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PRELIMINARY URBAN EXPANSION AREAS IN THE TOWN OF EAST GWILLIMBURY, CITY OF VAUGHAN AND TOWN OF MARKHAM

(Regional Council at its meeting on March 25, 2010 amended this Clause to include the following additional recommendation:

- 5. *The timing of the recommendations discussed in the report be delayed one month to receive the proposed amendments at the May 5, 2010 Planning and Economic Development Committee meeting and hold the statutory public meetings at the Committee on June 16, 2010.)***

The Planning and Economic Development Committee recommends:

- 1. Receipt of the communication from Catherine Lyons of Goodmans LLP Barristers & Solicitors, dated March 1, 2010; and**
- 2. Adoption of the recommendations contained in the following report dated February 22, 2010, from the Commissioner of Planning and Development Services with the following additional recommendation;**
 - 4. Regional Staff give consideration to the timetable of the lower tier municipal Official Plan and Growth Conformity process prior to presenting the final report to Regional Council for adoption.**

1. RECOMMENDATIONS

It is recommended that:

- 1. *Figures 1, 2 and 3* illustrating preliminary urban expansion areas in the Town of East Gwillimbury, City of Vaughan and the Town of Markham be received for information.**
- 2. Council authorize Regional staff to bring forward urban expansion Amendments for the three whitebelt areas.**
- 3. Council authorize Regional staff to schedule the statutory public meetings to obtain public input.**

2. PURPOSE

This report provides preliminary mapping showing urban expansions in the Town of East Gwillimbury, City of Vaughan and Town of Markham which are required to provide capacity for urban development to meet Growth Plan forecasts to the year 2031.

3. BACKGROUND

York Region Official Plan, adopted in December 2009, shows conceptual urban expansions for East Gwillimbury and Vaughan on Map 1

Regional Council at its meeting of December 16, 2009, adopted Clause 1 of Report Number 9, the York Region Official Plan – December 2009. The identification of urban expansion areas in the white belt communities in East Gwillimbury, Vaughan and Markham were conceptually shown by asterisks on Map 1 of the Official Plan. Regional Council deleted the Map 1 asterisks in the Town of Markham prior to adoption to permit the Town of Markham to proceed with its growth management work.

As further described below, Figures 1, 2 and 3 are based on the growth management work of the three local municipalities and the anticipated urban expansions which result from that local growth management work.

The staff report accompanying the December adoption of the Regional Official Plan indicated that the precise boundaries of the urban expansion areas in each of the white belt areas would proceed by an Amendment or Amendments to the adopted Regional Official Plan early in 2010.

This report provides mapping showing the preliminary urban expansion areas in each of the three municipalities and will be used as the basis for Amendments to the Regional Official Plan in the future.

4. ANALYSIS AND OPTIONS

Places to Grow requires allocation of Regional population and employment forecasts to local municipalities and that urban expansions be undertaken through municipal comprehensive reviews

In April 2003, the Province of Ontario retained Hemson Consulting Ltd. to update the 2031 population, household and employment forecasts for the Greater Golden Horseshoe (GGH). This forecasting exercise was incorporated into Schedule 3 of the Provincial *Growth Plan for the Greater Golden Horseshoe, 2006* (the “Growth Plan”). Upper tier municipalities are responsible for distributing these forecasts to the local municipalities within their jurisdictions.

Regional Council at its meeting of January 22, 2009 adopted Clause 3 of Report No. 1 of the Regional Planning and Development Committee providing a summary of the updated and revised population, household and employment forecasts for York Region and its nine local municipalities to the year 2031.

The Regional forecasts were prepared with the assumption that York Region will continue to be an attractive place to live and work and that the GTAH will continue to experience long-term economic viability. Table 1 of the (Adopted) York Region Official Plan – December 2009 with population and employment forecasts by local municipality is reproduced below. The Region will continue to carefully monitor the forecasts.

Table 1 York Region Population and Employment Forecast by Local Municipality					
	2006	2016	2021	2026	2031
Aurora					
Population	49,700	63,700	68,200	69,700	70,400
Employment	20,300	29,000	32,400	33,500	34,200
East Gwillimbury					
Population	22,000	34,700	48,300	66,800	88,000
Employment	5,900	11,600	18,700	26,500	34,400
Georgina					
Population	44,600	52,800	58,000	64,100	70,700
Employment	8,000	11,000	13,900	17,300	21,200
King					
Population	20,300	27,000	29,900	32,600	35,100
Employment	7,100	9,700	11,000	11,500	11,900
Markham					
Population	273,000	337,800	370,500	399,100	423,500
Employment	144,800	200,300	221,500	231,300	240,600
New market					
Population	77,600	88,700	91,900	94,600	97,300
Employment	42,100	47,600	48,700	49,100	49,400
Richmond Hill					
Population	169,800	216,900	231,500	239,400	242,800
Employment	61,100	86,100	94,300	97,400	99,400
Vaughan					
Population	249,300	329,100	360,600	389,700	418,800
Employment	162,200	226,000	248,900	257,600	266,100
Whitchurch-Stouffville					
Population	25,500	49,400	55,800	59,200	60,800
Employment	10,900	19,200	22,000	22,700	23,000
York Region					
Population	931,900	1,200,100	1,314,700	1,415,200	1,507,500
Employment	462,300	640,500	711,300	746,900	780,300

Source: (Adopted) York Region Official Plan – December 2009

Regional land budget refinements have identified a need for 2,474 hectares of additional urban land in the three whitebelt areas

As part of the ongoing forecasting work, Regional staff has refined the land budget analysis originally received by Council in January 2009. The refined land budget report is the subject of Clause 2 of Report No. 2 of the Regional Planning and Economic Development Committee agenda for March 3, 2010.

This refinement has resulted from ongoing discussions with local municipalities regarding land supply, the reduction in the total employment numbers from the 2009 land budget total of approximately 799,000 jobs to be consistent with the Growth Plan number of 780,000 and refinement of land take-outs for environmental features and non-developable lands within white belt areas.

Table 2, below outlines the amount of additional developable land required to accommodate the forecasted population and employment growth to 2031.

Table 2
2031 Whitebelt Area Requirements by Local Municipality

	Community Lands (ha)	Employment Lands (ha)	Total (ha)
East Gwillimbury	427	150	577
Markham	682	328	1,010
Vaughan	510	376	886
Total	1,619	854	2,474

Source: York Region Planning and Development Services, 2010. - York Region Planning and Development Services Department - March 2010 – Clause 2 of Report 2 of the Regional Planning and Economic Development Committee

Region and local municipalities have coordinated growth management work to identify the preliminary urban expansion areas and local staff concurs with areas indicated on Figures 1, 2 and 3

Regional staff has worked with all local municipal staff including staff of the Town of East Gwillimbury, City of Vaughan and Town of Markham during their ongoing growth management work to ensure that population and employment forecasts as well as urban expansion technical aspects are coordinated.

The Town of East Gwillimbury staff and Council are in the final stages of considering a new Official Plan which expands the urban area of the Town. Based on the draft Official Plan, the urban expansion area identified as the “Subject Lands” on *Figure 1* appended to this report are reflected in the draft East Gwillimbury Plan. Regional staff concurs with the area shown as preliminary urban expansion on *Figure 1*.

City of Vaughan staff is anticipating release of their new Official Plan in the spring. Regional staff has met with City of Vaughan staff regarding the population and

employment forecast and the urban land requirements. There is agreement at a staff level on the amount of additional urban land required. The area identified as “Subject Lands” on *Figure 2*, appended to this report, shows the anticipated locations and the amount of urban expansion areas required in the City. Regional staff concurs with the area shown as preliminary urban expansion on *Figure 2*.

Town of Markham staff has met several times with Regional staff to refine the land budget and technical aspects of growth management as it relates to urban expansions. As previously indicated, Regional Council removed the conceptual urban expansion asterisks in the Town of Markham (sic “stars”) on Map 1 when the York Region Official Plan was adopted in December 2009, to allow the Town of Markham Growth Management work to be advanced in the first quarter of 2010 and permit public consultation on growth directions. Public consultation took place in January and in mid-February 2010.

The area identified as “Subject Lands” on *Figure 3*, appended to this report, illustrates the preferred option outlined by Markham staff in a report to their Development Services Committee on November 17, 2009 and presented by staff at the February 16th Public information meeting. Town staff anticipates bringing a report to their Committee and Council in early spring summarizing and responding to public input and indicating their recommended approach. Regional staff concurs with the area shown as preliminary urban expansion on *Figure 3*.

Urban Expansions will proceed as Amendments to the York Region Official Plan – December 2009 Following Approval by the Ministry of Municipal Affairs and Housing

Since the York Region Official Plan was adopted in December 2009 with conceptual identification of urban expansions in two of the three whitebelt areas, implementation of the actual urban expansions in the three communities will proceed through Amendments pursuant to Section 17 of the *Planning Act*.

However, given that the parent document, the York Region Official Plan- December 2009, is not yet approved by the Minister, Regional Council will not be in a position to adopt the Proposed Amendments and give notice of the decision until such time as the York Region Official Plan- December 2009 is approved at least in part.

Based on initial reviews, Regional staff is of the opinion that the following Maps in the York Region Official Plan, adopted in December 2009, need to be amended:

- Map 1 - Regional Structure
- Map 2 - Regional Greenlands System
- Map 3 - Environmentally Significant Areas and Life Science Areas of Natural and Scientific Interest
- Map 4 - Key Hydrologic Features
- Map 5 – Woodlands

- Map 6 - Wellhead Protection Areas
- Map 8 - Agricultural and Rural Areas
- Map 11 - Transit Network

Specifically, Maps 1 through 6 and Map 11 would be amended by the addition of the Urban Areas in East Gwillimbury, Vaughan and the Town of Markham and a change to the legend on map 1 to delete reference to “Potential Urban Expansions. Map 8 would be amended by deleting the proposed urban expansion lands from the Agricultural Area.

As well in the City of Vaughan, Maps 1 through 6 and Map 8 would be amended by deletion of the Hamlet designation in the north-east corner of Jane Street and Teston Road. In addition, policy 5.1.13 which referred to asterisks on Map 1 would be deleted and the Definition of “New Community Areas” in the Definitions section of the Adopted Official Plan would be amended to refer to the new community areas defined through each Amendments.

Figure 2 – York Region Strategic Employment Areas, while not part of the operable portion of the Official Plan, will also be changed by adding the urban area expansion area following the approval of the Proposed Amendments.

Required Public Consultation to be held in May 2010

Given the status of local growth management initiatives and the need to have full public discussion at the local level, implementation of urban expansion areas through Amendments to the York Region Official Plan will need to move in tandem with local efforts.

The required public consultation is proposed to be held May 5, 2010 during the meeting of the Planning and Economic Development Committee and will be advertised in local newspapers and the Toronto Star in accordance with the requirements of the *Planning Act*.

Relationship to Vision 2026

The decisions made around the forecast and land budget will support and advance every goal area in Vision 2026:

- Quality Communities for a Diverse Population
- Enhanced Environment, Heritage and Culture
- A Vibrant Economy
- Responding to the Needs of Our Residents
- Housing Choices for Our Residents
- Managed and Balanced Growth
- Infrastructure for a Growing Region
- Engaged Communities and a Responsive Region

Planning new communities in the White belt areas and development will provide the opportunity to implement each of the goal areas and to achieve our Vision.

5. FINANCIAL IMPLICATIONS

Financial forecasts for the Region are being updated through a detailed fiscal impact assessment and economic implications analysis for the forecast/land budget. The Region will require substantial investment in transportation, water and waste water infrastructure and human services to service this anticipated growth.

It is estimated that the annual assessment growth over the forecast period will be 1.5 to 2%. The infrastructure that will be constructed by the Region and subsequently recovered from development charges will be approximately \$6.4 billion (figures in 2008 dollars).

As indicated in the March 2010 report entitled “York Region 2031 Land Budget” (Clause 2 of Report 2 of the Planning and Economic Development Committee):

“There is a level of risk based on the forecast and land budget assumptions, related to development charges revenue stream. An urban area expansion is required to accommodate demand for the ground-related housing market. The forecast for high density units will require a significant shift in housing preferences for the Region’s residents. A lower than anticipated growth rate for either the ground-related housing market or the high density housing market will result in a shortfall of projected development charges revenue. This will cause delays in capital cost recovery, impact costs for debt repayment and result in a potential deferral of elements in the capital program. There may also be a requirement to fund regional capital programs through water/wastewater rates or property taxes. Careful ongoing monitoring of financial implications is necessary.”

6. LOCAL MUNICIPAL IMPACT

The forecasts and land budget exercise were prepared in consultation with local municipalities and agencies. Over the past two years, a series of technical meetings with local municipal staff were held to refine the forecasts and land budget. A background series of growth management reports that presented the preliminary forecast and land budget information were presented to the Planning and Economic Development Committee in April 2007, September 2008 and January 2009. Consultation with local municipal staff resulted in modifications to the forecasts and land budget based on their feedback.

The Region appreciates the considerable amount of time and effort that local municipal staff has provided to complete the forecast and land budget exercises.

The local municipalities will use the forecasts, intensification targets and land budget to guide their long term planning initiatives, including growth management studies, capital infrastructure projects and social and health service programs.

The preliminary urban expansion areas identified in *Figures 1, 2 and 3* attached are generally in agreement with the work undertaken by local municipal staff, although additional refinements may be required prior to initiation of the proposed amendments to coincide with decisions of local Councils. Regional and local staff concur with these urban expansion areas. Regional staff will continue to monitor and communicate with local planning staff in this regard.

7. CONCLUSION

Places to Grow, The Growth Plan for the Greater Golden Horseshoe requires that Regional population and employment forecasts prescribed through Schedule 3 to the Growth Plan be allocated to local municipalities. Further the Growth Plan requires that comprehensive municipal reviews undertake land budget analysis to justify urban expansions.

The updated York Region Official Plan was adopted in December 2009 with Table 1 to the Plan identifying the population and employment forecasts to 2031 allocated to local municipalities.

A refined Regional land budget analysis has resulted from ongoing discussions with local municipalities regarding land supply, the reduction in the total employment numbers to be consistent with the Growth Plan number of 780,000 jobs and refinement of land take-outs for environmental features and non-developable lands within white belt areas. The land budget analysis has indicated that additional urban land designations are required in each white belt community to meet the 2031 growth forecasts.

This report provides preliminary mapping showing urban expansions in the Town of East Gwillimbury, City of Vaughan and Town of Markham to provide capacity for urban development to meet Growth Plan forecasts to the year 2031.

Should Council wish to initiate the urban expansion amendments in 2010, Regional staff should be authorized to bring forward urban expansion Amendments for the three white belt areas and schedule the statutory public meetings to obtain public input.

For more information on this report, please contact Barbara Jeffrey, Manager Land Use Policy and Environment at (905) 830-4444, Ext. 1526 or John Waller, Director Long Range and Strategic Planning at Ext. 1508.

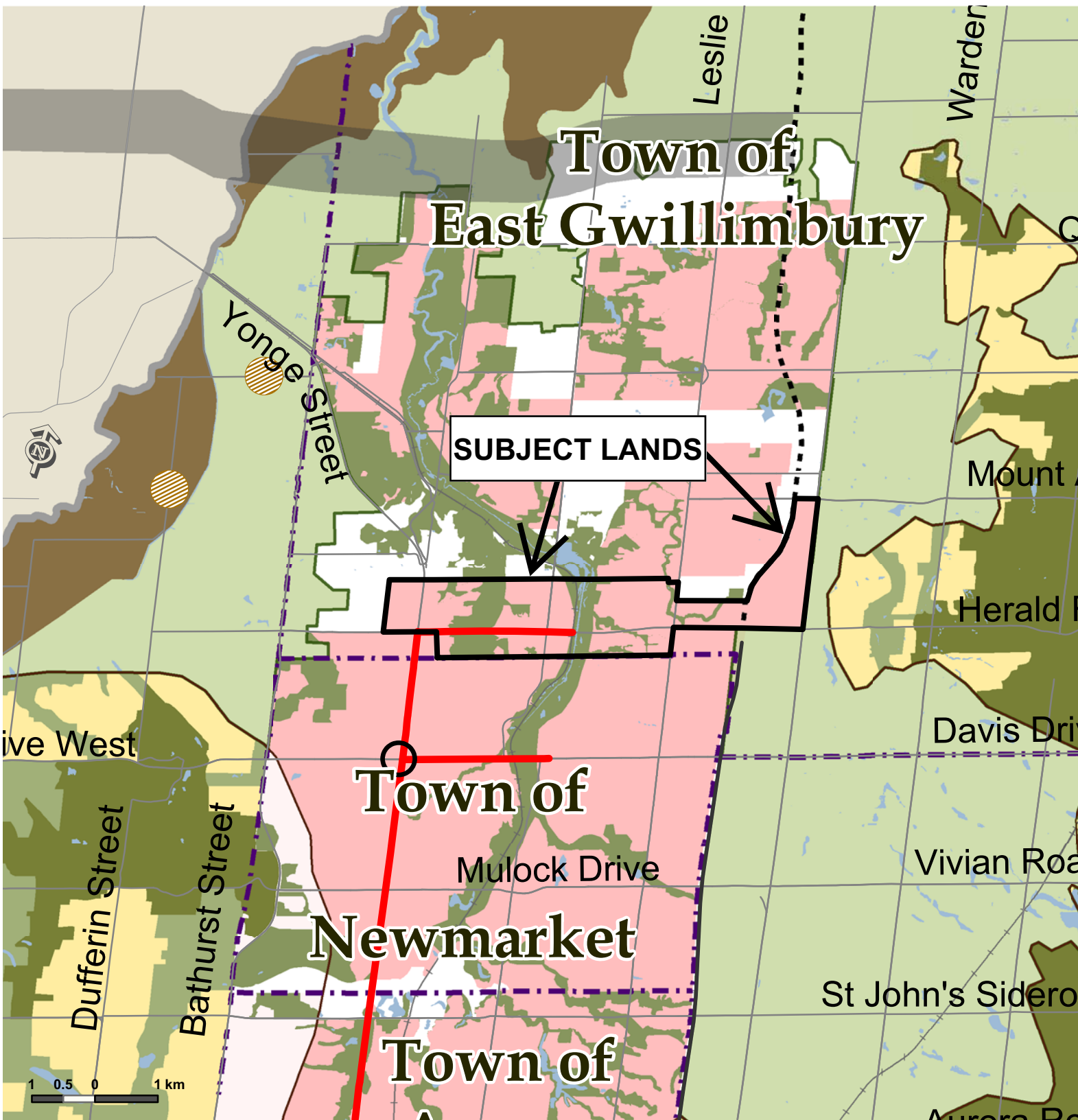
The Senior Management Group has reviewed this report.

(The attachment referred to in this clause is attached to this report.)

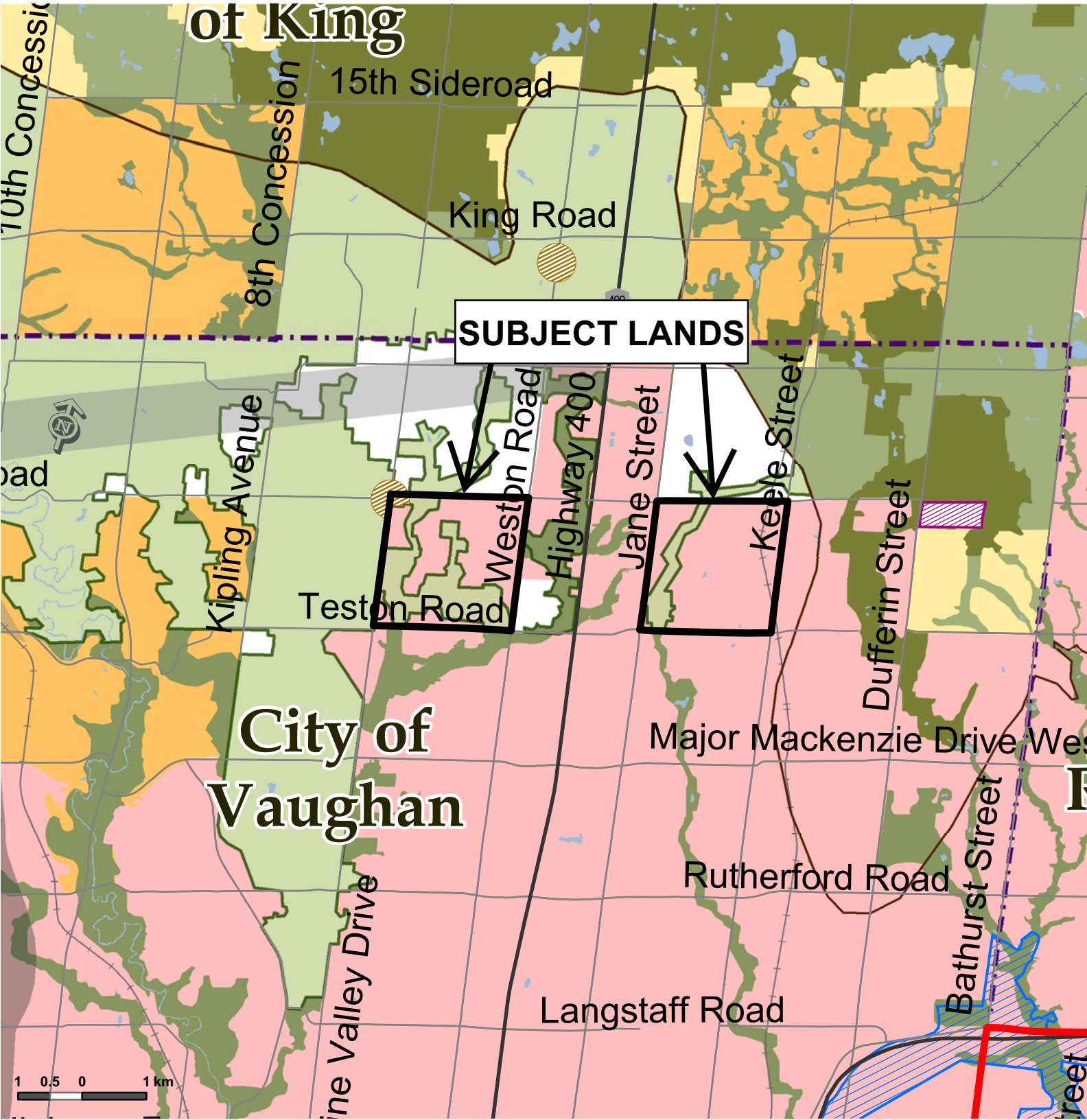
EXCERPT FROM MAP 1

REGIONAL STRUCTURE

-  Regional Centre
-  Regional Corridor
-  Subway Extension
-  Urban Area
-  Potential Urban Expansions
Location, Size and Phasing to be Determined
-  Towns and Villages
-  Regional Greenlands System (Schematic, See Map 2)
-  Oak Ridges Moraine Conservation Plan
-  Oak Ridges Moraine Boundary
-  Natural Core Area Designation
-  Natural Linkage Area Designation
-  Countryside Area Designation / Hamlet
-  Greenbelt Plan
-  Greenbelt Plan Area Boundary
-  Greenbelt Protected Countryside / Hamlet
-  Holland Marsh Specialty Crop Area
-  Parkway Belt West Plan
-  Ministers Decision on ORMCP Designation Deferred
-  Provincial Highways Existing
-  Provincial Highways Under Construction
-  Provincial Highways Proposed
-  Provincial Highways Conceptual - Alignment Not Defined
-  Municipal Boundary
-  Regional Boundary



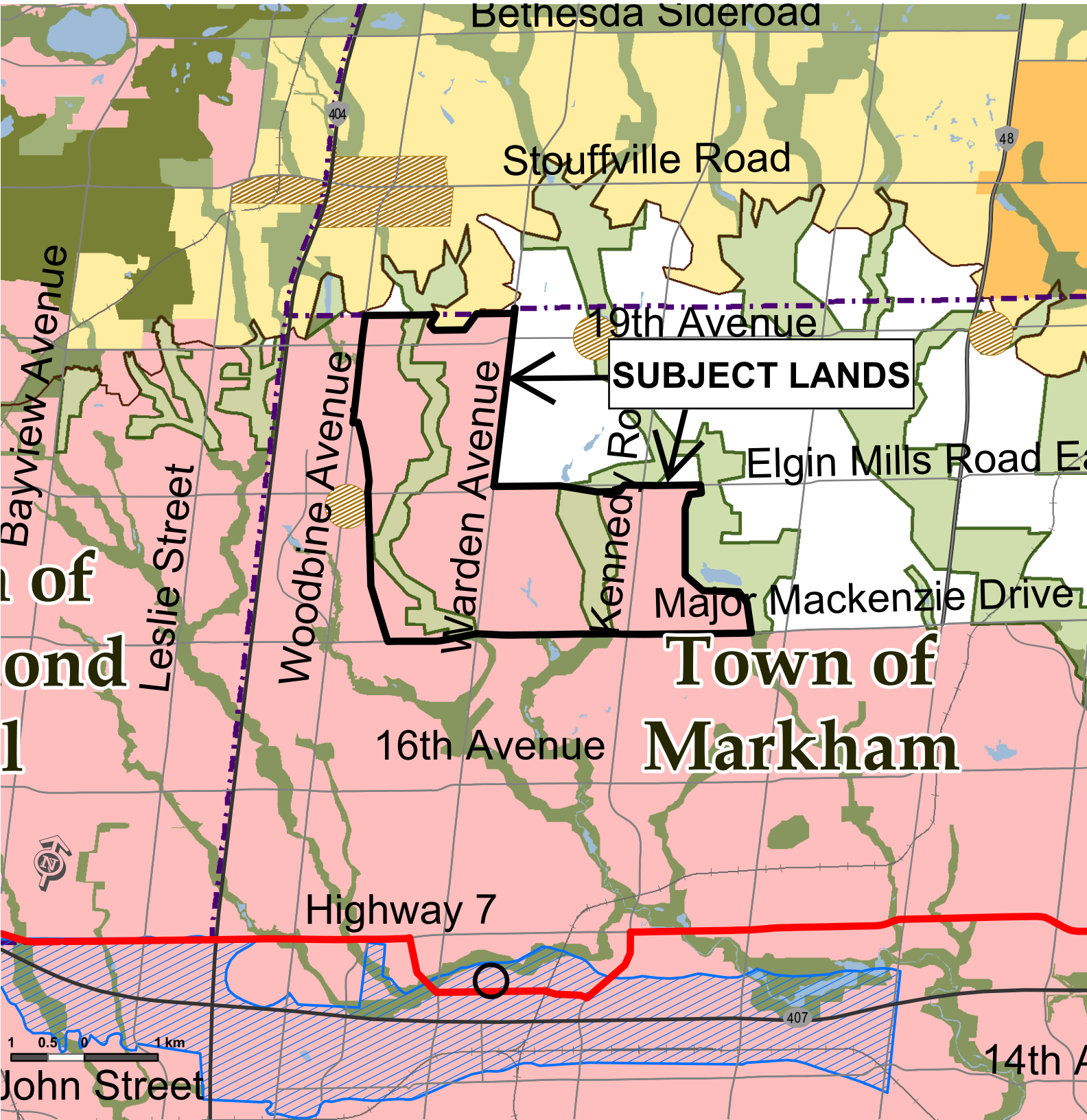
Council Attachment 1
Figure 1



EXCERPT FROM MAP 1

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Location, Size and Phasing to be Determined
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- Greenbelt: Protected Countryside / Hamlet
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- Existing
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- Proposed
- Conceptual - Alignment Not Defined
- Municipal Boundary
- Regional Boundary



EXCERPT FROM MAP 1

REGIONAL STRUCTURE

- Regional Centre
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 - Ministers Decision on ORMCP Designation Deferred
- Provincial Highways
 - Existing
 - Under Construction
 - Proposed
 - Conceptual - Alignment Not Defined
- Municipal Boundary
- Regional Boundary

March 1, 2010

Our File No.: 06.3883

Via Email

Denis Kelly, Clerk
Regional Clerk's Office
Corporate Services Department
17250 Yonge Street
Newmarket, ON L3Y 6Z1

Dear Chair Young and Members of the Planning and Economic Development Committee:

**Re: Region of York Planning and Economic Development Committee, March 3, 2010
Item D.3: Preliminary Urban Expansion Areas in the Town of East Gwillimbury, City of
Vaughan and Town of Markham**

We are solicitors for Minotar Holdings Inc., the owner of land located north of Major MacKenzie, in the Town of Markham between Kennedy Road and McCowan Road.

We have reviewed the report of the Commissioner of Planning and Development respecting Preliminary Urban Expansion Areas. We wish to advise the Committee that our client does not support the boundary of the preliminary urban expansion area illustrated on Figure 3 respecting the Town of Markham. Between Major MacKenzie Drive to the south and Elgin Mills Road to the north, the easterly boundary of the proposed urban area bisects our client's lands. This boundary location will result in the creation of isolated neighbourhoods which will be difficult to access and service. The proposed delineation of the urban boundary also results in parcels being orphaned outside of the urban boundary with no logical connection to the agricultural area and no land use connection to the urban area.

We ask for the opportunity to be consulted before the boundary is finalized.

We will be in attendance at the March 3, 2010 Committee Meeting when this matter is considered.

Yours very truly,

GOODMANS LLP

Per:



 Catherine Lyons

cc: Minotar Holdings Inc.

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