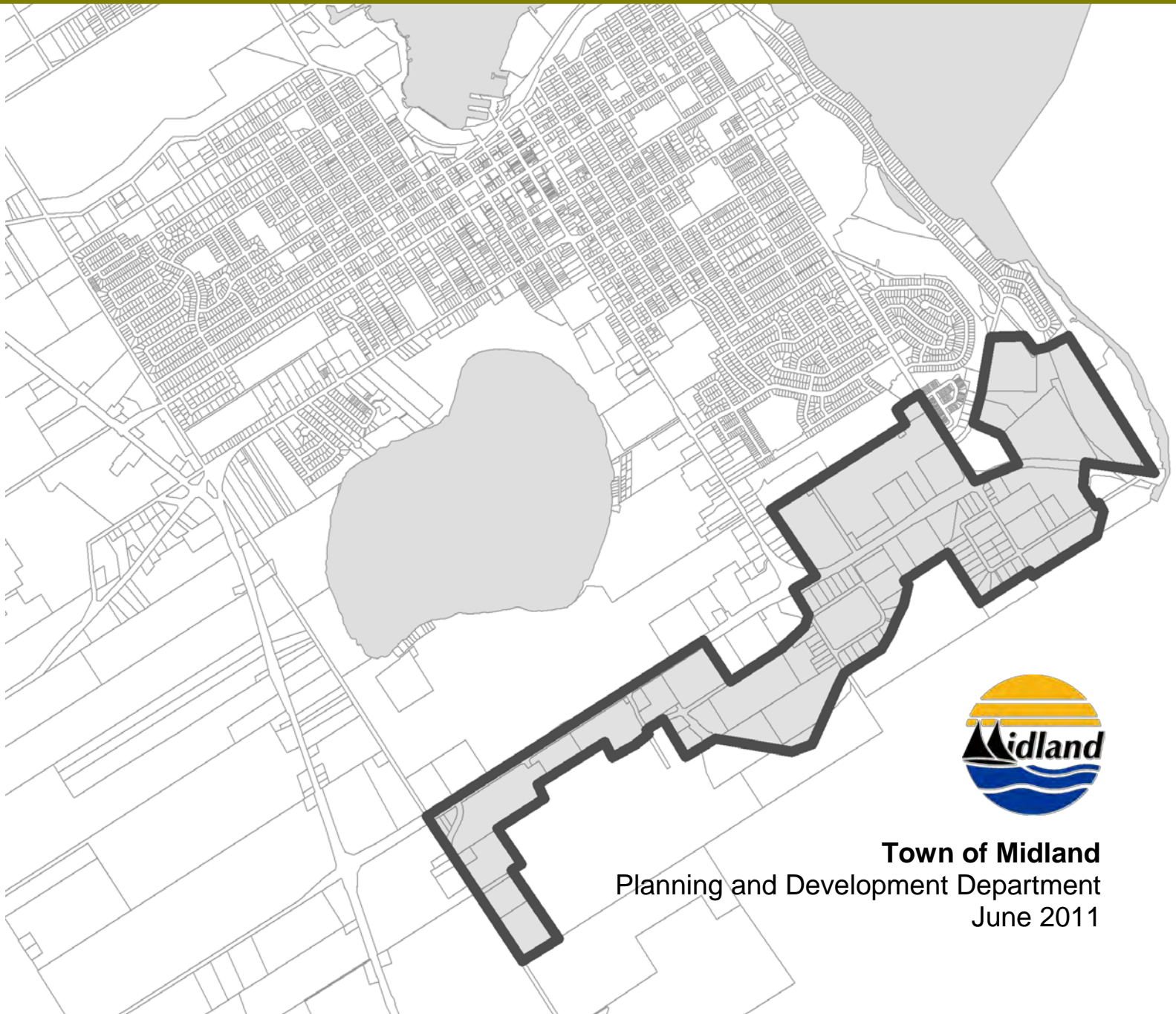




# EMPLOYMENT AREA POLICY REVIEW



**Town of Midland**  
Planning and Development Department  
June 2011

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# 1

## Introduction

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The Town of Midland Official Plan was adopted by Council on December 16<sup>th</sup>, 2002 and was approved by the County of Simcoe, with modifications, on June 24<sup>th</sup>, 2003.

Since the approval of the Official Plan in 2003 there have been many changes to Provincial planning legislation, policy and plans. Changes to the *Planning Act* in 2004 and in 2007, a new Provincial Policy Statement in 2005, the new *Places to Grow Act* in 2005 and the Growth Plan for the Greater Golden Horseshoe in 2006 have all changed the legal and policy frameworks for planning in the Town and have obligated the Town to reflect these changes in its planning program and Official Plan. The Province, through these changes, has strengthened its policy-led planning system that requires all municipalities to meet the policy directions set out in the *Planning Act*, the Provincial Policy Statement (PPS), as well as the Growth Plan for the Greater Golden Horseshoe. The *Planning Act* and the *Places to Grow Act* place important obligations on the Town in respect of a review and update to the Town's Official Plan.

The Town of Midland initiated its OFFICIAL PLAN REVIEW AND UPDATE PROJECT (OPRUP) in 2008. The major objectives of the project were to update the Town of Midland Official Plan in relation to the 2005 Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe (conformity exercise), and the new County of Simcoe Official Plan. Significant work had been completed, including a series of Visioning Workshops, the development of four (4) background reports and a series of open houses to obtain public input. The original Work Plan was to see the completion of the project and the adoption of an amendment to the Official Plan in December 2009.

On June 4, 2009 the Ministry of Energy and Infrastructure released the *Simcoe Area: A Strategic Vision for Growth* discussion paper (<http://www.placestogrow.ca>). The Discussion Paper lays out a strategy and direction for growth planning for the Simcoe area, which includes Simcoe County and the separated cities of Barrie and Orillia. The Strategic Vision proposes an amendment to the Growth Plan that sets out an urban structure and population and employment allocations that significantly differs from the urban structure and allocations contained within the adopted County of Simcoe Official Plan. The release of the Strategic Vision has delayed the Provincial review and approval of the new County of Simcoe Official Plan. This has resulted in an unprecedented level of uncertainty in the planning system in the County that made it impossible for the Town to continue with its Official Plan update. Council, on July 27, 2009, passed Resolution No. 2009-297 to put on hold any further work on the OFFICIAL PLAN REVIEW AND UPDATE PROJECT until such time as the uncertainty is removed from the planning environment in the County.

In response to the significant delays in the Provincial review of the new County Official Plan, the County of Simcoe appealed on December 7, 2009 to the Ontario Municipal Board the Ministry's failure to give a Notice of Decision within the prescribed time period.

The Province, in June of 2009, granted an extension to the Town of one year (to June 16, 2010) for it to bring its Official Plan into conformity with the Growth Plan for the Greater Golden Horseshoe. The June 16, 2010 deadline has passed and the Town, for the reasons noted above, has not completed its Growth Plan conformity exercise with the Growth Plan. Although fully aware of this legislative deadline and aware that the delays are as a result of the delays in the release and approval of the amendment to the Growth Plan for the Simcoe Area, the Province has provided no certainty with respect to when and the length of any further extension for the Growth Plan conformity deadline.

One of the critical Growth Plan conformity issues that the Town was to address in the OPRUP was the requirements of Section 2.2.6.5 of the Growth Plan. Generally, Section 2.2.6.5 of the Growth Plan addresses the conversion of lands within areas of employment to non-employment uses only through a municipal comprehensive review. The comprehensive review must demonstrate compliance with a series of criteria in order to permit the conversion of employment lands to non-employment uses.

In light of current interest in industrial lands in the Town for non-employment uses, and in light of the delays in the Provincial planning for the Simcoe area and its impacts on the Town's planning programme, the Town decided to initiate a policy review in respect of the requirements of Section 2.2.6.5 of the Growth Plan. Council, at its April 26, 2010 meeting passed the following motion to initiate this study:

***THAT THE TOWN OF MIDLAND INITIATE AN EMPLOYMENT AREA POLICY REVIEW AND OFFICIAL PLAN AMENDMENT IN ORDER TO BRING THE MIDLAND OFFICIAL PLAN INTO CONFORMITY WITH THE REQUIREMENTS OF 2.2.6.5 OF THE GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE.***

On October 28, 2011, the Province released the proposed Amendment 1 to the Growth Plan for the Simcoe Sub-Area. The proposed amendment to the Growth Plan includes the following major elements:

- A strong settlement-centred urban structure would be created for the Simcoe Area, comprised of the Urban Nodes of Collingwood, Bradford, Alliston, Orillia, Barrie and Midland-Penetanguishene. Barrie would be the anchor Urban node at the centre of this new urban structure to which the majority of future growth would be directed. Midland and Penetanguishene have been designated as an Urban Node as was requested by the two Towns and the County of Simcoe.
- The proposed population and employment allocations for the Town of Midland are set out in the Table 1 below. The table shows the proposed allocations in the Simcoe Area Amendment and comparisons with those included in the adopted County OP and in the Simcoe Area Vision discussion paper released on June 2nd last year.

The Ministry sought input on a number of issues including proposed alternative intensification targets and density targets for Greenfield areas and a time frame for the Town to bring its Official Plan into conformity with the Growth Plan amendment. The Ministry provided a 95 day consultation period for the submission of comments on the Proposed Simcoe Area Growth Plan amendment with a deadline of January 31, 2011.



The proposed Amendment may be amended by the Minister based on the comments and submissions received and will then be submitted for approval to the Lieutenant Governor in Council (Cabinet) in accordance with the Places to Grow Act 2006. There is no indication when approval under the Act will occur.

**Table 1**

Allocations to 2031	Proposed GP Amendment	County OP	Difference	Vision Document	Difference
Population	22,500	19,700	+2800	19,000	+3500
Employment	13,800	16,000	-2200	13,800	-

On March 25, 2011 the Minister of Infrastructure referred the proposed Growth Plan Amendment 1 to the Office of the Provincial Development Facilitator (PDF) to work with the municipalities in the Simcoe Area. The PDF has been requested to review and consider a wide range of growth planning issues before the Ontario Government proceeds with the proposed Amendment. The PDF has been requested to report back to the Minister, with recommendations, by November 1, 2011.

## 1.1 Goals and Objectives

The goal of this report is to complete the comprehensive review component of the Town's OPRUP in respect of the policy requirements of Section 2.2.6.5 of the Growth Plan for the Greater Golden Horseshoe and to achieve the following objectives:

- To identify the Town's strategic Employment Areas which would be subject to the requirements for a municipal comprehensive review under Section 2.2.6.5 of the Growth Plan prior to the consideration of conversion applications.
- To identify those Employment Areas would not meet the Growth Plan definition and that are candidates for conversion and that would not be subject to a requirement for a municipal comprehensive review under Section 2.2.6.5 of the Growth Plan.
- To develop policies for a municipal comprehensive review, the protection of employment areas, and other relevant employment area planning issues to update the Town's Official Plan in accordance with the policies of 2.2.6.5 of the Growth Plan for the Greater Golden Horseshoe.
- To identify employment area policy issues that should be addressed in the balance of the Town's OFFICIAL PLAN REVIEW AND UPDATE PROJECT.

The report is divided into six sections, including this Introduction. Section 2 provides the background to the policy context for this review including a review of the *Planning Act*, PPS and the Growth Plan in addition to local policy documents. Section 3 provides the results of a detailed land use survey of the Town's employment areas. Section 4 identifies the conversion criteria and conducts the analysis of the employment areas based on these criteria. Section 5 identifies the proposed strategic Employment Areas

and the Employment Areas that are candidates for conversion to non-residential use. The report concludes in Section 6 with recommendations regarding the amendments required to the Town of Midland Official Plan to bring it into conformity with Section 2.2.6.5 of the Growth Plan for the Greater Golden Horseshoe and other policies issues that should be addressed in the OFFICIAL PLAN REVIEW AND UPDATE PROJECT.

It is not the intent of this report to recommend changes to the land uses designations or zoning of individual properties as set out in the current Official Plan or Zoning By-law. The report will however identify issues in respect of the Town's land use structure and approach to Employment Area planning that should be addressed in the Town's OFFICIAL PLAN REVIEW AND UPDATE PROJECT.

The focus of this report is the Town's EMPLOYMENT AREA designation in the Official Plan and specifically those lands within the EMPLOYMENT AREA designation that are zoned for industrial uses. As noted later in this report, the terms "Employment Area" and "areas of employment" have very precise meaning and are different than the more general terms "employment lands", "employment" or "industrial lands". The earlier terms have detailed planning, economic and land use components that differentiate them from the more general terms and that, where implemented through a comprehensive policy review and Official Plan amendment process, have very specific legal meaning.

For the purposes of this study and based on the current land use structure and approach in the Town, industrial zones will be generally considered synonymous with employment areas. These lands generally are not considered for retail commercial uses with the exception of those that are compatible commercial uses, accessory or ancillary uses that serve the adjacent employment areas. In addition, the Town's major Institutional uses, being the Georgian Bay General Hospital (Midland Site) and Georgian College, are both designated EMPLOYMENT AREA but are zoned institutional. Based on the fact that Georgian College is a major employer, is designated EMPLOYMENT AREA in the Official Plan, is surrounded by mostly industrially zoned lands and has the potential for significant employment growth in the future, this report will consider these lands as EMPLOYMENT AREA. Georgian Bay General Hospital however, although designated Employment Area, is surrounded by the highway commercial zones and uses on the County Road 93 commercial corridor. For this reason, these lands will not be considered Employment Area in this Study. Maps 1 and 2 attached showing the lands designated EMPLOYMENT AREA (Map 1) and those lands zoned Industrial (Map 2) by the Town's Zoning By-law 2004-90.

# 2

## Background Policy Context

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As noted above, since the approval of the Official Plan in 2003 there have been many changes to Provincial planning legislation, policies and plans that impact local municipalities and require them to update their Official Plans. Changes to the *Planning Act* in 2004 and in 2006, the new Provincial Policy Statement in 2005, the new *Places to Grow Act* in 2005 and the Growth Plan for the Greater Golden Horseshoe in 2006 have all changed the legal and policy frameworks for planning in the Town which require updates to the Town's Official Plan. The Province, through these changes, has strengthened its policy-led planning system that requires all municipalities to meet the policy directions set out in the *Planning Act*, the Provincial Policy Statement (PPS), as well as the Growth Plan for the Greater Golden Horseshoe. The *Planning Act* and the *Places to Grow Act* place requirements on the Town in respect of a review and update to the Town's Official Plan particularly in respect of employment area planning policy.

The following sections outline the background policy context in respect of employment area planning policy that applies to the Town of Midland.

### 2.1 The Planning Act

The 2007 changes to the *Planning Act*, brought about by Bill 51, included a number of key changes in respect of planning for Employment Areas. The *Planning Act* now defines "area of employment" as lands designated in an Official Plan for clusters of business and economic uses including manufacturing, warehousing, office, retail uses that are associated with these uses along with facilities ancillary to these uses. In addition, the changes to the Act allow municipalities to plan for and adopt policies respecting the protection of these areas from conversion to non-employment uses.

Where an official plan contains policies dealing with the removal of land from Areas of Employment, there is no appeal in respect of all or any part of an application for an amendment to a by-law if the amendment or part of the amendment proposes to remove any land from an area of employment, even if other land is proposed to be added. The specific sections of the Planning Act are provided below:

1. (1) "area of employment" means an area of land designated in an official plan for clusters of business and economic uses including, without limitation, the uses listed in subsection (5), or as otherwise prescribed by regulation;

(5) The uses referred to in the definition of "area of employment" in subsection (1) are,

- (a) *manufacturing uses;*
- (b) *warehousing uses;*
- (c) *office uses;*
- (d) *retail uses that are associated with uses mentioned in clauses (a) to (c);*  
*and*
- (e) *facilities that are ancillary to uses mentioned in clauses (a) to (d).*

34. (11.0.5) *Despite subsection (11), if the official plan contains policies dealing with the removal of land from areas of employment, there is no appeal in respect of all or any part of an application for an amendment to a by-law if the amendment or part of the amendment proposes to remove any land from an area of employment, even if other land is proposed to be added.*

In order for the Town to utilize the additional powers under the *Planning Act* whereby the right to appeal to the Ontario Municipal Board a refusal by Council of an application for the conversion of "Employment Areas" to non-employment uses, the Town must update its Official Plan to define Employment Areas and identify those areas on the schedules to the Plan.<sup>1</sup>

## 2.2 Provincial Policy Statement

Section 3 of the *Planning Act* requires that all decisions affecting planning matters must be consistent with the Provincial Policy Statement (PPS). Section 1.3 of the PPS provides policy guidance with respect to Employment Areas and directs that economic development and competitiveness be promoted by providing a range and mix of employment lands, providing a diversified economic base, protecting and preserving Employment Areas, and ensuring infrastructure is provided to support current and projected employment area needs. The PPS states that the Town may permit the conversion of employment lands to non-employment uses through a comprehensive review and only where it has been determined that the land is not required for employment purposes and there is a need for the conversion.

Section 1.3.1 of the PPS describes "employment" as including industrial, commercial and institutional uses. Employment area, which is a separate and distinct term from "employment", is defined as 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.

The relevant policies and definitions from the PPS are provided below:

- 1.3 *EMPLOYMENT AREAS*
- 1.3.1 *Planning authorities shall promote economic development and competitiveness by:*

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<sup>1</sup> <sup>1</sup> The terms "Employment Area" and "areas of employment" have very specific meaning within the terms of the *Planning Act* and the *Growth Plan*. As described by OMB member S.W.Lee in the *Menkes v. Toronto* decision (OMB File PL070651) "these last mentioned terms of arts have special meanings and carry with them special legal constraints...".

- a) providing for an appropriate mix and range of employment (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; and*
- d) ensuring the necessary infrastructure is provided to support current and projected needs.*

*1.3.2 Planning authorities may permit 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.*

*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: means*

*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 2005 PPS, approved after the Town's Official Plan was prepared, requires that the Town undertake certain amendments to the Plan to address the requirements of Sections 1.3.1 and 1.3.2 including preserving employment areas for future uses and only permitting conversions through a municipal comprehensive review.



## 2.3 Growth Plan for the Greater Golden Horseshoe

Section 14 of the *Places to Grow Act, 2005* states that a decision under the *Planning Act* made by a Municipal Council that relates to a growth plan area shall conform with a growth plan that applies to that area.

The Growth Plan for the Greater Golden Horseshoe (Growth Plan) released on June 16, 2006, sets out a series of policies with respect to Employment Areas in Section 2.2.6. The policies and definitions in the Growth Plan are similar to the policies of the PPS with regard to protecting and reserving Employment Areas for current and future uses, but generally provide more detail and description than the policies of the PPS. The conversion of lands within Employment Areas to non-employment uses is only permitted through a Municipal comprehensive review and where it has been demonstrated that:

- There is a need;
- The municipality will meet its employment forecasts;
- The conversion will not adversely affect the overall viability of the employment area;
- There is existing and planned infrastructure to accommodate the proposed conversion;
- The lands are not required in the long term for the employment purposes for which they are designated;
- Cross jurisdictional issues have been considered; and
- For the purposes of this policy, major retail uses are considered non-employment uses.

In addition to the above, Section 2.2.6 (9) encourages municipalities to designate and preserve lands within settlement areas in the vicinity of existing major highway interchanges for areas of manufacturing , warehousing, offices and associated and ancillary uses and facilities.

The policies of the Growth Plan are provided below:

### 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.*

#### *Employment Area*

*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.*

#### *Municipal Comprehensive Review*

*An official plan review, or an official plan amendment, initiated by a municipality that comprehensively applies the policies and schedules of this Plan.*

The policies of the Growth Plan in respect of planning for employment uses and Employment Areas, in light of the Town's Official Plan land use structure and policy approach, have three main implications.

First, the Town needs to identify its Employment Areas in accordance with the Growth Plan and the definition. Second, the Town needs to determine an appropriate definition for major retail in the context of the Town of Midland. Third, the Town's major retail commercial nodes and uses need to be removed from the EMPLOYMENT AREAS designation and placed in a separate land use designation much like the DOWNTOWN DISTRICT designation.

For the purposes of this review, the first two implications for the Town's Official Plan can be addressed. The third issue, the separation of the Town's EMPLOYMENT AREAS designation, is outside the scope of this report and should be recommended for inclusion in the Town's overall OFFICIAL PLAN REVIEW AND UPDATE PROJECT.

## **2.4 Planning for Employment in the Greater Golden Horseshoe**

In May 2008 the Province released the "Planning for Employment in the Greater Golden Horseshoe" Discussion Paper to generate discussion and feedback on planning for employment issues and areas. This was in response to Section 5.3 of the Growth Plan where the Province committed to undertaking a review of regional economic issues and employment area planning.

Although released in May 2008 with feedback requested by July 18<sup>th</sup>, 2008, the final assessment and actions on the proposed strategies has not been completed. However, the Discussion Paper gives an indication of the issues and directions that the Province is contemplating for municipalities in respect of employment areas and employment area planning.

The Discussion Paper, which focuses on the whole Greater Golden Horseshoe, addresses a number of issues relevant to this policy review for the Town of Midland:

- One of the overall objectives of the employment area assessment is to "plan for economic activities in a way that contributes to downtown revitalization, good urban form, community vitality and a well designed public realm".
- Municipalities are recommended to undertake proactive planning for employment as part of their Growth Plan conformity exercises. An employment area planning analysis may include an assessment of current and future land needs and related servicing, additional policies to support and protect strategically located employment areas in order to clarify appropriate uses in those areas and/or to incubate emerging industries, and additional policies in order to clarify what uses are to be considered "non-employment" and "major retail".

- The Discussion Paper addresses the importance of the location of public institutions in the broader public sector having lasting impacts on travel patterns, urban vitality and the form and health of downtowns. “Public institutions can be substantial trip generators; locating and designing them in such a way that encourages transit use, cycling and walking can reduce the need for automobile travel.”
- While major office uses are treated separately, smaller office uses are less clearly defined and are often permitted in different locations in employment areas. The Discussion Paper suggests that “It is important that more specific designations are used for other offices (non-major) to distinguish between ancillary office uses for manufacturing, industrial uses or warehousing and other office uses....For example, office uses that are not directly related to manufacturing...should be directed to areas where they can take advantage of the benefits of clustering and be of a form and design that supports viable transit service.” The Province suggests a strategy that would include planning for more specific land use designations for office uses.
- The Discussion Paper discusses the need to provide clarity and consistency on those retail uses that may locate in employment areas and for Official Plans to provide direction on the appropriate location for large-format retail uses.

In the Discussion Paper, the Province identified a number of employment area planning issues that municipalities should address in its conformity exercises and in its Official Plan updates. These include policies to support and protect strategically located employment areas, provide clarity to what are non-employment uses and what is a major retail use. In addition, the Discussion Paper identified public institutional uses, non-major office use and the location for large format retail uses as issues that should be addressed from a policy perspective in the Town’s employment area planning.

## 2.5 *County of Simcoe Official Plan*

The Town of Midland is designated as a “SETTLEMENT AREA” in the County’s Official Plan (OP). The County Official Plan generally indicates that settlements should be the focus of growth and that compact form that provides efficient use of land on full services should be promoted.

Approved in 1998, the current County Official Plan provides basic employment growth allocations to 2016, provides a detailed policy framework respecting growth management, but provides limited policies around employment or Employment Area planning. The County’s growth management strategy is based on the four principles of directing most non-resource related growth to settlements, managing resource based development, protecting and enhancing the County’s natural and cultural heritage, and the development of communities with diversified economic functions and opportunities. No policies are provided with respect to managing the identification, designation and protection of employment areas within identified settlement areas.

The County’s new Official Plan was adopted on November 25, 2008 and submitted to the Province for approval on December 11, 2008. Although a new Official Plan (it repeals and replaces the current Plan),

the document is substantially based on the current plans structure and policies. The Plan continues the growth management policies of the current plan and reiterates the four basic principles to its growth strategy as noted above. Section 3.1.4 of the growth strategy provides a policy framework to the encouragement of a diversified and expanded employment base in the settlement areas.

The new County Official Plan, in Section 3.2.14, states that *"Across the County conversion of employment lands to non-employment uses will only be considered through a municipal comprehensive review."* Section 3.2.15 of the Plan sets jobs to persons ratio of at least 1 to 3 across the entire County, and to establish higher ratios within sub-regional markets based on further work in the land budget exercise.

The following are the relevant polices from the new County Official Plan.

*3.1.4 Development of complete settlements with diversified economic functions and opportunities and a diverse range of housing options –*

*The Plan recognizes the need to enable and encourage the development of a wide range of business and employment opportunities to meet the needs of a growing population and changing global economics.*

*In terms of individual communities and settlements, a wider range of employment enables those areas to better withstand the economic changes and cycles regularly encountered. Such employment opportunities arise from the resource base of the County described in Section 3.1.2, from manufacturing to meet the needs of markets both within and outside Simcoe County, and from a service sector which provides a wide range of services to the residents of the County and tourists.*

*Thus, land use policies provide for and encourage multi-use development and expansion of employment opportunities within settlements, the continuation and potential expansion of existing rural employment areas and economic districts where appropriate, the development of home-based businesses, and the wise management and use of agricultural, aggregate, forestry and other resource lands.*

*The development of a wide range of housing types and costs, including affordable housing, is a goal of this Plan, and policies to help achieve this goal are stated throughout the Plan.*

*The growth of locally sponsored businesses is particularly encouraged as it provides a more stable and secure employment base developed with local involvement. Encouraging more businesses within the County providing jobs to County residents helps achieve an overall complete community within Simcoe County and supports environmental objectives such as reducing distances travelled to work thus setting up the basis of future transit supportive employment nodes.*

*3.2.14 Across the County conversion of employment lands to non-employment uses will only be considered through a municipal comprehensive review.*



*3.2.15 The County, in collaboration with the local municipalities, will plan to maintain a balance of at least one job per three residents across the County as a whole, and establish higher ratios within sub-regional markets based on further work through the land budget.*

*MUNICIPAL COMPREHENSIVE REVIEW means an official plan review, or an official plan amendment, initiated by a municipality that comprehensively applies the policies and schedules of this Plan.*

The new County Official Plan, although not approved at the time of the writing of this report, was adopted by County Council in November 2008 and is therefore a clear enunciation of the County's directions with respect to compliance with the Growth Plan and what the County's expectations are of the local municipalities when they are updating their local Official Plans. As noted above, the County states that the conversion of "employment areas" to non-employment uses will only be considered as part of a municipal comprehensive review.

Although the new County Official Plan addresses the issue of the conversion of employment areas, it does not use the specific language of the Growth Plan and does not define employment areas, employment uses or major retail. It is expected that as part of the Provincial Plan review process that modifications to Section 3.2.15 may occur.

In a review of the recently approved York Region Official Plan and ROPA 24 to the Peel Region Official Plan, staff has identified the following components of these regional policy frameworks with respect to Employment Area planning:

- Strong policy direction to protect strategic Employment Areas from non-employment uses.
- Require local municipalities to designate Employment Areas in local Official Plan's and include employment area non-conversion polices.
- Allow limited amount of ancillary uses on employment lands provided the use is designed to service local businesses.
- Prohibit major retail uses in employment areas, where defined in the area municipal official plan and supporting municipalities in discouraging retail uses on employment lands except for retail servicing the employment area (Peel).

The Town's Official Plan, where it is being updated to address the requirements of the Growth Plan and specifically section 2.2.6.5, should respond to these upper tier policy directions.

## **2.6 Town of Midland Official Plan**

The Town's Official Plan was prepared and adopted by Council in 2002 and was approved by the County of Simcoe in 2003. The Official Plan contains six land use designations; RESIDENTIAL DISTRICT, EMPLOYMENT AREA, DOWNTOWN DISTRICT, ENVIRONMENTAL PROTECTION, OPEN SPACE DISTRICT and RESTRICTED RURAL. The Official Plan also the utilizes the following eight overlay

designations; three areas subject to Secondary Plans, two areas shown as shoreline residential, two areas of aggregate resources and one waste disposal assessment area.

The vision for the Town is contained in Section 1.3 of the Official Plan and includes a “vision statement”, a “vision background” and a statement respecting “broadening the vision”. The following outlines the relevant components of the vision as it relates to economic development and the employment areas in the Town:

- 1.3.1 *In pursuit of quality of life, Midland will proceed to become the active regional centre for Southern Georgian Bay. Reflective of the natural beauty of the region, Midland will remain a balanced community offering its residents and visitors economic opportunity and prosperity while maintaining a high level of protection for the lifestyle and environment.*
- 1.3.3 *A growing segment of the work force will remain engaged in light industry. Major new and expanded employment areas will be developed in education, information technology, government, retail and service, and recreation and tourism.*

In addition, Section 2 of the Plan provides policy guidance with respect to economic development:

- 2.1.1 *Economic Development will be supported and encouraged to create a positive business environment to provide local employment opportunities. It is expected that this can be achieved in part through the following initiatives:*
  - a) *Promote and strengthen the downtown district as a significant location for commercial retail uses, administration, business, services, hotel and convention facilities.*
  - b) *Provide strategically located highway commercial facilities based on the need for expansive land requirements and optimum business exposure. These areas can also be considered as strategic locations for large footprint retail developments.*
  - c) *Attract new industries and support existing businesses and capitalize on the assistance and initiative programs of senior levels of government.*
  - d) *Stimulate and encourage the growth of the tourist industry by providing areas for the development of visitor attractions and the utilization of federal and provincial assistance programs.*
  - e) *Provide a strategic plan for economic development.*
  - f) *Strive to ensure a source of qualified labour.*
- 2.2.3 *At present (Report Year 2000) there are some 9,130 persons employed in the Town of whom 44% live in the community. The Growth Management Report identified some 120 hectares (295 acres) of vacant designated employment lands, which the report offers is well above the anticipated employment growth. This is viewed as a positive aspect in that lands are and will be available for growth and the supply allows for a variety of choice for future business investment.*

The Official Plan establishes a broad "EMPLOYMENT AREA" designation that covers all of the Town's Industrial and Commercial areas save and except for the Downtown Core and neighbourhood commercial uses. Permitted uses within the "EMPLOYMENT AREA" designation cover three major categories: industrial, commercial, institutional and community service and with residential uses permitted as accessory uses to commercial and institutional uses. The current singular designation and policy structure was intended to provide a permissive policy structure that allowed industrial, commercial and major institutional uses, including retail uses, to intermix in one land use designation.

The Official Plan describes the permitted industrial uses as follows:

*Industrial uses include manufacturing, assembly, processing, service industries, research and development facilities, warehousing, freight transfer and transportation facilities, automotive including vehicle repair, office buildings, wholesale outlets and personal and professional service uses. As a general rule these uses should be considered as low impact uses in terms of noise, emissions, visual appearance, odour, or elements having similar negative effects on adjacent uses. Appropriate separation distance and buffering from non-compatible uses will form part of any development approval consideration.*

The Plan intends to manage the significantly different and varied uses of industrial, commercial and institution/community service through the Zoning By-law and through a range of policy guidelines.

With respect to the conversion of one use to another within the Employment Areas designation (e.g. industrial to commercial) no Official Plan amendment is required, but a Zoning By-law Amendment application would be required. Section 3.1.4 of the Official Plan describes the specific policy requirements respecting an application for a "change of use". The policy criteria are as follows:

*3.1.4.1 Current industrial lands should generally be reserved for manufacturing and related uses. Lands on the periphery of industrial areas, or adjacent to major roads, may be considered for commercial and service related uses as long as these uses are viewed as being compatible and would not interfere with adjacent industrial uses;*

*3.1.4.2 The proposed change will promote the use of land or building space otherwise deemed not suitable in terms of the former use;*

*3.1.4.3 Adequacy of municipal services and facilities.*

The EMPLOYMENT AREA designation is intended to provide for business and commerce, industry and compatible community and institutional uses. The potential for a range of uses within the designation requires recognition of competing and complementary circumstances of the various uses. Within industrial park areas the predominant use is intended be for large scale industrial, manufacturing and related service uses. Commercial and institutional uses on the periphery of these areas may be considered subject to the policies of Section 3.1.4. The re-development of outmoded industrial uses to commercial or other compatible uses, particularly in the Downtown District, is anticipated. It is also anticipated that there may be some demand for conversion of industrial to commercial uses, which may be considered where such uses are deemed compatible with surrounding uses.

The Town's Official Plan, adopted in 2002, was prepared prior to the 2005 PPS and prior to the 2006 Growth Plan for the Greater Golden Horseshoe. As such, the Town's Official Plan does not address the Employment Area policy issues set out in these documents including the identification and protection of strategic Employment Areas, the definition of "employment area" and "major retail", where major retail uses are to be directed, nor policies requiring a municipal comprehensive review. These policy issues, in order for the Town's Official Plan to be in conformity with the Growth Plan, must be addressed in this study or in the larger OFFICIAL PLAN REVIEW AND UPDATE PROJECT.

## 2.7 OPRUP – Growth Management Strategy

The Town of Midland initiated its OFFICIAL PLAN REVIEW AND UPDATE PROJECT (OPRUP) in 2008. The major objectives of the project were to update the Town of Midland Official Plan in relation to the 2005 Provincial Policy Statement, the Growth Plan for the Greater Golden Horseshoe (conformity exercise), and the new County of Simcoe Official Plan. Significant work was completed through 2008 and to mid-2009, including a series of Visioning Workshops, the development of four (4) draft background reports and a series of open houses to obtain public input. Council, on July 27, 2009, passed Resolution No. 2009-297 to put on hold any further work on the OFFICIAL PLAN REVIEW AND UPDATE PROJECT until such time as the uncertainty is removed from the planning environment in the County particularly around the Province's proposed Simcoe Area amendment to the Growth Plan for the Greater Golden Horseshoe contained in the June 4, 2009 *Simcoe Area: A Strategic Vision for Growth* discussion paper.

The four (4) draft background studies prepared as part of the OPRUP were the Plan and Policy Conformity report, Operational and Housekeeping report (including the Vision 2031 results), the Natural Heritage System report and the Growth Management Strategy report. The three main components of the Growth Management Strategy Report were an Employment Areas Strategy, Commercial Areas Strategy and an Intensification Strategy. Although prepared in May of 2009, the report contained a detailed description of the policy implications of the Employment land supply in the Town of Midland. The following is an excerpt from the 2009 Growth Management Strategy:

*The policies reviewed in this section set the framework for any potential modifications to the Town's land supply. The Places to Grow Plan sets the overall agenda for growth in terms of the necessary considerations that both upper and lower tier planning authorities must consider. Of particular importance here is the need to contain growth, where possible, and to ensure that an appropriate land supply is available to accommodate various types of growth over the next 25 years.*

*In Midland, there is currently some 91.6 hectares of vacant designated (industrial) employment lands, which is well above anticipated employment land job growth. By 2031, there is forecasted to be 74 hectares of vacant industrial lands in the Town. This large supply of employment land more than adequately provides for future accommodation of growth and allows for a variety of business investment and employment uses. It should be noted, however, that several parcels of land south of Highway 12 and east of Brebeuf Road surround a large aggregate operation that is estimated to have a resource period of 30+ years. Approximately 45.97 hectares (50.2%) of vacant employment land about the*

*aggregate operation. This may affect the ability of these surrounding lands to develop a wide range of future employment uses.*

*However, the current vacant employment land inventory translates into an over 130 year supply given anticipated absorption rates. This is well in excess of what will be required over the next 25 years. Within this context, Midland should consider potential modifications to its Official Plan to broaden the range of uses permitted in industrial zones. Potential uses could include tourism, accommodation, recreation, cultural, or institutional uses. These potential uses should be compatible with existing surrounding and adjacent uses and should also not conflict with uses in the downtown.*

*Tourism and recreation are important to the local economy. Midland is a centre for tourists visiting South Georgian Bay. Local and nearby attractions include: boat cruises, the Martyrs Shrine, Sainte Marie Among the Hurons, Discovery Harbour, as well as a host of marinas, eating establishments and accommodations. In addition, Midland also functions as a recreation and service centre for the surrounding seasonal resident population.*

*The long term surplus of employment lands in the Town presents an opportunity to expand the Town's role as a recreation and tourism centre.*

*Section 3.1.4.1 of the Official Plan indicates that:*

*"Current industrial lands should generally be reserved for manufacturing and related uses. Lands on the periphery of industrial areas, or adjacent to major roads, may be considered for commercial and service related uses as long as these uses are viewed as being compatible and would not interfere with adjacent industrial uses"*

*Section 3.1.3 identifies a wide range of commercial uses that may be appropriate for employment areas, including:*

*"retail, commercial and business uses. These uses may include, but are not limited to, retail uses, personal services, recreation and tourism, golf courses, tourism accommodation, entertainment uses, business and professional offices, eating establishments, service shops, automotive, community facilities, day care centers, nursing homes and medical services"*

*In light of the extensive employment land supply and the importance of tourism and recreation to the local economy, the Town should include a stronger statement with regards to the role of tourism and recreation, and contain policies which specifically provide for tourism and recreation related uses within industrial areas. Tourism related uses could include accommodations, entertainment uses, indoor and outdoor recreation uses, and eating and drinking establishments.*

*While the Provincial Policy Statement discourages the conversion of employment lands for local serving uses (e.g. commercial), it does not recognize commercial uses which serve*



*essentially a non-local role, such as tourism. To this end, it is important that the Official Plan specifically identifies these uses and their importance in terms of job creation.*

The report also contained a detailed description of the policy implications of the Commercial land supply in the Town of Midland. The following is an excerpt from the 2009 Growth Management Strategy with respect to commercial lands issues:

*“Between 2009 to 2031, there would be a need for approximately 235,000 square feet of additional commercial space in Midland. Based on this amount of warranted space, approximately 9.5 hectares (23.5 acres) of vacant commercial land could be developed. This would comprise 20.3% of the Town’s 46.75 hectares (115.5 acres) of vacant Highway Commercial Development Lands.*

*Midland currently has 3 major commercial areas: the Downtown, Huronia Mall and Mountainview Mall, and Smartcentres (Highway 12 & King St). The Downtown, located along King St, is in a healthy state in terms of the vacancy rate (3.7%) and range of stores and services, such as banks, restaurants and specialty shops. The two malls are located on the western side of Midland and offer mainly chain stores, and general merchandise retailers. The highest vacancy rate within Midland is found at Mountainview Mall. At 6.0% the mall is still within a healthy market range. The Smartcentres development is anchored by Walmart and Home Depot. These 3 commercial areas are well distributed throughout Midland and provide a range of shopping options for the local population and surrounding communities.*

*The type of future commercial uses should include neighbourhood or convenience retail located in new residential areas to serve future population growth. Additionally, commercial uses should be considered for areas identified for intensification and mixed-use development.” (pg 33)*

*“However, as discussed in the market demand analysis section of this report, there is currently more commercial lands designated outside of the core than could reasonably be developed over the next 25 years. Although the downtown is currently functioning well, with minimal vacancies, there is a risk that as-of-right non-core commercial development could curtail its ability to grow and may even result in its deterioration.*

*We would, therefore, recommend against any further commercial designations that would compete directly with the core, and where feasible to encourage the redesignation of surplus highway commercial sites to other uses, including residential and tourist uses not appropriate for the core.” (pg. 40)*

The OFFICIAL PLAN REVIEW AND UPDATE PROJECT, as noted earlier, was put on hold by Council in July 2009 pending the Provincial decisions with respect the proposed Growth Plan Amendment for the Simcoe Area and the new County Official Plan. Until these decisions are made or a reasonable schedule for these decisions is released, it is prudent for the Town to not advance too far into the Official Plan review process lest it get ahead of both processes and then requiring additional work and review once those final decisions are made. Of course, even if the Town’s Official Plan is not updated, all planning decisions of the

Town must be consistent with the PPS and in conformity with the Growth Plan for the Greater Golden Horseshoe.

# 3

## Existing Employment/Industrial Areas

### 3.1 Employment Area Lands

In the Town of Midland, there are several areas that are designated as EMPLOYMENT AREA in the Official Plan and zoned as Industrial and/or Institutional in the Town of Midland's Zoning By-law 2004-90. Based on these parameters, there are five (5) Employment Areas as follows:

- Highway 12 West Employment Area
- Highway 12 East Employment Area
- Mid-Town Employment Area
- Olive Street Employment Area
- Waterfront Employment Area

The following therefore describes the five main Employment Areas in detail (See Map 3 attached), outlining the current land use structure and uses, as well as the gross floor area contained within the existing buildings. The analysis starts with summary totals for all Employment Areas in the Town.

### 3.2 Land Use Totals

The use of all lands that are located in the Employment Areas, as of the survey date of May 2010, are as follows:

Table 1 – Land Use Totals

Land Use	Site Area (m <sup>2</sup> )	Site Area (ha)	Buildings	GFA (m <sup>2</sup> )
Total Vacant Land	1,217,313	122	-	-
Total Vacant Buildings	141,463	14	5	41,860
Total Residential	791,399	79	41	5,981
Total Industrial	2,064,470	206	106	181,200
Total Commercial	27,710	3	6	2,060
<b>TOTAL</b>	<b>4,242,355</b>	<b>424</b>	<b>158</b>	<b>231,101</b>

There is a total of 135 properties that are zoned Industrial or that are partially zoned Industrial that comprise the Town's main Employment Areas. Of the 135 Industrial properties in the Town, 66 parcels are

currently used for Industrial purposes, 36 are vacant , 25 are used for residential purposes, 5 parcels contain commercial uses, and 3 contain vacant industrial buildings.

Industrial uses account for 50% of the parcels and 51% of the land area. Vacant Lands account for 26% of the parcels and 27% of the land area. Residential dwellings account for 18% of the parcels and the land area. Commercial Lands Account for 4% of the parcels and 1% of the land area, and Vacant Buildings account for 2 % of the parcels and 3% of the land area within the Industrial Zones in the Town of Midland.

### 3.3 Employment Areas

#### 3.3.1 Highway 12 East Employment Area

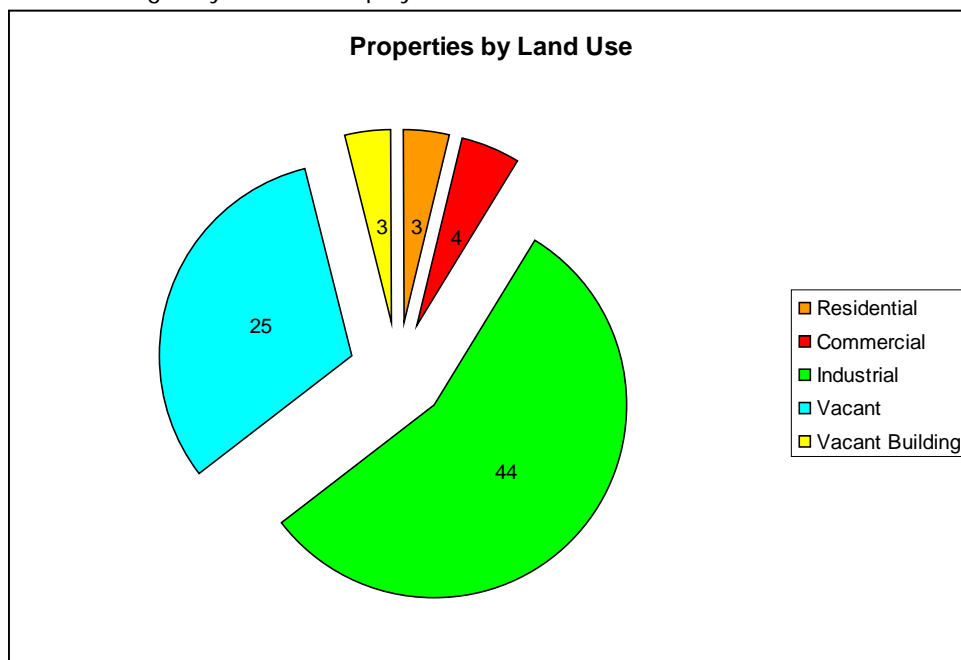
The Highway 12 East Employment Area is located on the lands to the North and South of Highway 12, and East of King Street to Wye Valley Road (See Map # 4 – “Highway 12 East Employment Area”). There are a total of 78 properties in this area accounting for 57% of all the Industrial properties in the Town of Midland.

The Highway 12 East Employment Area is the location of many of Midland’s largest industries, including Weber Manufacturing, NEBS, Baytech Plastics – Highway 12 Plant, General Mills-Pillsbury, and TRW Vehicle Safety – Highway 12 Plant. There are also several smaller business located in this area including, Weld-Tek, the Tranny Shop, Ken Snider Transportation, and Midland Printers. This area also is the location of three (3) Vacant Industrial buildings, as well as several vacant lots for future development. The Highway 12 East Employment Area contains 28% of the Town’s Industrial Lands, with a total of 126.5 hectares of land. The Highway 12 East Employment Area contains 106,755.77 square metres of Industrial building floor area.

Table 2 - Highway 12 East Employment Area

Land Use	Site Area (m <sup>2</sup> )	Site Area (ha)	Total Buildings	GFA (m <sup>2</sup> )
Total Vacant Land	393,645	39.36	N/A	N/A
Total Vacant Buildings	141,463	14.15	5	41,860.44
Total Residential	5,591	0.56	3	439.93
Total Industrial	712,376	71.24	54	106,755.77
Total Commercial	11,567	1.15	3	1,207.48
<b>TOTAL</b>	<b>1,264,642</b>	<b>126.46</b>	<b>65</b>	<b>150,263.62</b>

Chart 1 – Highway 12 East Employment Area



### 3.3.2 Highway 12 West Employment Area

The Highway 12 West Employment Area is generally located on the south side of Highway 12, east of Brebeuf Road and west of King Street (See Map # 5 – “Highway 12 West Employment Area”). There are 26 parcels located in this area, accounting for 19% of the industrial parcels in the Town.

The Highway 12 West Employment Area has several residential uses located with in it, 46% of the properties located in this area are currently being used for residential purposes, while 33% of the total land area is residential uses. Vacant land in the Highway 12 West Employment Area accounts for 35% of the properties and total land area. The Industrial Use properties account for 19% of the total properties, and 32% of the total land area.

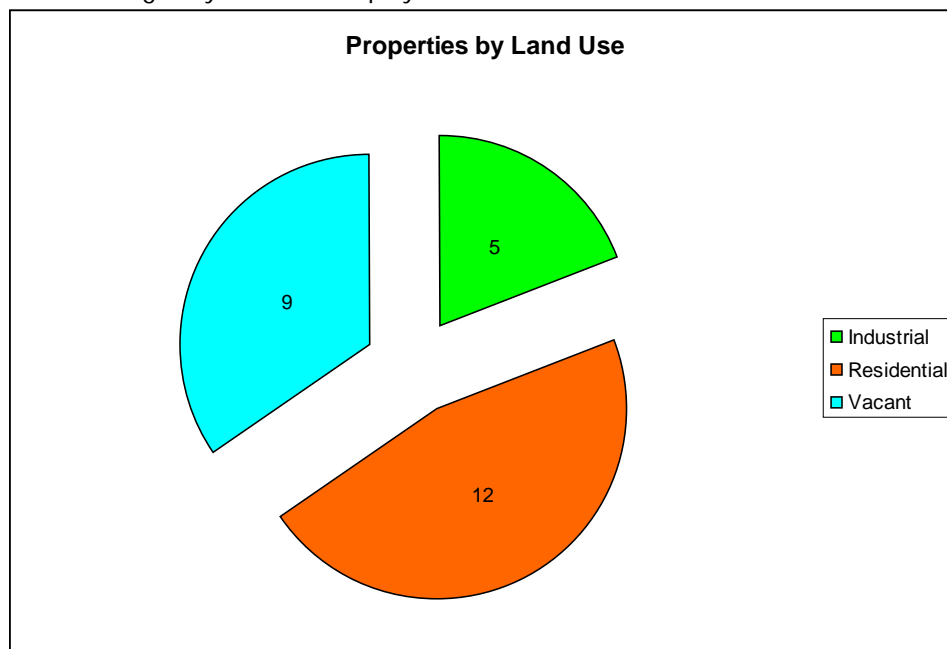
Businesses located in the Highway 12 West Employment Area include, K.J. Beamish Gravel Pit, Midland PUC and Rastin and Associates, and AAA Professional Self Storage.

Table 3 - Highway 12 West Employment Area Lands

Land Use	Site Area (m <sup>2</sup> )	Site Area (ha)	Total Buildings	GFA (m <sup>2</sup> )
Total Vacant Land	821,666	82.17	N/A	N/A
Total Vacant Buildings	0	0	N/A	N/A
Total Residential	773,955	77.4	25	4,546.42
Total Industrial	767,529	76.75	15	4,956.05
Total Commercial	0	0	N/A	N/A
<b>TOTAL</b>	<b>2,363,150</b>	<b>236.32</b>	<b>40</b>	<b>9,502.47</b>



Chart 2 – Highway 12 West Employment Area



### 3.3.3 Mid-Town Employment Area

The Mid-town Employment Area consists of four properties, which are located between Russell and Lindsay Streets on the West and East, respectively, and from the north side of Elizabeth Street to the South Side of Yonge Street (See Map # 6 – Mid-town Employment Area). There are four (4) parcels located in this area, accounting for 3 % of all the industrial Lands in the Town of Midland.

Table 4 - Mid-Town Employment Area Lands

Land Use	Site Area (m <sup>2</sup> )	Site Area (ha)	Total Buildings	GFA (m <sup>2</sup> )
Total Vacant Land	0	0	0	N/A
Total Vacant Buildings	0	0	0	N/A
Total Residential	576	0.06	1	119.61
Total Industrial	90,549	9.05	4	26,749.73
Total Commercial	0	0	N/A	N/A
<b>TOTAL</b>	<b>91,125</b>	<b>9.11</b>	<b>5</b>	<b>26,869.34</b>

There are two (2) industries located in the Mid-Town Employment Area; they are Baytech Plastics – Elizabeth Street Site and Raytheon-Elcan Optical Technologies. There is also one residential dwelling located in this Industrial Zone. Although, the Mid-Town Employment Area accounts for just 2% of the Town of Midland’s Industrial lands, it represents almost 15% of the Industrial building floor space in the Town. Elcan, the Town’s largest employer, has 12,420.68 square metres (133,695.1 ft<sup>2</sup>) of building floor space at its Yonge Street location. Currently, there are no vacant lands located in this Industrial Area.

### 3.3.4 Olive Street Employment Area

The Olive Street Employment Area is generally located on the East side of William Street between Yonge Street and Bay Street (See Map # 7 - "Olive Street Employment Area"). There are 25 industrial parcels located in the Olive Street Employment Area, accounting for 18% of all the Industrial properties in the Town of Midland.

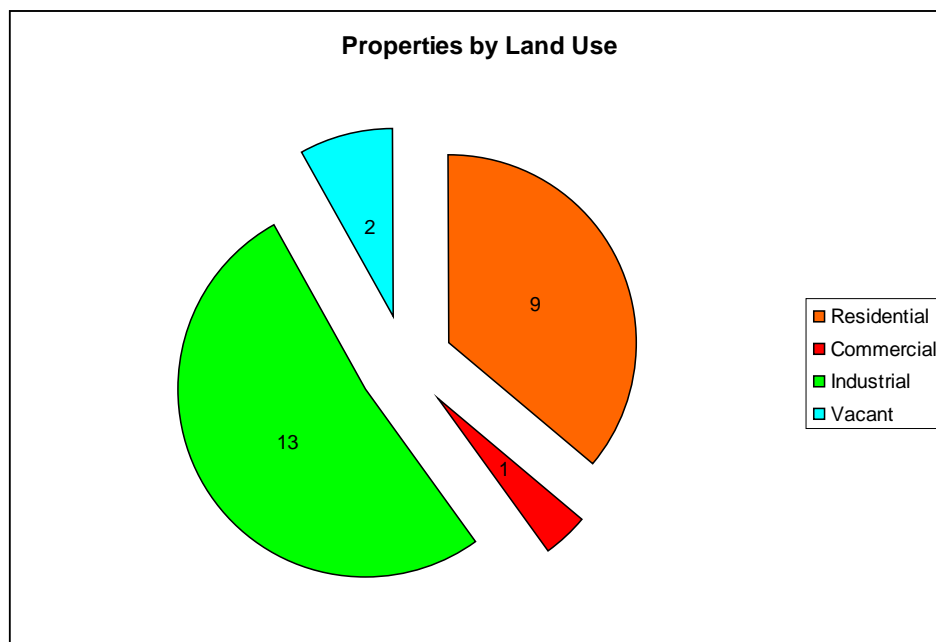
Table 5 - Olive Street Employment Area

Land Use	Site Area (m <sup>2</sup> )	Site Area (ha)	Buildings	GFA (m <sup>2</sup> )
Total Vacant Land	2,002	0.2	0	0
Total Vacant Buildings	0	0	0	N/A
Total Residential	11,277	1.13	9	875.02
Total Industrial	157,081	15.71	14	30,082.07
Total Commercial	2,339	0.23	1	298.57
<b>TOTAL</b>	<b>172,699</b>	<b>17.27</b>	<b>24</b>	<b>31,255.66</b>

The Olive Street Employment Area has numerous residential dwellings located within the Olive Street area. There are 9 Residential dwellings in this area. The residential uses are generally located near the corner of Olive Street and Yonge Street. The residential lands account for 36% of the lots in this area, while accounting for only 7% of the total land area. Industrial properties account for 52% of the lots (13 parcels) while accounting for 91% of the total land in the area. There are two (2) vacant parcels located in this area, accounting for 8% of the properties and 1% of the total land area. There is one commercial use located in the Olive Street Industrial Area, accounting for 4% of the total parcels, and 1 % of the total area. The Olive Street Employment Area contains 30,082. 07 square metres (323,800.7 ft<sup>2</sup>) of Industrial GFA.

Businesses that are located within the Olive Street Industrial Area include, TRW – Bay Street Plant, Saint-Gobain Technical Fabrics, Steel-Tek, Midland Tool and Machine, and Old Timer Wood Stoves. The Olive Street Employment Area accounts for 4% of all of the Town's Industrial lands, or 17.3 hectares.

Chart 3 – Olive Street Employment Area



### 3.3.5 Waterfront Employment Area

The Waterfront Employment Area is located on the north side of Bayshore Drive, between Fourth Street and Manly Street (See Map # 8 – “Waterfront Employment Area”). There are two Industrial Parcels located in this area accounting to 2% of the total Town Industrial land area with 10.34 hectares and 1% of all the industrial parcels in the Town of Midland.

The Waterfront Employment Area has two (2) companies located in it. They are UNIMIN Canada Ltd and ADM Agri-Industries Limited. The Waterfront Employment Area contains 7% of the Employment Area Industrial building floor area in the Town, with 12,323.19 square metres (132,643.7 ft<sup>2</sup>). of GFA.

Table 6 - Waterfront Employment Area

Land Use	Site Area (m <sup>2</sup> )	Site Area (ha)	Buildings	GFA (m <sup>2</sup> )
Total Vacant Land	0	0	0	N/A
Total Vacant Buildings	0	0	0	N/A
Total Residential	0	0	0	N/A
Total Industrial	103,337	10.34	16	12,323.19
Total Commercial	0	0	N/A	N/A
<b>TOTAL</b>	<b>103,337</b>	<b>10.34</b>	<b>16</b>	<b>12,323.19</b>

### 3.4 Industrial Categories

In North America, industrial businesses are categorized by what they produce or by what the products are used for. These categories are found in the North American Industrial Classification System 2007 (NAICS). There are 20 major categories, each of which is broken down into smaller subsections that allow for a further description of what the company does.

In the Town of Midland, the current employment uses fall into are four (4) major categories, as well as ten (10) others that are less dominant. The four (4) major categories are Manufacturing with 25 businesses, Construction, Wholesale Trade, and Real Estate & Rental and Leasing, all having six (6) businesses within the Town.

The breakdown of the Town of Midland's industrial uses using the NAICS can be found in Appendix 1 through 6.

# 4

## *Conversion Criteria and Analysis*

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### *4.1 Conversion Criteria*

This section will provide an overview of best practices regarding conversion criteria used elsewhere, and identify the proposed conversion criteria for the Town of Midland.

#### **PPS and Growth Plan**

As per Section 1.3.2 of the Provincial Policy Statement, employment areas may be converted to non-employment uses through a comprehensive review, which demonstrates that there is a need for the conversion and that the land is not required for long-term employment purposes.

Section 2.2.6.5 of the Growth Plan acknowledges the requirements of the PPS, while also providing the conversion criteria for the comprehensive review, which requires municipalities to demonstrate 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 the achievement of the intensification target, density targets, and other policies of the 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 were designated; and,
- f) cross-jurisdictional issues have been considered. For the purposes of this policy, major retail uses are considered non-employment uses.

#### **City of Hamilton**

In June 2008, the City of Hamilton released a report entitled "Employment Lands Conversion Analysis – Site/Area Selection Process." The purpose of the study was to meet the requirements of the PPS and Growth Plan for a municipal comprehensive review. The study did not establish future uses/designations for the evaluated sites, but rather, established potential conversion sites that would assist in their next Official Plan review.

The City of Hamilton developed an initial set of criteria to apply to their employment lands (industrial) for the creation of a “long list” of potential ‘candidates’ for conversion. The “long list” evaluation consisted of 3 criteria:

- Criteria 1:
  - Mixed use sites (residential, industrial and/or commercial)
  - Surrounded by non-employment uses on three (3) sides
  - Along the edges of older industrial areas
  
- Criteria 2:
  - Smaller industrial sites (less than 10 hectares)
  - Surrounded by non-employment uses on three (3) sides
  
- Criteria 3:
  - Scattered sites – located outside of identified industrial areas or industrial business parks

Sites identified under Criteria 2 and Criteria 3 were not deemed to require further review as they will be managed through future OP policies. However, due to the complexity of the sites identified by Criteria 1, a second set of criteria was developed to determine whether these sites should be placed on a “short list” of candidates for conversion. The “short list” criteria determined whether the conversion of the site(s) would:

- “not adversely affect the long-term viability and function of the employment areas;
- not compromise any other planning policy objectives of the City, including planned commercial functions;
- not negatively affect the long-term viability of existing employment uses, including large, stand-alone facilities;
- not create incompatible land uses, including a consideration of the Ministry of Environment D-series guidelines;
- be beneficial to the community through its contribution to the overall intent and goals of the City’s policies and demands on servicing and infrastructure; and,
- result in a more logical land use boundary.”

The “short list” criteria was applied to the various industrial sub areas in the City as a checklist evaluation process. Sub areas that met a minimum of 5 items from the “short list” criteria were considered appropriate for conversion.

## City of Orillia

In the fall of 2007 the City of Orillia commenced its comprehensive review and update of the City’s Official Plan. At its Special Meeting on March 9, 2010, Council adopted the City’s new Official Plan dated February 25, 2010 subject to modifications. The almost 2 year process was underpinned by two background reports. The first, the “Issues & Options Report” was released in May 2008; the second, the “Directions Report” was released on October 27, 2008. In addition to the whole range of planning issues, both reports addressed employment area planning matters and specifically the identification of employment areas and the identification of potential conversion sites.

The Orillia Official Plan comprehensive review identified a number of issues that should be resolved in the OP update including:

- The single “Employment Area” designation should be subdivided into its individual components such as industrial, light industrial, institutional, downtown commercial and other commercial uses. A series of options was identified for each land use.
- An employment area conversion analysis was completed based on the general criteria in Section 2.2.6.5 of the Growth Plan. A number of sites were identified as conversion candidates.

The Orillia Directions Report also considered a number of landowner requests that their lands be considered for conversion from employment lands.

### Proposed Town of Midland Criteria

To determine whether any of the Town’s five (5) Employment Areas would be appropriate candidates for conversion to non-employment uses or conversely not candidates for conversion, an assessment of the five Areas should be conducted based on the following criteria that reflect the requirements of the PPS, Growth Plan and best practices:

#### A. Mixed Use Areas

This criterion assesses the Areas based on the extent that they contain a significant mix of land uses - residential, industrial, and/or commercial uses. Areas that consist of non-industrial land uses greater than forty-percent (40%) of the area are categorized as mixed-use areas or areas where transitioning to industrial uses has not occurred. This recognizes the Areas where industrial uses are not the primary focus and where further industrial development could lead to land use conflicts. See Section 3.0 for the breakdown of land uses in the five Employment Areas.

#### B. Surrounded by Non-Employment Uses

This criterion determines the extent the Areas are surrounded by non-employment uses or sensitive areas. Where the Area is located within an area that is primarily residential or where it abuts natural features, such as a wetland or Georgian Bay, it is recognized as a less favourable location for employment uses. Employment/industrial uses may cause adverse impacts to these neighbouring land uses, including: traffic impacts, vibration, dust, odour, noise, and so forth as set out in the Ministry of Environment D-Series guidelines.

#### C. Stand-Alone Sites

This criterion identifies the Areas that are comprised of larger stand-alone industrial operations which are outside of multiple facility business or industrial parks. These Employment Areas are recognized as scattered sites and do not contribute to a logical employment land use structure in the Town and could be restricted in changing to other employment uses.

#### D. Not Part of a Planned Industrial Area

This criterion is used to consider the original planned function of the Employment Area and whether its location was designed for employment uses.

E. No Direct Access to Provincial or County Roads

This criterion reviews the access that Areas have to major roads and highways. Employment areas should be located on major transportation corridors for ease of truck travel and to avoid travelling through mixed-use or residential areas of the Town. Areas that rely on municipal roads with no ease of access to Provincial or County roads are favourable for conversion to non-employment uses.

### 4.2 Analysis

Table 7 below summarizes the application of the criteria to the five (5) Employment Areas in the Town. The Employment Areas that received 4 or more checkmarks were deemed as candidates for conversion. The sub-areas that are deemed candidates for conversion will still be subject to Official Plan and Zoning By-law Amendment applications for conversions to occur, and they will be managed through policies in the Town's Official Plan, to be addressed later in this report. The sites located within the strategic Employment Areas of the Town will require a municipal comprehensive review before any conversions can occur.

Table 7 Criteria

SUB-AREA	Mixed Use	Surrounded by Non-Employment	Stand-Alone	Not Planned Industrial	No Direct Access to Prov/ County Roads	Candidate for Conversion
	A	B	C	D	E	
Hwy 12 E						
Hwy 12 W						
Mid-Town		✓	✓	✓	✓	✓
Olive	✓	✓		✓	✓	✓
Waterfront		✓	✓	✓	✓	✓

Along the Highway 12 corridor, Midland's annexation of these former Township of Tay lands in 1978 allowed the Town to develop an industrial corridor that contained several industrial business parks. Conversely, the industrial sites in the Mid-Town Employment Area were developed in the 1950's, and were at one time on the edge of the Town. This area was not intended to be developed as industrial park and is now surrounded by residential uses.

Under the Growth Plan, a sufficient supply of employment lands must be available over the long term. The Province's proposed amendment to the Growth Plan's population allocations for Simcoe County is not yet



final. As such, this analysis is based on the population forecasts from the Hemson Consulting report *Simcoe Area Growth Plan, May 2008* and the adopted County Official Plan.

In the long term, Midland is expected to see an increase of 4,000 jobs. As per the Growth Management Strategy that was created for the Town's Official Plan Review and Update Project (OPRUP) in 2008. It is estimated that 575 of the 4,000 new jobs will be located on employment land.

To determine the required lands for the projected number of jobs, the Growth Management Study used an industrial employment density of 30 jobs per net hectare. While 10% of the jobs will be allocated to existing industrial businesses, the Growth Management Study found that 18 hectares of *new* industrial land would be required over the next 25 years.

TOWN OF MIDLAND - EMPLOYMENT LAND FORECAST							
	Forecast						
	2006	2011	2016	2021	2026	2031	Notes
<b>Population (live in Midland)</b>	<b>16,300</b>	<b>16,860</b>	<b>17,420</b>	<b>17,980</b>	<b>18,540</b>	<b>19,700</b>	(1)
Incremental Growth		560	560	560	560	1,160	
Activity Rate	74%	76%	78%	80%	82%	81%	(2)
<b>Employment (work in Midland)</b>	<b>12,000</b>	<b>12,800</b>	<b>13,600</b>	<b>14,400</b>	<b>15,200</b>	<b>16,000</b>	(3)
Minus: Work at Home	430	512	544	576	608	640	(4)
Minus: No Fixed Place of Work	1,755	2,304	2,448	2,592	2,736	2,880	(5)
Sub-Total (Usual Place of Work)	9,815	9,984	10,608	11,232	11,856	12,480	
<b>Employment Share Analysis</b>							
Population/Tourism-Based Employment	5,398	5,591	6,047	6,515	6,995	7,488	(6)
Share	55%	56%	57%	58%	59%	60%	
Employment on Employment Lands	4,417	4,393	4,561	4,717	4,861	4,992	(7)
Share	45%	44%	43%	42%	41%	40%	
<b>Employment on Employment Lands</b>	<b>4,417</b>	<b>4,393</b>	<b>4,561</b>	<b>4,717</b>	<b>4,861</b>	<b>4,992</b>	
Incremental Growth		(24)	168	156	144	131	
Employment Land Job Density (Jobs per net hectare)	30	30	30	30	30	30	(8)
<b>Employment Land Demand</b>							
Employment Land Required (net hectares)		146	152	157	162	166	
Less: Expansion Land Potential (10%) (net hectares)		15	15	16	16	17	(9)
Total of Employment Land Required		132	137	142	146	150	
<b>Cumulative Land Required (net hectares)</b>			<b>5</b>	<b>10</b>	<b>14</b>	<b>18</b>	
<b>Employment Land Supply</b>							
Vacant Employment Lands (net hectares)		91.62					(10)
<b>LAND SURPLUS (net hectares)</b>			<b>87</b>	<b>82</b>	<b>78</b>	<b>74</b>	

Source: urbanMetrics inc.

With the Areas identified as candidates for conversion, the calculation of the change in jobs was applied to determine how the removal of these Areas from the Employment Areas designation might affect future employment growth in the Town. The three (3) Areas identified as candidates for conversion: Mid-Town, Olive, and the Waterfront are relatively small sites. At a factor of 30 jobs per hectare, the Town will still be well above the land required to accommodate 575 new jobs by 2031.

TABLE 8. EMPLOYMENT LAND JOB DENSITY

SUB-AREA	VACANT INDUSTRIAL LAND		CURRENT INDUSTRIAL LAND		CHANGE
	Area (hectares)	Potential jobs (@ 30 jobs/hectare)	Area (hectares)	Potential jobs (@ 30 jobs/hectare)	Potential jobs (@ 30 jobs/hectare)
Hwy 12 E	39.4	1,182	71.2	2,136	2,136
Hwy 12 W	82.2	2,466	76.8	2,304	2,304
Mid-Town	0	0	9.1	273	<i>Candidates for Conversion</i>
Olive	0.2	6	15.7	471	
Waterfront	0	0	10.3	309	
<b>TOTAL</b>	<b>121.8</b>	<b>3,654</b>	<b>183.1</b>	<b>5,493</b>	<b>4,440</b>
<b>2031 PROJECTED NEED (INDUSTRIAL JOBS)*</b>				<b>575</b>	
<b>DIFFERENCE FROM 2031 PROJECTED NEED</b>				<b>+ 4,918</b>	<b>+ 3,865</b>

\* based on the Growth Management Study

# 5

## Proposed “Employment Areas”, Candidate Areas and Policies

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As noted earlier in this report, “Employment Areas” have a unique and specific purpose, definition and have unique legal implications under the *Planning Act*. The Growth Plan requires that the Town identify its Employment Areas and to protect them from conversion, and to permit conversion only as part of a comprehensive review.

### 5.1 Proposed strategic Employment Areas

Section 4.2 completed the analysis of the Towns five Employment Areas and, based on a series of criteria, identified three of the Areas as candidate areas where conversion applications may be considered (Mid-Town, Waterfront and Olive Street) and two Areas (Highway 12 West and Highway 12 East) as areas that meet the definition of an Employment Area under the PPS and the Growth Plan.

Both Highway 12 Employment Areas (West and East) are planned industrial and business parks whose primary function is to provide an employment base for the Town. These areas were planned to provide land for industrial and employment uses to occur without impacts on adjacent non-employment uses or sensitive areas, having easy access to Provincial Highways, and provide generally larger parcel sizes to accommodate a range of employment/industrial uses. These two areas best meet the definition of Employment Area and the criteria for protection under the Growth Plan and PPS.

Map 9 details the Town’s proposed strategic Employment Areas in response to Section 2.2.6.5 of the Growth Plan for the Greater Golden Horseshoe and Section 1.3.2 of the Provincial Policy Statement. The proposal would be to add this designation as a policy area overlay to Schedule “A” – OFFICIAL PLAN LAND USE to the Official Plan in a manner similar to the other policy area overlays for secondary plan studies and for other area specific policies. The policy area overlay would be tied to specific policy to be added to the Plan respecting the identification of these lands as strategic Employment Areas where applications for conversions would not be permitted without a municipal comprehensive review.

Four sub-areas within the proposed strategic Employment Areas have been identified on Map 10 that required further review and analysis. Two sub-areas (\*1 and \*4) were identified through the analysis of this report and the other two (\*2 and \*3) are lands that are the subject of current planning applications before the Town.

#### Sub-Area \*1

The Beamish Sand and Gravel Pit lands (\*1 on Map 10) are currently zoned Industrial M2 which permits a range of industrial uses including automobile uses, construction equipment rental, warehousing and

storage, factory outlet, food processing plant, multi occupancy industrial building and manufacturing facility in addition to a Pit and Quarry. While zoned for a full range of industrial uses, the lands are designated RESTRICTED RURAL and subject to a policy overlay designation tied to the polices of Section 3.6.5 – Aggregate Resources of the Official Plan. This section indicates that these lands are primarily intended for the extraction of aggregate resources and related accessory industrial uses. The Beamish lands, being located adjacent and abutting one of the Town's planned business parks, immediately south of and with direct access to Highway 12, may be appropriate for the succession planning for these lands to be considered as part of the Town's strategic Employment Areas. However, it is the Town's understanding that the life of the current aggregate resources in the pit is well over 30 years at current extraction rates.

Based on the long term use of these lands for aggregate extraction it would be recommended that these lands be excluded from the Town's strategic Employment Area overlay designation. It is also recommended that the Official Plan designation and zoning for these lands be addressed as part of the OFFICIAL PLAN REVIEW AND UPDATE PROJECT to ensure that the requirements of the PPS regarding aggregate resources are addressed and that appropriate policies be put in place to address the succession planning for the use of these lands.

#### **Sub-Area \*21**

The lands at 281 Cranston Crescent (\*2 on Map 10) have been the subject of a previous and current planning application for the conversion of these lands to a Highway Commercial zone to permit its conversion for retail commercial uses. The subject lands are located to the south east of the intersection of Highway 12 and King Street having direct frontage and access onto Cranston Crescent. The property has an area of 0.66 hectares and currently support a 2600 square metre building that has housed a range of industrial uses and most recently Huronia Precision Plastics. The building currently houses a range of uses permitted by the current M1 Industrial Zone including "Only Green", Ideal Supply and Georgian Bay Power Sports Recreational Vehicle Sales business. The land use notion that has been proposed in the applications is that the balance of the King Street-Highway 12 intersection area is zoned Highway Commercial "HC" and as such it is appropriate to permit the conversion of these lands to a retail commercial use.

Staff position on this issue is clear and was set out in the various reports prepared in relation to the original application for these lands. The Official Plan policy framework is intended to ensure that any retail uses introduced to industrial parks are compatible and would not interfere with adjacent industrial uses as a result of the retail infiltration, requires that the existing building be determined as no longer suitable in terms of its former industrial uses, and that there are adequate municipal services and facilities. The impact of the change of use to a retail permission on the ability of the industrial park to perform its intended and planned function is of concern. Based on the site size and the commercial performance standards, a 15,000 square foot retail store could be developed and this would be a major retail use that could have a significant impact on the planned functions of the Town's commercial areas. It is therefore recommended that 281 Cranston Crescent be included in the proposed strategic Employment Policy Area overlay designation.

#### **Sub-Area \*3**

The lands at 16567 Highway 12 (\*3 on Map 10) is the subject of a current planning application for the conversion of these lands to a Industrial Exception zone to permit an additional range of uses for retail commercial uses and the division of the building into 14 new units. The application has been the subject of a detailed staff report and Council has deferred the application pending the results of this study.

The application, if approved, would permit a full range of commercial and retail uses in addition to the current 39 permitted uses in the M1 Zone. Based on the application and its supporting documentation, there is a real probability that the proposed redevelopment of this site would be fully retail commercial and related uses.

The Town is served by three main commercial nodes; Highway 93 and Hugel as the enclosed mall area and commercial corridor; Highway 12 and Jones Road being the big box retail power centre; and the historic Downtown Core. The Town has various other commercial areas that support a range of local and neighbourhood commercial uses. Map 2 shows the commercial land use structure of the Town as set out in the Zoning By-law.

By establishing a new commercial centre in this location, the proposal would result in a significant change to the Town's commercial land use structure and hierarchy and add major retail space to the Town's inventory. The proposal is to create 7,487 square metres (80,589 square feet) of commercial space, which is almost the same size as the Huronia Mall (8327.31 sq. m (89,637 sq ft)). Staff is concerned about the need and justification of such a major new retail centre in the Town when there are existing vacant commercial lands at the Highway 12 – Jones Road Power Centre and about the impact or potential impact of an additional 7,487 square metres (80,589 square feet) of commercial space on the Town's existing commercial lands and building inventory and the planned function of these areas.

Within the "EMPLOYMENT AREAS" designation and in the "M1" zone a full range of industrial, light industrial and specific commercial uses are permitted. The redevelopment of the subject lands into a multi-tenant building permitting the existing zoned uses is already permitted by the Town's planning documents, save and except for retail commercial uses. Therefore the owner has options with respect to the redevelopment of the site that would fully conform and comply with the Town's planning documents without impacting the Town's existing commercial areas or their planned function. It is the clear intent and stated purpose of the Official Plan that industrial lands should be reserved and preserved for employment uses such as manufacturing and related uses. The conversion of industrial lands should only be considered in certain circumstances and in accordance with the policy requirements of the Plan.

It is staff's position that the site is not on the periphery of an employment area, is surrounded on three sides by the EMPLOYMENT AREA designation and by existing and zoned industrial uses. Although on a major road, the goal of the plan is to provide strategically located highway commercial facilities based on the need for expansive land requirements and optimum business exposure for large footprint retail developments. This is not what is proposed here. Although one of the units in the North Building could be considered a large footprint, the majority of the units proposed would not meet this policy requirement of the Official Plan. It is also staff position that the proposed retail commercial uses are not compatible with the adjacent industrial uses and that the introduction of a major retail centre in this location could lead to conflicts with the existing industrial operations in the area and would harm the existing and planned function of the Town's current commercial areas.

It is therefore recommended that lands at 16567 Highway 12 be included in the proposed strategic Employment Area overlay designation.

#### **Sub-Area \*4**

The area noted on Map 10 as \*4 (see inset map) represents seven (7) lots located on the north side of Pillsbury Drive and currently designated EMPLOYMENT AREA and zoned Industrial M1. Of the seven lots,

two are developed as a restaurant and a wholesale liquidation store, one supports a contractor's storage use, and the other 4 are currently vacant. The area is bound on the north by residential and on the south by industrial uses (Pillsbury) and vacant highway commercial lands. ***Should these lands be included or excluded from the Town's strategic Employment Areas designation?***

This portion of the Town's EMPLOYMENT AREA designation is very small, having a total area of only 1.85 hectares, which represents less than 0.5% of the designation. The 7 lots are small (+/- 0.2 ha) which would limit the ability of the lots to accommodate a full range of employment or industrial uses. In addition, the 2 developed lots support generally commercial uses and are bounded on the south by a large parcel (4.19 hectares) that is designated and zoned for highway commercial uses. In light of this context, it is therefore recommended that lands in sub-area \*4 on the north side of Pillsbury Drive be excluded from the proposed strategic Employment Area overlay designation.



## 5.2 Candidate Areas for Conversion

The analysis in Section 4.2 identified 3 employment areas, Mid-Town, Waterfront and Olive Street, as candidate areas where conversion to non-employment uses could occur without the requirement for a municipal comprehensive review. While identified as candidate areas, it is not the intention of this report to indicate in any way that the current uses are causing any impacts on the neighbourhood, that the use is in anyway inappropriate to the area, or that the Town does not support the continued success of these operations.

The analysis conducted for this report is intended to identify the Towns strategic Employment Areas and those Employment Areas that, through this comprehensive review, meet the criteria as areas where the conversion to non-employment uses, either commercial or residential, could occur through the submission planning application(s) supported by the required and appropriate technical studies, but without the need for a municipal comprehensive review.

The Town's Official Plan and Zoning By-law will continue to recognize, permit and support the existing employment uses in these areas as vital components of the Town's economic base. Section 5.3 of this report will provide recommendations regarding the changes necessary to the Town's Official Plan respecting the policy framework and criteria for the consideration of applications for conversions in these EMPLOYMENT AREAS.

## 5.3 Proposed Polices

### Definition of Employment Area

The *Planning Act* and the Growth Plan definitions for Employment Area as reported above, are very similar but with some differences. There are also a number of issues with respect to the definition, specifically the inclusion of offices and the use of the term “including but not limited to”.

The Provincial legislation permits some flexibility for the Town in defining the term, including the ability to be stricter than the provincial planning regime. As indicated in 4.6 of the PPS, “this PPS does not prevent planning authorities and decision-makers from going beyond the minimum standards established in specific policies, unless doing so would conflict with any policy of the PPS”. The Town has the ability, therefore, to be more restrictive in its definition of its Employment Areas and could, for example, exclude stand alone offices<sup>2</sup> and removing the phrase “but not limited to”.

In order to be consistent with the Provincial definitions, it is recommended that the following definition be added to the Town’s Official Plan:

#### *EMPLOYMENT AREA*

*Employment Area are areas designated in the official plan for clusters of business and economic activities including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities. For the purposes of this Plan, major retail uses are considered non-employment uses.*

### Definition of Major Retail

Major Retail uses, as set out in the Growth Plan, are considered non-employment uses for the purposes of conversions. However, as noted earlier in this report, the PPS nor the Growth Plan define “Major Retail”. At this point in the planning cycle, very few municipalities have tackled this issue and defined major retail in the context of their own area and market. York Region defines Major Retail as including retail big box stores, retail warehouses and shopping centres. Vaughan defines Major Retail as “Retail uses greater than 10,000 square metres per lot”. The City of Kitchener defines Major Retail in a similar fashion as Vaughan, setting floor area sizes as the criteria for the definition. The Kitchener definition is proposed as “a development containing retail floor area of 5000 square metres or greater and any freestanding retail building or individual outlet in a plaza cannot exceed 2500 square metres”. The City of Hamilton defines the term as “those retail establishments that provide goods for sale to the public that are not ancillary to or associated with employment uses and are greater than 500 square metres” and applies the definition to designated Employment Areas.

The following definition, which combines the major elements of the current approaches, and is reflective of the Town’s retail development, is recommended for inclusion in the Town’s Official Plan:

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<sup>2</sup> While major office is defined in the Growth Plan (larger than 10,000 m<sup>2</sup> or with more than 500 jobs), non-major office could be the subject of municipal polices in respect of location, size and other land use relationships.

### *MAJOR RETAIL*

Major Retail are those retail uses including retail big box stores, retail warehouses and shopping centres that provide goods for sale to the public that are not ancillary to or associated with employment uses and are greater than 600 square metres .

## Comprehensive Review Policies

The PPS and the Growth Plan both use the requirements for a municipal comprehensive review in respect of a number of planning policy issues including settlement area expansions and conversions of employment areas to non-employment uses. Both require that the Town, when it updates its Plan, include policies respecting municipal comprehensive reviews for these policy issues. By adding these policies, the Town is provided the protections under Section 34. (11.0.5) of the *Planning Act* as discussed in Section 2.1 of this report.

The approach used in all other municipalities that have updated their Plans to this requirement is fairly straight forward. Policies are added to the Town's Official Plan that indicate that applications for conversions are not permitted in the identified strategic Employment Areas except through a municipal comprehensive review in accordance with the Growth Plan and by adding a definition of a municipal comprehensive review to the Official Plan.

It is recommended that policies be added to the Town's Official Plan to require a municipal comprehensive review in accordance with the Growth Plan with respect to conversion applications and to add the following definition of a municipal comprehensive review:

### *MUNICIPAL COMPREHENSIVE REVIEW*

Municipal Comprehensive Review means an official plan review which is initiated by the Town or an official plan amendment which is initiated or adopted by the Town, in consultation with the County, which comprehensively applies the schedules and polices of the Growth Plan for the Greater Golden Horseshoe.

## Conversion Policies in non-Strategic Employment Areas

The analysis in Section 4.2 identified 3 employment areas, Mid-Town, Waterfront and Olive Street, as candidate areas where conversion to non-employment uses could occur without the requirement for a municipal comprehensive review. In these three non-strategic employment areas, applications for conversions, whether to a residential use by way of amendment to the Official Plan and Zoning By-law or to a commercial zone by way of an application for amendment to the Zoning By-law, would not require a municipal comprehensive review. However, such applications should still be subject to a review of the impacts or potential impacts of the proposed change in land use on a full range of policy and development matters.

Currently the Towns Official Plan establishes criteria for the consideration of applications for "change of use" from an industrial zone to a commercial zone. Those criteria, set out in Section 3.1.4, state that the lands should be located on the periphery of industrial areas or adjacent to major roads, are compatible with



and not interfere with adjacent industrial uses, that the land or building is not suitable for industrial uses, and that the municipal services and facilities in the area are adequate. While adequate as far as they go, the current criteria are not in conformity with the PPS and the Growth Plan, do not provide policy support to the other objectives and goals of the Official Plan, and do not address the full range of possible conversion applications. Based on a review of policy approaches in other municipalities<sup>3</sup>, the following are the additional policy criteria that should be added to the Midland Official Plan to ensure that the Town has a comprehensive framework for the consideration of conversion applications in the non-strategic Employment Areas. The criteria are as follows:

- The proposed use will be more compatible with the adjacent uses in accordance with the MOE D series guidelines.
- The proposed use will not adversely impact the long term viability and functioning of the adjacent industrial or employment uses including large stand-alone facilities and their ability to accommodate other permitted employment uses.
- The change in use will not compromise any other policy objectives of the Town including the planned function of the Town's existing and planned commercial areas and the primacy of the commercial Downtown District.
- Where the proposed use is residential, the application will assist the Town in meeting the intensification and density targets contained in the Growth Plan for the Greater Golden Horseshoe.
- The proposed change in land use will result in a more rational land use boundary between uses and contribute to the achievement of the overall goals and objectives of the Town's Official Plan.
- The site has the full range of required services and infrastructure or the services and infrastructure can be made readily available including pedestrian, cycling and transit facilities.

It is therefore recommended that policies of Section 3.1.4 of the Town's Official Plan be updated to add the full range of policy criteria as set out above to the consideration of applications for conversion of the Town's non-strategic Employment Areas.

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<sup>3</sup> Orillia, Vaughan, Kitchener, Hamilton, Markham, Waterloo

# 6

## Conclusions and Recommendations

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### 6.1 Conclusions

Based upon the review conducted in this report, the Town has two strategic Employment Areas that meet the full definitions in the PPS and the Growth Plan and that would not meet the criteria for consideration as candidate areas for conversion applications. The Highway 12 West and Highway 12 East Employment Areas have a long planning history as being the Town's primary Employment Areas and representing specifically designed and planned industrial parks intended to accommodate the Town's employment growth and development. These areas should be identified as the Town's strategic Employment Areas and afforded the policy protections for such under the *Planning Act*. The Town's other three Employment Areas (Mid-Town, Waterfront and Olive Street) satisfy the criteria for conversion applications and are not required to address the long term employment land needs in the Town.

### 6.2 Recommendations

The *Planning Act* and the *Places to Grow Act* both place obligations on the Town to update its Official Plan to ensure that it is consistent with the 2005 PPS and in full conformity with the Growth Plan for the Greater Golden Horseshoe. The following recommendations will ensure that the Town's Official Plan is updated to address the policy requirements of Sections 1.3.2 of the PPS and 2.2.6.5 of the Growth Plan.

1. Define and designate the Town's strategic "Employment Areas" on Schedule A to the Official Plan as an overlay designation and in accordance with the analysis of this report.
2. Add a definition of Employment Area into the Town's Official Plan that is consistent with Growth Plan's definition.
3. Add a definition of Major Retail into the Town's Official Plan that is consistent with the Growth Plan's policies and is appropriate to the Midland context.
4. Add policies to the Official Plan restricting the conversion of the strategic Employment Areas to non-employment uses within the "Employment Areas" designation and provide policies requiring a Municipal Comprehensive Review to reflect the Growth Plan's requirements.

5. Add a definition of Municipal Comprehensive Review Town's Official Plan that is consistent with the Growth Plan's policies.
6. Add policies to the Official Plan respecting the conversion of non-strategic Employment Area to non-employment uses including criteria to assess the planning merit of such applications.
7. That as part of the OFFICIAL PLAN REVIEW AND UPDATE PROJECT, that the permitted uses in the Official Plan and in the Town's Zoning By-law for the Industrial "M1" and "M2" zones be reviewed to better and more clearly conform to the intended Employment Area uses as set out in the Official Plan and in the Growth Plan.
8. To consider, as part of the OFFICIAL PLAN REVIEW AND UPDATE PROJECT, a revision to the land use structure for the Official Plan by creating separate EMPLOYMENT AREA and COMMERCIAL land use designations to better manage these major land use categories. This could include single or multiple employment area and commercial designations to reflect the planned function for each area. In particular, the commercial and retail policies need to address and describe the commercial land use structure in the Town and the planned function of each major commercial area.
9. That as part of the OFFICIAL PLAN REVIEW AND UPDATE PROJECT, the Official Plan land use designation and policy approach with respect to the Beamish Sand and Gravel Pit be addressed.

## Appendix #1

<b>Category in NAICS 2007</b>	Highway 12 East			
	# Parcels	% of Parcels	Total Area	% of Industrial Area
11 - Agriculture, Forestry, Fishing, & Hunting	0	0.0	0.00	0.0
21 - Mining, Quarrying, & Oil and Gas Extraction	0	0.0	0.00	0.0
22 - Utilities	0	0.0	0.00	0.0
23 - Construction	3	3.8	1.00	0.8
31-33 - Manufacturing	15	19.0	46.96	37.1
41 - Wholesale Trade	5	6.3	3.84	3.0
44-45 - Retail Trade	2	2.5	0.80	0.6
48-49 - Transportation & Warehousing	6	7.6	3.40	2.7
51 - Information & Cultural Industries	0	0.0	0.00	0.0
52 - Finance & Insurance	0	0.0	0.00	0.0
53 - Real Estate & Rental and Leasing	3	3.8	1.97	1.6
54 - Professional, Scientific, & Technical Services	1	1.3	5.76	4.6
55 - Management of Companies and Enterprises	0	0.0	0.00	0.0
56 - Administrative and Support, Waste Management and Remediation Services	2	2.5	2.97	2.3
61 - Educational Services	0	0.0	0.00	0.0
62 - Health Care & Social Assistance	1	1.3	0.82	0.6
71 - Arts, Entertainment, & Recreation	0	0.0	0.00	0.0
72 - Accomodation & Food Services	1	1.3	0.35	0.3
81 - Other Services (except Public Administration)	5	6.3	3.37	2.7
82 - Public Administration	0	0.0	0.00	0.0
<b>Residential</b>	<b>3</b>	<b>3.8</b>	<b>0.56</b>	<b>0.4</b>
<b>Commercial</b>	<b>4</b>	<b>5.1</b>	<b>1.15</b>	<b>0.9</b>
<b>Vacant Land</b>	<b>25</b>	<b>31.6</b>	<b>39.36</b>	<b>31.1</b>
<b>Vacant Building</b>	<b>3</b>	<b>3.8</b>	<b>14.15</b>	<b>11.2</b>

## Appendix #2

<b>Category in NAICS 2007</b>	Highway 12 West			
	# Parcels	% of Parcels	Total Area	% of Industrial Area
11 - Agriculture, Forestry, Fishing, & Hunting	0	0.0	0.00	0.0
21 - Mining, Quarrying, & Oil and Gas Extraction	1	3.8	71.73	30.4
22 - Utilities	1	3.8	2.76	1.2
23 - Construction	1	3.8	0.29	0.1
31-33 - Manufacturing	0	0.0	0.00	0.0
41 - Wholesale Trade	0	0.0	0.00	0.0
44-45 - Retail Trade	0	0.0	0.00	0.0
48-49 - Transportation & Warehousing	0	0.0	0.00	0.0
51 - Information & Cultural Industries	0	0.0	0.00	0.0
52 - Finance & Insurance	0	0.0	0.00	0.0
53 - Real Estate & Rental and Leasing	1	3.8	1.85	0.8
54 - Professional, Scientific, & Technical Services	0	0.0	0.00	0.0
55 - Management of Companies and Enterprises	0	0.0	0.00	0.0
56 - Administrative and Support, Waste Management and Remediation Services	0	0.0	0.00	0.0
61 - Educational Services	0	0.0	0.00	0.0
62 - Health Care & Social Assistance	0	0.0	0.00	0.0
71 - Arts, Entertainment, & Recreation	0	0.0	0.00	0.0
72 - Accomodation & Food Services	1	3.8	0.11	0.0
81 - Other Services (except Public Administration)	0	0.0	0.00	0.0
82 - Public Administration	0	0.0	0.00	0.0
<b>Residential</b>	<b>12</b>	<b>46.2</b>	<b>77.4</b>	<b>32.8</b>
<b>Commercial</b>	<b>0</b>	<b>0.0</b>	<b>0.00</b>	<b>0.0</b>
<b>Vacant Land</b>	<b>9</b>	<b>34.6</b>	<b>82.17</b>	<b>34.8</b>
<b>Vacant Building</b>	<b>0</b>	<b>0.0</b>	<b>0.00</b>	<b>0.0</b>

### Appendix #3

<b>Category in NAICS 2007</b>	Mid-Town			
	# Parcels	% of Parcels	Total Area	% of Industrial Area
11 - Agriculture, Forestry, Fishing, & Hunting	0	0.0	0.00	0.0
21 - Mining, Quarrying, & Oil and Gas Extraction	0	0.0	0.00	0.0
22 - Utilities	0	0.0	0.00	0.0
23 - Construction	0	0.0	0.00	0.0
31-33 - Manufacturing	3	75.0	9.05	99.3
41 - Wholesale Trade	0	0.0	0.00	0.0
44-45 - Retail Trade	0	0.0	0.00	0.0
48-49 - Transportation & Warehousing	0	0.0	0.00	0.0
51 - Information & Cultural Industries	0	0.0	0.00	0.0
52 - Finance & Insurance	0	0.0	0.00	0.0
53 - Real Estate & Rental and Leasing	0	0.0	0.00	0.0
54 - Professional, Scientific, & Technical Services	0	0.0	0.00	0.0
55 - Management of Companies and Enterprises	0	0.0	0.00	0.0
56 - Administrative and Support, Waste Management and Remediation Services	0	0.0	0.00	0.0
61 - Educational Services	0	0.0	0.00	0.0
62 - Health Care & Social Assistance	0	0.0	0.00	0.0
71 - Arts, Entertainment, & Recreation	0	0.0	0.00	0.0
72 - Accomodation & Food Services	0	0.0	0.00	0.0
81 - Other Services (except Public Administration)	0	0.0	0.00	0.0
82 - Public Administration	0	0.0	0.00	0.0
<b>Residential</b>	<b>1</b>	<b>25.0</b>	<b>0.06</b>	<b>0.7</b>
<b>Commercial</b>	<b>0</b>	<b>0.0</b>	<b>0.00</b>	<b>0.0</b>
<b>Vacant Land</b>	<b>0</b>	<b>0.0</b>	<b>0.00</b>	<b>0.0</b>
<b>Vacant Building</b>	<b>0</b>	<b>0.0</b>	<b>0.00</b>	<b>0.0</b>

## Appendix #4

<b>Category in NAICS 2007</b>	Olive Street			
	# Parcels	% of Parcels	Total Area	% of Industrial Area
11 - Agriculture, Forestry, Fishing, & Hunting	0	0.0	0.00	0.0
21 - Mining, Quarrying, & Oil and Gas Extraction	0	0.0	0.00	0.0
22 - Utilities	0	0.0	0.00	0.0
23 - Construction	2	8.0	0.54	3.1
31-33 - Manufacturing	6	24.0	13.41	77.6
41 - Wholesale Trade	1	4.0	0.62	3.6
44-45 - Retail Trade	0	0.0	0.00	0.0
48-49 - Transportation & Warehousing	0	0.0	0.00	0.0
51 - Information & Cultural Industries	0	0.0	0.00	0.0
52 - Finance & Insurance	0	0.0	0.00	0.0
53 - Real Estate & Rental and Leasing	2	8.0	0.66	3.8
54 - Professional, Scientific, & Technical Services	0	0.0	0.00	0.0
55 - Management of Companies and Enterprises	0	0.0	0.00	0.0
56 - Administrative and Support, Waste Management and Remediation Services	0	0.0	0.00	0.0
61 - Educational Services	0	0.0	0.00	0.0
62 - Health Care & Social Assistance	0	0.0	0.00	0.0
71 - Arts, Entertainment, & Recreation	1	4.0	0.23	1.3
72 - Accomodation & Food Services	0	0.0	0.00	0.0
81 - Other Services (except Public Administration)	1	4.0	0.23	1.3
82 - Public Administration	0	0.0	0.00	0.0
<b>Residential</b>	<b>9</b>	<b>36.0</b>	<b>1.13</b>	<b>6.5</b>
<b>Commercial</b>	<b>1</b>	<b>4.0</b>	<b>0.23</b>	<b>1.3</b>
<b>Vacant Land</b>	<b>2</b>	<b>8.0</b>	<b>0.20</b>	<b>1.2</b>
<b>Vacant Building</b>	<b>0</b>	<b>0.0</b>	<b>0.00</b>	<b>0.0</b>

## Appendix #5

<b>Category in NAICS 2007</b>	Waterfront			
	# Parcels	% of Parcels	Total Area	% of Industrial Area
11 - Agriculture, Forestry, Fishing, & Hunting	0	0.0	0.00	0.0
21 - Mining, Quarrying, & Oil and Gas Extraction	1	50.0	7.14	69.1
22 - Utilities	0	0.0	0.00	0.0
23 - Construction	0	0.0	0.00	0.0
31-33 - Manufacturing	1	50.0	3.20	30.9
41 - Wholesale Trade	0	0.0	0.00	0.0
44-45 - Retail Trade	0	0.0	0.00	0.0
48-49 - Transportation & Warehousing	0	0.0	0.00	0.0
51 - Information & Cultural Industries	0	0.0	0.00	0.0
52 - Finance & Insurance	0	0.0	0.00	0.0
53 - Real Estate & Rental and Leasing	0	0.0	0.00	0.0
54 - Professional, Scientific, & Technical Services	0	0.0	0.00	0.0
55 - Management of Companies and Enterprises	0	0.0	0.00	0.0
56 - Administrative and Support, Waste Management and Remediation Services	0	0.0	0.00	0.0
61 - Educational Services	0	0.0	0.00	0.0
62 - Health Care & Social Assistance	0	0.0	0.00	0.0
71 - Arts, Entertainment, & Recreation	0	0.0	0.00	0.0
72 - Accomodation & Food Services	0	0.0	0.00	0.0
81 - Other Services (except Public Administration)	0	0.0	0.00	0.0
82 - Public Administration	0	0.0	0.00	0.0
Residential	0	0.0	0.00	0.0
Commercial	0	0.0	0.00	0.0
Vacant Land	0	0.0	0.00	0.0
Vacant Building	0	0.0	0.00	0.0

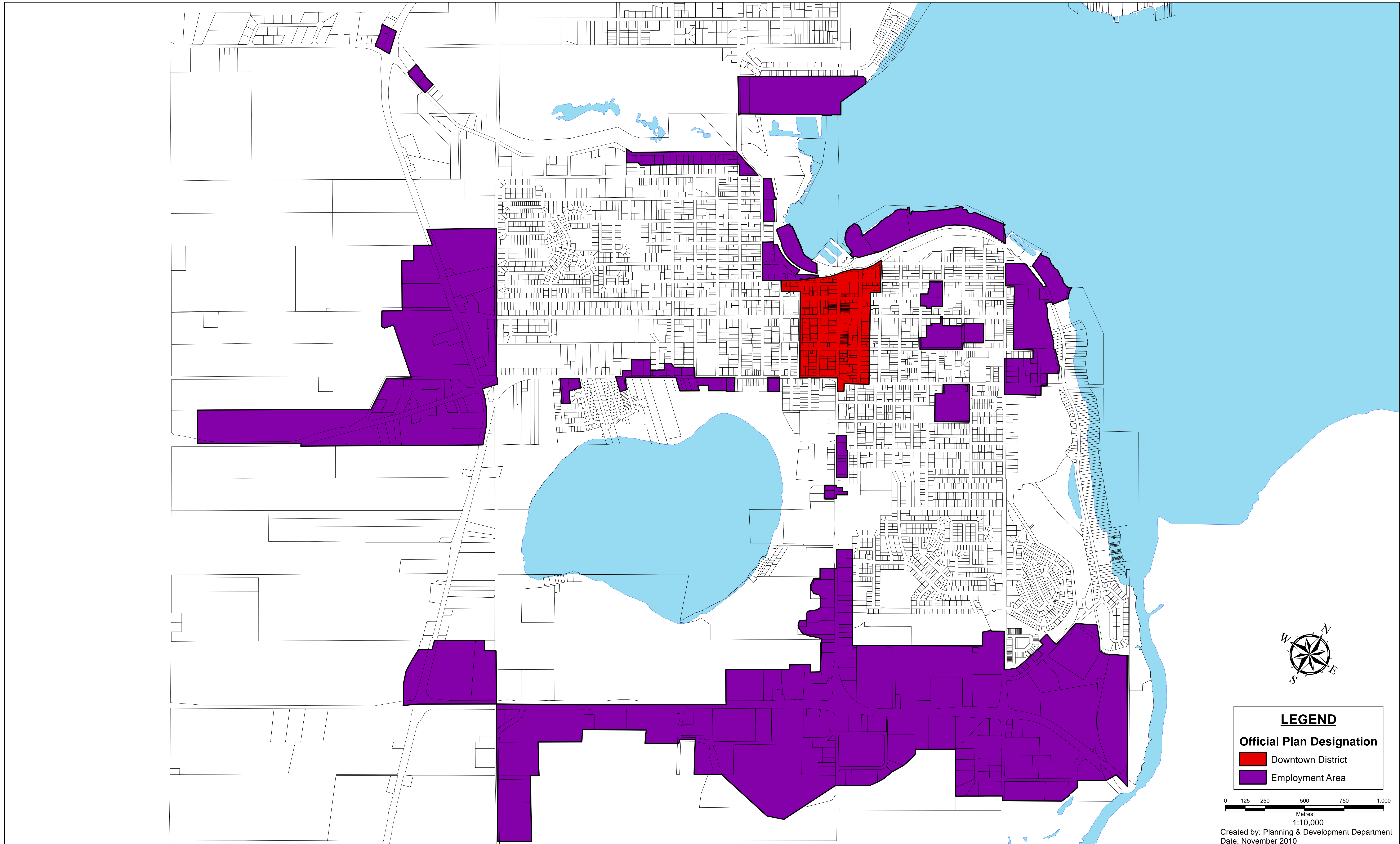


## Appendix #6

<b>Category in NAICS 2007</b>	Total			
	# Parcels	% of Parcels	Total Area	% of Industrial Area
11 - Agriculture, Forestry, Fishing, & Hunting	0	0.00	0	0.00
21 - Mining, Quarrying, & Oil and Gas Extraction	2	1.44	78.87	17.60
22 - Utilities	1	0.72	2.76	0.62
23 - Construction	6	4.32	1.83	0.41
31-33 - Manufacturing	25	17.99	72.62	16.20
41 - Wholesale Trade	6	4.32	4.46	1.00
44-45 - Retail Trade	2	1.44	0.8	0.18
48-49 - Transportation & Warehousing	6	4.32	3.4	0.76
51 - Information & Cultural Industries	0	0.00	0	0.00
52 - Finance & Insurance	0	0.00	0	0.00
53 - Real Estate & Rental and Leasing	6	4.32	4.48	1.00
54 - Professional, Scientific, & Technical Services	1	0.72	5.76	1.29
55 - Management of Companies and Enterprises	0	0.00	0	0.00
56 - Administrative and Support, Waste Management and Remediation Services	2	1.44	2.97	0.66
61 - Educational Services	0	0.00	0	0.00
62 - Health Care & Social Assistance	1	0.72	0.82	0.18
71 - Arts, Entertainment, & Recreation	1	0.72	0.23	0.05
72 - Accommodation & Food Services	2	1.44	0.46	0.10
81 - Other Services (except Public Administration)	6	4.32	3.6	0.80
82 - Public Administration	0	0.00	0	0.00

Residential	25	17.99	79.15	17.66
Commercial	5	3.60	1.38	0.31
Vacant Land	36	25.90	121.73	27.16
Vacant Building	3	2.16	14.15	3.16

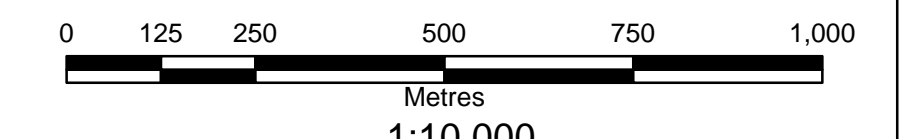
# Map 1 - Employment Areas in The Town of Midland



**LEGEND**

**Official Plan Designation**

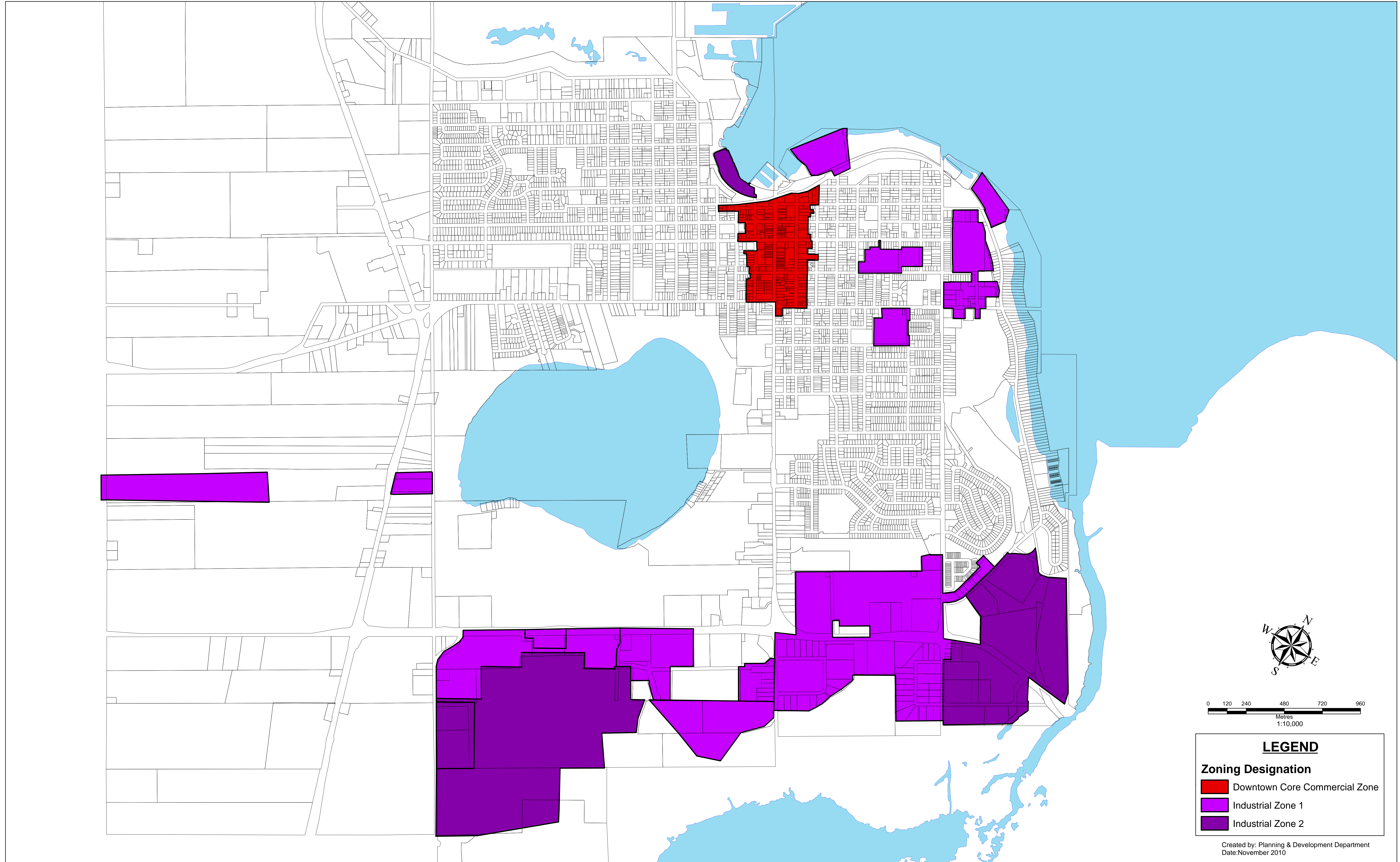
- Downtown District
- Employment Area



1:10,000  
Created by: Planning & Development Department  
Date: November 2010






# Map 2 - Industrial Lands in The Town of Midland



**LEGEND**

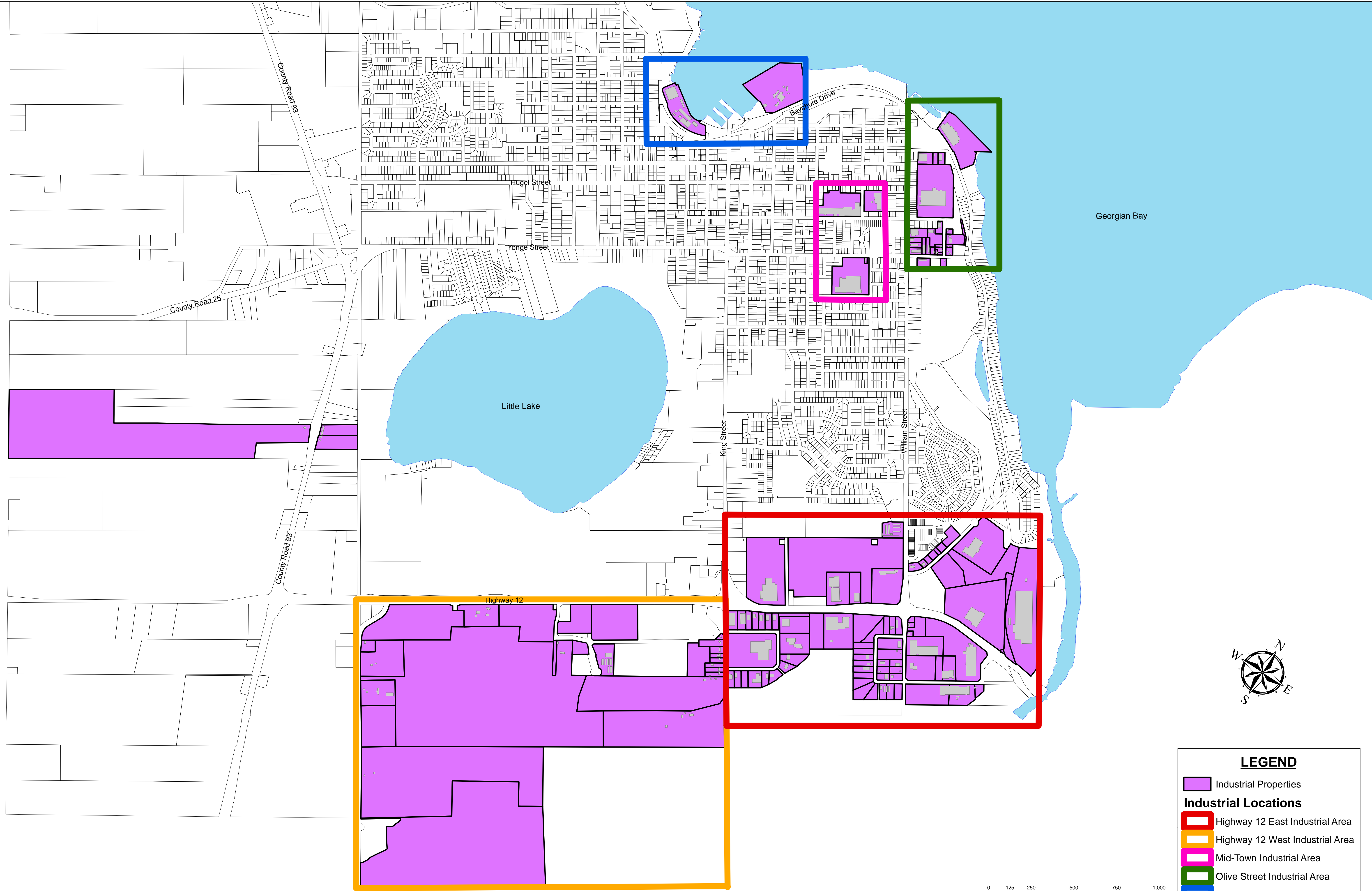
**Zoning Designation**

-  Downtown Core Commercial Zone
-  Industrial Zone 1
-  Industrial Zone 2

Created by: Planning & Development Department  
Date: November 2010

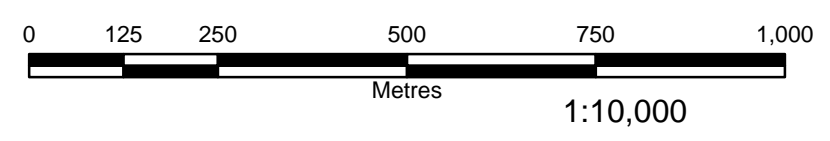


# Map 3 - Location of Employment Areas in The Town of Midland



**LEGEND**

- Industrial Properties
- Industrial Locations**
- Highway 12 East Industrial Area
- Highway 12 West Industrial Area
- Mid-Town Industrial Area
- Olive Street Industrial Area
- Waterfront Industrial Area



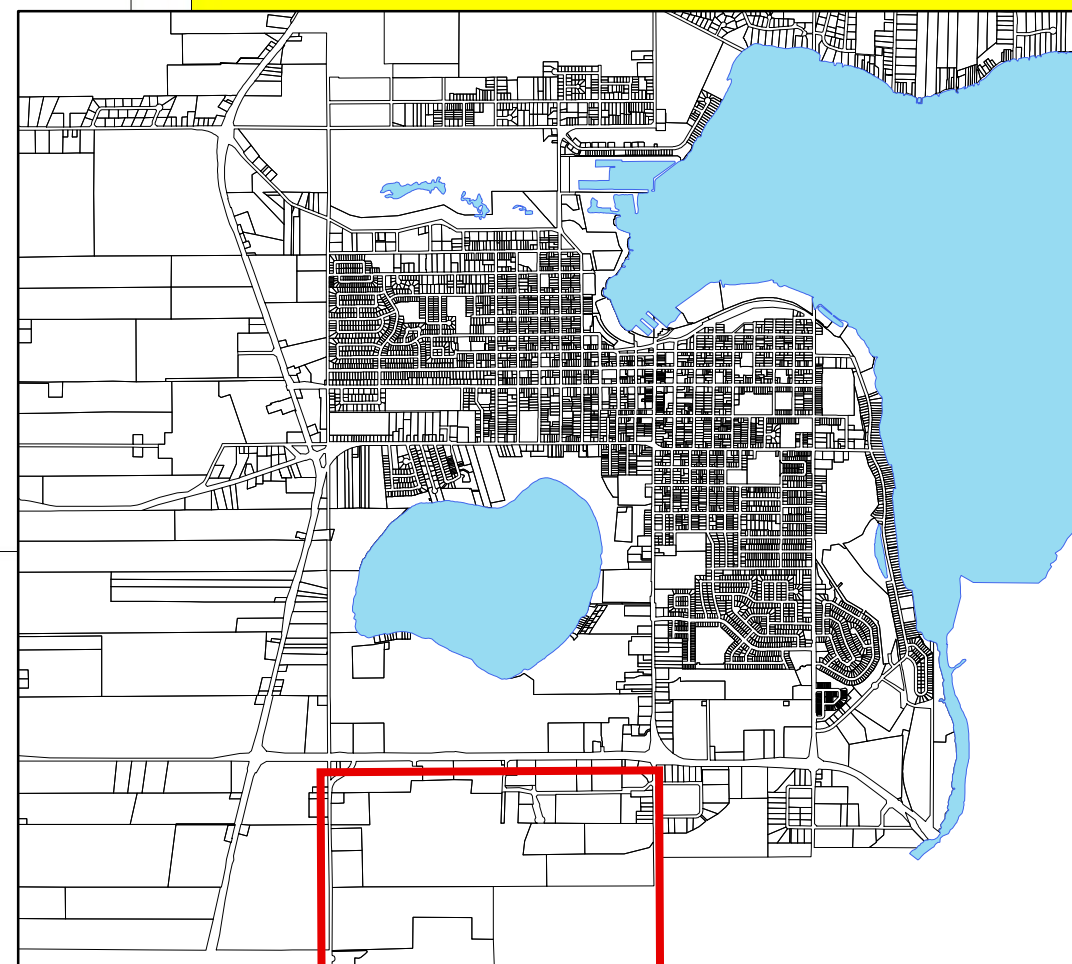
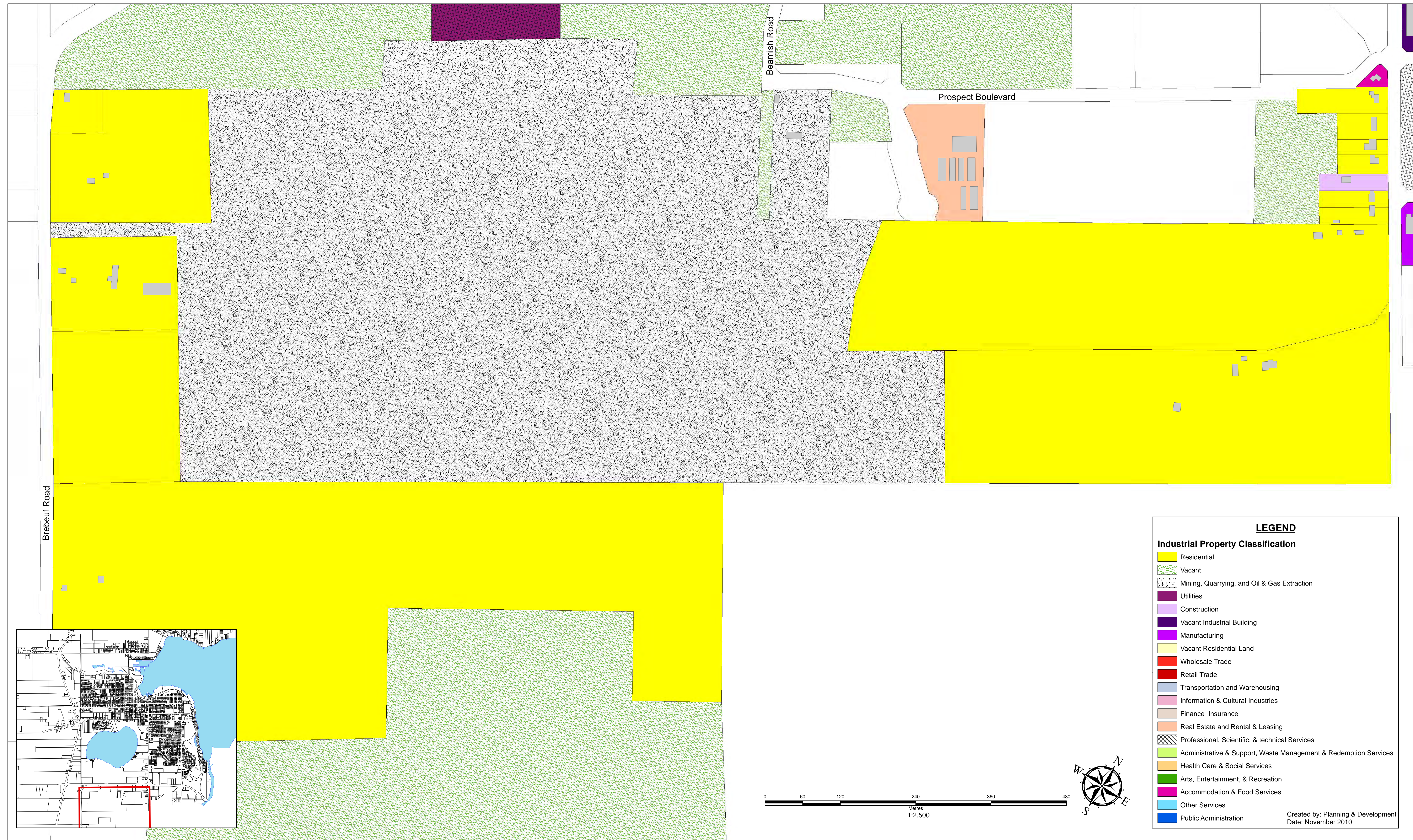


# Map 4 - Highway 12 East Employment Area





# Map 5 - Highway 12 West Employment Area

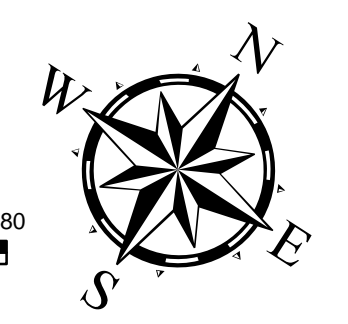
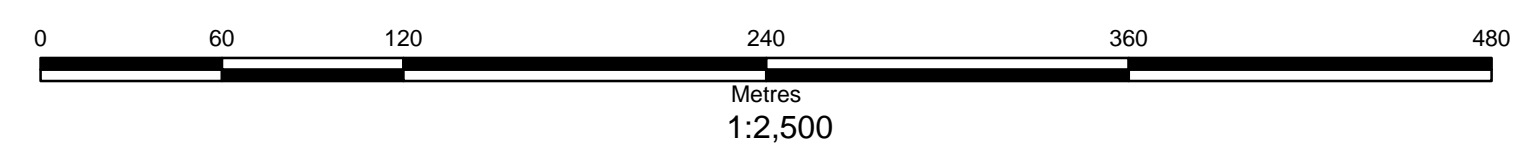


**LEGEND**

**Industrial Property Classification**

- Residential
- Vacant
- Mining, Quarrying, and Oil & Gas Extraction
- Utilities
- Construction
- Vacant Industrial Building
- Manufacturing
- Vacant Residential Land
- Wholesale Trade
- Retail Trade
- Transportation and Warehousing
- Information & Cultural Industries
- Finance Insurance
- Real Estate and Rental & Leasing
- Professional, Scientific, & technical Services
- Administrative & Support, Waste Management & Redemption Services
- Health Care & Social Services
- Arts, Entertainment, & Recreation
- Accommodation & Food Services
- Other Services
- Public Administration

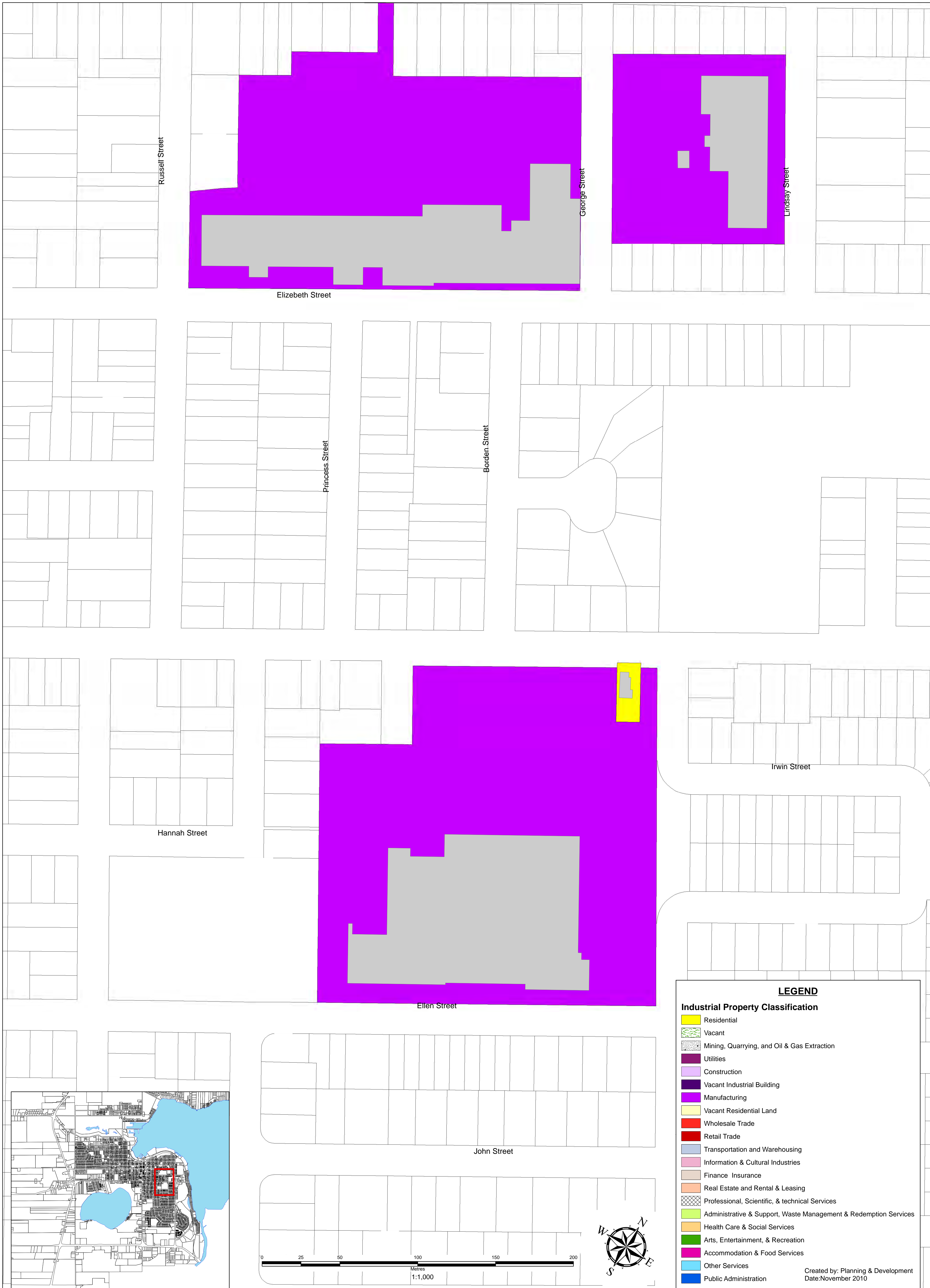
Created by: Planning & Development  
Date: November 2010





# Map 6 - Mid-Town Employment Area

## Mid-Town Industrial Area

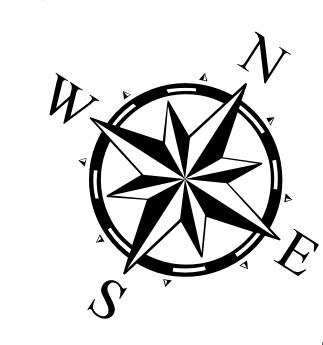
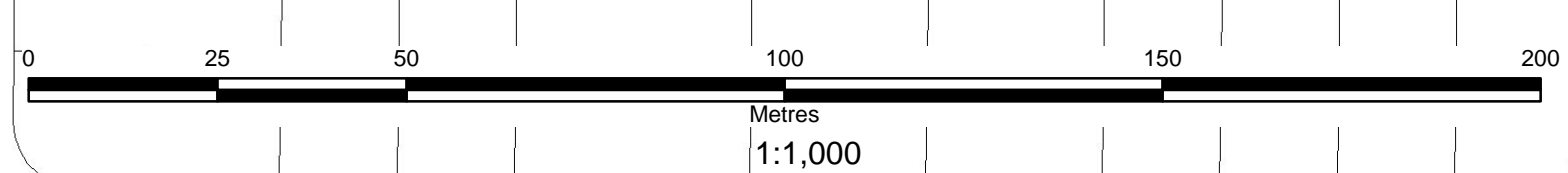


**LEGEND**

**Industrial Property Classification**

- Residential
- Vacant
- Mining, Quarrying, and Oil & Gas Extraction
- Utilities
- Construction
- Vacant Industrial Building
- Manufacturing
- Vacant Residential Land
- Wholesale Trade
- Retail Trade
- Transportation and Warehousing
- Information & Cultural Industries
- Finance Insurance
- Real Estate and Rental & Leasing
- Professional, Scientific, & technical Services
- Administrative & Support, Waste Management & Redemption Services
- Health Care & Social Services
- Arts, Entertainment, & Recreation
- Accommodation & Food Services
- Other Services
- Public Administration

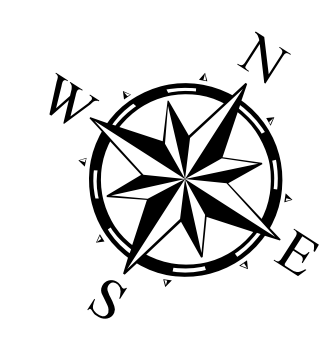
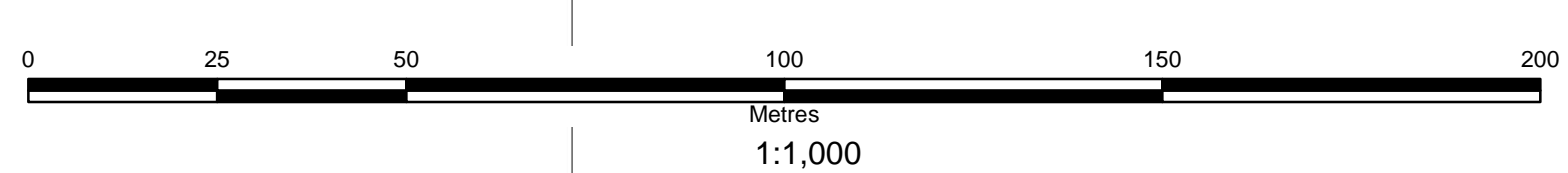
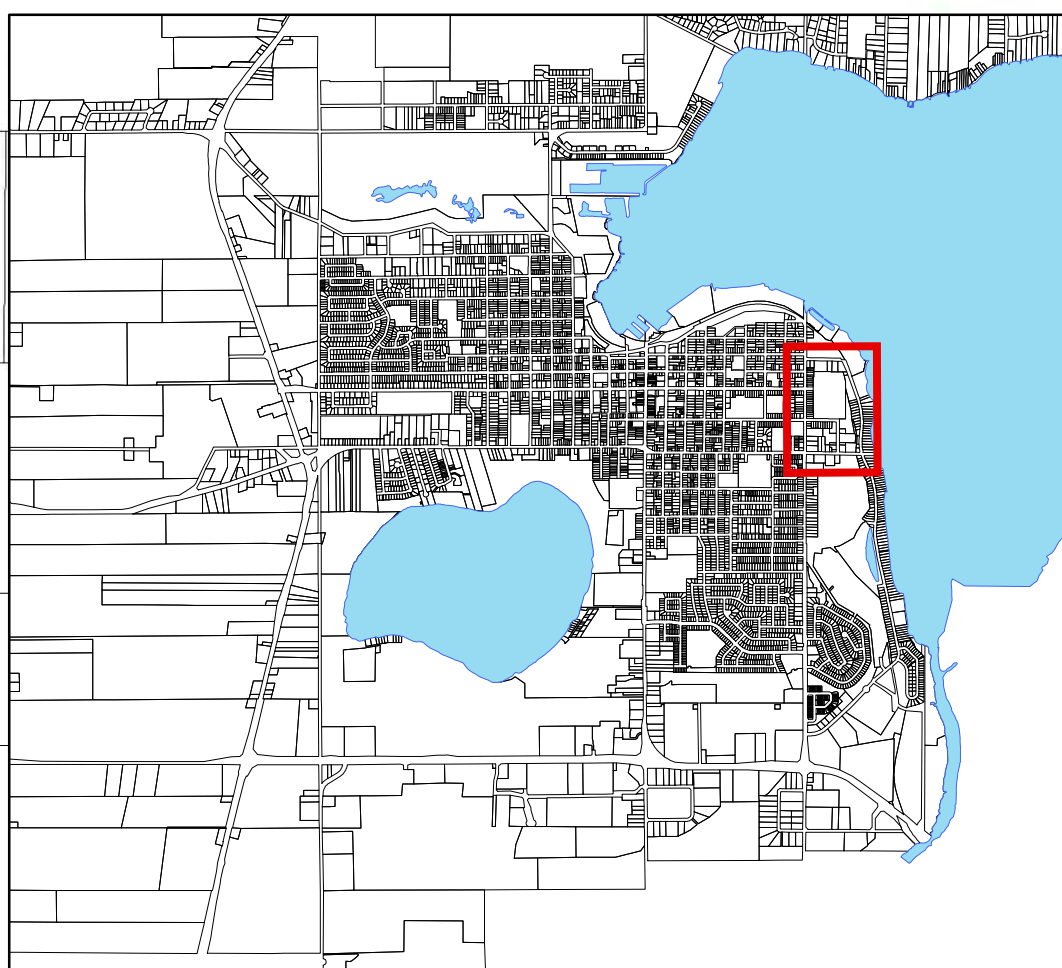
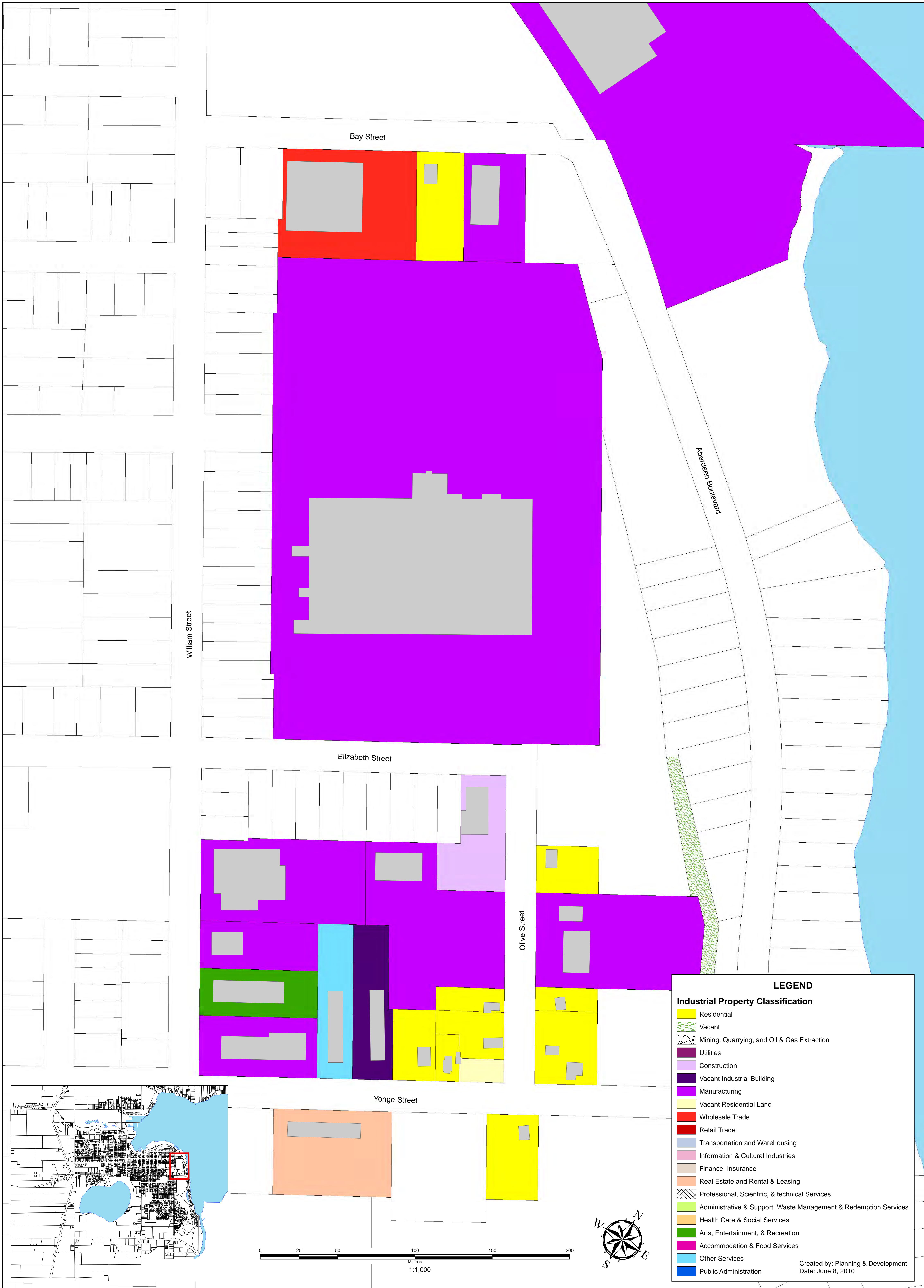
Created by: Planning & Development  
Date: November 2010





# Map 7 - Olive Street Employment Area

## Olive Street Industrial Area



**LEGEND**

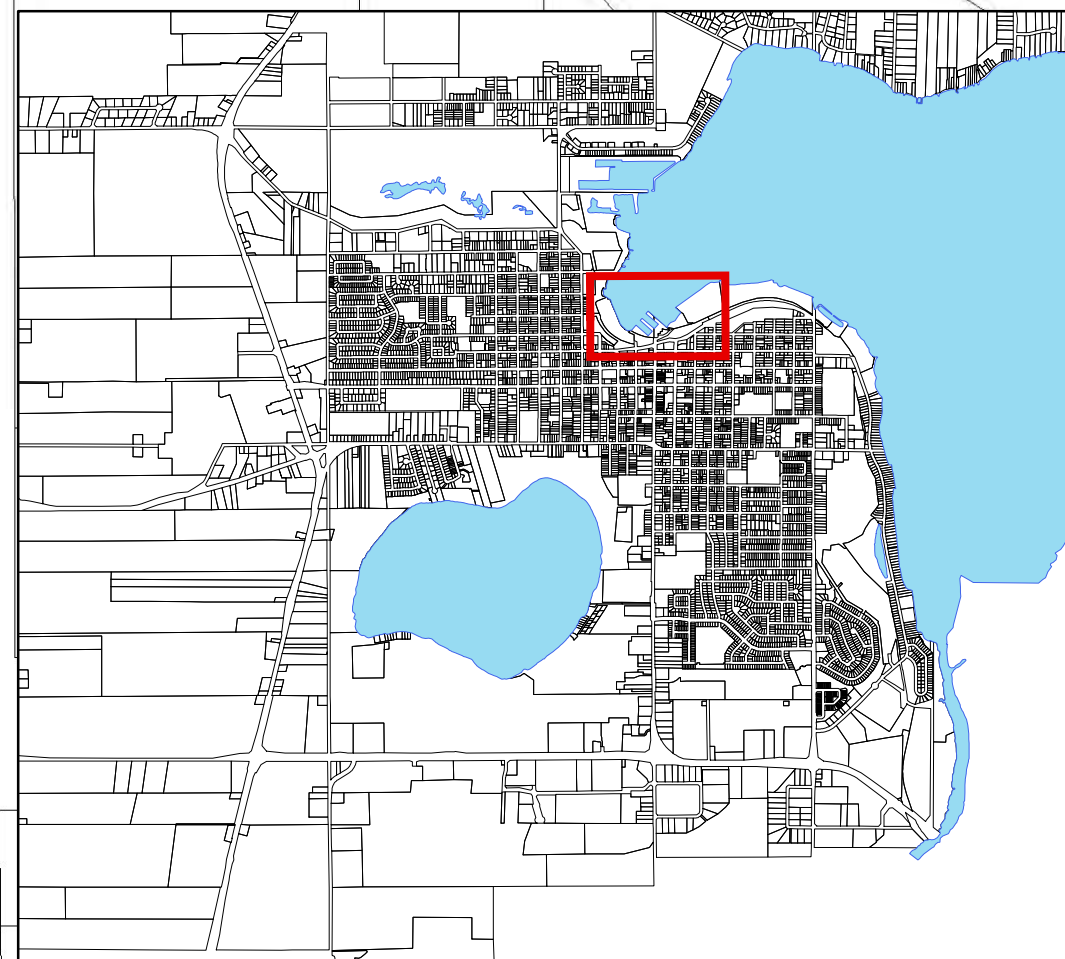
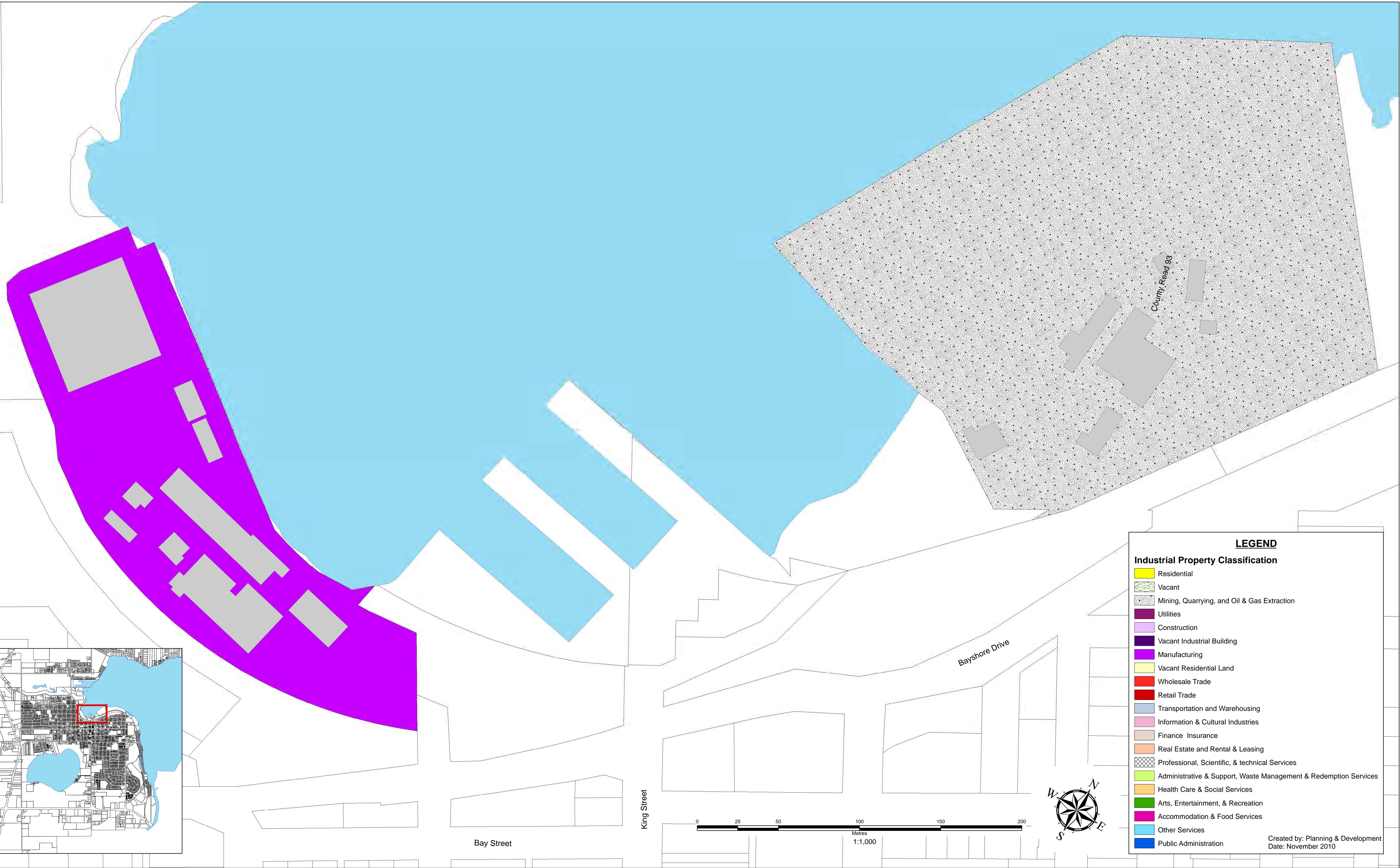
**Industrial Property Classification**

	Residential
	Vacant
	Mining, Quarrying, and Oil & Gas Extraction
	Utilities
	Construction
	Vacant Industrial Building
	Manufacturing
	Vacant Residential Land
	Wholesale Trade
	Retail Trade
	Transportation and Warehousing
	Information & Cultural Industries
	Finance Insurance
	Real Estate and Rental & Leasing
	Professional, Scientific, & technical Services
	Administrative & Support, Waste Management & Redemption Services
	Health Care & Social Services
	Arts, Entertainment, & Recreation
	Accommodation & Food Services
	Other Services
	Public Administration

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Date: June 8, 2010



# Map 8 - Waterfront Employment Area



**LEGEND**

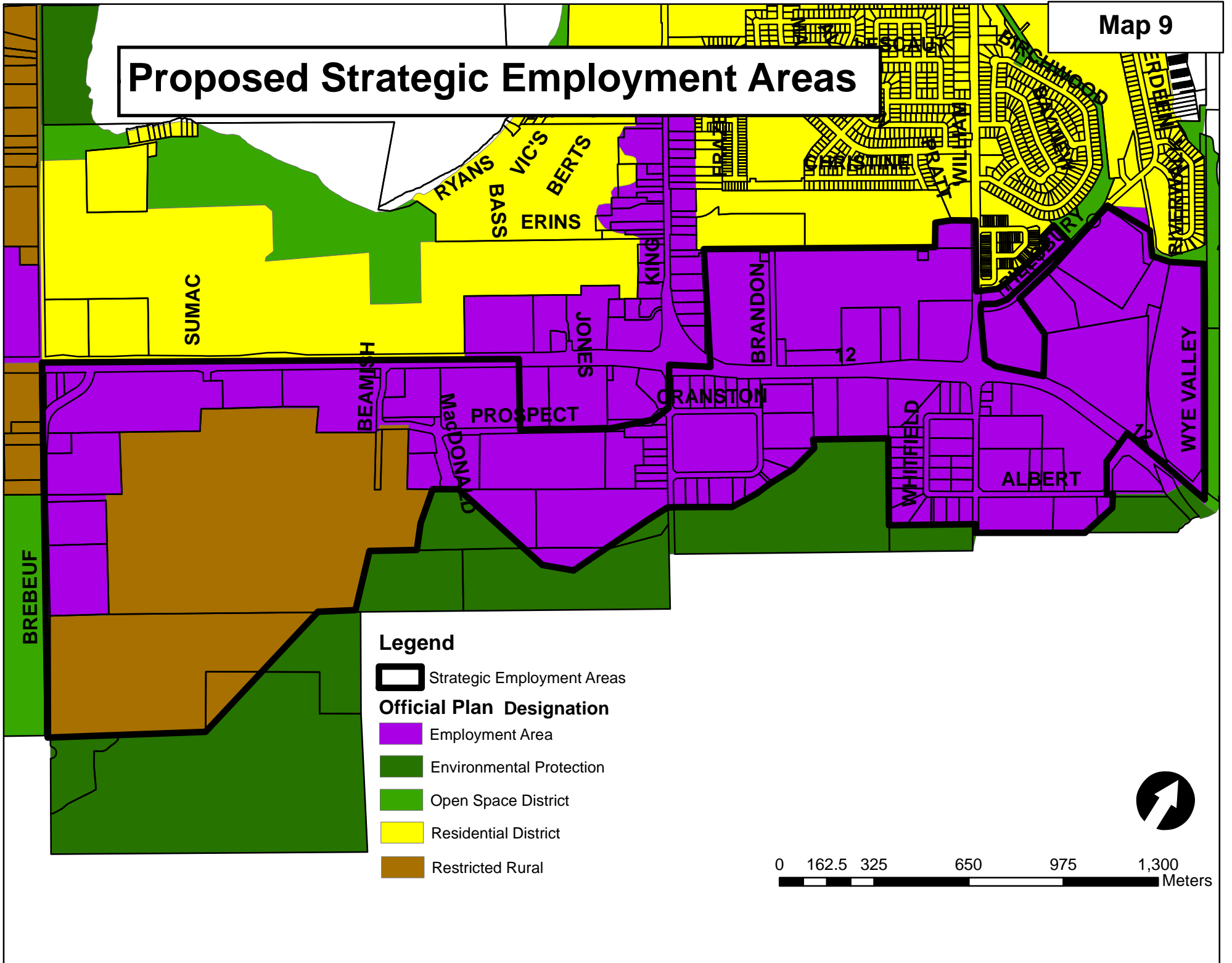
**Industrial Property Classification**

- Residential
- Vacant
- Mining, Quarrying, and Oil & Gas Extraction
- Utilities
- Construction
- Vacant Industrial Building
- Manufacturing
- Vacant Residential Land
- Wholesale Trade
- Retail Trade
- Transportation and Warehousing
- Information & Cultural Industries
- Finance Insurance
- Real Estate and Rental & Leasing
- Professional, Scientific, & technical Services
- Administrative & Support, Waste Management & Redemption Services
- Health Care & Social Services
- Arts, Entertainment, & Recreation
- Accommodation & Food Services
- Other Services
- Public Administration

Created by: Planning & Development  
Date: November 2010

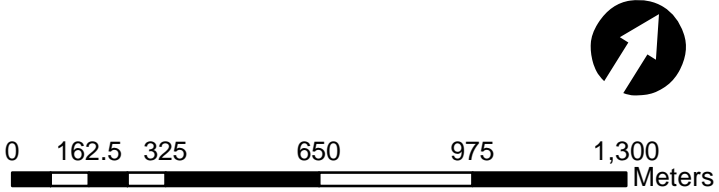


# Proposed Strategic Employment Areas

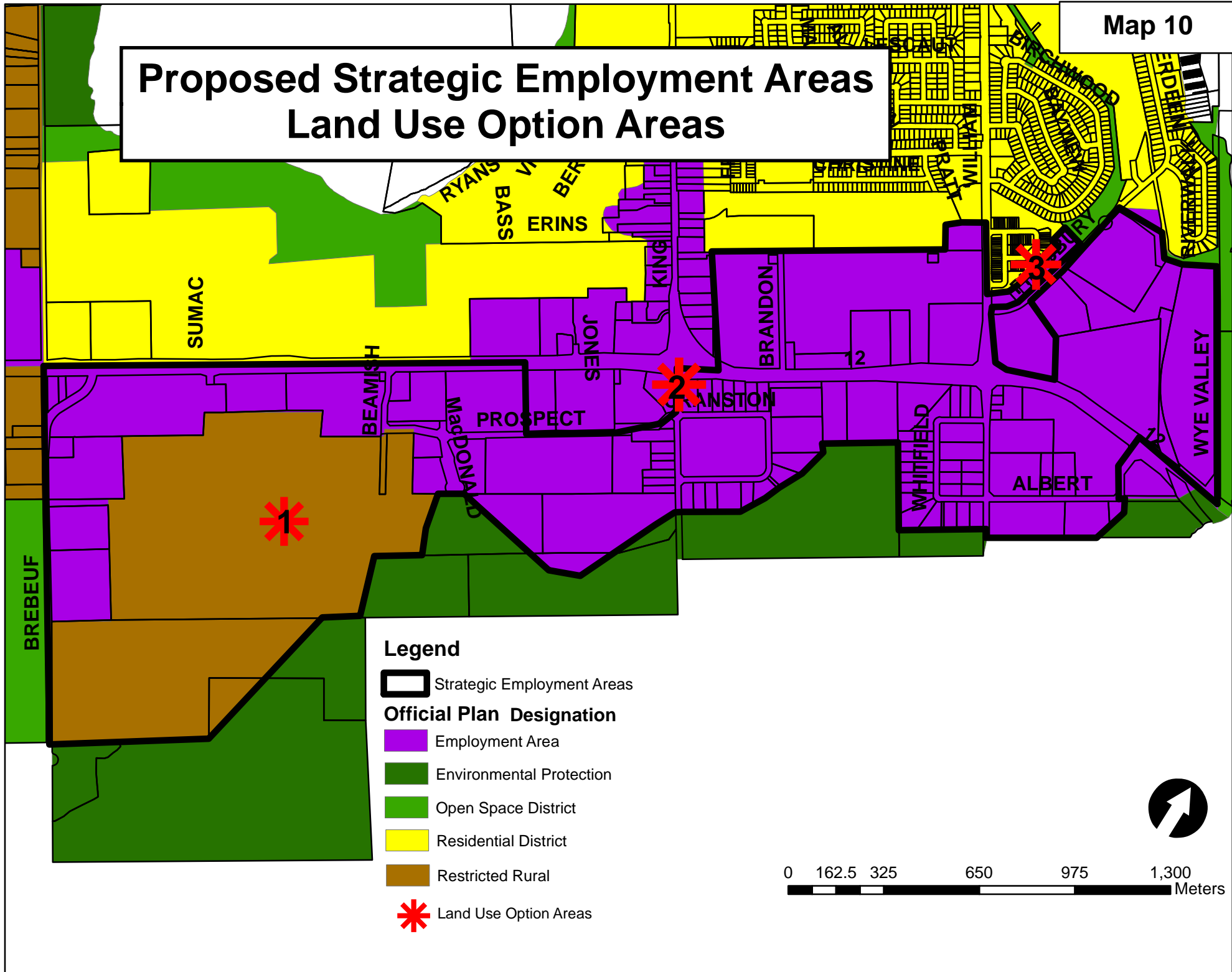


### Legend

-  Strategic Employment Areas
- Official Plan Designation**
-  Employment Area
-  Environmental Protection
-  Open Space District
-  Residential District
-  Restricted Rural



# Proposed Strategic Employment Areas Land Use Option Areas



### Legend

- Strategic Employment Areas
- Official Plan Designation**
- Employment Area
- Environmental Protection
- Open Space District
- Residential District
- Restricted Rural
- Land Use Option Areas

0 162.5 325 650 975 1,300 Meters