of employment generated and the land need recalculated at that point if necessary.

Figure for Regional Official Plan Amendment #24 (ROPA 24)

ROPA 24 contains Figure 15 which uses selected tables from the above. The tables in Figure 15 of ROPA 24 have been updated to reflect the employment forecasts in Table 3 of ROPA 24. The figure, updated April 2010 is shown on the next page.



Table A: Employment Lands in Peel, Base Year 2006, Net. Ha.

	Existing Developed	Vacant Emp Lands	Total Emp Land
Brampton	2,790	1,490	4,280
Caledon	321	439	760
Mississauga	5,500	1,001	6,501
Region of Peel	8,611	2,930	11,541

Table B: Employment Growth by Municipality, 2006-2031

	2006	2031	Growth, 06-31
Brampton	155,000	312,000	157,000
Caledon	21,000	48,000	27,000
Mississauga	425,000	510,000	85,000
Region of Peel	601,000	870,000	269,000

Table C: Location of Employment Growth, 2006-2031

	In Built Boundary	Greenfield	Total
Brampton	75,000	82,000	157,000
Caledon	0	27,000	27,000
Mississauga	83,800	1,200	85,000
Region of Peel	158,800	110,200	269,000

Table D: Employment Densities for Calculation of Land Need

	Major Office	Population Serving	Employment Lands
Brampton	200	75	38
Caledon	0	75	26
Mississauga	250	75	45

Table E: Employment Land Need to 2031 - (Net Ha.)

	Supply	Demand	Shortfall
Brampton	1,341	2,226	885
Caledon	395	741	347
Mississauga	811	811	0
Region of Peel	2,547	3,778	1,231

Note: Net Hectares refers to actual developable area (excludes lands for roads and infrastructure). A structural vacancy factor has been deducted from vacant lands to arrive at the Supply figures. These numbers are subject to refinement following detailed area municipal studies that will evaluate further opportunities for intensification and determine the type and density of employment uses in new and existing employment areas.

Table F: Employment Land Need (Gross Hectares) through 2031

	Net	Gross
Brampton	885	1,106
Caledon	347	433
Mississauga	0	0
Region of Peel	1,231	1,539

Note: These numbers are subject to refinement following detailed area municipal studies that will evaluate further opportunities for intensification and determine the type and density of employment uses in new and existing employment areas.

Note: The numbers in this figure may not add up due to rounding.



PART C – POLICY



5. Policy Analysis

5.1 Review of Existing Policy

This section reviews the provincial planning policy that affects employment lands, as well as the existing policies in the Official Plans of Peel and the area municipalities. The section also provides a context by reviewing the policies of neighbouring municipalities, and highlighting their experience in achieving conformity with provincial policy. The section then reviews key policy areas that affect employment lands.

5.1.1 Provincial Policy

Provincial policy for employment lands is found in the Provincial Policy Statement (PPS), in the Growth Plan for the Greater Golden Horseshoe, and in the changes in Bill 51, the Planning and Conservation Land Statute Law Amendment Act that affect employment lands.

5.1.1.1 Provincial Policy Statement

The PPS contains policies on employment areas. The policies require that sufficient employment land is designated in Official Plans to meet employment targets; the policies do not permit the conversion of employment lands to other uses unless a comprehensive review is undertaken. The key policies are:

“1.3 Employment Areas

1.3.1 Planning authorities shall promote economic development and competitiveness by:

- 1. providing for an appropriate mix and range of employment (including industrial, commercial and institutional uses) to meet long-term needs;*
- 2. providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses;*
- 3. planning for, protecting and preserving employment areas for current and future uses; and*
- 4. ensuring the necessary infrastructure is provided to support current and projected needs.*

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

The PPS defines employment area and comprehensive review as:

“Employment area:

means those areas designated in an official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities.”



“Comprehensive review:

a) *for the purposes of policies 1.1.3.9 and 1.3.2, an official plan review which is initiated by a planning authority, or an official plan amendment which is initiated or adopted by a planning authority, which:*

1. *is based on a review of population and growth projections and which reflect projections and allocations by upper-tier municipalities and provincial plans, where applicable; considers alternative directions for growth; and determines how best to accommodate this growth while protecting provincial interests;*
2. *utilizes opportunities to accommodate projected growth through intensification and redevelopment;*
3. *confirms that the lands to be developed do not comprise specialty crop areas in accordance with policy 2.3.2;*
4. *is integrated with planning for infrastructure and public service facilities; and*
5. *considers cross-jurisdictional issues.”*

The PPS also contains policies that relate to employment areas in section 1.8.1 on energy and air quality:

“1.8.1 Planning authorities shall support energy efficiency and improved air quality through land use and development patterns which:

- a. *promote compact form and a structure of nodes and corridors;*
- b. *promote the use of public transit and other alternative transportation modes in and between residential, employment (including commercial, industrial and institutional uses) and other areas where these exist or are to be developed;*
- c. *focus major employment, commercial and other travel-intensive land uses on sites which are well served by public transit where this exists or is to be developed, or designing these to facilitate the establishment of public transit in the future;*
- d. *improve the mix of employment and housing uses to shorten commute journeys and decrease transportation congestion;”*

The PPS policies provide guidance on the designation of employment areas, and restrictions on changing the designation of employment areas to another land use without a comprehensive evaluation and review, however, the policies lack a clear and strict definition of what is to be considered an employment use. The definition includes the phrase “including, but not limited to” which gives some latitude in the implementation of the policy.

5.1.1.2 The Growth Plan for the Greater Golden Horseshoe

The Growth Plan for the Greater Golden Horseshoe also contains policies for employment. There are several policies that concern employment lands, and they generally provide more detail and description than the policies in the PPS. The policies are found in section 2.2.6 of the Growth Plan and are:



“2.2.6 Employment Lands

1. An adequate supply of lands providing locations for a variety of appropriate employment uses will be maintained to accommodate the growth forecasts in Schedule 3.

2. Municipalities will promote economic development and competitiveness by –

a) providing for an appropriate mix of employment uses including industrial, commercial and institutional uses to meet long-term needs

b) providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses, and take into account the needs of existing and future businesses

c) planning for, protecting and preserving employment areas for current and future uses

d) ensuring the necessary infrastructure is provided to support current and forecasted employment needs.

3. The downtown Toronto office core will continue to be the primary centre for international finance and commerce of the GGH.

4. Major office and appropriate major institutional development should be located in urban growth centres, major transit station areas, or areas with existing frequent transit service, or existing or planned higher order transit service.

5. Municipalities may permit conversion of lands within employment areas, to non-employment uses, only through a municipal comprehensive review where it has been demonstrated that –

a) there is a need for the conversion

b) the municipality will meet the employment forecasts allocated to the municipality pursuant to this Plan

c) the conversion will not adversely affect the overall viability of the employment area, and achievement of the intensification target, density targets, and other policies of this Plan

d) there is existing or planned infrastructure to accommodate the proposed conversion

e) the lands are not required over the long term for the employment purposes for which they are designated

f) cross-jurisdictional issues have been considered.

For the purposes of this policy, major retail uses are considered non-employment uses.

6. Policy 2.2.6.5 only applies to employment areas that are not downtown areas or regeneration areas. For those employment areas that are downtown areas or regeneration areas, Policy 1.3.2 of the PPS, 2005 continues to apply.



7. *In recognition of the importance of cross-border trade with the United States, this Plan recognizes a Gateway Economic Zone and Gateway Economic Centre near the Niagara-US border. Planning and economic development in these areas will support economic diversity and promote increased opportunities for cross-border trade, movement of goods and tourism.*

8. *Through sub-area assessment, the Minister of Public Infrastructure Renewal, in consultation with other Ministers of the Crown, municipalities and other stakeholders will identify provincially significant employment areas including prime industrial lands.*

9. *Municipalities are encouraged to designate and preserve lands within settlement areas in the vicinity of existing major highway interchanges, ports, rail yards and airports as areas for manufacturing, warehousing, and associated retail, office and ancillary facilities, where appropriate.*

10. *In planning lands for employment, municipalities will facilitate the development of transit-supportive, compact built form and minimize surface parking.”*

These policies give a new focus to the planning of employment lands and have to be considered in conformity exercises in the GGH, in particular through policy 2.2.6.2 c) *“planning for, protecting and preserving employment areas for current and future uses”*. This policy mirrors policy 1.3.1 c) in the PPS, and shows the importance that the province places on employment lands.

Policy 4, as quoted above, requires that major office development (which is defined as offices over 10,000 m²) should be located in urban growth centres and near major transit stations. The policy also directs major office development to areas with existing frequent transit service, or existing or planned higher order transit service. This policy essentially directs large offices to transit corridors and nodes; a typical employment area may not be considered to have “frequent transit service” – although there is no definition of “frequent” in the Growth Plan and as such, the policy is open to some interpretation.

Policy 5, as quoted above, states that major retail areas are considered to be non-employment uses when conversion of employment lands is being considered.

The Growth Plan uses the concept of complete communities, which are defined in the Plan as:

“Complete communities meet people’s needs for daily living throughout an entire lifetime by providing convenient access to an appropriate mix of jobs, services, a full range of housing, and community infrastructure including affordable housing, schools, recreation and open space for their residents. Convenient access to public transportation and options for safe, non-motorized travel is also provided.”

The concept of complete communities is important in the planning of employment areas in order, amongst other things, to reduce commuting distances by ensuring sufficient employment opportunities for residents to work closer to home. Policy 2.2.2 h) requires that population and employment growth be accommodated by *“encouraging cities and towns to develop as complete communities with a diverse mix of land uses, a range and mix of employment and housing types, high quality public open space and easy access to stores and services.”* As the population and employment targets are also part of the Growth Plan the Region’s role should be to encourage an appropriate distribution of employment consistent with this principle.



Section 2.2.8.2 contains policies on settlement area boundary expansion, as follows:

“A settlement area boundary expansion may only occur as part of a municipal comprehensive review where it has been demonstrated that –

- a) *sufficient opportunities to accommodate forecasted growth contained in Schedule 3, through intensification and in designated greenfield areas, using the intensification target and density targets, are not available:*
 - i. *within the regional market area, as determined by the upper- or single-tier municipality, and*
 - ii. *within the applicable lower-tier municipality to accommodate the growth allocated to the municipality pursuant to this plan*
- b) *the expansion makes available sufficient lands for a time horizon not exceeding 20 years, based on the analysis provided for in Policy 2.2.8.2(a).”*

On the basis of these policies, settlement areas can now only be expanded when a municipal comprehensive review has been undertaken. Therefore, for additional employment land to be added to a settlement area, a complete review of employment land needs, including consideration of intensification opportunities and density targets must be undertaken.

Section 5.4.2 of the Growth Plan provides policies on coordination between upper tier and lower tier municipalities. Section 5.4.2.2 contains the following policies:

“Where planning is conducted by an upper-tier municipality, the upper-tier municipality, in consultation with the lower-tier, will –

- a) *allocate the growth forecasts provided in Schedule 3 to the lower-tier municipalities*
- b) *identify intensification targets for lower-tier municipalities, to achieve the intensification target and density targets for urban growth centres where applicable*
- c) *identify density targets for the designated greenfield areas of the lower-tier municipalities, to achieve the density targets for designated greenfield areas.”*
- d) *provide policy direction on matters that cross municipal boundaries.*

This section provides direction on employment land policies that should be in the Peel Official Plan - growth forecasts, intensification targets and density targets.

5.1.1.3 Bill 51

Bill 51, the Planning and Conservation Land Statute Law Amendment Act brought in changes that affect employment lands in several key ways. The Bill removed the appeal rights for applications that remove employment lands from an Official Plan; this supports the PPS and Growth Plan policies on preventing conversion of employment lands to other uses. The Bill also made changes to the Ontario Municipal Board process, and the requirements for appearing before the OMB; these changes were not made specifically for employment lands, but taken with the other changes, they will assist the PPS and Growth Plan policies in retaining employment lands.



5.1.1.4 Provincial Background Paper on Planning for Employment in the GGH

The purpose of this background paper is to generate discussion that will feed into an assessment of employment areas in the GGH. The final assessment has not been completed; however, the paper gives some indication of the directions that the province is contemplating for employment lands.

The paper provides discussion of several points, including:

- need for coordinated data and information on employment lands
- concentrating offices in urban growth centres and at major transit stations in order to meet intensification and transit goals;
- providing clarity and consistency on those retail uses that may locate in employment areas, in particular that Official Plans provide direction on the appropriate location for large-format retail uses;
- the need for areas for different types of employment activities, areas for industrial and manufacturing activities separate from areas for office, retail, residential and other uses;
- recognizing that some employment sectors, such as manufacturing, warehousing and logistics need access to trade corridors, ports, rail yards and airports; and,
- The potential to designate provincially strategic employment areas, and proposed criteria for designating such lands.
- explore ways to support the implementation of the Growth Plan with investment decisions on institutions and facilities.

5.1.2 Peel Official Plan

The current Region of Peel Official Plan (including ROPA #15 that was adopted on June 16, 2005 by Peel Council and is subject to the OMB decision dated December 8, 2006) contains policies on the amount of employment, but essentially has no policies related to employment land. The designation of employment land was considered to be an area municipal responsibility; the regional plan showed urban areas, and the area municipalities then determined which lands should be designated for employment and other uses. The new requirements in provincial policy will require changes to the Peel Official Plan, and the extent and nature of these new policies are discussed later in this report.

Goals of the current Official Plan that relate to employment land are:

- “1.3.6.3 *To recognize the importance of a vital and diverse economy and a sound tax base, and manage and stage growth and development in accordance with the financial goals and overall fiscal sustainability of the Region.*
- 1.3.6.4 *To support growth and development which takes place in an effective and efficient manner, and which balances the environmental, social and economic responsibilities of the Region and the Province.”*



In section 3 of the Official Plan there are policies dealing with mineral aggregate resources. These resources have economic benefits for Peel and are an important component of the economic development and employment opportunities in the Region. The policy of the Plan is that appropriate resource areas should be protected for possible use, and the Plan identifies appropriate mineral aggregate resource areas for protection, consistent with other objectives and policies in the Regional Plan. The High Potential Mineral Aggregate Resource Areas are generally identified on Schedule C.

Chapter 4 of the Official Plan states the population and employment forecasts, which are the basis for determining regional services and land requirements. The Plan contains projections of population and employment for the urban area municipalities for 2031 and for Caledon, the rural municipality to 2021. Goals in this Section that relate to employment lands are:

- “4.2.1.2 To encourage population and employment growth based on appropriate land uses.*
- 4.2.1.3 To achieve sustainable levels of industrial/commercial to total assessment ratios along with other fiscal objectives as outlined in Chapter 7 of this Plan.”*

The regional structure is shown on Schedule D; the main land use designations are the urban system, the rural system, airports (Pearson and Brampton), rural service centres, estate residential and regional urban nodes. The Plan contains policies related to employment, but has few policies related to employment land. The employment policies in the Plan are in section 5.2 related to the urban boundary, and specific policies on employment land are to be developed by the area municipalities:

- “5.2.2.1 Direct the area municipalities, in cooperation with the Region, to prepare growth management and phasing strategies for lands within the 2031 Regional Urban Boundary. These growth management and phasing strategies will address and incorporate issues such as the improvement of live-work relationships, appropriate levels of industrial-commercial to total assessment ratio, the timing and efficient provision and financing of necessary Regional and area municipal services, fiscal impacts to the Region and the area municipalities, staged build-out and logical extensions to development, priority areas for development, prolonging agricultural uses, and the sustainable rate of employment growth related to population growth.”*

In section 5.3 there are goals related to the urban system. While these goals do not specifically address employment areas two are relevant to employment lands issues:

- “5.3.1.2 To achieve a sustainable rate of employment growth relative to population growth.*
- 5.3.1.5 To achieve an urban structure, form and densities which are pedestrian-friendly and transit-supportive.”*

Section 5.6.6 of the Plan addresses airports, and underlines the economic importance of Pearson airport to the Region of Peel. The Plan contains policies to ensure that new development is compatible with Pearson airport. The Plan also contains policies to encourage the Brampton



airport to expand and take on greater significance in the Region. Figure H of the Plan shows the Pearson Airport operating area.

Overall, the current Peel Official Plan has some general policies that relate to employment and employment lands, but no specific policies. New detailed policies on employment land will be required in the new Official Plan to conform to the new direction from the province, including the specific requirements of upper-tier authorities laid out in section 5.4.2.2 of the *Growth Plan*.

5.1.3 Policies in the Mississauga, Brampton and Caledon Official Plans

Mississauga Official Plan

The Mississauga Official Plan was approved by the Region of Peel on May 5, 2003. Schedule 2, Urban Form Concept, sets the context for future growth and development. Land use designations are explained in Section 3 General Policies and shown on district land use maps.

The land use designations typically found in employment areas are Business Employment, Industrial, General Commercial, and Motor Vehicle Commercial. The Office designation is used mainly in the residential districts to represent small concentrations of office space, limited to an FSI of 0.5.

The main differences between the Business Employment and Industrial designations are in the uses permitted, such as power generating facilities, resource extraction and utility installations. Both designations permit offices, limited accessory retail uses, financial institutions, hotels and conference centres.

Brampton Official Plan

The Brampton Official Plan was approved by the City on October 11, 2006. Employment precincts or areas are shown on Schedule 1, City Concept, and more detailed designations of Business Corridor, Industrial and Office are shown on Schedule 1, General Land Use Designations. Schedule A shows nine Transit-Supportive Nodes, and four of the Nodes are in employment precincts. The four transit supportive nodes within employment precincts are located at Steeles Avenue and Mississauga Road, Hurontario Street and County Court Boulevard, Bramalea GO station and The Gore Road and Queen Street East. The Office designations are concentrated at the GO station and at Steeles and Mississauga, and Gore and Queen.

The Secondary Plans for the employment precincts contain sub-designations for the Business Corridor designation; Prestige industrial, Office, Mixed Commercial/Industrial, Highway Commercial, Service Commercial, Highway and Service Commercial and Business. The Industrial designation also contains sub-designations allowing light and heavy industrial uses; all Industrial designations permit office development and research and development facilities. Large-scale retail is not permitted in Industrial areas.

Caledon Official Plan

The Caledon Official Plan was approved on August 1, 1997. Employment lands are designated in the Secondary Plan schedules, which are part of the Official Plan.



The designations in the Caledon Official Plan include Prestige Industrial, General Industrial and Dry Industrial (no services) as outlined in section 5.5.3.13. Employment land designations in each community are shown on the Official Plan schedules.

There are policies on population and employment in section 4.3 of the Plan, including employment projections for the years 2011 and 2021 in Table 1. Land use policies relating to industrial land are found in section 5.5.1 of the Plan. Commercial uses are only permitted on industrial land if it is accessory or serves the industrial area; therefore big box retail is not permitted in Caledon's industrial areas.

5.3 Vision for Employment and Employment Lands in Peel

The current Official Plan has few policies relating to employment land as described in Section 5.1.2 of this report. Before considering new policies for employment land, a context/description of the Region's role, position and objectives for both employment and employment lands will serve to frame the discussion.

The Region of Peel has one of the highest ratios of jobs to population in the GGH. This excellent balance of employment to housing is a dramatic change that has occurred over the last thirty years as the Region has progressed from a series of rural service centres and dormitory communities to a centre of major economic activity. Peel has therefore made much progress toward becoming a "complete community", in terms of having employment opportunities closer to home for its residents. The Growth Plan targets continue Peel's balanced growth, setting out an increase in employment levels from 2001 to 2031 of 340,000 jobs.

The Region is extraordinarily well served by several major elements of transportation infrastructure, which have provided the locational advantages resulting in the development of several major concentrations of employment. In addition to the Pearson Airport, which is encircled by the largest employment area in Canada and five 400-series highways, a relatively uninterrupted grid of arterial roads serve businesses in the Region. An extensive network of rail lines also provides goods movement opportunity. The location and infrastructure has traditionally provided access to a wide range of industries, suppliers and markets, as well as to a large and growing labour pool within the Region.

Employment within Peel focused on manufacturing as the communities grew through the late 1960's to the mid 1990's. However today, Peel, like other centres in Canada is moving away from manufacturing employment as the service and knowledge-based economy grows. The Region has also seen a significant growth in distribution and logistics facilities in locations with good highway access. The diversification of economic activity in Peel means employment lands policies and strategies must account for a wider set of market requirements and building types than previously.

The legacy of manufacturing industry in Peel together with the growth in distribution facilities has resulted in employment densities in some areas that are considerably lower than the average in the GTA. This is not likely to change as trends to increased automation and productivity are actually lowering densities in some industries. As such, the Region should ensure that the maximum advantage is taken of the opportunities that do exist to foster increased densities in employment – such as in areas around major transit facilities and in the two Urban Growth Centres in Brampton and Mississauga.

Planning for employment in the context of a Regional municipality is primarily an exercise in ensuring that the market can function efficiently to realize public objectives. Employers will



continue to seek employment locations within communities of similar uses, providing a sustainable environment within which the economy can grow. Employers need certainty, given the capital investments needed to operate, and Regional policy should provide certainty of location and compatibility together with a choice of locations and opportunity for growth.

At the same time as the nature of the economy shifts it is expected that more employment will be housed in offices than in the past. In addition it is expected that there will be more work-at-home. The location of offices is generally more flexible than manufacturing and this provides the opportunity for employment clusters that can foster the Regional urban structure, minimize travel times and distances, and provide support for transit.

Supporting a diverse economy means ensuring that employment lands and associated infrastructure are planned to support the needs of key industries. Reducing truck-car conflicts by keeping major car generating uses out of traditional employment areas is an example of an approach that can support this vision.

In 2031, Peel will have well-planned employment areas that by their location and function, contribute to long-term economic and environmental stability. The Region will continue the current balance of employment and housing and will have more opportunities for employment in areas close to or within residential areas. Higher density forms of employment will cluster around major transit facilities re-enforcing the desired urban structure.

5.4 Key Policy Issues

Some key issues arise from the recent changes to the PPS and the new policies in the Growth Plan. As a general principle, policies found in the PPS and Growth Plan need not be repeated in the text of the Regional Plan, but rather it should be clear how the Region is implementing the two senior policy documents. Other policy issues arise from recent trends that have occurred on employment lands; the trends were discussed in section 2 of this report. In addition, there is a need to develop policies to attract and support environmentally sustainable technologies and industries.

The role of the Region in planning for employment land will determine much of the policy content in the Regional Plan. The Region's role is described to some extent in the Growth Plan in policy 5.4.2, which was quoted in section 5.1.1.2 of this report. This policy states that the upper-tier municipality, in consultation with the lower-tier municipalities, will allocate growth forecasts as given in the Growth Plan and will identify density targets for designated greenfield areas of the lower-tier municipalities to achieve the Growth Plan density targets.

There is some consensus that the Regional Plan should continue the practice of establishing employment targets by municipality while leaving the designation of specific employment lands on the Official Plan land use schedule to the area municipalities. This practice is based on the five principles of the Regional Official Plan, found in section 1.3.2. of the ROP. The first principle states that the plan must be strategic in nature, setting broad, high-level, long term policy directions for Peel and incorporating the strategic objectives of the area municipalities. This issue was discussed in the Technical Workshop held on policy issues in Spring of 2008, and at the meetings of the Employment Lands Project Technical Working Group.

If no lands are designated as Employment Lands in the Regional Plan, the Region's role will be to ensure that as each area municipal Official Plan comes forward for approval, and as amendments are made to the area Plans, the ability of each jurisdiction to contribute to the employment lands supply is consistent with the PPS, and conforms to the Growth Plan and the Regional Plan.



There are eight policy areas that require consideration of the potential Regional role and policy directions. The issues are:

- conversion/comprehensive review requirements;
- settlement area expansion;
- allocation of employment to the area municipalities;
- employment use policies;
- provincially significant employment areas;
- density of development in employment areas;
- complete communities; and,
- other considerations

5.4.1 Conversion/Comprehensive Review Requirement

The requirement that a comprehensive review must be undertaken before employment lands can be converted to another land use is a significant change to planning policy in Ontario. This was a change of policy that was first put into the PPS in 2005, and then was expanded in the Growth Plan in 2006 by adding criteria that must be met for conversion, as described earlier in this report. This new provincial policy will require implementation by the Peel Official Plan. In the past there have been applications for conversion of employment lands to other uses, many of which proceeded to the OMB, and such appeals will no longer be permitted.

However, there is a responsibility placed on Peel by the provincial policy to determine the appropriate amount of employment land that is needed. Provided this is done, and expressed in the Regional Plan, the Regional Plan may not need to deal directly with conversion. The PPS mandates the process, it must be municipally-led through a comprehensive review and provided other Regional policies are met, should be a local issue. However, even though conversions may be a local issue, Peel needs to consider the effects that a change in one area municipality can have on another area municipality. As stated earlier there is no need for the Regional Plan to simply repeat PPS or Growth policies and it should not do so. Where conformity is required by Provincial policy, the Region's role will be to ensure this conformity through the process of approval of the area Official Plan Amendments implementing the PPS and Growth Plan.

It is anticipated that typical criteria for conversion may allow it to occur on lands in very small parcels that are on the edge of employment areas, or are isolated and constrained due to neighbouring uses. Some recognition of the need for land for key institutional uses in employment areas may also be appropriate and should be discussed. The local criteria will be required to conform to the Growth Plan and the Region can ensure conformity with Regional policy through the approval process. It is assumed that the amount of land to be considered in conversion exercises will be small enough to not require enlargement of any Regional infrastructure, if not, this may be a necessary criteria.

Each of the area municipalities will establish policies on conversion to satisfy the requirement of the Act such that private appeals of conversions would not be permitted. For this reason the Region's policies on conversion should be relatively strategic and allow for local interpretation.



5.4.2 Settlement Area Expansion

The current Peel Official Plan contains policies related to settlement expansion in Section 7.9.2.8. This policy lists the circumstances when a comprehensive analysis is needed for settlement expansion, and lists the items that will be addressed in the analysis. Section 2.2.8 of the Growth Plan contains policies on settlement boundary expansion, so the policies in the Peel OP will need modification to meet the requirements of the Growth Plan. The settlement expansion policies refer to employment lands as well as other lands needs, so the modification of the existing policies has been coordinated with other background Official Plan Review work as ROPA 24 was developed.

5.4.3 Allocation of Employment to Area Municipalities

It is and will be a Regional objective to designate and retain employment land in appropriate locations to meet the needs to the year 2031. The expression of Regional need should provide targets for each area municipality by employment type, with some latitude to recognize local circumstances. The allocation will also provide direction on how each area municipality can meet the targets, and whether each municipality has to meet the targets individually, or whether a deficiency in one municipality can be taken up in another municipality. This direction, which should be collectively developed with the area municipalities, will provide a strong and comprehensive Regional policy basis for the land use component of economic health. The allocation of employment is based on the earlier chapters of this study.

5.4.4 Employment Use Policies

Just as the Regional Plan has not designated employment areas in the past, the Region also has not had a role in directing forms of employment land uses. At the area level, land use policies will typically designate lands for a variety of employment uses such as:

- traditional manufacturing;
- service industrial;
- aggregate;
- space extensive uses;
- office;
- retail and service uses; and,
- business park uses with themes such as high tech uses, university campus or research parks.

There is a consensus that the majority of decisions on the nature and types of employment uses should continue to be a matter of exclusively local jurisdiction. Actual uses in employment areas will otherwise be determined at the local level. Regional policies could provide a framework for and give direction on the incompatibility of certain uses, and the need to follow MOE guidelines, but should not direct the uses permitted. The location of sensitive uses, such as educational uses need to be considered in the ROP, but the ROP does not need to give direction to whether or not such uses are allowed in all the employment areas as the PPS establishes the policy.

There are two key employment uses that may be appropriate to deal with in the Regional Plan given their importance in achieving the Regional urban structure and Growth Plan objectives – high density office uses and large-scale retail uses.



Office Uses

Major Office employment is one of the three employment categories that can be used to allocate employment by municipality. The Growth Plan defines this employment by the building type and size – over 10,000 m² in an office form, which is usually 500 employees or more. Offices in strategic locations can help achieve a variety of regional interests, in particular, transit-supportive policies, density targets and the desired urban structure. The current policies in the area Official Plans permit offices of any size in most employment areas. There is a limited amount of major office development anticipated in Peel, and the location of offices is key to achieving the transit and density targets. As such it may be appropriate to establish office use location policies in the Regional Plan to the degree that they are needed to achieve the Regional urban structure objectives.

The Growth Plan uses the definition of major office expressed as floorspace, at 10,000 m². An alternative would be to use a Floor Area Ratio, and using a FAR would have the advantage of not differentiating on the basis of size, but on the basis of density.

Both the Growth Plan and the provincial employment paper provide direction on this issue, and propose that offices be directed to urban growth centres and major transit station areas, instead of being allowed in any locations within employment areas. The updated Peel Official Plan will need to consider how this direction will be implemented in the area Official Plans. The Regional policy would have to distinguish between major office and other office uses in order to provide this direction. For major office uses it may be appropriate to direct them to designated nodes and corridors and along major transit routes, and not to permit offices of that size in other employment areas.

This approach would be consistent with emerging direction from the Growth Management Strategy for the City of Mississauga, and the recent Office Strategy Study, which suggests setting out a hierarchy of office designations to send a clear message to the marketplace about the City's priorities in terms of office development and the desired location for office concentrations. The designations include Downtown Office (City Centre), Major Office (Huronario Corridor), Business Employment (employment districts) and Local Office (primarily serving residential areas). The draft Growth Management Strategy for the City of Mississauga further reinforces this hierarchy by recommending the Huronario corridor through Gateway, Airport Corporate, Meadowvale Business Park and Sheridan Park are categorized Corporate Centres in the new city structure. Major office uses would, typically, occur in the "higher order" designations within the hierarchy (Downtown Office and Major Office designations).

Retail Uses

Conversion of employment land for major retail uses is no longer permitted under the provisions of the Growth Plan. However this policy does not apply to employment lands that currently permit retail uses. In Peel Region the employment land policies of the three municipalities generally do not permit retail, and location of retail in employment areas has not been a major issue in Peel.

Provided retail uses are not now permitted, the PPS only permits the conversion of employment uses to non-employment uses through a comprehensive review. The PPS definition for employment areas only includes retail areas that are associated with an employment use. Therefore shopping centres or other large scale retail uses without a direct relationship to the functions of the employment areas are not and should not be permitted in employment areas.

Some large-scale retail uses have been characterized as employment uses, in particular home improvement retail uses and other big-box stores. Retail uses that sell goods and services to the public should be located in commercial areas, as the municipal infrastructure is designed to accommodate such uses in commercial areas, and commercial areas generally are located in close proximity to the customer in residential areas. Employment areas do not typically contain



the infrastructure to accommodate such retail uses, in particular transportation capacity. As one example, hardware stores that provide goods and services to the trades are typically smaller establishments, and do not generate such large volumes of traffic during peak hours, and may be appropriate for employment areas. In order to retain employment areas for employment uses and to ensure consistency, the Regional Plan should include a definition of large-scale retail uses.

Retail and service uses are currently permitted in employment areas to serve local businesses and employees. These are necessary uses but there is a strong planning argument supporting a size limitation to support a Plan policy description of the function of these uses. As such it may be appropriate for the Regional Plan to further limit commercial uses in employment areas. The limitation should still provide for a variety of smaller functions related to employment uses including banks, restaurants, fast food outlets and similar facilities, within employment areas.

Larger scale retail uses would not be permitted in employment areas, the intent being to permit uses only truly serving the surrounding employment area rather than catering to a larger consumer market.

5.4.5 Provincially Significant Employment Areas

The Growth Plan does not identify strategic employment areas or Provincially Significant Employment Areas, but policy 2.2.6.8 directs that provincially significant employment areas will be identified through a sub-area assessment. The Background Paper on “Planning for Employment in the Greater Golden Horseshoe” that was published in May 2008 states that some strategic employment areas have already been established, and lists Downtown Toronto, the Pearson International Airport Area and Canada’s Technology Triangle in Waterloo/Guelph. The paper goes on to list criteria for identifying Provincially Strategic Employment Areas as:

- inter-regional economic significance;
- significant scale and cluster of employment activity;
- close proximity to major infrastructure;
- proximity to major markets;
- support overarching growth management objectives of the Growth Plan;
- skilled labour force;
- research and development;
- innovative and forward-looking; and,
- multi-level collaboration.

While the effect of using this term and designation is not known, Pearson airport and the surrounding employment lands are recognized to be of great importance to Peel. While it is not likely that any additional protection against conversion is needed, if the effect of such a designation would benefit Peel, it should be considered.

In addition, the term “Provincially significant” or “strategically significant” could be applied to lands not yet within the urban envelope, needed at some point beyond the 2031 planning horizon, and with a significant long term potential for employment use. Planning for an additional Provincial transportation corridor through the northern part of the Region has just begun, and this facility could provide the accessibility to justify the use of the designation. In particular, the lands along new major goods movement routes – the possible GTW-West corridor, and the North-South Corridor in Northwest Brampton/Caledon – should be considered for designation as a strategically significant employment corridor to indicate the long term land use intent. Other employment areas in Brampton and Mississauga may also “qualify” as strategic employment



lands, such as the Corporate Centres identified in the City of Mississauga Growth Management Study.

5.4.6 Density of Development

The density of development on greenfield lands outside the Built Boundary must meet the new provincial density standard of 50 residents and jobs per hectare. This target is to be applied on a Regional basis, including both residential and employment uses, and will be specified as a policy in the Plan. Achieving this target may be assisted by new approaches to employment lands planning. While there is a need to concentrate office uses in existing urban areas, the lack of office development in new employment areas will “drag down” the overall density of these areas in terms of employment, which may cause the densities in residential greenfield areas to increase to compensate.

The Growth Plan policies establish that densities targets are considered as a whole, across the Region. As such, while densities in industrial areas may be very low, due to the types of uses attracted to these areas of Peel, employment in residential and institutional areas will be required to compensate.

There are several employment areas in Peel that contain land extensive uses and such uses are an important component of the employment lands landscape. The land extensive uses are mainly warehousing or logistics plants – they have located in areas with large land parcels next to good transportation. There is no indication that such areas will intensify over time; they were built for a particular purpose and are likely to continue in that use for many years. There should be areas for these uses – they do not need to be near transit or service industries – they need to be near good highway access. It should not be assumed that the density of these uses will increase over time – they are space and land extensive and are likely to remain so – other areas and/or uses will have to be developed higher densities so that the overall density meets the provincial density requirements. The revised policies for the Peel Plan should recognize these areas and to provide policy direction for acknowledging them, and for dealing with the density implications.

5.4.7 Complete Communities

Complete communities is a key concept in the PPS, Growth Plan and along with sustainable development, will be a key concept in the new Peel Official Plan. Locating employment areas within easy access of a residential community is an important element of the concept. In the context of Peel Region, the current relationship between residential areas and employment centres provides many choices and relatively reasonable distances, given the quality of life and compatibility goals. The application of the complete community concept is likely most effectively implemented through local planning permissions for compatible employment uses within and adjacent to residential areas.

This means that providing the opportunity for sufficient employment within the Region to match the population is the starting point of providing jobs in close proximity to residences. The concept would also maximize the opportunities for a close live-work relationship by allowing work at home, permitting mixed use development and facilitating active transportation (walking and cycling) and transit use as a means of commuting. The population to employment balance is considered the key regional issue that requires policies in the Regional Plan; the other elements would be implemented through local initiatives conforming to the PPS and Growth Plan requirements.

5.4.8 Other Considerations

Locating Employment Lands near Major Infrastructure - The new provincial policies require that employment lands be retained at existing major highway interchanges, ports, rail yards and airports. The current land use designations in Peel are consistent with this direction and any future new employment areas outside the urban boundary will consider these criteria.



Sustainability - A Background Paper on Sustainability has been developed as part of the Official Plan Review. The paper recommends policies on sustainability for the ROPA. The paper recommends that the over-arching theme of the Official Plan is sustainability. On May 7, 2009, Peel Regional Council adopted ROPA 20 which included a sustainable development framework. Through this adoption, Peel has moved forward in its quest to become and remain a sustainable community. ROPA 20 includes an economic imperative of ensuring a vibrant economy that operates on sustainable principles, including sustainable energy production and use, eco-efficiency, pollution prevention and using LEED (Leadership in Energy and Environmental Design) building standards. The sustainability principles need to be followed in the employment lands policies. The theme of sustainability is compatible with the concept of compete communities that is used in the Growth Plan.

One developing sustainability project is the Pearson Eco-Business Zone which was established in 2007, and will be developed to be Canada's largest eco-industrial park. Peel, the Toronto and Region Conservation Authority and the Greater Toronto Airports Authority have partnered to develop the park and each partner has made a financial contribution. A resource baseline is currently being produced on energy use, waste generation and water consumption, which will be used to develop outreach programs to help companies realize efficiencies and develop synergies between each other.

Transportation and Transit - There is a need to develop and enhance transit-supportive policies in the Peel Official Plan to relate to employment areas. In order to comply with the new provincial direction in the PPS and Growth Plan, the Peel Plan should consider means of implementing the policy direction of promoting complete communities, and promoting transit. The current policies in the Official Plan relate to transit in nodes and corridors, but do not provide clear direction on planning for transit in employment areas. There is also a need for policies relating to the movement of goods, and acknowledgment of the connection between employment lands and goods movement. This could be accomplished by including a map schedule of roads that are important for the movement of goods, and policies that ensure that goods movement is given consideration.

The Brampton Official Plan designates nodes in some employment areas, and there needs to be consideration in the new Peel Plan about encouraging transit in employment areas, and in planning higher-order transit in those employment areas that are being developed at higher densities. There should be consideration of other transportation facilities and their relationship to employment areas to maximize the proximity of higher density development to higher-order transit.



6. Policy Directions

6.1 Discussion of Policy Issues

The following discussion of potential policy directions is based on the discussion contained in chapter 5, and follows the order of the key policy issues as discussed in section 5.4. Each policy option is listed, possible options are discussed, and then the draft policy is discussed. The intent is to provide additional detail for the discussion of policy options.

6.1.1 Conversion/comprehensive review requirements

A comprehensive review is now a requirement of the PPS and the Growth Plan, and the review is also needed for the conversion of employment land to non-employment uses. The Regional Official Plan needs policies to specify the conditions for employment land conversions to reflect the Growth Plan conditions. Based on the requirements in the PPS and the Growth Plan, a number of policies in the ROP could be added, as detailed below.

Potential policies addressing these issues could include:

Peel will undertake a comprehensive review of employment lands every five years - the review will consider the needs of each area municipality and different types of employment.

New employment lands may be designated within urban and rural settlement areas in area Official Plans when the following criteria are met:

- *There is a need for more employment land that has been established through a municipal comprehensive review (as defined in the Growth Plan);*
- *If the new land is in a prime agricultural area, that the review has established that there are no reasonable alternative locations with lower priority agricultural lands;*
- *If the new land is in a mineral resource area, that the review has established that there are no reasonable alternative locations;*
- *That the proposal complies with minimum distance separation formulae;*
- *That the land assists in meeting the goals of complete communities; and.*
- *Where soil conditions are suitable for employment uses.*

Conversion of employment land to non-employment uses will only be permitted if the following criteria are met:

- *There is a need for conversion that has been established through a municipal comprehensive review (as defined in the Growth Plan);*
- *The municipality will continue to meet the employment targets of this Plan*



- *The conversion does not affect the overall viability of employment areas in the Region, and the achievement of intensification and density targets*
- *There is existing or planned infrastructure to accommodate the proposed conversion*
- *The lands are not required over the long term for employment purposes*
- *The lands do not fulfill the criteria for provincially significant employment lands.*
- *The lands do not affect the operations or viability of existing or permitted employment uses on nearby lands.*

6.1.2 Settlement Area Expansion

The existing ROP policies will require change to implement the Growth Plan. The table below provides a comparison of the existing policy and proposed changes to incorporate the Growth Plan requirements of:

- requiring a municipal comprehensive review;
- using a 20-year time frame (2031 used);
- achievement of intensification targets and density targets; and,
- analysis of greenfield capacity.

Potential policies addressing these issues are outlined in the table on the next page.

Existing policy 7.9.2.8	Proposed change (underlined)	Reason for change
Require a comprehensive analysis in the following circumstances: <ul style="list-style-type: none"> • proposed amendment to the 2021 Regional Urban Boundary • proposed amendment to the 2021 Rural Service Centres boundary • proposed amendment to the 2021 boundary for the Palgrave Estate Residential Community • designation of a new Regional Urban Node • designation of a new Regional Urban Corridor 	Require a <u>municipal comprehensive review</u> in the following circumstances: <ul style="list-style-type: none"> • proposed amendment to the <u>2031</u> Regional Urban Boundary • proposed amendment to the <u>2031</u> Rural Service Centres boundary • proposed amendment to the <u>2031</u> boundary for the Palgrave Estate Residential Community • designation of a new Regional Urban Node • designation of a new Regional Urban Corridor 	Growth Plan requires a <i>municipal comprehensive review</i> not a <i>comprehensive analysis</i> . Change 2021 to 2031
This analysis will address the following:	This <u>municipal comprehensive review</u> will address the following:	Change <i>analysis</i> to <i>municipal comprehensive review</i>



Existing policy 7.9.2.8	Proposed change (underlined)	Reason for change
a) environmental and resource protection	No change	
b) ensuring that there are no reasonable alternative locations which avoid the <i>Prime Agricultural Areas</i> and no reasonable alternative locations with lower priority agricultural lands	b) ensuring that there are no reasonable alternative locations which avoid <u><i>Specialty Crop Areas and Prime Agricultural Areas</i></u> , and no reasonable alternative locations with lower priority agricultural lands	Add <i>Specialty Crop Areas</i> .
c) the compliance with the minimum distance separation formulae	No change	
d) population and employment growth forecasts in accordance with Table 1	d) population and employment growth forecasts in accordance with Table 1 of this Plan, <u>and in conformity with the Growth Plan.</u>	Add forecasts from <i>Schedule 3 of the Growth Plan</i> .
	k) <u>a review of development anticipated to occur in greenfield areas and its ability to meet the targets in Table 1 of this Plan.</u>	Addition of a specific analysis of the development expected in greenfield areas
e) development potential, including <i>intensification</i> opportunities, within the existing areas, in the proposed expansion areas and their inter-relationship	e) <u>meeting the intensification targets and density targets of the Growth Plan</u>	Re-worded to meet policy 2.2.8 c) of the Growth Plan
f) opportunities for efficient use of land, Regional <i>infrastructure</i> and <i>services</i> in existing areas	No change	
g) fiscal impact including property assessment	No change	
h) the financial and physical abilities to provide necessary <i>services</i> to the proposed area, including the suitability and availability of water and sewage servicing	No change	
i) the growth management strategies of <i>the Region</i> and the area municipalities	i) the growth management strategies of <u>the Growth Plan</u> , <i>the Region</i> and the area municipalities	Add <i>the Growth Plan</i> .



Existing policy 7.9.2.8	Proposed change (underlined>	Reason for change
j) other relevant Regional interests	No change	
These requirements may be reduced if acceptable detailed planning studies have been prepared at the area municipal level	No change	

6.1.3 Allocation of Employment to Area Municipalities

This study has set out the employment land needs to the year 2031, and the targets for jobs by municipality and by employment type. There are a series of options to respond to this need through designating employment lands in a ROPA, or leaving this to the area municipal OP's:

- show employment lands on a map in the Peel OP;
- show employment lands by type on a map in Peel OP;
- require area municipalities to show employment lands on a map in OP's; and/or,
- require area municipalities to show employment lands by type on a map in OP's.

Most regional Official Plans in the GTA do not designate employment lands on a map in their ROP, and do not give employment targets by employment type, as described in chapter 5. The PPS and Growth Plan require that a review of employment land needs have been undertaken for the next 20 years. Based on the level of detail at the area municipal level, and as Peel can modify land use designations in the area Official Plans through its approval authority for area OPAs, it does not seem necessary for Peel to designate employment land on a map in the Regional Plan. The regional municipality has the ability to monitor the development of employment lands, and will be able to ensure that sufficient employment land is available throughout the ROP timeframe.

However, in order to ensure that certain lands of strategic importance to the Region remain available for employment uses, the Region may designate "strategic corridors" on a land use schedule. This issue is discussed in Section 6.1.5. below.

Targets can be given for employment and employment land by municipality in the Regional Official Plan Amendment (ROPA). While it is possible to set out a finer level of detail for employment by type, again, the loss of flexibility and the potentially overlapping duplication of policy suggest that this is not necessary, particularly if targets by type are given for the region as a whole and the area municipalities.

It is not necessary for each area municipality to have all types of employment land; it is for Peel to provide all types in order to be a complete community. This can provide the latitude to the area municipalities to specialize in some employment categories while not providing other categories. Overall it is the Peel total that needs to meet the provincial targets, and the Peel policies will allow for local variations as long as the overall totals meet the provincial targets.



There is no section on retail uses and retail employment in the current Peel OP. This is consistent with the Regional role in other land use designations. Continuing with this role retail employment will be accounted for in the employment policies under the population-serving category, and the location of retail areas will be a local responsibility.

Potential policies addressing these issues could include:

- The growth strategy for employment lands in Peel is based on the targets in tables outlining the supply and demand for employment lands in each municipality in the Region, through the end of the forecast period, including tables breaking down forecast employment growth by type.
- Area Municipalities will designate employment lands, within the regionally designated urban envelope, on a map in their Official Plan.
- Employment lands will contain a range of uses and densities. There are different locational requirements for the range of uses, and therefore a range of types of employment lands will be provided. The types of land that are needed range from office nodes near Major Transit Station Areas to space-extensive uses such as warehousing and logistics that locate near major highways.

6.1.4 Employment use policies

The central issue with regard to other uses in employment areas pertains to permissions for other non-residential uses in employment areas. Key among these are the location of retail uses, and office uses in employment areas. Another issue is the location of institutional uses, such as places of worship; this is an issue currently being dealt with at the local level in Brampton, and is tied to the issue of provincially-defined sensitive land uses. The needs of places of worship for lower-cost locations within employment areas needs to be balanced with the potential restrictions on industrial uses, resulting from MOE setback requirements. This issue will need further discussion as policy development continues.

Offices need to be developed in strategic locations in order to achieve the complete communities policies and the sustainable development objectives. Therefore major offices (over 10,000 m²) will not be permitted in employment areas; they will be directed to Urban Growth Centres, Major Transit Station Areas and along major transit lines. The ROPA will have an urban structure map showing the location of Major Transit Station Areas, and by designating MTSA's consistent with the Regional vision for employment areas and the general urban structure, a consistent regional approach should result.

Smaller offices will be encouraged to locate in a manner to support the complete communities concept, by being within walking or cycling distance of residential areas wherever possible. The Region will need to ensure that these policies are reflected in other parts of the ROP, and are reflected in the area Official Plans as part of their Official Plan reviews.

In accordance with the PPS and the Growth Plan, retail uses are not permitted in employment areas that currently do not permit them. However, some retail uses have been considered as employment uses, and in order to prohibit such retail uses from employment lands, the ROPA could support the local policy framework by including policies precluding large-scale retail uses from employment areas and restricting individual retail uses to 1000 m². The Regional Plan could permit the area municipalities to vary the size and requirements of such a policy.



Potential policies addressing these issues could include:

- The land use map schedule will show Urban Growth Centres and Major Transit Station Areas.
- Major office uses of 10,000 m² will be directed to Urban Growth Centres, Major Transit Station Areas, and other transit nodes and corridors. For example, it may also be appropriate given current policies to include planned Higher Order Transit Station Areas as potential locations, such as areas within the proposed Mississauga Corporate Centres along the Hurontario corridor.
- Office uses of less than 10,000 m² will be encouraged to locate in a manner to support the key concepts of complete communities (near residential areas) and transit support (clustered near transit stations). In large-scale employment areas, stand-alone office uses will be clustered in areas adjacent to transit stations.
- Major retail and commercial uses, including home improvement stores, should not be located in employment areas.
- Retail areas for the sale of goods produced on the premises of a manufacturing use are permitted, provided they are part of the same premises.
- Commercial uses may be permitted in Employment Areas only in order to provide goods and services to the businesses and employees located in the surrounding Employment Area. Such uses shall not be intended to serve a market from nearby residential areas nor passing vehicular traffic, and there must be a demonstrated functional relationship with the surrounding employment area.
- Local municipalities may implement this policy through the regulation of both the nature of uses and size of uses permitted in Employment Areas. In addition, the size of a building or group of buildings in a complex may be limited in order to achieve the relationship between the retail/service uses and their market.

For example, the area municipalities could permit a certain size as of right and require a rezoning for a larger complex. Examples of such policies in a local Official Plan could be:

- Retail and service uses of less than XXX square meters may be permitted through a rezoning, provided they are intended to serve the Employment Area.
- Groupings of retail and service uses may not exceed XXX square meters in size.

6.1.5 Provincially significant employment areas

At this time Provincially Significant Employment Areas have not been defined, with the exception of downtown Toronto and the area around Pearson Airport. For Peel, they could include lands around Pearson airport and lands along existing and proposed 400-series highways. In addition provincially significant areas could include green energy facilities, such as wind, solar and cogeneration.

In the absence of provincially defined Provincially Significant Employment Areas, the Regional Plan could contain policies that refer to the strategic importance of employment lands around Pearson airport and lands along existing and proposed 400-series highways. It is recommended



that a “Strategic Corridor” be designated on the lands along the GTA-West highway alignment and along the North-South Corridor in Northwest Brampton/ Caledon. This will provide long-term direction on the preferred land use for these lands. The OP will need a policy that defines a strategic corridor and gives direction on the nature of the employment uses that should be planned for the lands.

Potential policies addressing these issues could include:

- Lands next to 400-series highways, the proposed GTA West highway and the north-south corridor in northwest Brampton are considered to be strategic employment lands, and such lands will be used in the long-term use as employment lands. The Plan designates these general locations as Strategic Corridors and does not allow any use in this area that would mitigate against their use for employment purposes in the long term. The Region will consider these Corridors in any long term planning for major infrastructure.
- The land use map schedule will show a “Strategic Corridor” along the GTA-West highway alignment and along the North-South Corridor in Northwest Brampton/ Caledon.
- Peel recognizes the importance of the Pearson International Airport, and recognizes the lands surrounding the airport as provincially significant employment land. These employment lands will be a priority area for infrastructure investment to ensure their continued economic importance. However, before a decision is made to use this term, the implications and effect should be determined.

6.1.6 Density of development in employment areas

In order to meet the Growth Plan requirement of 50 persons and jobs per hectare for greenfield areas, the calculation can be determined:

- for the Region as a whole;
- by area municipality;
- with different density targets for residential and employment lands.

It has been generally agreed by Peel and the area municipalities that the target will be determined for the Region as a whole in order to permit flexibility in interpretation and in order to accommodate a variety of employment types; in particular to permit space-extensive industries to continue to locate in Peel. A policy to permit low density areas for space-extensive industries is needed because these uses have been identified as important uses for Peel, particularly around Pearson airport and adjacent to 400-series highways.

It is important to note here a finding from Section 4.2 of this study; specifically that work-at-home employment should be counted within residential areas for Growth Plan density purposes. Every new residential area will contain a certain amount of work-at-home employment, which should be counted in addition to the residential population, to ensure all employment across the Region is accounted for in the calculations.

Higher density nodes could be designated for employment areas when the employment area contains a major transit station, or can be required in area OP's. Policies relating to offices in nodes were developed in section 6.1.4 above.



Potential policies addressing these issues could include:

- Peel will ensure the development of greenfield areas is in conformity with the Growth Plan's target of 50 persons and jobs per ha. The conformity will be determined by Peel as an overall calculation of all greenfield areas in the region, and will be calculated and monitored annually.
- Peel will encourage area municipalities to designate higher density nodes within employment areas around Major Transit Station Areas (MTSA).
- Peel will designate MTSA's conceptually on a map schedule.

6.1.7 Other Considerations

The location of employment lands in Peel has generally been related to major infrastructure, as particularly evidenced by the employment area around Pearson airport. There is a need to recognize the strategic nature of lands around 400-series highways for employment, and this is related to the provincially significant employment areas that are discussed in section 6.1.5. There was some consideration of the need for a policy around the Brampton Airport, and it was agreed that such a policy would be premature as there are no current plans to extend servicing to this area. A policy on availability of servicing for employment lands is recommended. The policy could also state that servicing will be based on the availability and the need for the employment lands.

The employment land policies should implement and reflect any new sustainability policies of the Official Plan. One way to achieve sustainability is to encourage LEED buildings, and the ROPA may consider policies encouraging and promoting LEED buildings. In addition, it should be clear that renewable energy production is promoted, and is permitted in all employment land use designations in the regional and area plans.

Policies to specifically plan for transit to employment areas and for higher-order transit at employment areas with nodes or higher density development would implement the Growth Plan. A map schedule showing roads that are used for goods movement could be one way of emphasizing the need for consideration of goods; but such a policy needs to be tied to the overall transportation strategy in the OP.

Potential policies addressing these issues could include:

The provision of services (water, wastewater and roads) to employment areas will be determined by the Region through consultation with the area municipalities, and will be based on the availability of servicing and the need for the employment land.

All employment areas are to be developed in accordance with sustainable development concepts, as outlined in the policies in section 1.3.5 of this Plan. In particular, LEED buildings will be encouraged, including buildings with green roofs. Area Official Plans and Zoning By-laws will permit renewable energy production in appropriate locations including employment areas.

The development of employment areas is to be planned so that complete communities are developed, in accordance with the policies in the provincial Growth Plan and in accordance with the policies elsewhere in this plan.



A map schedule showing the goods movement network in Peel will be considered for inclusion in the Plan and will provide guidance for the location of future employment areas.

6.1.8 Policies for other parts of the Peel Official Plan

Employment Lands Goals

The existing goals are very broad and it may be appropriate to add goals for employment lands. Some potential goals are:

- helping to attract and retain employment in Peel;
- providing a wide variety of employment areas reflecting the needs of the economy;
- concentrating higher density employment uses;
- locating employment uses in proximity to major transportation infrastructure;
- sustainability; and,
- provide infrastructure required by employment lands.

As discussed in section 6.1.4 above, to implement the policies for office development, there should be policies in another section of the ROP that direct large-scale offices to UGCs and MTSAs.

As discussed in section 6.1.7 above, policies should be included in the transit or transportation section of the ROPA to specifically plan for transit to employment areas and for higher-order transit at employment areas with nodes or higher density development. The ROP can have an urban structure map showing the location of Major Transit Station Areas, or the area municipalities can be left to do this.

Regional Council has delegated the responsibility to establish the density target for the Mississauga Urban Growth Centre to the City of Mississauga Council.

Potential policies addressing these issues could include:

- Major office uses of 10,000 m² will be directed to Urban Growth Centres, Major Transit Station Areas, and other transit nodes and corridors.
- Transit to employment areas will be planned with a priority given to higher-order transit to employment nodes that contain MTSAs.



7. Monitoring Strategy

A monitoring strategy should be part of a new Official Plan. Some recommendations for monitoring policies are:

- Track inventory of employment lands
- Development along new 400-series highways
- Transit in employment areas
- Retail trends on employment land
- Offices on employment land
- Density of Greenfield areas

Inventory of employment lands

This study has provided an inventory of employment lands, and has determined the location and types of employment land for Peel and for each area municipality, with projections into the future. Future inventories should be taken, at least every five years, so that the targets in the new Official Plan policies can be reviewed and revised if necessary, to ensure continued conformity to the Growth Plan, and so that it can be determined whether additional employment lands are needed. The employment lands inventory developed as part of the current Employment Lands Project can provide a baseline of information for these purposes.

Each five-year review of employment land will contain at a minimum:

- Inventory of employment land by type of use by municipality
- Absorption rates by type of use by municipality
- Comparison with the employment targets in the Growth Plan
- Comparison with the employment and employment land targets in the Peel Official Plan

Development along new 400-series highways

This report has taken the viewpoint that some of the best employment lands are those that are along 400-series highways. The take-up and development of such lands should be monitored through time to determine whether the policies in the ROPA that require that lands along 400-series highways be the first choice for employment remain appropriate. This also needs to be monitored to determine whether the lands should also be designated as provincially significant employment lands.

Transit in employment areas

The accessibility of employment areas is important for achieving the employment lands goals, and accessibility to transit is particularly important. Peel does not provide transit services, but Peel needs to ensure that appropriate transit is provided to employment areas so that the



employment areas can reach their full potential and achieve the objectives of the ROP and the Growth Plan, including transit service to major office nodes. Therefore, Peel needs to monitor the provision of transit service and provide co-ordination and advice to the area transit operators in terms of improving transit to employment areas. In addition, Peel needs to identify service gaps, and identify service needs, particularly in terms of inter-municipal service between the three Peel area municipalities, and to provide advice on connections to provincial service.

Retail trends on employment land

Policies have been provided in the draft ROPA on retail uses, and prohibitions have been recommended to prevent large-scale retail uses from locating on employment lands. In addition, a policy has been recommended to restrict the size of retail uses in employment areas. These prohibitions should be monitored to determine:

- Whether applications are being made for major retail uses in employment areas
- Whether quasi-retail uses are being accepted as legitimate employment uses
- Whether applications are being made to increase the maximum size of retail uses in employment areas
- Whether there are any other retail trends that may have an effect on employment lands

Offices on employment land

Policies have been provided in the draft ROPA on office uses too, and restrictions on office size have been recommended to encourage offices in UGCs and MTSAAs rather than in employment areas. These restrictions should be monitored to determine:

- Whether applications are being made to permit offices within employment areas
- Whether offices are locating in UGCs and MTSAAs,
- Whether offices are locating in employment areas in other municipalities where there are no restrictions on offices in employment areas.

Density of Greenfield areas

The Growth Plan requires that the density of development in greenfield areas be 50 persons and jobs per ha. Peel and the area municipalities have determined that these calculations will be determined for the Region for all greenfield areas as a whole, in order to permit flexibility of interpretation. Accordingly, the density of development in greenfield areas will be calculated by the Region periodically, in cooperation with the area municipalities.

As noted above, work-at-home employment should be counted within residential areas for Growth Plan density purposes. Every new residential area will contain a certain amount of work-at-home employment, which should be counted in addition to the residential population, to ensure all employment across the Region is accounted for in the calculations. To the extent that tracking work-at-home employment is possible, this should be monitored and associated assumptions revised to reflect emerging trends over time.



Appendix A - Summary of Alternate Forecast Methodology and Findings

As noted in Section 4 above, the consulting team feels it is important when forecasting employment lands requirements on a 25-year horizon, to use multiple methods of calculation to ensure that the findings of any one forecasting methodology are reasonable.

In employment lands forecasting, the absorption rate method has been a traditional approach used to assess the reasonableness of forecasts prepared using other methods. This method of calculation uses the historic rate of employment land absorption (development) to project future requirements.

The limits of this methodology are that it assumes prior history is an indication of future performance. In Peel Region at this time, this assumption is questionable – Mississauga is approaching build out of its supply of employment lands, meaning absorption rates are likely to slow down, and development pressures and new infrastructure investments in the north portion of the Region are likely to shift patterns of demand. It is our view that, as a consequence, the patterns of employment land absorption will continue to shift northward in the Region over the forecast period, and that prior levels of absorption by municipality will change.

Despite this fact, the absorption rate method can provide a useful benchmark to understand the scale of change forecast using other methodologies, and at least in terms of the absorption rate for the Region as a whole, can provide a reference point for the reasonableness of the forecasts.

The tables below summarize the absorption-rate based forecast undertaken by MKI for Peel. Ten-year (1997-2006) and five-year (2002-2006) average absorption rates are shown for the three area municipalities, and the Region as a whole. The rate of absorption forecast in the Land Budget, using the employment forecast based methodology, is shown at right.

Historic Absorption (net ha./year)	10-Year Avg	5-Year Avg	Land Budget
Brampton	89	91	90
Caledon	20	23	29
Mississauga	61	49	32*
Region of Peel	170	163	152

* assumes remaining supply absorbed over 25 year forecast period, with build out in 2031.

The pattern of absorption reflects the shift in demand to the northern municipalities, as Mississauga's pace of absorption slows as it approaches build out during the forecast period. Overall, the pace of absorption for the Region as a whole is consistent with the pace experienced in the recent past. The slightly lower overall total reflects the slower rate of absorption of the remaining lands in Mississauga, as that municipality will reach build-out within the forecast horizon.



Appendix B - Review of Employment Lands in Nearby Municipalities

Today's very high land costs are causing some firms to seek new locations in lower cost areas, including moving beyond the Greenbelt. However, the strengths of Peel's location include excellent highway access, centrality to the rest of the GTA, intermodal facility and Pearson airport, and a large and diverse workforce – factors that have made Peel's employment lands the most expensive in the GGH.

Despite high costs, Peel's supply of lands is well positioned in terms of the Region's competitiveness. This section reviews the employment lands located in close proximity to the Region of Peel. It focuses on the areas with considerable existing vacant capacity; specifically, North Oakville and the 401 lands in Halton Region, and the Vaughan Enterprise Zone (427 East and West and OPA 19 employment areas). While these are the most directly competitive lands, it is important to consider the broader context of the competitive landscape in terms of employment lands in the GGH; the section concludes with a discussion of the broader GGH supply picture.

City of Vaughan

Vacant employment lands in the City of Vaughan constitute approximately 48 percent or 1,269 net hectares of York Region's net employment lands inventory of 2,894 net hectares. However, a significant proportion (approximately 682 net hectares) of this vacant employment land is located in the Vaughan Enterprise Zone in western Vaughan, east of Highway 50, north of Highway 7 and limited by lack of expressway access and servicing. Ongoing environmental assessment studies to extend Highway 427 to the CP Rail Intermodal Yard will determine the alignment of the highway and are the key elements likely to affect these lands coming on stream and to offer substantial competition to employment lands in Peel.

Unlike the high-density industrial condominium development found in areas including Richmond Hill and Newmarket, or the concentration of major office uses in Markham, the development of employment lands in Vaughan bears greater similarity to that visible in neighbouring Brampton and Caledon. Existing employment areas include the Vaughan 400 Employment Area, which employs over 13,000 people, and the Vaughan 400 North Employment Area which employs over 5,000 people. Both are both dominated largely by single storey industrial buildings with manufacturing and construction activity. Newer areas such as the Pine Valley Business Park have seen the development of prestige industrial uses. Overall employment land densities in Vaughan have been calculated at 49 jobs per hectare inclusive of major office and at 47 jobs per hectare excluding major office.

North Oakville

The employment lands in the older parts of Oakville have developed along the QEW and the Highway 403 link, indicating the importance of highway connectivity to such facilities (Figure 6.1). Very few vacant parcels remain on these lands, as can be seen in Table 6.1, with the exception of the Winston Park West lands and the Burloak lands. As the Winston Park West lands are not currently serviced, the only district with a range of serviced vacant parcels is the Burloak district.

As of December 2007, the overall amount of vacant and occupied land in Oakville is estimated to be as follows.



Oakville Employment Lands Supply

	Occupied	Vacant	Total
Existing districts	1,168	278	1,446
North Oakville East	0	300	300
407 West and Sixteen Hollow	0	250	250
Total (hectares)	1,168	828	1,996

Source: Economic Development, Town of Oakville

New employment areas have been designated in north Oakville along Highway 407, and these lands are not serviced. For the lands west of Sixteen Mile Creek, a secondary plan is being prepared for the two employment land areas named 401 West and Sixteen Hollow. It is expected that 250 hectares of employment land will be designated in the secondary plan.

For the lands east of Sixteen Mile Creek, it is expected that servicing will be provided after the residential lands in north Oakville are serviced, as the services have to be installed through the residential area first. There are approximately 300 hectares of employment land in this area.

Milton and Halton Hills

A substantial and rapidly developing employment area exists along Highway 401, immediately west of the Region of Peel in the Town of Halton Hills and Town of Milton. This area is immediately west of the new north-south highway connection in Brampton.

Milton's urban expansion policies prioritized growth in the Phase 1 employment lands, located on the north side of Highway 401 between Highway 25 and James Snow Parkway. Services have recently been extended to the Phase 1 area. The Phase 2 area has been designated south of Highway 401 on the east side of the Milton urban area. As of late 2007, about 200 hectares of vacant land exists in the Phase 1 business park, while about 780 hectares exists in the Phase 2 area.

Halton Hills had approximately 225 hectares of land available in the 401 corridor in late 2007. This employment corridor is approx 9km long extending from James Snow Parkway to Winston Churchill Boulevard in Georgetown and Acton along Highways 401 and 407.

There are a wide variety of parcel sizes available in both the Milton and Halton Hills employment lands, including parcels of under a hectare to very large parcels. At the present time there are no real constraints on the employment lands in Milton aside from servicing Phase 2 of the business park. In Halton Hills, The western part of the Highway 401/407 corridor currently has water and wastewater servicing, between James Snow Parkway and Fifth Line. The land between Fifth Line and Trafalgar Road will be serviced in 2008. The eastern half of the Highway 401/407 corridor east of Trafalgar Road does not have water and wastewater servicing; any current industrial development there is without services.

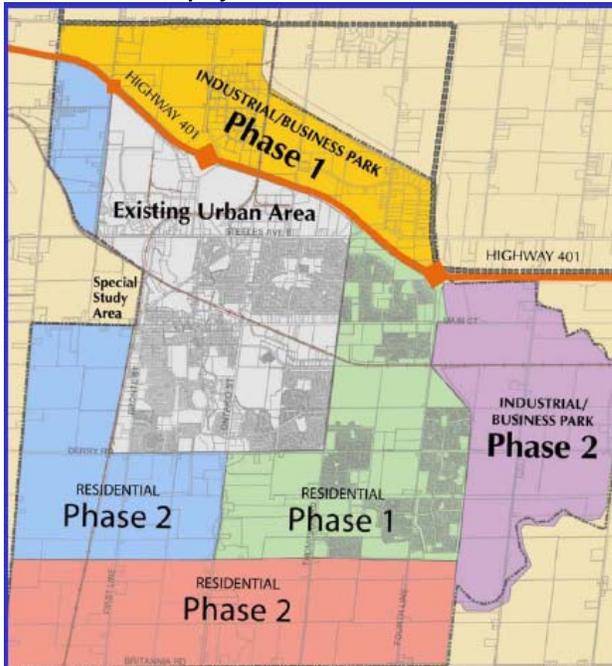
In Milton, Phase 1 and Phase 2 lands are designated in the Official Plan as Employment area, Business Park area and Industrial area. Use permissions are for light industrial and office uses in virtually all areas, and heavier industrial uses only in designated and zoned "Industrial Areas". In Halton Hills, the uses permitted in the gateway and prestige industrial designations of the Highway 401/407 business park are business and professional offices, computer electronics or data processing establishment, exhibition or conference facilities, wholly enclosed industrial and/or manufacturing use, restaurants, research facilities, warehouse use conducted wholly



within an enclosed building, telecommunications services, and ancillary and complementary uses. The Gateway Zone also permits hotels.

Together, these employment areas along the 401 are probably the most directly competitive lands with those in Peel Region, with the exception of the southern portion of the Vaughan Enterprise Zone. The Halton Hills and Milton lands have excellent transportation access.

Distribution of Employment Lands in Milton



Source: Economic Development, Town of Milton



APPENDIX C - Emerging Practice - Other GGH Municipalities

Note: the following information was compiled in autumn, 2008. Since that date, Regional Official Plan updates have proceeded in GGH upper-tier municipalities and as such, some policy directions or initiatives may have evolved since that time.

C.1 Selected policies from other GGH Upper-Tiers

Halton - Official Plan policies

The current Halton Official Plan was approved by the Ministry of Municipal Affairs in 1995, and a consolidated version dated August 17, 2006 is available. The basic land use designations in the Halton Official Plan are Urban, Rural and Greenlands. The Halton Official Plan does not determine the location of employment lands as the designation of employment lands is undertaken by area municipalities in their Official Plans. The time horizon for the Plan is 2021.

In the Urban Area policies in sections 73 to 77, the Plan gives targets in Table 1 for the amount of employment by area municipality to the year 2021 and policy 77(4) a) requires the designation of sufficient employment lands to meet the employment targets. Policy 77(4) d) restricts the re-designation of employment lands to other uses.

The Official Plan also contains policies for employment lands in its Economic Development policies in section 168 to 170. Policy 170(3) requires that a ten-year supply of employment land be provided at all times for the Region as a whole, and policy 170(4) encourages the phasing of the development of employment lands concurrent with nearby residential lands. Policy 170(5) requires Halton to prepare an Economic Development Plan that, amongst other things, evaluates employment land supply. Policy 170(8) requires Halton to maintain an up-to-date inventory of vacant employment lands.

York - Official Plan policies

The current Official Plan was approved by the Ministry of Municipal Affairs in 1994, and a consolidated version dated September 1, 2007 is available. The basic land use designations in the York Official Plan are Urban area, Rural area, Towns and Villages and a Greenlands system and the Oak Ridges Moraine area. The York Official Plan does not determine the location of employment lands as the designation of employment lands is undertaken by the area municipalities in their Official Plans. The time horizon for the Plan is 2026.

Chapter 3 of the Official Plan is entitled Economic Vitality and contains policies on economic development. Policy 3.2.1 a) requires that a diversity of zoned sites are available for businesses. Policy 3.3.2 requires that the Region, together with the area municipalities, monitor the location, type and characteristics of business and the supply of serviced land for new business. Policy 3.3.3 requires that employment areas be planned to accommodate a variety of business uses, including areas that are transit-accessible and mixed-use areas, and that new employment areas be compact, with a density of 50 workers per gross hectare.

Chapter 5 contains population and employment forecasts for each area municipality by five-year increments to the year 2026. Section 5.2 of the Plan acknowledges that Map 5, which shows the regional structure, does not contain sufficient urban areas to accommodate the forecasts. The



Plan states that further planning is needed and amendment to the Plan may occur. A focus for intensification is in the Centres and Corridors, areas that can be effectively serviced by transit, and where mixed-use development is encouraged.

It has been the practice in York Region for expansions to the Regional urban boundary to occur through area municipalities applying to amend the Regional Plan in order to achieve the population or employment targets set by the Region.

Durham - Official Plan policies

The current Official Plan was approved by the Ministry of Municipal Affairs in 1993, and a consolidated version dated June 5, 2008 is available. This version includes OPA #114 which includes major updates to the Plan, but does not include Growth Plan conformity. The basic land use designations in the Durham Official Plan on Map A are Living area, Employment area, Regional Nodes, Agricultural area, Open Space system and Rural Settlements. Unlike the other regional plans, the Durham Official Plan does designate areas specifically for employment lands. The time horizon for the Plan is 2021. The reason for designating employment lands in the Durham Official Plan was a decision made in the first OP on 1978, and this practice has been continued over the years.

In Section 3 Economic Development, policy 3.3.2 requires that at least a five-year supply of serviced employment land be maintained at all times. Policy 3.3.4 requires the Region to undertake regular surveys and forecasts to monitor progress in achieving employment targets. Policy 3.3.5 provides targets for employment in each area municipality for the year 2021, and breaks the targets down by major office development, employment areas and population related employment. Policy 3.3.7 lists items that Durham will request from the federal and provincial governments to improve accessibility to employment lands, including:

- providing for the immediate widening of Highway 401;
- providing for the immediate construction of Highway 407; and,
- expediting the construction of an airport on the Federal Airport Land.

Section 11 contains policies for Employment Areas. Policy 11.3.1 lists the uses that are permitted in employment areas as “manufacturing, assembly and processing of goods, services industries, research and development facilities, warehousing, business parks, limited personal service uses, hotels, storage of goods and materials, retail warehouses, freight transfer and transportation facilities”. Policies 11.3.2 to 11.3.7 contain provisions for business parks, including locational criteria, retail uses permitted and design criteria. Policies 11.3.17 to 11.3.20 provide criteria for the location of retail warehouses in employment areas.

Section 13 contains policies for rural settlements, and includes policies for employment areas in the rural settlements. In general, policies 13.3.27 to 13.3.31 discourage the enlargement of rural employment areas.

The Durham Official Plan provides considerably more direction on employment areas than in any other regional Official Plan. At the time of writing, Durham was in the process of considering OPA 128, a substantial revision to the land use structure of the region and associated policies, to implement the outcome of the Growing Durham growth management process and achieve conformity with Places to Grow.



Waterloo Region - Official Plan policies

The current Official Plan was approved by the Ministry of Municipal Affairs in 1995, and a consolidated version dated September 30, 2006 is available. The basic land use designations in the Waterloo Official Plan are City Urban Area, Township Urban Area and Agricultural Resource Area. In some of the rural townships there is also an agricultural resource area / future township urban area designation. The Waterloo Official Plan does not determine the location of employment lands as the designation of employment lands is undertaken by the area municipalities in their Official Plans. The time horizon for the Plan is 2016.

Chapter 7 of the Official Plan is entitled Regional Settlement Patterns. Table 7.2 contains employment forecasts for 2016 for the City Urban Area and for the Township Urban Area (forecasts are not broken down by area municipality).

Chapter 8 of the Official Plan is entitled Economic Vitality. This chapter directs the Region in policy 8.1.1 to develop an Economic Strategy, and in policy 8.1.2 to develop an Economic Profile. There are no policies addressing availability or location of employment land.

C.2 Current Policy Directions – Selected GGH Upper-Tiers

The new provincial policies will require changes to regional and area Official Plans to achieve conformity. This section provides a review of the policies that the other regions are considering changing.

Halton

Halton Region is undertaking a growth management initiative called the Sustainable Halton Plan. Technical background reports were prepared in 2007, including “Urban Structure: Potential Long-term Growth Areas” by Hemson Consulting. This report evaluated the needs for employment and residential land in Halton. The report concluded that additional employment lands of approximately 600 ha are needed for growth to 2031. The next stage of Sustainable Halton will be determining the location for new employment lands. A map in the Hemson study shows the potential future areas that could be considered for employment lands. The selection of new employment lands will be completed by the end of 2008, and an Official Plan amendment showing the location of new employment lands will be prepared by June 2009. At this time there is no information on whether the existing employment land policies in the Official Plan will remain the same or will change.

York

In April 2007 York Region released several reports entitled “Planning for Tomorrow”, and the report “2031 York Region Land Requirements” contained calculations on the need for employment land. The employment land within the existing Official Plan designations is sufficient to satisfy the need up to the year 2020. The report concluded that expansion of the urban envelope would be required to satisfy demand for employment land up to 2031 and beyond.



The York region employment forecast is a higher forecast than the Places to Grow forecast – for 2031 it is 801,400 instead of 780,000. York has calculated the amount of land needed in the outside the existing urban envelope for future employment to the year 2031 to be 2200 ha.

On May 15, 2008 York Council adopted a staff report on Strategic Employment Corridors that identified locations for strategic, regionally-significant employment lands outside of the current urban boundaries, or within the “white belt”. Locations identified were in Vaughan along Highways 400 and 427, along Hwy 407 in Markham and along Hwy 404 in Richmond Hill, Aurora, East Gwillimbury and Georgina. The report recommended designating the lands along Highway 400 in Vaughan in the fall 2008 through ROPA 52, as there is a current need for additional competitive employment lands.

York has not determined whether they will designate all employment lands or strategic, regionally-significant employment lands in the ROP. They are considering some form of long-term protection of employment lands in the ROP.

The timetable for the conformity exercise is:

- Phase 1 - background studies and options were reviewed.
- Phase 2 - review future growth scenarios that were developed from the Phase 1.
- Fall 2008 Phase 3 – public engagement and consultation on a series of potential growth scenarios with stakeholders prior to making a recommendation to Regional Council on a preferred growth scenario.

Durham

Background reports for the OP Review were begun in 2005, and the review of the Official Plan began in 2006. One of the background reports was “Employment Land Needs Analysis” by C. N. Watson and Associates in October 2005. The report forecast a shortage of employment land in Durham by 2031 of 422 ha.

In April 2006 Durham had completed an Official Plan Review and had a draft OP for review; this plan included some lands for urban expansion, including new employment lands. The following month, June 2006, the Provincial Growth Plan came into effect, so the draft OP was not finalized, as Durham now will revise their draft OP to conform to the Growth Plan.

In July 2007 Durham started a Growth Plan Implementation Study, and the study builds on the OP Review work. A report was released in December 2007, which gives initial growth assessments and background information. Employment land needs were reviewed in this report and it was concluded that 418 ha of additional employment land is needed to 2031. Seven growth scenarios are being evaluated and when the analysis of the scenarios is completed, the location of new employment lands will be determined. Final recommendations of the Growth Plan Implementation Study were prepared in late 2008 and preparation of a Regional Official Plan amendment has been ongoing in early 2009.

Waterloo

The Region of Waterloo completed a Regional Growth Management Strategy (RGMS) in June 2003, and in 2004 began preparation of a new Official Plan. Open houses were held in 2005 to begin the review process. With the release of the Provincial Growth Plan in 2006, the OP Review program was expanded to include conformity to the Growth Plan. A draft OP is underway and is scheduled for release this spring. A final draft is targeted for the end of 2008.



The Regional Growth Management Strategy in 2003 contained a goal entitled “Fostering a Strong Economy”, and the Strategy recommended the development of new employment areas. Further studies were undertaken in 2004 and 2006 and two locations were chosen, one next to the Waterloo Regional Airport (the East Side Community) and the other at Highways 97 and 401. The East Side study area consisted of approximately 3700 ha of land in Woolwich Township and Cambridge. After studying the area, the Region selected 300 ha of employment lands to add to the City Urban Area designation. The 97/401 area consisted of approximately 260 hectares in the North Dumfries Township; this area was identified through the RGMS as a key location for logistics related industries. After studying the area, the Region selected 100 ha of employment lands to add to the Township Urban Area designation. These lands will be added to the urban area through the new OPA in December 2008.

Some new directions are being considered in the OP Review:

- urban expansion for employment lands cannot be justified only on the basis of employment land needs at the area municipal level; supply in the regional context must be considered;
- future expansion of employment lands to be related to existing or proposed regional infrastructure;
- relating new employment areas to the goals of creating complete communities; and,
- considering protecting lands near major transportation facilities, but the challenge is what is major.