

Simcoe County Land Budget Data Collection and Analysis

Phase 2: Employment Growth

June 20, 2017

EMPLOYMENT LAND SUPPLY AND LAND BUDGET SUMMARY METHOD

This document describes how the developable employment land supply, and the Schedule 7-based employment land demand forecasts, were determined for each municipality in the County of Simcoe. Taken together, the employment land supply and demand figures form the basis of the Simcoe County Employment Land Budget.

1.0 ESTABLISHING THE EMPLOYMENT LAND SUPPLY

The focus of the Employment Land Budget exercise is on employment lands within designated employment areas, defined in the Provincial Policy Statement (PPS) 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.

Designated employment areas are where most employment land employment, or traditional industrial-type employment activities, are located. Employment areas are to be protected over the long-term for current and future uses, consistent with s.2.2.6 of the *Growth Plan for the Greater Golden Horseshoe* and s.1.3.6 of the PPS.

Other types of employment, such as population-related institutional, commercial and service uses occur largely in a range of urban land use designations. Additional detail on the breakdown of employment by type, where it occurs and how the employment forecast translates into employment land demand is provided in Section 2 of this document. The process of establishing the employment land **supply** that is the focus of the Employment Land Budget is as follows.

- The initial total employment land supply is identified as:
 - All parcels identified by MPAC property code in the “500” series which represent the Industrial classifications (provided as Attachment).
 - Vacant industrial parcels identified by property code 106 (Vacant Industrial).

- All parcels located within identified Strategic Settlement Employment Areas/Economic Employment Districts in the *County of Simcoe Official Plan*, with the exception of the Rama Road Economic Employment District lands. The Rama Road Economic Employment District is not included in the employment land supply based on permitted uses being limited to tourism-related and recreational commercial uses including entertainment, hotels, resorts, and other non-permanently occupied units and accessory uses.
- Parcels with the following MPAC Industrial classifications are excluded from the total supply:
 - 558 Hydro One Transformer Station
 - 559 MEU Generating Station
 - 560 MEU Transformer Station
 - 561 Hydro One ROW
 - 588 Pipelines
 - 590 Water treatment
 - 591 Sewage treatment
 - 592 Dump/transfer station/incineration plant/landfill
 - 593 Gravel pit, quarry, sand pit
 - 597 Railway ROW
- Next, local municipal zoning and Official Plan designations are attached to each employment land supply parcel. Zoning and Official Plan designation information was gathered by County planning staff from documents available on municipal websites.
- Taken together, the MPAC industrial parcels and the locally designated employment areas comprise the draft **total supply**.
- The total supply is then characterized by occupancy pattern. Occupancy classifications include:
 - Occupied;
 - Underutilized – parcels greater than 0.5 hectares (ha) with less than 20% of total land area occupied;
 - Vacant.
- Next, a site by site review is undertaken of those parcels flagged as underutilized in order to verify the vacant supply.

- The identified vacant and underutilized supply is further reviewed working with County staff and local municipalities. Non-developable lands are removed from the supply, in a manner consistent with direction for natural features under section 2.2.7.8 of the *Growth Plan* and the Greenlands natural heritage designation of the *County of Simcoe Official Plan*. This establishes the **gross vacant supply**.
- An industry standard net to gross factor of 80% is applied to parcels larger than 5 ha to provide for roads and other infrastructure. Assumptions may also be made regarding long-term vacancy and underutilization, as appropriate. The result is the County-wide and local municipal **net vacant developable supply**.

The results of the draft supply inventory were reviewed by County staff. Each local municipality was also given an opportunity to review and provide comments on its employment land supply information. Any necessary revisions or updates were made based on comments and additional supply information received. The confirmed net vacant developable supply as summarized below provides the supply basis for the employment land budget.

DESIGNATED EMPLOYMENT LAND SUPPLY (June 20, 2017)							
Municipal Simcoe County							
Municipality	Total Supply Hectares (ha)	Environmental (ha)	Occupied (ha)	Underutilized Vacant (ha)	Vacant (ha)	Gross Vacant Developable (ha)	Net Vacant Developable (ha)
Adjala-Tosorontio	174	37	47	46	43	89	73
Bradford West							
Gwillimbury	1,099	-	259	227	613	840	702
Clearview	768	38	430	18	283	301	245
Collingwood	274	-	142	24	109	132	113
Essa	193	-	80	-	113	113	98
Innisfil	365	13	194	6	152	158	136
Midland	216	-	141	8	66	74	65
New Tecumseth	914	41	380	65	428	493	403
Oro-Medonte	690	58	359	111	162	273	226
Penetangushine	142	-	62	7	73	80	66
Ramara	287	65	29	87	106	193	156
Severn	450	83	74	95	198	293	252
Springwater	461	10	227	90	134	224	189
Tay	86	13	20	4	48	53	44
Tiny	338	46	168	103	22	124	101
Wasaga Beach	71	-	10	15	46	61	51
Municipal Simcoe County	6,527	405	2,621	905	2,596	3,501	2,919

Note: Net vacant developable includes a net to gross adjustment of 80% for parcels larger than 5 ha. For parcels less than 5 ha, 100% of the parcel is included.

2.0 DETERMINING THE FORECAST EMPLOYMENT LAND DEMAND

The following provides a brief summary of the methodology used to establish the employment land **demand** outlook for municipalities in Simcoe County.

- The forecast for total employment provided on Schedule 7 of the *Growth Plan* provides the basis for each municipality's total employment growth to 2031. Based on detailed studies and analysis, adjustments may be made to the local municipal Schedule 7 employment forecasts as appropriate to account for recent growth and new information that has become available since the forecasts were prepared in 2006. For example, more recent data indicates that the Town of Wasaga Beach and the Township of Springwater currently have employment that exceeds their Schedule 7 forecasts at 2031.
- Next, the employment forecast for each municipality is divided into three land use based categories:
 - **Employment-land employment** refers to traditional industrial-type employment primarily accommodated in low-rise industrial buildings in business parks and employment areas. This is the type of employment that would typically locate on designated industrial lands and is the primary focus of the employment land budget.
 - **Population-related employment** is employment that primarily serves a resident population and includes retail, education, healthcare, and local government. Note: This category of employment generally grows in line with population growth. However, for some municipalities in Simcoe County where major institutional uses are located, the proportion of population-related employment may be relatively higher than elsewhere in the County. In particular, the Central North Correctional Centre and the Waypoint Centre for Mental Healthcare in Penetanguishene, and the County of Simcoe Administrative Centre and Simcoe County District School Board in Springwater are major employers. As well, Casino Rama on the Chippewa of Rama First Nation reserve lands is a large employer, employing individuals from a large part of the County. Finally, areas with significant tourism-based

employment will have a higher ratio of population-related employment to population¹.

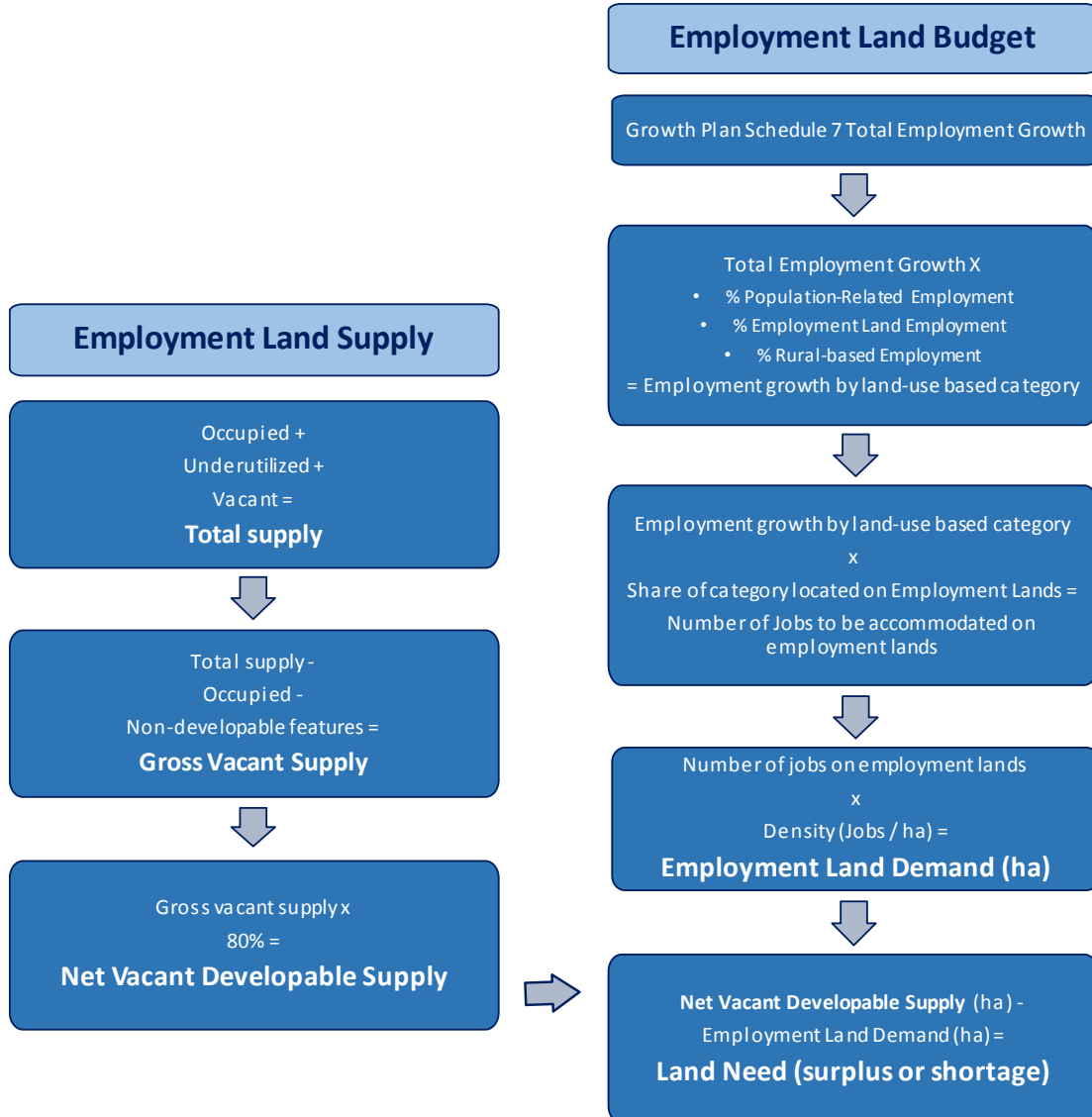
- **Rural-based employment** refers to jobs scattered throughout the rural area, primarily related to agricultural and primary industries.
- Most of the demand for designated employment land (which is the focus of the employment land budget) comes from the employment-land employment category. Rural-based employment does not need urban land. Most of the population-related employment is planned for and occurs naturally in existing commercial and institutional areas and on new commercial and institutional lands in new residential communities. Other larger institutional or tourism-based employment uses are more typically planned for on an individual basis and do not typically consume employment lands.
- For each municipality in Simcoe County, an assumption is made regarding the relative shares of forecast employment by the land-based categories described above in order to determine the number of jobs in each category. These assumptions are consistent with the nature of the existing local employment base and employment by type forecasts which underpin *Growth Plan* Schedule 7 and the Simcoe County Development Charges Background Study (2016).
- Next, an assumption is made regarding the proportion of each type of employment that will occur on designated employment lands. For most municipalities, this will be most of the employment land employment (~95%), some of the population-related employment (~10-15%); and a marginal share of the rural-based employment (<5%). Again, these assumptions may vary somewhat by local municipality consistent with the nature of the local employment base and analysis of local conditions.
- Based on the above assumptions, the estimated number of forecast jobs that will need to be accommodated on designated employment area lands in each Simcoe municipality is determined. Again, this will be most of the employment land employment and a marginal share of the population-related employment.

¹ Where municipal-specific assumptions are made distinct from other municipalities in Simcoe it is noted in a text box on the *Employment Land Budget* results.

- Next, an appropriate employment density assumption for local municipalities in Simcoe is determined, based on industry standards, historic and recent development trends, available information about the density of existing employment and input from local municipal and County staff. The density (jobs / net ha) is then applied to the number of forecast jobs to be accommodated on designated employment lands in order to determine the number of hectares required to meet the Schedule 7 demand for employment lands in each municipality. This is the **employment land demand**.

3.0 PUTTING IT TOGETHER: THE EMPLOYMENT LAND BUDGET

The employment land demand figure (ha) is assessed against the net vacant developable supply (ha) in order to determine whether the amount of designated employment lands is sufficient to accommodate the Schedule 7 employment forecast in each local municipality in Simcoe County. If a positive figure is indicated, the currently designated employment land supply is considered sufficient to meet the employment land demand to 2031; a negative figure indicates a potential shortage.



4.0 ESTIMATING POPULATION-RELATED EMPLOYMENT & COMMERCIAL LAND NEED

Additional analysis was undertaken to estimate, at a high level, the breakdown of population-related employment and associated commercial land need. While not specifically addressed as a part of the designated employment land budget, the population-related estimates can provide an input to broader commercial land needs analyses undertaken by the County or local municipalities when planning for a complete range of land uses.

The population-related component of the employment forecast is further delineated by type and location to provide a basis for assessing commercial land needs at a high level. Similar to the employment land analysis, assumptions are made regarding the nature, amount and location of population-related employment growth and the resulting estimated commercial land need. Again, the shares will vary based on the nature of the local economy in each municipality.

- Work at home employment is assumed to maintain its existing ratio to population over the 2011-2031 period within each local municipality in Simcoe based on 2011 Statistics Canada National Household Survey information;
- A share of forecast population-related employment growth that is expected to locate on employment lands, typically as ancillary retail and office to industrial operations;
- A share of forecast population-related employment that is likely to be institutional in nature, and;
- The remaining population-related employment growth that is expected to be of the retail, food and other services typically locating on commercial lands.

A 50 jobs per ha density assumption was applied to the component of the forecast employment expected to occur on commercial lands, which represents a lower-end average density for retail and commercial services uses.

Based on the above assumptions, estimates are made for each local municipality in the County of Simcoe regarding population-related job growth by location and estimated commercial land needed to meet forecast demand to 2031 under Schedule 7.

It is noted that retail-only land analyses are not easily inserted, on a stand-alone basis, into the *Growth Plan* framework and are generally undertaken according to forecasts of population, per capita expenditure patterns on different types of goods, as well as, trade areas. The County of Simcoe employment land budget methodology estimates commercial land needs based on the population-related employment component of Schedule 7 employment forecast. It is not intended to replace market based retail analyses but provides a high level estimate of commercial land need.

GLOSSARY

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 (Provincial Policy Statement, 2005; *Growth Plan*, 2013).

Total Employment Land Supply

The designated employment area lands including occupied, underutilized and vacant parcels. For the purposes of employment land budgeting, parcels with the following MPAC Industrial classifications are excluded from the total supply:

- 558 Hydro One Transformer Station; 559 MEU Generating Station; 560 MEU Transformer Station; 561 Hydro One ROW; 588 Pipelines; 590 Water treatment; 591 Sewage treatment; 592 Dump/transfer station/incineration plant/landfill; 593 Gravel pit, quarry, sand pit; 597 Railway ROW.

Underutilized Parcels

Parcels greater than 0.5 hectares (ha) with less than 20% of total land area occupied.

Gross Vacant Supply

The remaining vacant and underutilized portions of designated employment area lands less non-developable features per s.2.2.7.8 of the *Growth Plan* and the Greenlands natural heritage designation of the *County of Simcoe Official Plan*.

Net Vacant Developable Supply

The net vacant developable supply represents the vacant and underutilized employment lands that are available for development excluding natural features and other non-developable areas and accounting for infrastructure space requirements. A standard net-to-gross adjustment of 80% is made for parcels larger than 5 hectares to provide for roads and other infrastructure. Adjustments may also be made for long-term vacancy and underutilization.

Employment-land Employment

Refers to traditional industrial-type employment primarily accommodated in low-rise industrial buildings in business parks and employment areas. This is the type of employment that would typically locate on designated industrial lands.

Population-related Employment

Employment that primarily serves a resident population and includes retail, education, healthcare, and local government.

Rural-based Employment

Refers to jobs scattered throughout the rural area, primarily related to agricultural and primary industries.