DILLON CONSULTING

CITY OF ST. THOMAS

Employment Lands Review

Final Report

April 2018 – 17-5217

FROM THE OFFICE OF THE
CITY CLERK

CITY OF ST. THOMAS

EXTRACT FROM THE COUNCIL MINUTES OF: April 3, 2018

TO: Mr. P. Keenan, Director of Planning and Building Services

City of St. Thomas Employment Lands Review

THAT: Report PD-08-18 relating to the City of St. Thomas Employment Lands Review be received for information; and further,

THAT: Council adopt the report "City of St. Thomas Employment Lands Review" prepared by Dillon Consulting and Watson & Associates, Economists LTD; and further,

THAT: Council authorize staff to prepare draft amendments to the Official Plan and to the comprehensive Zoning By-law, to implement the policy directions recommended in the City of St. Thomas Employment Lands Review; and further,

THAT: A public meeting be scheduled for May 14th, 2018 at 5:30 p.m. in accordance with Ontario Regulations 543/06 and 545/06, as amended.

Carried.

Note: Minor revisions have been made in Section 7.0 to clarify the results found within the supply and demand analysis. The changes within the section reflect clarification of the land demand that is in net hectares and the land supply that is in gross hectares.

(April 2018)

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Executive Summary

1. **The purpose of this report is to document the analysis, findings and recommendations of the Employment Lands Review, undertaken through a Comprehensive Review of the Official Plan in alignment with the Provincial Policy Statement, 2014 The Employment Lands Review is intended to proactively plan for, and accommodate employment growth to the year 2037.**

2. **This project was conducted in four primary phases, with public and stakeholder consultation throughout. Background research was conducted in Phase 1 which included a review and characterization of the industrial land supply and existing demographic conditions. Analysis of the supply and how it links to the demand was conducted in Phase 2. Phase 2 was also informed by stakeholder interviews at an Open House to share and obtain feedback on preliminary findings of the analysis. Phase 3 included the evaluation of employment lands conversion requests and an assessment of employment land need (supply vs demand) taking into consideration broader regional market trends and municipal competitiveness. Based on the findings and conclusions of the study as well as review from the City and public feedback obtained, Policy Directions and Recommendations were developed in the final report as part of Phase 4. The applicable recommendations in the report were incorporated into an implementing Official Plan Amendment and Zoning By-law Amendment.**

3. **The review of relevant Provincial plans, planning studies undertaken by the City and the St Thomas official plan identified the following policy gaps:**

   Provincial Policy Statement

   Based on the review of the Provincial Policy Statement (PPS 2014) and the St. Thomas Official Plan (St. Thomas OP), the following policy changes were identified to address consistency between the PPS and the OP:

   - **Employment areas term and definition**: The PPS 2014 uses the term "employment areas" for those lands 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 St. Thomas OP uses the term "industrial" for these lands. The terminology used and definitions in the St. Thomas OP need to be adjusted and the Industrial designation changed to Employment to be consistent with the PPS 2014.
   - **Protection of employment lands for the long term**: The PPS 2014 requires planning authorities to plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs. The St. Thomas OP identifies the need for a sufficient supply of designated land to accommodate industrial as well as commercial, recreational/open space and institutional opportunities in St. Thomas for the 20-year planning period. The

OP requires a policy making provision for the long term protection of employment areas beyond 20 years.

- **Conversion of employment lands to non-employment uses**: The PPS 2014 identifies that planning authorities may permit the conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion. The PPS also defines comprehensive review. The St. Thomas OP needs to include policies that address the conversion of employment lands. These policies should define the process for dealing with requests for conversions and provide an evaluation framework within the provincial definition of comprehensive review.
- **Employment in proximity to major transportation**: The PPS 2014 identifies that planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations. Accordingly, it is recommended that an OP policy is added regarding the protection of employment areas in proximity to major goods movement facilities and corridors.

Retail Market Study

The St Thomas Retail Market Study recommended the following policy refinements to the Industrial policies in the OP:

- **Maintain employment focus on employment lands**: Non-employment uses in employment areas should be restricted to ensure land use compatibility between uses is maintained.
- **Transitional uses:** To ensure land use compatibility between more traditional industrial uses in the industrial area and non-employment uses ie. residential on lands adjacent to/in close proximity to the industrial area, light industrial and retail and service commercial type uses should be planned on the transition lands to act as a buffer between the traditional industrial uses and the adjacent residential uses.
- **Limit commercial uses in employment areas to ancillary retail and service uses that support the employment area**: To ensure that retail and service commercial uses are provided to serve employees in the employment area while at the same time not conflicting with the long term use of the surrounding land for industrial purposes or impacting the commercial uses in the Power Centre or adjacent Secondary Commercial areas, the commercial uses should be limited to ancillary uses that serve the employment area. Those ancillary uses should have a maximum gross floor area (GFA) of 15% of the total GFA of the main permitted use. Stand-alone retail uses should not be permitted.

Industrial and Commercial Land Use Review

The St Thomas Industrial and Commercial Land Use Review Study recommended the following policy adjustments to the Industrial policies in the OP:

- **Establish a two-tiered approach for industrial uses to ensure land use compatibility between employment and non-employment uses**: To promote economic development on industrial lands while at the same time protecting nearby residents and businesses from potential adverse impacts associated with heavier industrial uses in the industrial area. A new Business Employment designation is recommended. This new designation should include policies to transition lands and provide a buffer between industrial uses in the employment area from more sensitive non-employment land uses ie. residential on adjacent lands.
- **Define a formal strategy for employment land conversions:** Establish a formal strategy and policies for dealing with conversion applications at the time of official plan comprehensive review (ie the majority of the industrial lands should be protected from conversion to non-employment uses) to ensure greater control over future development of its employment lands.

4. **The review of forecasted employment growth and employment land demand in the City identified the following:**

Employment Growth

- Total employment is forecasted to increase from 17,400 in 2017 to 23,800 in 2041 – employment growth of approximately 6,500 employees, or an annual employment growth rate of 1.3%.
- There will continue to be a focus on manufacturing in the City. However, industrial processes have become more specialized, capital/technology intensive and automated. As the regional manufacturing sector continues to recover, economic output will gradually increase but modest employment growth is anticipated in the manufacturing sector. The auto sector in St. Thomas is anticipated to continue to comprise an important component of the City's employment base.
- A range of industrial sectors outside of manufacturing in St. Thomas has also added to the City's employment base including construction, utilities, transportation, energy and wholesale trade. These sectors are anticipated to experience continued employment growth over the forecast period.
- It is expected that growth in the industrial sector will account for 58% of the City's total employment growth over the 2017 to 2041 period, adding approximately 160 industrial jobs annually over the planning period.
- Commercial and institutional sectors are estimated to accommodate 24% and 10% of the City's total employment growth between 2017 and 2041, respectively. Growth in the

commercial sector is largely anticipated to comprise retail and personal services, with a modest but growing component of employment from the office sector.

Employment Land Demand[1]

The forecasted long-term employment land demand for the City is based on the following considerations:

- The City's employment land base is forecast to increase by approximately 3,250 employees;
- Approximately 63% of City-wide employment growth is forecast to occur on employment lands between 2017 and 2037;
- Industrial employment growth will account for approximately 91% of total employment growth on employment lands;
- A modest share (16%) of the City's employment growth in the commercial and institutional sectors is anticipated to be accommodated on employment lands;
- The composition of employment lands employment growth is anticipated to include industrial with some office, retail employment-supporting uses and institutional uses. Market demand is anticipated to be strongest within the City of St. Thomas for small to mid-sized, standalone industrial uses, driven by continued growth related to the manufacturing sector and the Goods Movement sector.
- An increase in demand is also anticipated over the long-term for small-scale office, multi-tenant industrial development and flex industrial space which will be supported by growth in small and medium-sized businesses.
- Over the past decade, the majority of employment growth on employment lands has been through the uptake of vacant buildings and expansions of existing operators. Given the diminishing supply of vacant buildings in St. Thomas and limited supply opportunities in the Highway 401 corridor, it is estimated that there will be renewed interested in the development of vacant employment lands.

Forecasted employment land demand totals 140 net hectares (346 net acres) in the City of St. Thomas over the 2017 to 2037 period. This represents an annual land absorption rate of 7 net hectares (17 net acres) annually.

5. The review of existing employment land supply[2] in the City identified the following:

The City contains 152 hectares (64 parcels) of vacant employment lands. These vacant lands are located as follow:

[1] Employment Land Demand is calculated using net hectares.
[2] Employment Land Supply is calculated using gross hectares.

- The majority are located in the north-east part of the City;
- In the north-west corner of the City on the northeast quadrant of the Sunset Road/Major Line intersection;
- At the intersection of Elm Street and Wilson Avenue.
- Some isolated, linear parcels adjacent to/within the former railway lands.

The City contains 361 hectares of non-vacant employment lands comprising the following:

- 257 hectares (50% of the total) are occupied by existing employment uses;
- 75 hectares (15% of the area) are occupied by other uses including the railway corridor right-of-way, stormwater management facilities, recreational facilities, and residential uses; and
- 12 parcels have a vacant building on site which are distributed across the employment area.

Parcel size of the employment land inventory is summarized:

- 80% of the vacant parcels are small; three hectares or less;
- 53% of the vacant parcels (34 parcels) are less than one hectare;
- Most of the parcels less than one hectare in size are found in three geographic clusters: Burwell Road and Harwill Road; Centennial Avenue and South Edgeware Road; and west of Highbury Avenue, south of McNeil Line;
- Only four vacant parcels are over 10 hectares in size (14 to 18 ha). These parcels comprise 44% of the total vacant employment land inventory (67 hectares);
- Three of +10 ha parcels are located in the north-east part of the City, near Highbury Avenue South and Edgeware Line; the fourth parcel is located at Sunset Drive and Major Line in the north-west corner of the City.

Other key characteristics of the employment land supply include:

- Majority of the vacant supply is currently zoned as M2 Restricted Industrial. These lands reflect larger parcels that are intended to support a range of employment uses including manufacturing, warehousing, building supply, construction material storage, and a range of other uses;
- Over half of all the vacant parcels (39 of 64 parcels) are in close proximity to an amenity or service (restaurants, coffee shops and convenience stores);
- Parcels in the City have excellent proximity to major roads including overall access; there are no parcels with no access to the arterial road network;
- 61% of the overall inventory has access to a nearby transit stop;
- Employment area is well serviced by existing rail lines that run east-west and diagonally north-south; thirteen of the vacant parcels have potential access to rail;
- 83% of the parcels (or 53 parcels) have full municipal services available; 10 parcels (19 hectares) have partial services;

- Only the parcel in the north-west part of the City will require a major trunk extension of water and sanitary services.

6. **The assessment of conversion requests is summarized as follows:**

The conversion assessment looked at 29 sites (75 ha):

- 8 privately requested;
- 21 additional sites identified by the Planning Department as part of the OPR.

The conversion assessment recommended:

- 25 sites recommended for conversion (69 ha);
- 4 sites recommended for policy change to new Business Employment designation (6 ha).

Based on the recommended conversions, the vacant employment land supply would be:

Existing vacant land supply:	**152 ha**
Vacant sites recommended for conversion:	28 ha
Residual vacant land supply	124 ha

7. **The study reviewed the supply and demand for employment lands taking into account considerations opportunities and constraints related to the economic competitiveness of the City. This "competitiveness" lens took into account the following considerations:**

- Non-employment uses that are permitted in the Industrial designation but are of a size and scale that warrant them being designated in their primary land use designation in the OP (STORC Complex);
- Employment sites that will require major trunk service extensions to facilitate their development (site at Sunset Road/Major Line)
- Sites with brownfield contamination that impacts their marketability for industrial redevelopment in locations in close proximity/adjacent to sensitive non-employment uses that impacts their feasibility for industrial due to land uses compatibility (Elm Street/Wilson Avenue area)
- Sites that are very small and/or irregularly shaped which impacts their marketability for industrial uses

Taking this lens into account, the vacant employment land supply would be:

Residual vacant land supply	**124 ha**
Market feasibility constraints	45 ha
Effective vacant land supply	79 ha

8. The Employment Lands Review made the following recommendations:

- Official Plan recommendations:
  - Change "Industrial" to "Employment" to be consistent with PPS;
  - Protect Employment lands beyond 20 years;
  - Maintain focus on and clearly designate Employment lands;
  - Protect Employment lands in proximity to goods movement facilities and corridors;
  - Policy stipulating conversion of Employment lands to non-employment uses may only be permitted at time of Comprehensive OP Review as per PPS;
  - Provide definition of comprehensive review;
  - Provide criteria for assessing conversion requests;
  - Create "Business Employment" as transition/buffer designation between industrial and sensitive land uses ie. Residential;
  - Designate transition lands/sites from "Employment" to "Business Employment";
  - Limit retail uses in Employment areas to ancillary uses; no standalone retail;
  - Redesignate conversion sites from "Employment" to:
    - New "Mixed Use Development"
    - "Secondary Commercial"
    - "Highway Commercial"
    - "Minor Commercial"
    - "Residential"
    - New "STORC Complex"
  - Designate lands on east side of Highbury Ave to "Employment" to expand St Thomas' Industrial Area (102 ha/77 net ha);
  - Designate entire city as Community Improvement Plan Area.
- Other Planning recommendations:
  - Prepare competitive analysis to benchmark against key competitors;
  - Prepare implementation plan for new employment lands;
  - Apply MOECC Land Use Compatibility Guidelines on minimum distance separation to development application.

1.0 Introduction

The City of St. Thomas is a single-tier municipality, home to over 38,900 people (2016 Census). Centrally located and surrounded by the County of Elgin, the City is a neighbour to the Township of Southwold and the Municipality of Central Elgin. As a large populous with a historic manufacturing presence, the City is strategically located to neighbouring markets including the Greater Toronto and Hamilton Area, London, Windsor, Detroit, and other more rural markets such as Middlesex County and Oxford County.

The City has long embraced its role as an economic hub in the region. It has undertaken economic development and planning studies to plan strategically over the long term and align with broader market trends. The Employment Lands Review is being undertaken by the City to proactively plan for economic growth, recognizing the effect of slower forecast growth in the manufacturing sector and the need to be proactive in attracting local emerging markets. It is also being undertaken to satisfy the Provincial Policy Statement process for a comprehensive review, in addition to ensuring the municipality promotes compact, mixed-use built form, and the protection of employment areas for the long term.

What are employment lands?

Employment lands are those designated in an official plan for clusters of business and economic activity including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities (Provincial Policy Statement). They have been traditionally referred to as industrial lands or business parks.

While employment will be accommodated in many areas of the City, this strategy focuses on designated employment areas, which includes industrial, office and ancillary retail/supportive employment uses.

This study is focused on assessing the ability of the employment land supply – vacant parcels designated Industrial within the municipality, including, intensification opportunities on employment lands – to achieve local market demand forecasts. Over the long-term, St. Thomas is expected to experience strong employment growth, with 6,400 job growth forecasted city-wide by 2041 (17,400 in 2017 and 23,800 by 2041). In addition to steady growth forecasted for the City's core industrial sector, emerging markets including educational services, finance and insurance, and professional, scientific and technical services. A large portion of these jobs are expected to be on employment lands. This study will assess the ability of St. Thomas' employment lands to provide sufficient opportunities for employment growth and continue to be a hub of economic development within the broader region.

This review is complemented by the Retail Market Study, completed by Dillon Consulting Limited and W. Scott Morgan and Associates in 2016 (see **Chapter 2.2.6**). The Retail Market Study focusses on retail

commercial growth, and assesses the City's supply and demand for retail lands. Together these studies along with the Industrial and Commercial Review Study dated December 2009 will be the basis for an amendment to the St. Thomas Official Plan and Zoning By-Law to implement the recommendations of the Employment Lands and Retail Market studies regarding its retail and employment lands.

1.1 Purpose of the Employment Lands Review

Having recently completed a review of retail commercial land need and availability, the City is now looking to proactively ensure that they have a sufficient supply of employment lands to support long term economic growth. The purpose of this report is to document the analysis, findings and recommendations of the Employment Lands Review, undertaken through a Comprehensive Review of the Official Plan in alignment with the Provincial Policy Statement. The Employment Lands Study is intended to proactively plan for, and accommodate employment growth to the year 2037.

1.2 Project Process

As shown in **Figure 1-1**, this project was conducted in four primary phases, with public and stakeholder consultation throughout. Background research was conducted in Phase 1 which included a review and characterization of the industrial land supply and existing demographic conditions. Analysis of the supply and how it links to the demand was conducted in Phase 2. Phase 2 was also informed by stakeholder interviews at an Open House held on June 29, 2017 to share and obtain feedback on preliminary findings of the analysis. Phase 3 included the drafting of this report and evaluation of conversion requests as described in **Chapter 6.0** and an assessment of employment land need (supply vs demand) taking into consideration municipal competitiveness in **Chapter 7.0**. Based on the findings and conclusions of the study as well as review from the City and public feedback obtained, Policy Directions and Recommendations were developed in **Chapter 8.0** in the final report as part of Phase 4.

The applicable recommendations in the report will be incorporated into an implementing Official Plan Amendment and Zoning By-law Amendment. The report and implementing draft OPA/ZBA will be presented to Council and then to the public at an Open House in preparation for a Statutory Public Meeting under the Planning Act and Council adoption. A copy of the key public consultation materials have been included in **Appendix A**.

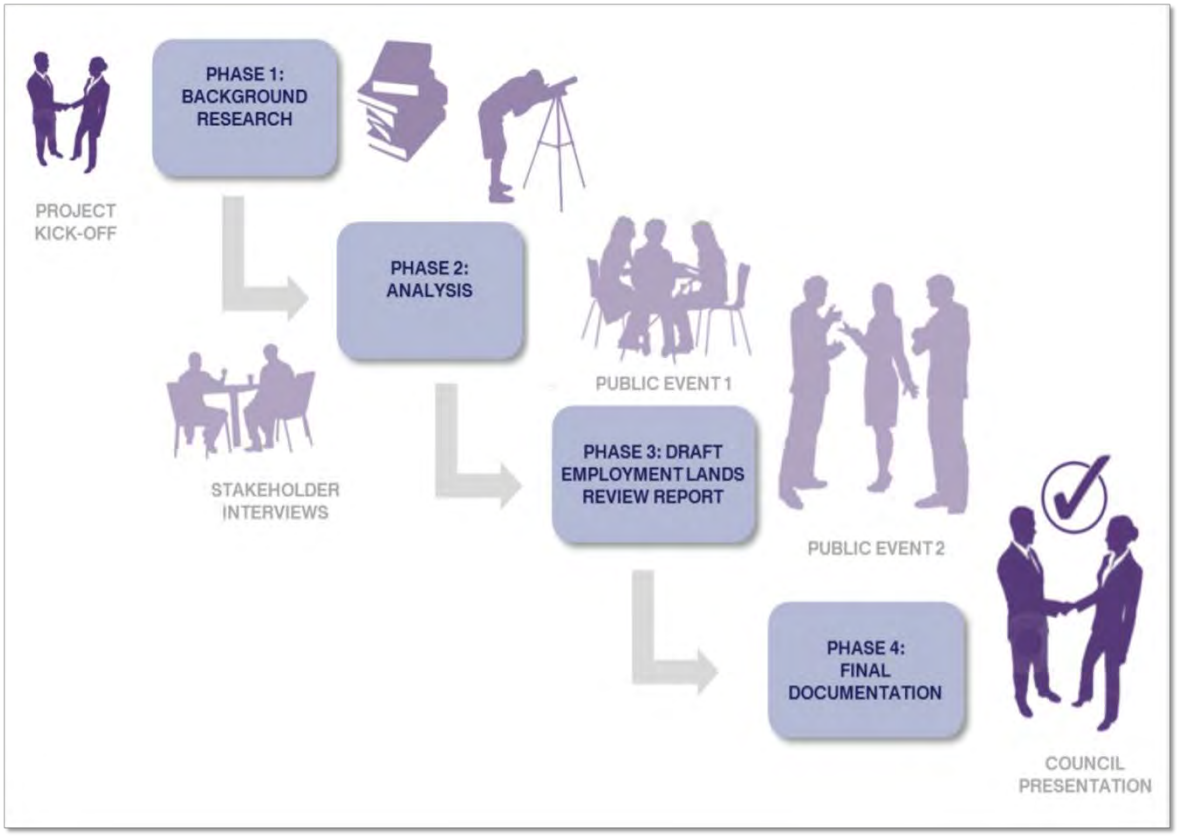


Figure 1-1: Project Process

1.3 Report Structure

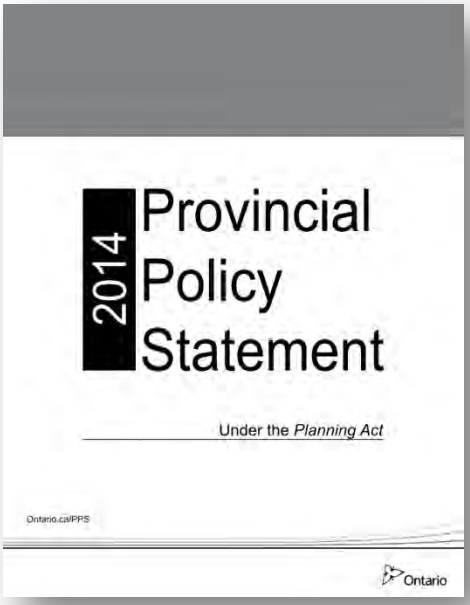
This report is presented in eight chapters. Chapter 1 introduces the project and sets the purpose and process of the study. Chapter 2 and 3 outline the policy and demographic context for the City of St. Thomas, providing a foundation for the study. Chapters 4, 5 and 6 provide an analysis of the City's employment lands, considering the forecasted demand, existing supply and conversion requests that were submitted to the City. A reconciliation of supply and demand is presented in Chapter 7 and the resulting policy directions and recommendations are outlined in Chapter 8.

2.0 Employment Policy Context

The following Chapter provides an overview of the relevant Provincial and local policies which apply to employment land planning in the City of St. Thomas. The policies discussed in this Chapter frame the scope of the analysis and recommendations presented in later Chapters of this report.

2.1 Provincial Policy Context

The Provincial Policy Statement, 2014 (PPS) provides policy direction on matters of provincial interest relating to land use planning and regulating the development and use of land. The PPS is issued under the authority of the Planning Act and came into effect on April 30, 2014. Under Section 3 of the *Planning Act*, local planning decisions shall be "consistent" with the Provincial Policy Statement and shall "conform" to provincial plans (*Planning Act*, R.S.O 1990, P.13 s. 3).



Section 1 of the PPS outlines policies on "Building Strong Healthy Communities." This section promotes strong, liveable and healthy communities and requires that municipalities:

- Protect the environment, public health and safety;
- Provide the appropriate mix and range of employment, including industrial and commercial;
- Promote economic development and competitiveness;
- Provide an appropriate mix and range of employment types to meet long-term needs;
- Provide opportunities for a diversified economic base;
- Encourage compact, cost-effective development patterns; and,
- Ensure that necessary infrastructure is made available.

Specific policies relevant to the conversion and protection of employment areas can be found in the PPS. The conversion of employment areas to non-employment areas occurs only through a comprehensive review where it has been demonstrated that the land being converted is not required for employment purposes over the long term and that there is a need for the conversion (PPS, s. 1.3.2). A comprehensive

> 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.
>
> (PPS, 2014)

review is defined as (Section 6.0 Definitions):

a) *For the purposes of policies 1.1.3.8 and 1.3.2.2, 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:*
   i. *is based on a review of population and employment projections and which reflect projections and allocations by upper-tier municipalities and provincial plans, where applicable; considers alternative directions for growth or development; and determines how best to accommodate the development while protecting provincial interests;*
   ii. *utilizes opportunities to accommodate projected growth or development through intensification and redevelopment; and considers physical constraints to accommodating the proposed development within existing settlement area boundaries;*
   iii. *is integrated with planning for infrastructure and public service facilities, and considers financial viability over the life cycle of these assets, which may be demonstrated through asset management planning;*
   iv. *confirms sufficient water quality, quantity and assimilative capacity of receiving water are available to accommodate the proposed development;*
   v. *confirms that sewage and water services can be provided in accordance with policy 1.6.6; and*
   vi. *considers cross-jurisdictional issues.*

b) *for the purposes of policy 1.1.6, means a review undertaken by a planning authority or comparable body which:*
   i. *addresses long-term population projections, infrastructure requirements and related matters;*
   ii. *confirms that the lands to be developed do not comprise specialty crop areas in accordance with policy 2.3.2; and*
   iii. *considers cross-jurisdictional issues.*

In undertaking a comprehensive review the level of detail of the assessment should correspond with the complexity and scale of the settlement boundary or development proposal.

The policies allow municipalities to protect employment lands beyond 20 years provided the lands are not designated beyond the 20 year planning horizon (PPS, s.1.3.2.4). The PPS also contains broader policies on employment. The PPS requires that municipalities promote economic development and competitiveness by encouraging compact, mixed-use development that incorporates compatible employment uses to support liveable communities (PPS, s. 1.3.1 c). The PPS also requires that long-term economic prosperity be supported by maintaining and enhancing the vitality and viability of downtowns and main streets (PPS, s.1.7.1 c).

2.2 Local Policy Context

The local policy context in the City of St. Thomas is outlined in the St. Thomas Official Plan and implementing zoning by-law as amended as well as relevant planning studies that pertain to or materially affect employment lands in the city.

2.2.1 City of St. Thomas Official Plan

The City of St. Thomas Official Plan (OP) as amended provides land use policy direction for the entire municipality. Section 3.5 of the OP provides general policy direction for industry which includes the recognition that St. Thomas will: function as a manufacturing centre; provide a sufficient supply of land that will be designated to accommodate industrial and other non-residential uses (for a 20 year planning period); and concentrate industrial uses in the northeastern part of the City. It also provides labour force growth from 11,375 in 1971 to between 17,700 and 20,000 in 2001[3].

Figure 2-1 presents the land use designations within the St. Thomas Official Plan. Within the OP, the primary designation for employment uses is those lands designated Industrial. Lands designated Industrial have an employment principal of land use and permit industrial, related and supportive uses. Several other land use designations permit employment uses, including the downtown designations (Talbot East, Talbot Central and Talbot West), commercial designations (Power Centre, Major Commercial, Secondary Commercial, Minor Commercial, Highway Commercial) and the Office/Professional designation. The downtown and commercial designations primarily support population-related employment, and have been considered as part of the City of St. Thomas Retail Market Study (Dillon, 2016). Lands designated Office/Professional are intended to be predominately comprised of offices, but this designation also permits medium and high density residential land uses (OP Policy 5.9.3.1). The focus of this study is on lands designated Industrial in the City of St. Thomas Official Plan, which are intended to support export-based industries and be a major supplier of local jobs.

Industrial land use policies are outlined in Section 5.10 of the Official Plan. As shown in **Figure 2-1**, the City's Industrial lands are primarily clustered in the northeast area of the City with three additional areas of employment land, two of which are surrounded by residential land uses. Within these Industrial lands, the policies state that a number of uses are permitted including manufacturing, the processing of goods and raw materials, warehousing and bulk storage of goods (see **Appendix B** for a full list of permitted uses). These employment uses are supported by a range of supportive and other uses "provided the function of these uses are not in conflict with the development and operation of the area for industrial uses" (OP Policy 5.10.3.3). The supportive and other uses permitted include:

- wholesale or retail business;
- park and open space areas;

3 Updated employment forecasts can be found in other municipal plans, please refer to Section 2.2.3. for updated forecasts.

- public and institutional uses;
- commercial recreational facilities;
- financial institutions;
- restaurants;
- automobile body shops, gas and service stations; and
- halls for fraternal organizations.

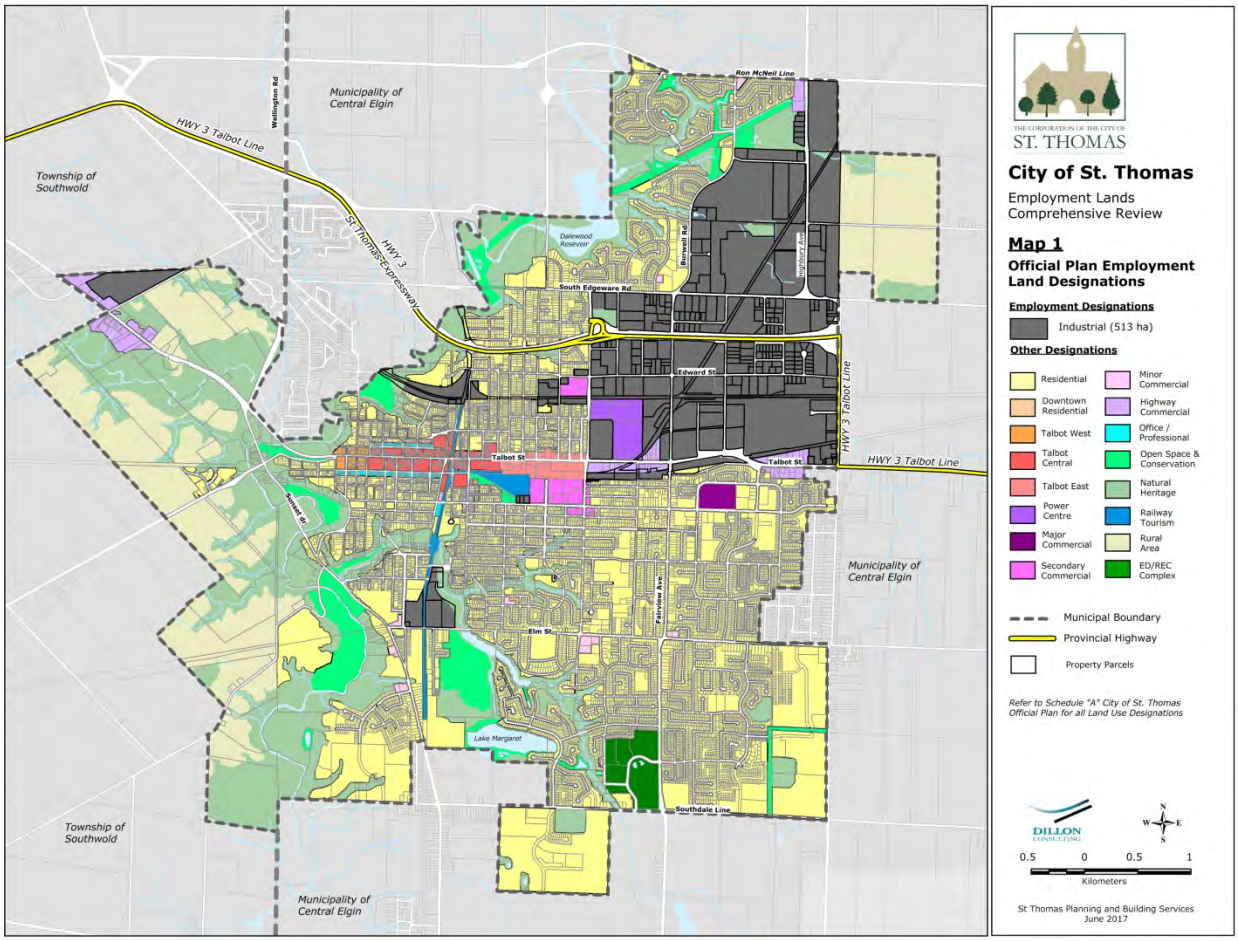


Figure 2-1: Employment Land Context (OP Designations)

There are two policies within the OP that provide further direction on the distribution of uses within the Industrial lands. The OP notes that "consideration should be given to set aside areas for industrial uses that are similar" (OP Policy 5.10.3.4). Additionally, "light, service-oriented industry… is encouraged to locate in areas abutting residential areas" with appropriate separate distance features in place (OP Policy 5.10.3.5). The OP remains silent on the process to convert employment lands to non-employment uses.

2.2.2 City of St. Thomas Zoning By-Law

By-law 50-88 as amended is a by-law passed by Council to restrict the use of land and the erection and use of buildings in St. Thomas. Within the by-law there are four industrial land use zones: M1 - General Industrial Zone; M2 - Restricted Industrial Zone; M3 - Railway Industrial Zone; and M4 - Select Industrial Zone (By-law 34-92). The permitted uses within these zones can be found in **Appendix B.** M1 – General Industrial zone provides broader permissions for employment and other non-residential uses (including auto-related uses) which is given to some smaller lots. M2 - Restricted Industrial lands reflect larger parcels that are intended to support a range of employment uses including manufacturing, warehousing, building supply, construction material storage, and a range of other uses. M3 - Railway Industrial is identified primarily to complement existing and active railway corridors. The M4 - Select Industrial designation has narrower permissions in order to act as a transition between the employment area and adjacent uses.

2.2.3 City of St. Thomas Population, Housing, and Employment Projections (2015)

Projections from 2011 to 2031 for population, housing, and employment were completed for the City of St. Thomas by Lapointe Consulting in April 2015 and approved by Council. Low, medium, and high-growth scenarios were developed. The population projections are presented in **Table 2-1**. Under the medium-growth scenario, it is projected that the City will grow by 11,530 people over the 25-year period (2011 to 2036), with the highest proportion of growth being among the seniors (65 years and over). This aging population is consistent with broader demographic trends analysis presented in **Chapter 3**.

Table 2-1: Population Projections, 2011 to 2036, Lapointe Consulting, April 2013

Year	High Growth	Medium Growth	Low Growth
2011	37,905	37,905	37,905
2016	39,365	39,365	39,365
2021	41,842	41,586	41,231
2026	44,524	44,035	43,328
2031	47,089	46,413	45,318
2036	49,433	48,591	47,141

In regards to employment, the 2015 report identifies that the City of St. Thomas remains an economy that is primarily based on manufacturing. **Table 2-2** shows the total projected employment for a high, medium, and low growth scenario.

Table 2-2: Employment Projections, 2011 to 2031 - Lapointe Consulting - April 2015

Year	High Growth	Medium Growth	Low Growth
2011	14,315	14,315	14,315
2031	21,320	20,121	18,800

As part of this municipal comprehensive review, these projections were reviewed and updated. Further discussion and analysis on projections that informed this review can be found in **Chapter 4**.

2.2.4 St. Thomas Retail Market Study (2016)

In 2016, a Retail Market Study was completed by Dillon Consulting and W. Scott Morgan and Associates Limited which reviewed the supply and demand of retail commercial lands in the City. This study was an update of four previous studies:

- Retail Market Demand Analysis, Regional Commercial Systems Study, City of St. Thomas and the Municipality of Central Elgin, Customer Intercept Surveys, Consumer Telephone Survey, and Projections of Residual Market Demand (January 2000);
- Regional Commercial Systems Study, City of St. Thomas and the Municipality of Central Elgin, License Place Surveys, Consumer Telephone Survey &Updated Projections of Residual Market Demands (June 2007);
- Industrial Commercial Conversion Study Market Overview, City of St. Thomas, Updated Projections of Residual Market Demands (April 2009); and
- Industrial Commercial Conversion Study Market Overview, City of St. Thomas (June 2009).

The Retail Market Study sought to consider updated population and employment projections and analyze the ability of the City's commercial policy framework to support the health of its retail market, while identifying the evolving retail market trends that may affect St. Thomas. This study was important to ensure residents and visitors to the City have access to a range of goods and services.

The study found that since the 2007 review, there was a 15% increase in overall retail space and growth in services and supermarkets, but a decline in the number of other categories. Forecast demand for commercial space was negatively affected by an aging population, decrease in household size, and decline in per capita incomes. Based on these findings and other observations, six recommendations were made to include policy recommendations around the ten different nodes in the City. The recommendations related to the Industrial designated lands include:

- **Maintain employment focus**: Lands within the Industrial designation are intended to provide for employment opportunities and industrial growth and should maintain for this function.

Non-employment uses should be restricted or limited to ensure land use compatibility issues are managed.

- **Transitional uses:** Where lands are along the periphery of an employment area, transitional uses may be appropriate such as light industrial and commercial uses to act as a buffer between industrial and residential uses. The policies should consider transitional uses within these locations.
- **Limit retail and commercial uses to supportive uses**: The Official Plan policies for lands designated Industrial permit retail and wholesale businesses, provided the businesses do not conflict with the long term use of the surrounding land for industrial purposes or the commercial facilities in the Downtown or Major Commercial areas. Recent trends in employment land planning continue to reinforce the need for supportive retail uses in industrial areas to provide services for employees. These retail and commercial uses should be limited to those ancillary to and serving the employment with a maximum gross floor area (GFA) of 15% of the total GFA. The limitation should not permit stand-alone retail uses.

This Employment Lands Review is intended to build on these recommendations and be implemented, along with the Retail Market Study recommendations, through an amendment to the City of St. Thomas Official Plan.

2.2.5 Economic Development Strategy (2009)

An Economic Development Strategy for the City of St. Thomas was completed in 2009. This strategy recognized the changing global economy and St. Thomas's long history of success related to manufacturing and industrial development. The strategy was informed by four research activities being an economic base analysis, an infrastructure assessment, a community consultation program, and a SWOT analysis (Strengths, Weaknesses, Opportunities and Threats). Four key "pillars of strength" for the City were highlighted which included the City's proactive approach to developing, servicing and maintaining a strong supply of employment lands, the strategic location within a broader market, connectivity and focal point for logistics, and the skilled labour pool. Moving forward, the strategy recommended three target economic areas: the green collar economy, the new food economy, and entrepreneurship and business diversification.

The strategy identified that there are a number of existing industries that have the potential to enable or engage in the green collar economy including manufacturing, agriculture and forestry, utilities, construction, transportation and warehousing, wholesale and retail trade, and professional services. As defined in the strategy, this means that these industries could develop or use products and services that promote environmental protection and/or energy security. The number of industries within these categories found in St. Thomas as well as Elgin County was assessed and identified the importance of small business (less than 10 employees) in the green economy.

The new food economy was identified as a target area for the City due to: the trend of increased interest in quality foods that are "local, organic, tasty, ethnic and allergen free" (pg. 98); the broader global food market reflecting $8.5 billion of exports in Ontario; the food sector related manufacturing being a massive Ontario sector and expected to grow with the potential to overcome the auto sector; and the City's proximity to agricultural lands through Elgin County and its population base (within the City and within 100 miles).

From the perspective of the entrepreneurship and business diversification target area, the strategy recognizes that there is a shift away from mass production and manufacturing to specialized services and specialized consumption alongside the 'creative economy'. Recognizing this fact (and the economic downtown experienced at the time), it is suggested that production facilities are smaller and more dynamic looking for the ability to cluster. With this in mind the strategy highlights the importance of retention and expansion of existing businesses.

2.2.6 Industrial and Commercial Land Use Review (2009)

As part of background work prepared for the St. Thomas Urban Area Expansion (UAE) Study, St. Thomas Planning Staff undertook a review of existing land uses across the City. Through the course of the review, Staff identified several land use planning issues where additional study was needed, as these issues were beyond the scope of the UAE study. The review uncovered the need for a special study to focus on three topics: land use compatibility within existing industrial areas and with adjacent residential areas; the demand for retail commercial goods and services in the City; and, the abandoned Canadian Southern (CASO) railway lands along with the City-owned railway spur line and adjacent lands.

In 2009, the Industrial and Commercial Land Use Review study was completed by Dillon Consulting. The study area comprised six areas within the City identified by Planning Staff as having potential for future land use capability issues or existing compatibility challenges. The study area included transitional areas, active industrial areas, potential brownfield sites, former rail corridors and those surrounding uses including nearby residential areas, commercial areas and the Downtown.

The Study made three general recommendations for St. Thomas' Industrial and Commercial lands: establish site plan control to address land use compatibility issue; refine industrial policies to reflect Ministry of the Environment Guidelines and establish a two-tiered approach for industrial uses (Light Industrial and Heavy Industrial designations); and articulate a formal strategy for employment land conversions. The Study also made specific land use recommendations for each of the six areas under review. These recommendations were taken into consideration when conducting the Conversion Analysis that was a part of this review.

2.2.7 Industrial Land Strategy (2006)

In 2006, the St. Thomas Economic Development Corporation and the Central Elgin Economic Development Association had an industrial land strategy developed for the region. The study reviewed

the inventory of available, "shovel ready" land with the intent of developing a strategy to ensure ample supply of employment land for the long term. The term 'available' in this study means those industrial lands that are: zoned industrial, vacant, fully serviced, and owned by land owners who are willing to sell. This definition of 'available' considers the value of control of land including municipally-owned, serviced, industrial lands. 'Vacant' industrial land, on the other hand, may be designated for employment uses but may not be available.

The study area for this strategy was not limited to the City of St. Thomas boundaries, recognizing the role that the municipal neighbours play within the County of Elgin in providing industrial land. The study reviewed blocks of land within the City and neighbouring municipalities' - Township of Southwold and Municipality of Central Elgin) - industrial areas that could be incorporated into the supply. The study identified that approximately 303 hectares (750 acres) should be added to the total land supply.

2.3 Policy Gaps

Based on the review of the Provincial Policy Statement (PPS 2014) and the St. Thomas Official Plan (St. Thomas OP), the following policy changes are identified to address consistency between the PPS and the OP:

- **Employment areas term and definition**: The PPS 2014 uses the term "employment areas" for those lands 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 St. Thomas OP uses the term "industrial" for the lands designated for uses including manufacturing, the processing of goods and raw materials, warehousing and bulk storage of goods (policy 5.10.3.1). The terminology used and definitions in the St. Thomas OP will need to be adjusted to be consistent with the PPS 2014. The Industrial designation in the Official Plan will be changed to Employment designation.
- **Protection of employment lands for the long term**: The PPS 2014 requires planning authorities to plan for, protect and preserve employment areas for current and future uses and ensure that the necessary infrastructure is provided to support current and projected needs (policy 1.3.2.1). Policy 1.1.2 identifies that sufficient land shall be made available to accommodate an appropriate range and mix of land uses to meet projected needs for a time horizon of up to 20 years; however, policy 1.3.2.4 of the PPS identifies that planning authorities may plan employment areas beyond 20 years, provided lands are not designated beyond the planning horizon. The St. Thomas OP identifies in policy 3.5.4 that a sufficient supply of land will be designated to accommodate industrial as well as commercial, recreational/open space and institutional opportunities in St. Thomas for the 20-year planning period. The City of St. Thomas will need a policy refinement to make provision for the long term protection of employment areas beyond 20 years as per the PPS.
- **Conversion of employment lands to non-employment uses**: The PPS 2014 identifies that planning authorities may permit the conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that

the land is not required for employment purposes over the long term and that there is a need for the conversion (policy 1.3.2.2). The PPS also defines comprehensive review, as outlined in section 2.1 above. It is recommended that the St. Thomas OP is adjusted to include a policy for conversion of employment lands, to define the process for dealing with requests for conversions and provide a definition of comprehensive review as per the PPS.

- **Employment in proximity to major transportation**: The PPS 2014 identifies that planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations. The St. Thomas OP is silent on the protection of employment areas in proximity to major transportation corridors, and only identifies the need to protect transportation corridors and right-of-ways through the development approvals process for arterial and collector roads (policy 9.1.11). It is recommended that a policy is added to the St. Thomas OP regarding the protection of employment areas in proximity to major goods movement facilities and corridors.

The St Thomas Retail Market Study recommended the following policy refinements to the Industrial policies in the OP:

- **Maintain employment focus on employment lands**: Non-employment uses in employment areas should be restricted to ensure land use compatibility between uses is maintained.
- **Transitional uses:** To ensure land use compatibility between more traditional industrial uses in the industrial area and non-employment uses ie. residential on lands adjacent to/in close proximity to the industrial area, light industrial and retail and service commercial type uses should be planned on the transition lands to act as a buffer between the traditional industrial uses and the adjacent residential uses.
- **Limit commercial uses in employment areas to ancillary retail and service uses that support the employment area**: To ensure that retail and service commercial uses are provided to serve employees in the employment area while at the same time not conflicting with the long term use of the surrounding land for industrial purposes or impacting the commercial uses in the Power Centre or adjacent Secondary Commercial areas, the commercial uses should be limited to ancillary uses that serve the employment area. Those ancillary uses should have a maximum gross floor area (GFA) of 15% of the total GFA of the main permitted use. Stand-alone retail uses should not be permitted.

The St Thomas Industrial and Commercial Land Use Review Study recommended the following policy adjustments to the Industrial policies in the OP:

- **Apply site plan control across the entire St Thomas Industrial Area to address land use compatibility issues**: This will ensure that all future development in the industrial area occurs in an organized and efficient manner so that broader issues such as traffic and air/noise impacts are addressed comprehensively on a site by site basis.
- **Establish a two-tiered approach for industrial uses to ensure land use compatibility between employment and non-employment uses**: This will promote economic development on

industrial lands while at the same time protecting nearby residents and businesses from potential adverse impacts associated with heavier industrial uses in the industrial area. To support this objective, a new Business Employment designation is recommended within the City of St. Thomas OP. This new designation will act to transition and buffer lands between industrial uses in the employment area and the more sensitive non-employment land uses ie. residential on adjacent lands.

- **Define a formal strategy for employment land conversions:** Establish a formal strategy and policies for reviewing and evaluating employment land conversion applications at the time of official plan comprehensive review (ie the majority of the industrial lands should be protected from conversion to non-employment uses) to ensure greater control over future development of its employment lands.

3.0 Macro-Economic and Employment Trends

This chapter provides a summary of the macro-economic trends influencing regional labour force and employment trends within the London Census Metropolitan Area (CMA) over the past two decades[4]. In addition, this chapter provides an overview of employment trends for St. Thomas, relative to the London CMA, and the Province as a whole. It is noted that historical time periods examined within this chapter vary due to data availability.

3.1 Global Economic Trends

In its latest World Economic Outlook, the International Monetary Fund (IMF) is forecasting global economic growth to strengthen from 3.1% in 2016 to 3.5% in 2017 and 3.8% in 2018. For advanced economies, the IMF's forecast for 2017 and 2018 has slightly improved from its October 2016 projection of 2.0% growth in 2017 and 2018. Growth prospects for emerging markets and developing economies are much more varied, but overall have weakened slightly from the IMF's October 2016 outlook, due to weaker economic conditions in key export markets.[5]

Within the United States (U.S.) real GDP (gross domestic product) advanced by a relatively moderate 1.6% in 2016, the weakest increase in three years. For 2017 and 2018, U.S. growth is projected to improve to 2.3%, with household spending, business investment and residential construction being key contributors to overall growth. Notwithstanding these predictions for stronger U.S. economic growth in the near term, the lack of specific details on the new U.S. administration's proposed policies has raised the risks associated with the current U.S. outlook. Over the next five years, U.S. economic growth rates, as measured through GDP, are forecast to be moderate from 2.1% to 2.3% annually.

3.2 Ontario's Shifting Economic Structure

3.2.1 Ontario Economic Outlook within the Canadian Context

The Ontario economy is facing significant structural changes. Over the past several decades, the provincial economic base, as measured by GDP output, has shifted from the goods-producing sector (i.e. manufacturing and primary resources) to the service-providing sector. Much of this shift has occurred during the past decade, driven by GDP declines in the manufacturing sector which were most significant immediately following the 2008/2009 global economic downturn. In contrast, service-based sectors such as financial and business services have seen significant increases in GDP over the past several years.

4 The London CMA includes the municipalities of London, St. Thomas, as well as Thames Centre, Middlesex Centre, Strathroy-Caradoc, Adelaide Metcalfe, Central Elgin and Southwold.
5 Economic and Fiscal Outlook. Financial Accountability Office of Ontario (FAO). Assessing Ontario's Medium-Term Prospects. Spring 2017.

Growth in the service-based sectors has been driven by strong growth in domestic demand, particularly in consumer spending.

The trend towards more knowledge-intensive and creative forms of economic activity is evident across many sectors within both the broader national and provincial economies and within the London CMA's economy. This trend includes growth in financial services, information technology, business services, health care and social services, government, advanced manufacturing, energy, information and cultural industries, education, training and research, agri-business and tourism. In planning for long-term growth, these sectors are anticipated to be amongst the key growth areas of the London CMA's knowledge-based economy.

Recent structural changes in the economy away from traditional goods-producing sectors have also hit the London CMA particularly hard, given London's labour force concentration in traditional manufacturing sectors. This highlights the need to gear economic development initiatives in St. Thomas towards established and emerging growth sectors of the economy, with a specific emphasis on technology and innovation.

The economic recession hit Ontario relatively hard, with significant declines in manufacturing output particularly in the auto sector and in construction. While the Ontario economy has experienced a rebound in economic activity since the 2008/2009 downturn, this recovery has been relatively slow to materialize. That said, provincial GDP levels have sharply rebounded since 2014 and are forecasted to remain well above the national average in 2017, as summarized in **Figure 3-1**. Stronger provincial economic growth is attributed, in part, to steady improvement in the economic outlook for the U.S. and an improving export market due, in part, to a lower-valued Canadian dollar.[6]

[6] Valued at approximately $0.79 U.S. as of July 2017.

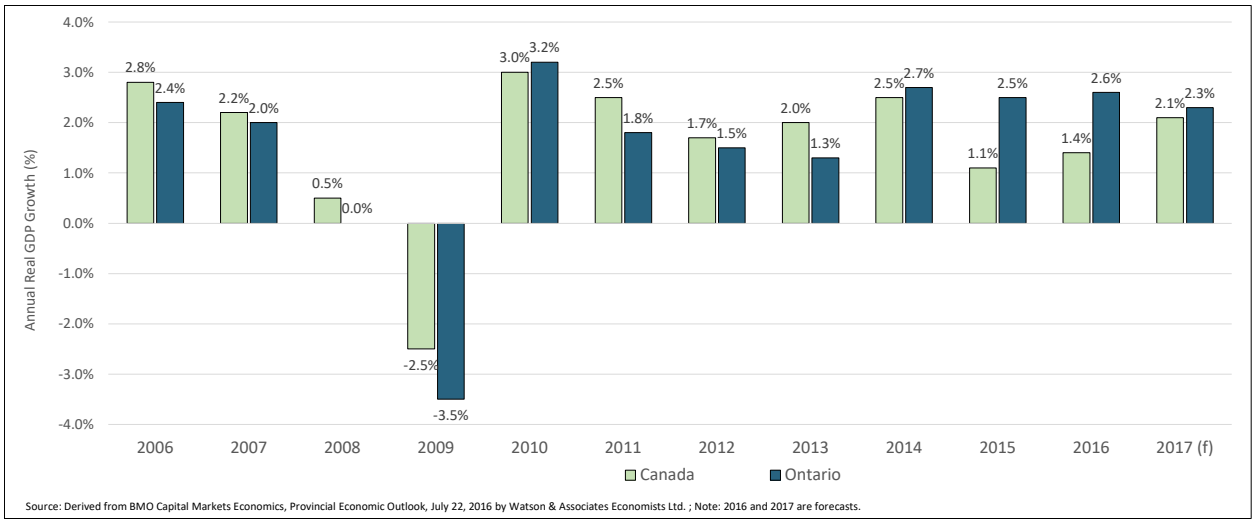


Figure 3-1: Annual Real GDP Growth, Ontario and Canada Historical (2006 to 2015) and Forecast (2016 to 2017)

While the performance of the Ontario economy is anticipated to remain relatively strong over the near term, there are potential risks to the national and provincial economies which are important to recognize. This includes risks with respect to the proposed renegotiation of the North American Free Trade Agreement (NAFTA), the adoption of protectionist trade measures in the U.S., as well as other proposed changes to U.S. fiscal and industrial policies. Domestically, the housing market continues to pose a significant risk to the overall economy. The sharp rise in Ontario's housing prices – particularly in the Greater Toronto Area (GTA) – has contributed to record consumer debt loads and eroded housing affordability.[7]

3.2.2 Outlook for Provincial and Regional Manufacturing Sectors

Manufacturing remains vitally important to the provincial economy with respect to jobs and economic output. As summarized in **Figure 3-2**, the manufacturing sector is among Ontario's largest source of employment. While manufacturing is an important component of the Ontario economy, this sector is not anticipated to generate significant labour-force growth across the Province. In general, globalization has led to increased outsourcing of production processes to overseas manufacturers. While there will continue to be a manufacturing focus in Ontario, industrial processes have become more capital/ technology intensive and automated. The highly competitive nature of the manufacturing sector will require production to be increasingly cost effective and value-add oriented, which bodes well for firms that are specialized and capital/technology intensive.

7 Economic and Fiscal Outlook. Financial Accountability Office of Ontario (FAO). Assessing Ontario's Medium-Term Prospects. Spring 2017.

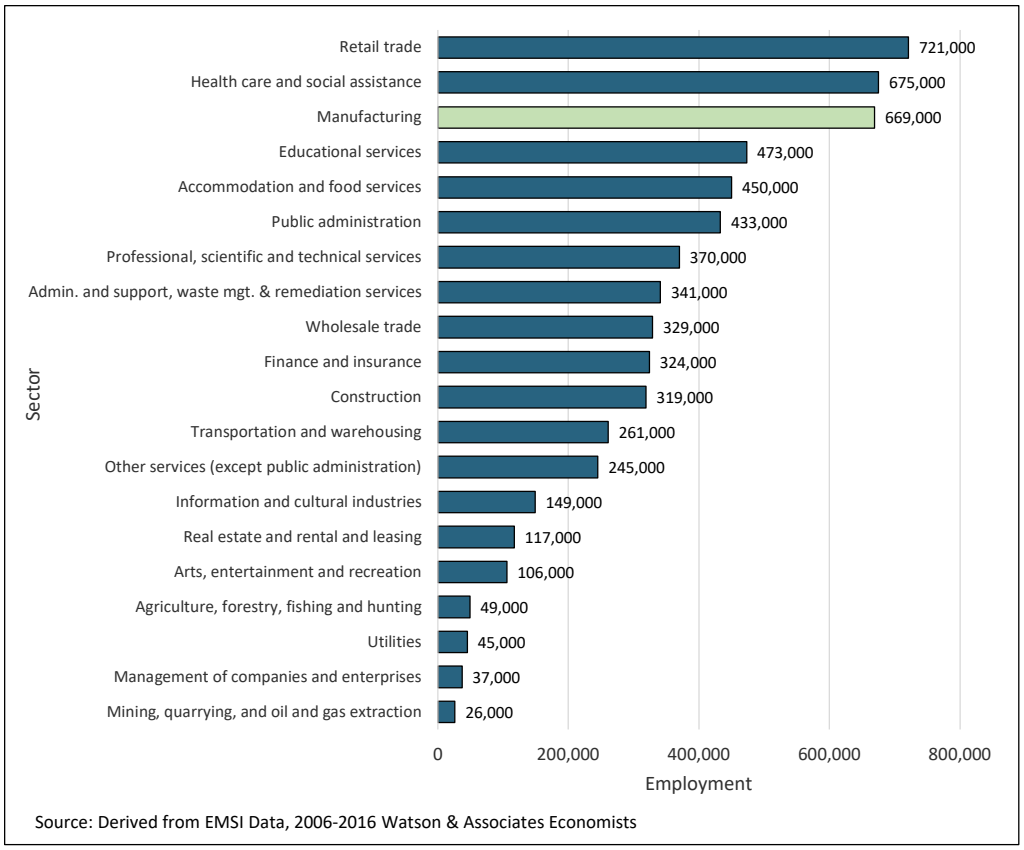


Figure 3-2: Ontario Employment, 2016

As summarized in **Figure 3-3**, the manufacturing sector in Ontario experienced significant declines between 2004 and 2009. Between 2009 and 2012, provincial labour force levels stabilized in the manufacturing sector, followed by a modest decline post-2012. Looking forward, modest labour force growth is anticipated in this sector across the Province, as well as more regionally across the London CMA.

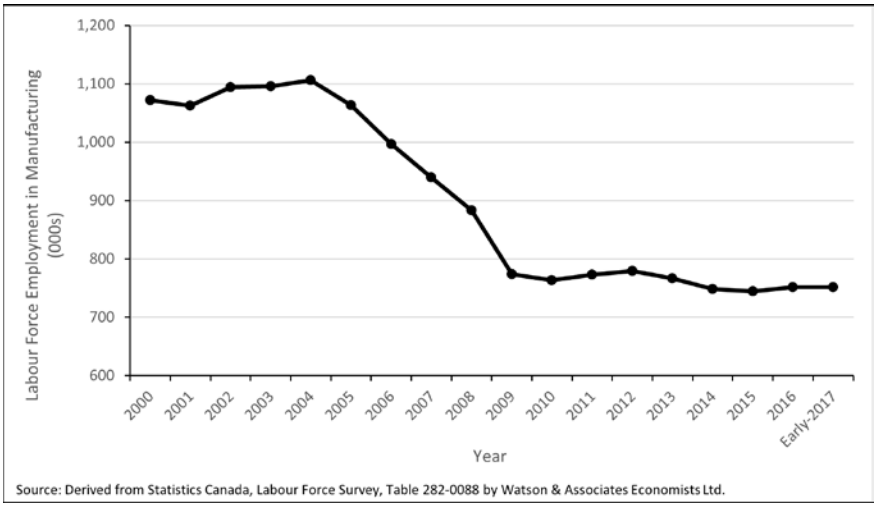


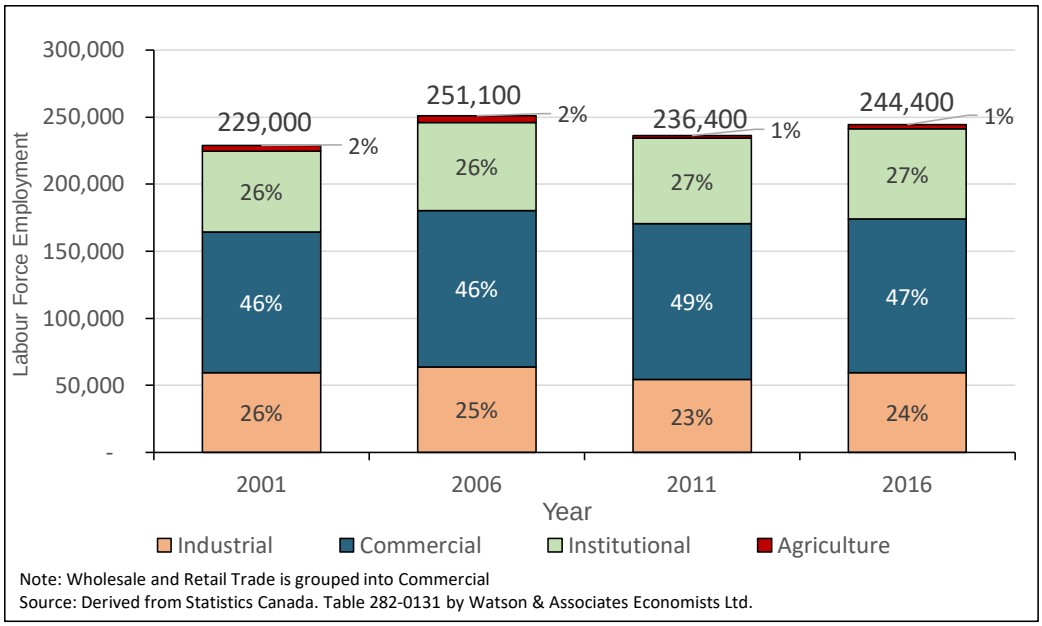
Figure 3-3: Manufacturing Labour Force Employment in Ontario, 2000 to Early 2017

3.3 London CMA Employment Trends

3.3.1 Regional Labour Force Trends, London CMA, 2001 to 2016

Figure 3-4 summarizes historical labour force trends within the London CMA over the 2001 to 2016 period. During this period, the London CMA labour force base increased at a rate of 0.4% per year. During the 2001 to 2006 period, the London CMA experienced a steady increase in total labour force of approximately 2% annually. This was followed by a sharp labour force decline between 2006 and 2011 of approximately -22,000, largely driven by the 2008/2009 economic downturn. During the 2011 to 2016 period, the London CMA labour force experienced a gradual recovery, increasing by approximately 8,000 or approximately 1% annual growth.

Over the past 15 years, the share of labour force within the London CMA has gradually shifted from industrial and agricultural/primary resource sectors towards commercial and institutional sectors. As of 2016, approximately 74% of the region's labour force base is comprised of commercial and institutional sectors. The industrial and agricultural sectors represent approximately 24% and 1% of the regional labour force base, respectively.



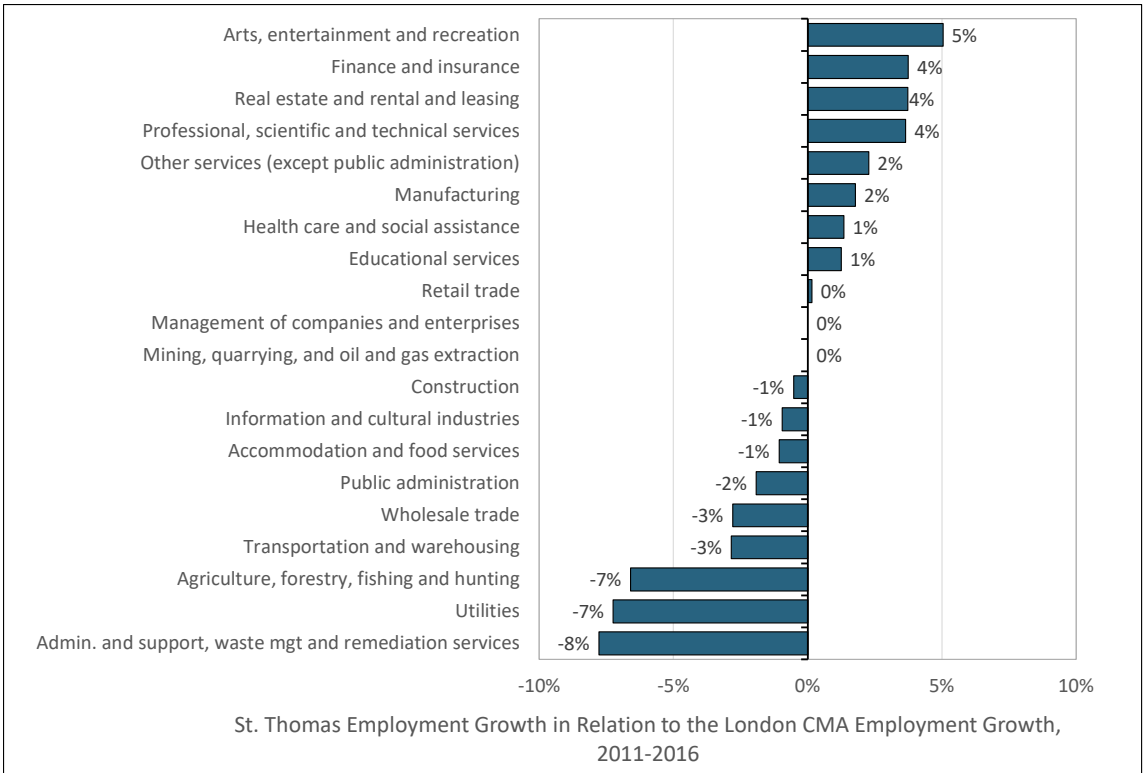
Note: Wholesale and Retail Trade is grouped into Commercial
Source: Derived from Statistics Canada. Table 282-0131 by Watson & Associates Economists Ltd.

Figure 3-4: London CMA Labour Force by Major Sector, 2001 to 2016

3.3.2 Employment Trends, London CMA and St. Thomas, 2011 to 2016

Figure 3-5 summarizes recent employment trends for the City of St. Thomas relative to the broader London CMA by sub-sector over the past 5 years. As summarized in **Figure 3-5**, St. Thomas experienced strong employment growth compared to the London CMA in the following sectors: arts, entertainment and recreation; finance and insurance; real estate and rental and leasing; professional, scientific and technical services; other services; and manufacturing. Manufacturing is the only industrial sector that had stronger growth in St. Thomas compared to the London CMA.

During the 2011 to 2016 period, the London CMA experienced a moderate recovery in the manufacturing sector, adding approximately 1,000 jobs to the employment base in this sector. Similar to the London CMA, the manufacturing sector in the City of St. Thomas rebounded, adding approximately 380 manufacturing jobs and accounting for a third of the London CMA's manufacturing employment growth over this period.



Source: Derived from EMIS 2011-2016 data by Watson & Associates Economists Ltd.

Figure 3-5: St. Thomas Employment Growth in Relation to the London CMA Employment Growth, 2011 to 2016

3.3.3 Historical Employment Growth in St. Thomas

Total employment and the City's employment activity rate (ratio of total jobs per total population) are summarized in **Figure 3-6**, while **Figure 3-7** summarizes St. Thomas' total employment by sector from 2001 to 2017. Historical employment data for St. Thomas has been derived from Census data, while 2017 employment is estimated. Key observations include:

- The employment activity rate (ratio of local employees to population) for the City of St. Thomas decreased from 56% to 42% over the 2006 to 2011 period. Since 2011, the employment activity rate has modestly increased to 44%;
- Over the 2006 to 2011 period, the City lost 4,200 jobs, largely due to the losses in the industrial sector, in particular manufacturing. Since 2011, it is estimated that St. Thomas has added approximately 1,500 jobs, growing at an annual rate of 1.5%;
- Over the 2011 to 2016 period, it is estimated that the industrial sector added 390 employees, while the commercial and institutional sectors added 525 and 460 employees, respectively; and
- Historically, industrial employment has accounted for a large share of employment in St. Thomas, comprising 45% of the employment base in both 2001 and 2006, but dropping to 29% of the City's employment base in 2011 and 2017.

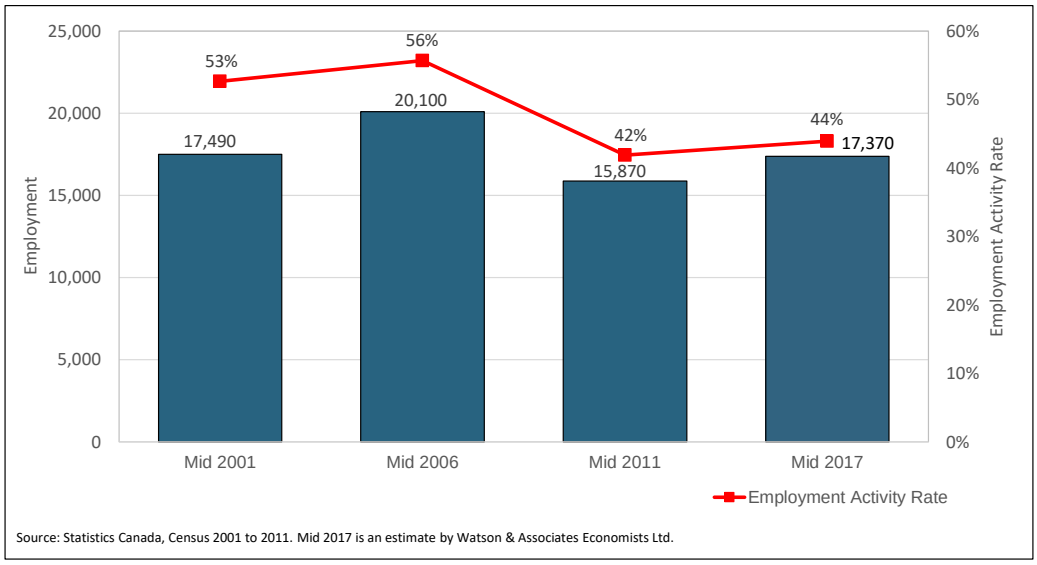


Figure 3-6: City of St. Thomas Total Employment, 2001 to 2017

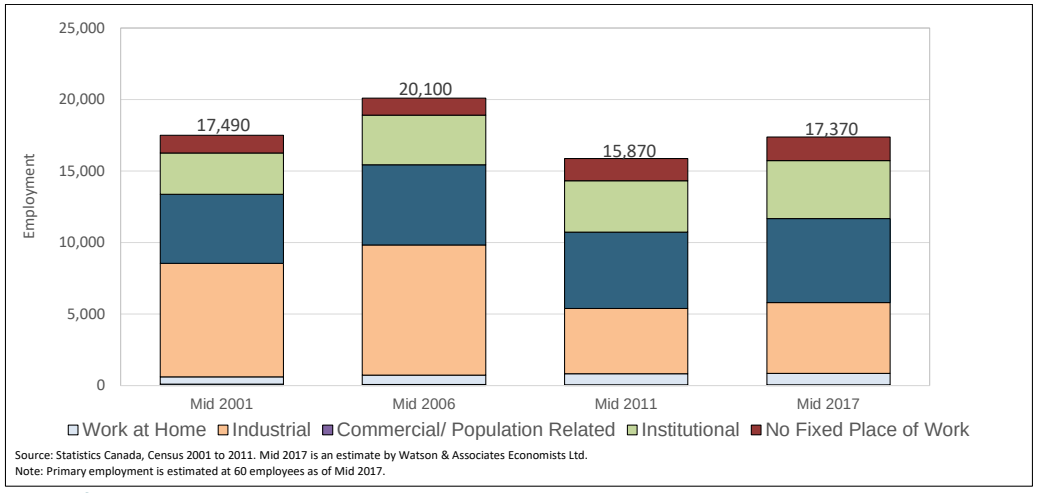


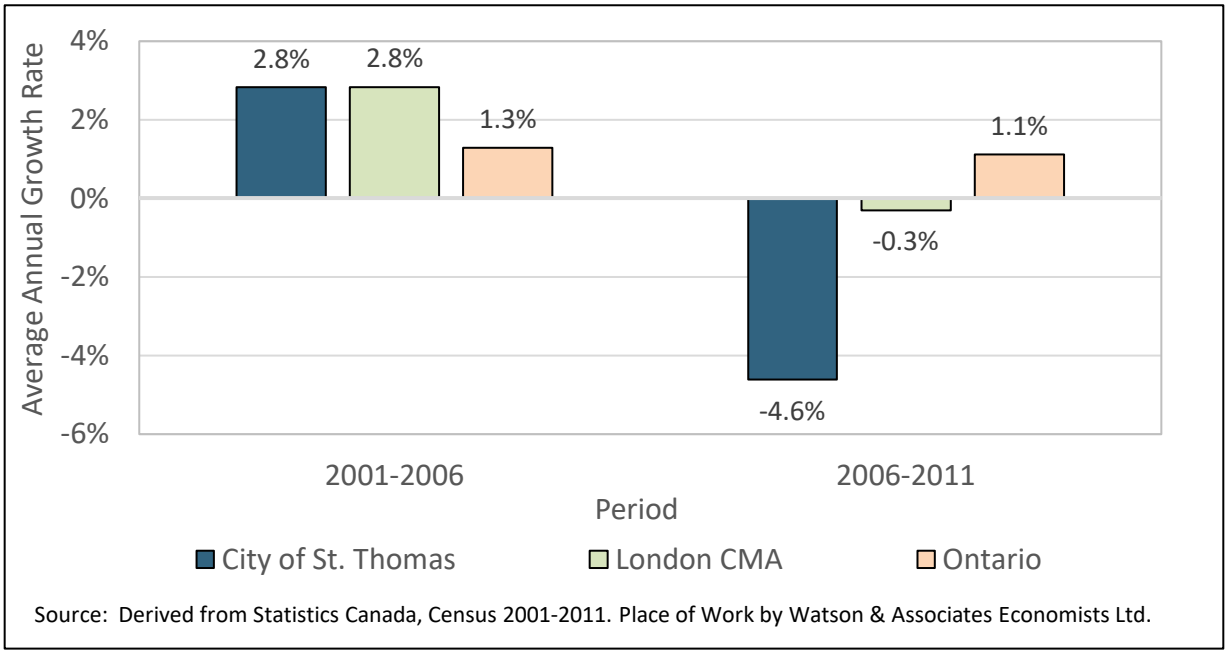
Figure 3-7: City of St. Thomas Employment by Sector, 2001 to 2017

Figure 3-8 summarizes average annual employment growth for St. Thomas in comparison to the London CMA and the Province of Ontario during the 2001 to 2006, and 2006 to 2011 Census periods. Key observations include:

- Over the 2001 to 2006 period, St. Thomas' employment base increased at an annual rate of 2.8%, which is the same rate as the London CMA over this period;
- Comparatively, St. Thomas' employment base decreased at a significantly faster rate during the 2006 to 2011 period than the London CMA, largely due to a greater portion of industrial employment loss in St. Thomas compared to the London CMA;
- The decline in the London CMA employment base over the 2006 to 2011 period was primarily due to industrial job losses in the City of St. Thomas and the Township of Southwold

(Talbotville). Excluding the City of St. Thomas, the London CMA experienced a slight increase in employment over the 2006 to 2011 period (annual growth rate of 0.1%); and

- Ontario, on the other hand, had a positive growth rate over the 2006 to 2011 period, largely driven by the service sector.



Source: Derived from Statistics Canada, Census 2001-2011. Place of Work by Watson & Associates Economists Ltd.

Figure 3-8: City of St. Thomas Average Annual Employment Growth Comparison, 2001 to 2011

3.3.4 Employment by Place of Work

Figure 3-9 summarizes the historical change in the City of St. Thomas' employment base on usual place of work during the 2001 to 2017 period. Employment represents the number of jobs located within St. Thomas. This includes the live/work labour force, including work at home employees as well as "in-commuters". Key observations include:

- Prior to 2011, the City of St. Thomas' employment base was slightly higher (+13%) than the employed labour force (number of employed residents within St. Thomas), primarily due to local manufacturing opportunities;
- Post 2006, the ratio of the City of St. Thomas' employment to the employed labour force sharply declined largely due to industrial job losses in St. Thomas since 2006;
- With an estimated employment total of approximately 17,400 in 2017, the City's job base is approximately 3,100 lower (approximately 3%) than its employed labour force base; and
- In 2017, approximately 86% of the City's employees reported as having a usual place of work. The remaining 14% work from home or are reported as having no fixed place of work (NFPOW). Over the past 15 years, the share of St. Thomas' employment by usual place of work has decreased from 90% (15,800) in 2001 to 86% (14,900) in 2017. Within the City of St. Thomas,

the number of work at home and no fixed place of work employees has increased at a faster rate than employees by usual place of work.

Year	Labour Force (Employed)	Employment				Relationship of Employment to Employed Labour Force	
		Employment (Usual Place of Work)	Work from Home	No Fixed Place of Work[1]	Total Employment (Including NFPOW and Work at Home)	Difference (Employment less Employment Labour Force)	Employment as % of Employed Labour Force
2001	15,420	15,745	505	1,240	17,490	2,075	113%
2006	17,830	18,240	650	1,210	20,100	2,270	113%
2011	16,790	13,555	770	1,540	15,865	-3,230	95%
2017	18,000	14,925	795	1,650	17,370	-3,075	97%

Source: Derived from Statistics Canada, Census 2001-2006 and NHS 2011, Place of Work and Census Profile (Place of Work Status). 2017 data is an estimate by Watson & Associates Economists Ltd.

1. Labour force is based on employed labour force (i.e. excludes unemployed labour force). Statistics Canada defines no fixed place of work (NFPOW) employees as "persons who do not go from home to the same work place location at the beginning of each shift." Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.

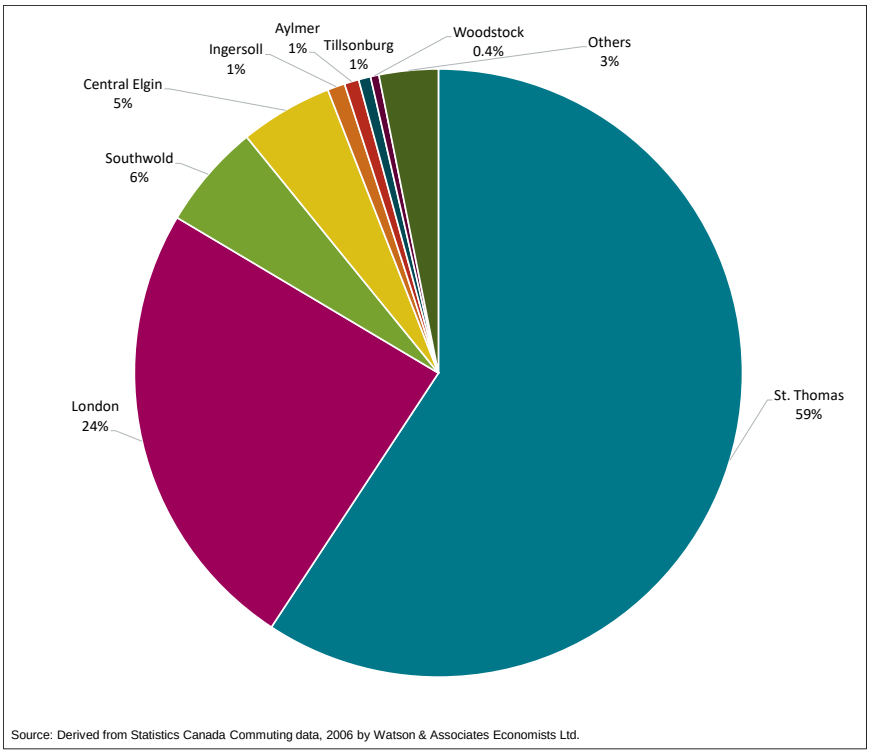
Figure 3-9: City of St. Thomas Employment by Place of Work, 2001 to 2017

3.3.5 City of St. Thomas Commuting Trends

Figures 3-10 through **3-13** summarize historical commuting patterns within the City of St. Thomas between 1996 and 2011.[8] As illustrated in **Figures 3-10** and **3-11**, an increasing share of residents in St. Thomas commute outside the City for work. In 2006, approximately 59% of the employed residents in St. Thomas live/work in St. Thomas, while in 2011 the live/work share decreased to 53%. The City of London, as a place of work for residents in St. Thomas, has increased from 24% in 2006 to 33% in 2011. It is anticipated that the City of London will continue to be a major destination for work for residents in St. Thomas given its large, diversified employment base.

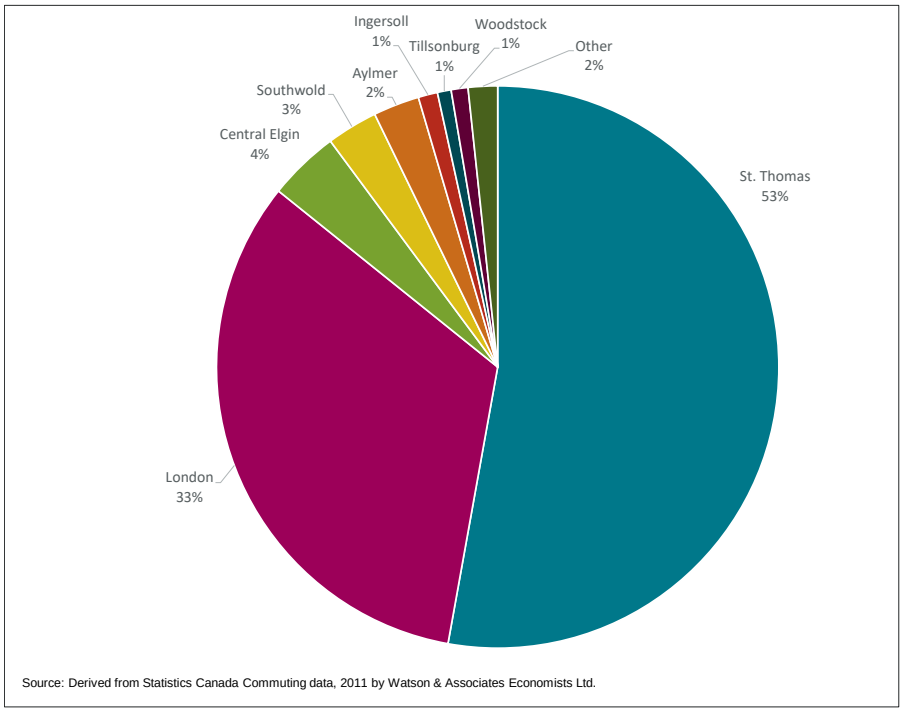
As illustrated in **Figures 3-12** and **3-13**, in-commuters to the City of St. Thomas comprise a smaller share of the employment base in 2011 compared to 2006. In 2006, 51% of the employees in St. Thomas were comprised of residents of St. Thomas, while in 2011, residents comprised 57% of the employees in St. Thomas. It is anticipated that residents within the City of St. Thomas will continue to comprise the majority of the employee base within the City.

8 2016 Commuting trends are currently unavailable.



Source: Derived from Statistics Canada Commuting data, 2006 by Watson & Associates Economists Ltd.

Figure 3-10: Where Residents of St. Thomas Work - 2006



Source: Derived from Statistics Canada Commuting data, 2011 by Watson & Associates Economists Ltd.

Figure 3-11: Where Residents of St. Thomas Work, 2011

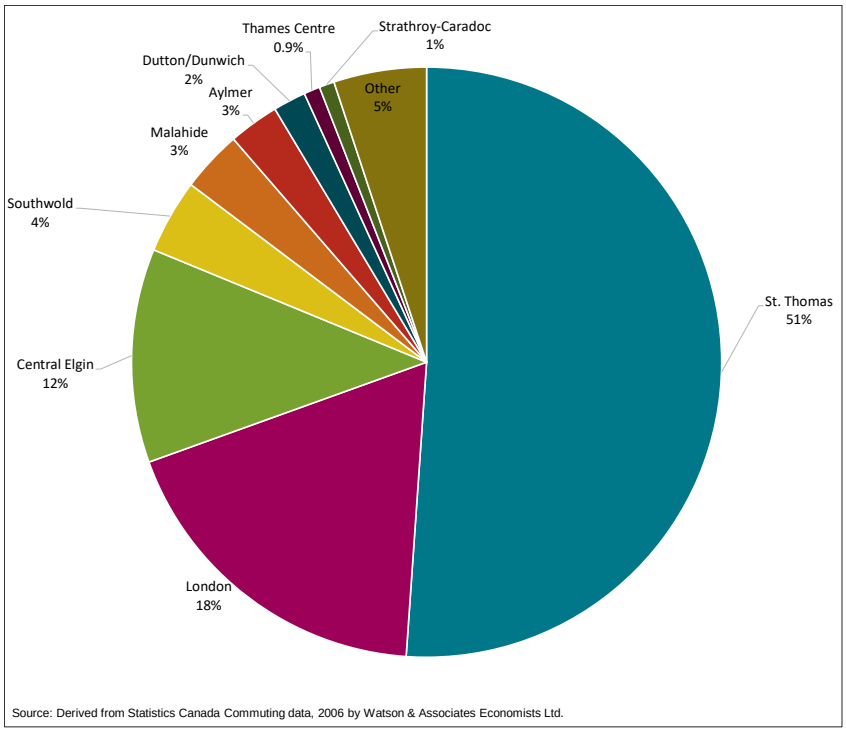


Figure 3-12: Where Workers Commute from for Employment in St. Thomas, 2006

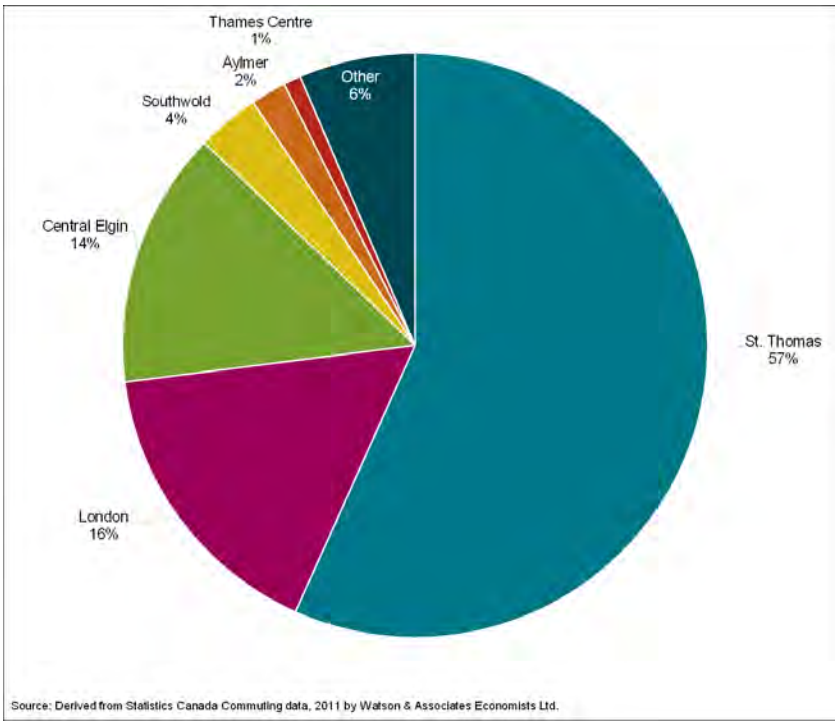


Figure 3-13: Where Workers Commute from for Employment in St. Thomas, 2011

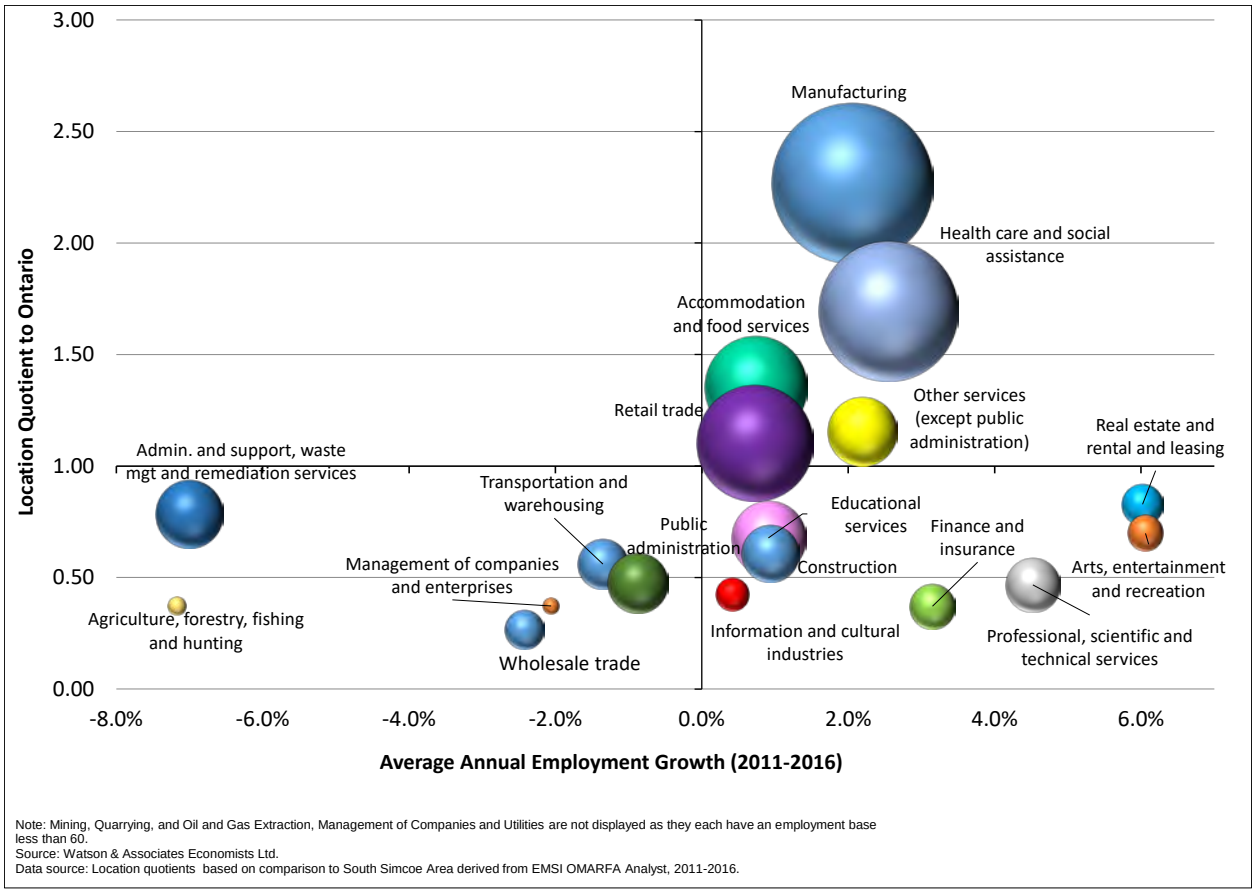
As of 2016, the employment base within the City of St. Thomas' primary commuter-shed[9] is estimated at 280,400. It is estimated that the City's out-commuters comprised 3% of this employment base, representing approximately 7,100 jobs. The employment base within the St. Thomas commuter-shed (excluding the City of St. Thomas) is forecast to increase from approximately 280,400 in 2016 to 340,000 in 2041. Assuming that the proportion of City of St. Thomas commuters remains relatively stable at 3%, this represents a potential labour force increase of approximately 1,700 for the City of St. Thomas.

3.3.6 Industrial Cluster Growth Trends

Figure 3-14 illustrates the concentration of St. Thomas' employment sectors and their respective historical growth rates relative to Ontario, between 2011 and 2016. The results of this analysis indicate the following:

- The manufacturing sector has a strong concentration of employment in St. Thomas and comprises a large share of employment in the City. Among the industrial sectors, manufacturing has experienced the strongest rate of growth over the past few years;
- A number of other industrial sectors, including administration and support, waste management and remediation services, transportation and warehousing, wholesale trade and construction have a relatively weaker presence in St. Thomas. Each of these industrial sectors has a lower employment concentration in the City relative to Ontario as a whole;
- The City of St. Thomas has a high concentration of population-related employment sectors which serve the local and surrounding rural population, including health care and social services, retail trade and accommodation and food services; and
- Employment sectors oriented to office development typically have a relatively low employment concentration within the City of St. Thomas. Recently, the City has been experiencing employment growth in several knowledge-based sectors, including finance and insurance and professional, scientific and technical services, however it is noted that absolute employment growth in these sectors has been modest.

9 Primary commuter-shed includes: Tillsonburg, Ingersoll, Woodstock, Aylmer, Central Elgin, Southwold, Strathroy-Caradoc, Thames Centre and London.



Note: Mining, Quarrying, and Oil and Gas Extraction, Management of Companies and Utilities are not displayed as they each have an employment base less than 60.
Source: Watson & Associates Economists Ltd.
Data source: Location quotients based on comparison to South Simcoe Area derived from EMSI OMARFA Analyst, 2011-2016.

Figure 3-14: St. Thomas Employment Clusters and Growth Matrix

3.4 Planning for Growth in St. Thomas

3.4.1 City of St. Thomas Population Forecast to 2036

The population of St. Thomas is currently estimated at approximately 38,900 people in accordance with the 2016 Census. This represents an increase of 2.6% since the 2011 Census and an annual growth rate of 0.5%.[10] The City is forecast to reach a population of approximately 48,600 by 2036 based on the City's Medium Growth Scenario as identified in the St. Thomas Population, Housing and Employment Projections, 2011-2036 prepared by Lapointe Consulting[11]. In accordance with the City's Medium Growth Scenario, the City is forecast to add approximately 9,700 people over the next 20 years (2016 to 2036), which represents an annual growth rate of 1.1%.

10 Statistics Canada, Census 2011 and 2016. Note excludes Census undercount.
11 St. Thomas Population, Housing and Employment Projections, 2011-2036 prepared by Lapointe Consulting, April 13, 2015, pg. 48.

3.4.2 How does Population Growth Impact Demand for Employment Lands?

Population growth impacts the demand for non-residential lands in different ways. Population-related development (i.e. retail commercial, personal service uses and institutional) is automatically attracted to locations convenient to local residents. Generally, as the population grows, the demand for population-related development also increases to service the needs of the local community (subject to available services within the surrounding market area). Population and labour force growth itself does not typically drive employment growth in export-based sectors (i.e. industrial and office). Place making, however, is increasingly becoming recognized as an important concept in creating diverse and vibrant communities, which in turn can help attract local population and job growth, provided that other necessary infrastructure requirements are met. This is particularly relevant in mixed-used environments which integrate office commercial, residential and other community uses with public open spaces. In addition, access to skilled labour is one of the important considerations that industries (particularly in the knowledge-based sectors) look at in assessing locational decisions.

Most industrial development (e.g. manufacturing, logistics and warehousing), is not directly linked to local population growth and tends to be more influenced by broader market conditions. This includes factors such as regional economic competitiveness, transportation access and distance to employment markets, as well as local site characteristics such as servicing, highway access and exposure, site size/configuration, physical conditions and site location. As such, industrial employment is not necessarily anticipated to increase in direct proportion to population growth in St. Thomas. For these reasons, when assessing the long-term industrial growth potential in St. Thomas, substantial consideration has been given to recent macro-economic trends in Ontario and the London CMA, as well as the competitive position of St. Thomas' Employment Areas within the context of the surrounding market area.

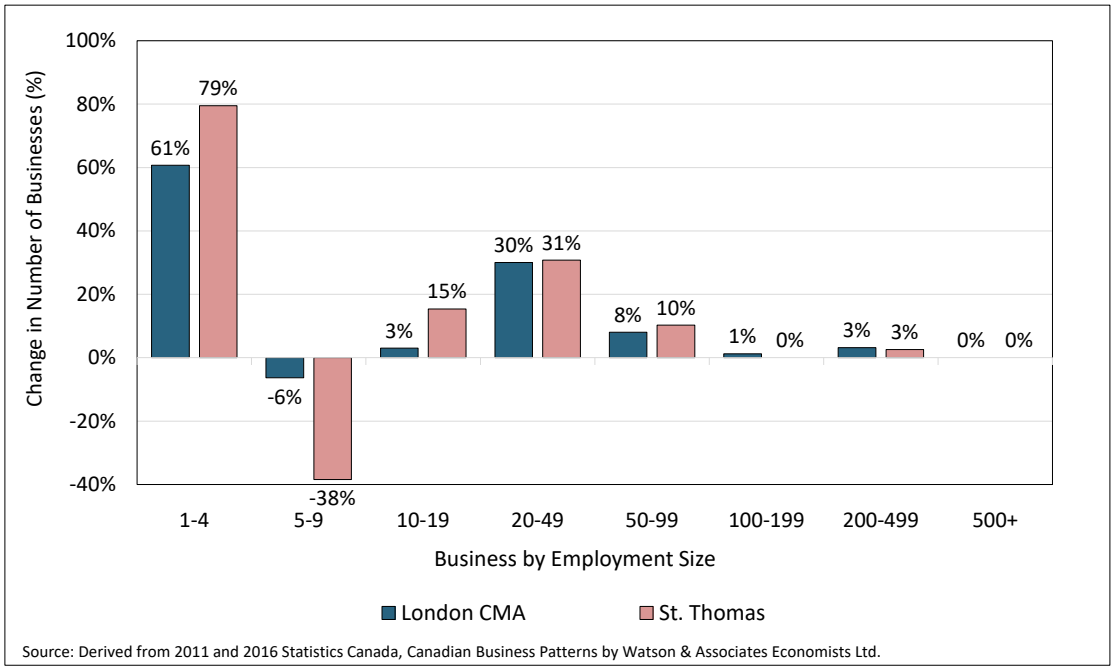
4.0 Forecast Land Demand on Employment Lands

This chapter provides an overview of historical employment and business pattern trends in the City of St. Thomas, followed by a more detailed discussion regarding forecast employment growth within the City of St. Thomas by sector and employment land demand[12] between 2017 and 2037.

4.1 Local Employment and Industrial Trends in St. Thomas

4.1.1 Business Growth by Size

As of 2016, the City of St. Thomas is home to an estimated 854 active businesses, which represents an increase of 190 businesses over the past five years. The number of businesses in the industrial sector totals approximately 20% of the business base. The majority of businesses (72%) within the City of St. Thomas are small businesses with less than 10 employees. Similar to regional and provincial trends, business growth is also concentrated in small and medium-sized businesses of less than 100 employees. **Figure 4-1** summarizes the change in number of businesses by size over the past five years in St. Thomas with a comparison to the London CMA.



Source: Derived from 2011 and 2016 Statistics Canada, Canadian Business Patterns by Watson & Associates Economists Ltd.

Figure 4-1: City of St. Thomas and London CMA Change in Number of Businesses by Size, 2011 to 2016

[12] Employment Land Demand is calculated using net hectares.

4.1.2 Industrial Vacancy Rates

As of 2017, the City of St. Thomas represents approximately 15% of the rentable industrial gross floor area (GFA) (occupied and vacant) in the London CMA market and approximately 7% of the vacant industrial GFA space. Historically, industrial vacancy rates in St. Thomas have been lower than vacancy rates in the London CMA as a whole. The industrial vacancy rates in St. Thomas have ranged from a high of 7.2% in 2013 to a current low of 2.3% in 2017 (refer to **Figure 4-2**). With a vacancy rate of 2.3% in 2017 which amounts to an estimated 186,000 sq.ft. (17,280 sq.m.) of vacant industrial GFA, there is a limited amount of vacant industrial GFA space in St. Thomas. It is important to note that the availability rate (including vacant and occupied space on the market) is only slightly higher at 2.9%, while as a comparison, the availability rate in the London CMA is 7.9%.[13]

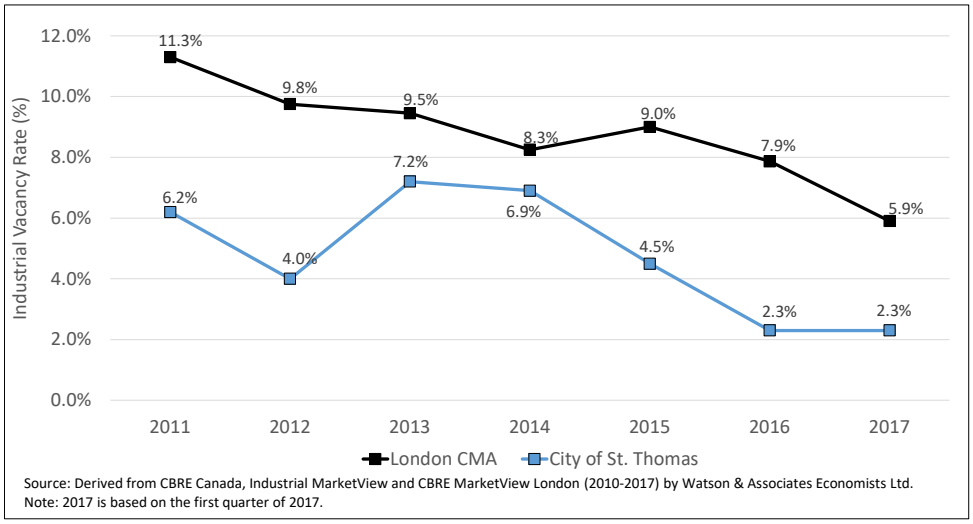


Figure 4-2: City of St Thomas and London CMA Change in Industrial Vacancy Rates, 2011 to 2017

4.1.3 Absorption of Vacant Industrial GFA Space

It is estimated that over the 2008 to 2016 period, approximately 1.5 million sq.ft. (139,360 sq.m.) of previously vacant industrial space was absorbed. As illustrated in **Figure 4-3**, the manufacturing sector acquired the bulk of the vacant space absorbed at 74%, while 19% of this space was acquired for the wholesale trade, and the remaining 7% of the GFA was acquired for the construction, transportation and utilities sectors. The largest previously vacant building acquired was the former Daimler AG Sterling truck plant at 445,000 sq.ft. (41,340 sq.m.), which is now occupied by Masco Canada (manufacturer and distributor of plumbing-related products).[14] It is important to note that the vacant space uptake is not necessarily replacing the employment levels of the previous employers. The Daimler AG Sterling truck

13 Vacancy rate data is derived from CBRE Canada, Industrial MarketView and CBRE MarketView London Reports, 2010-2017. 2017 is based on the first calendar quarter of 2017.
14 Based on data received from the City of St. Thomas Economic Development Corporation by Watson & Associates Economists Ltd.

plant once employed 1,400 employees; [15] it estimated that the 445,000 sq.ft. building now occupied by Masco Canada has 450 employees at this site. Overall, it is estimated that vacant space uptake over the 2008 to 2016 period has accommodated 980 jobs.[16] Due to low vacancy rates and availability rates, it is anticipated that there will be limited additional opportunities for further absorption of vacant industrial space.

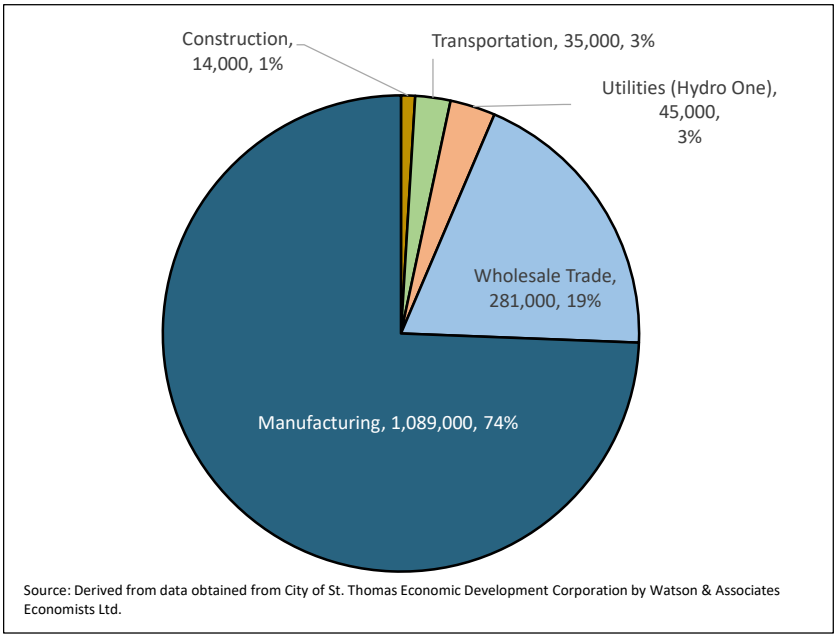


Figure 4-3: Absorption of Vacant Industrial GFA (sq.ft.) on Employment Lands, GFA Space by Sector, 2008 to 2016

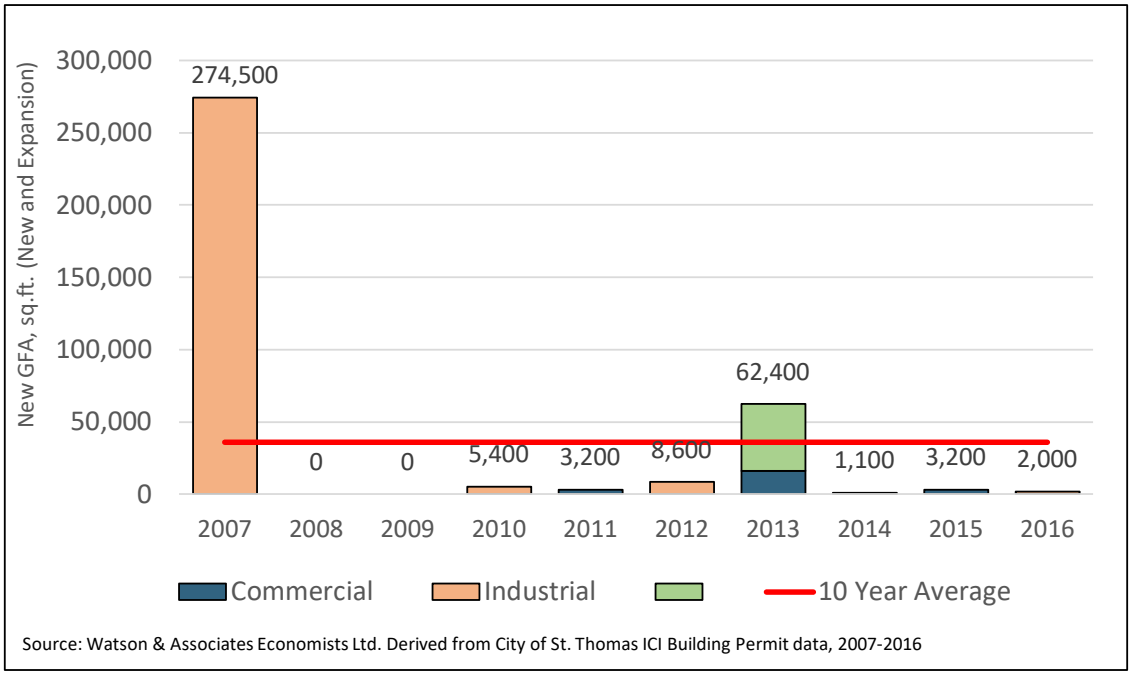
4.1.4 Historical Non-Residential Development Activity and Employment Land Absorption

Figure 4-4 summarizes building construction on employment lands in St. Thomas during the 2007-2016 period, expressed in GFA. St. Thomas has averaged 36,000 sq.ft. (3,345 sq.m.) of building activity (new construction and expansion of existing space) on employment lands annually over the past decade. In total, 361,000 sq.ft. (33,540 sq.m.) of new industrial GFA space was constructed on employment lands over the 2007 to 2016 period. Industrial construction accounted for 81% of new construction on employment lands, while institutional and commercial represented 13% and 6%, respectively. New construction over the past decade was primarily concentrated in two years (2007 and 2013). Major developments on employment lands over the past decade included a logistics building (Messenger Freight System), totalling approximately 140,000 sq.ft. (13,000 sq.m.) and the expansion of three

15 Daimler AG Sterling Plant closed in March 2009.
16 Based on data received from the City of St. Thomas Economic Development Corporation by Watson & Associates Economists Ltd.

manufacturing facilities (Takumi Stamping Canada, Formet Industries and Amino North America) totalling 106,000 sq.ft. (9,850 sq.m.).

In terms of employment land absorption, only 11 hectares (27 acres) of employment lands were absorbed over the past decade which accommodated 7 developments.[17] While construction and land absorption activity on employment lands has been limited over the past decade, it is important to recognize the uptake of vacant industrial space that has accommodated new employment opportunities. As mentioned previously, approximately 1.5 million sq.ft. (139,350 sq.m.) has been accommodated over the 2008 to 2016 period, which is approximately 163,000 sq.ft. (15,140 sq.m.) annually. The land area of the re-occupied employment lands totals 66 hectares (163 acres) or 8 hectares annually (20 acres).



Source: Watson & Associates Economists Ltd. Derived from City of St. Thomas ICI Building Permit data, 2007-2016

Figure 4-4: City of St. Thomas Non-Residential Building Permit Activity GFA (sq.ft.) Development on Employment Lands, 2007 to 2016

4.2 Development Competitiveness

Municipalities compete directly for business attraction with other communities in the regional market area and beyond. St. Thomas has a number of competitors in the London CMA and along the Highway 401 corridor in southwestern Ontario with which it competes for business attraction and retention.

17 Based on building permit data received from the City of St. Thomas, Planning Department and a spatial analysis using GIS parcel data from the City, Watson has determined the total absorption has consisted of 11 hectares (27 acres) over the 2007 to 2016 period.

These municipalities also offer attractive location and other regional attributes which appeal to prospective international and local firms. The degree to which St. Thomas can capitalize on its regional location advantages will depend largely on the competitiveness of its employment lands.

The competitiveness of St. Thomas' industrial lands is explored herein in comparison to a number of municipalities within the surrounding market area (**Figure 4-5**), including:

- City of London;
- Municipality of Central Elgin;
- Township of Southwold;
- Town of Ingersoll;
- Town of Tillsonburg;
- City of Woodstock;
- City of Stratford;
- Town of Aylmer; and
- Municipality of Strathroy-Caradoc.

The City of St. Thomas' competitive position is compared to the above-mentioned nine municipalities and evaluated based on a review of industrial land supply and development costs.

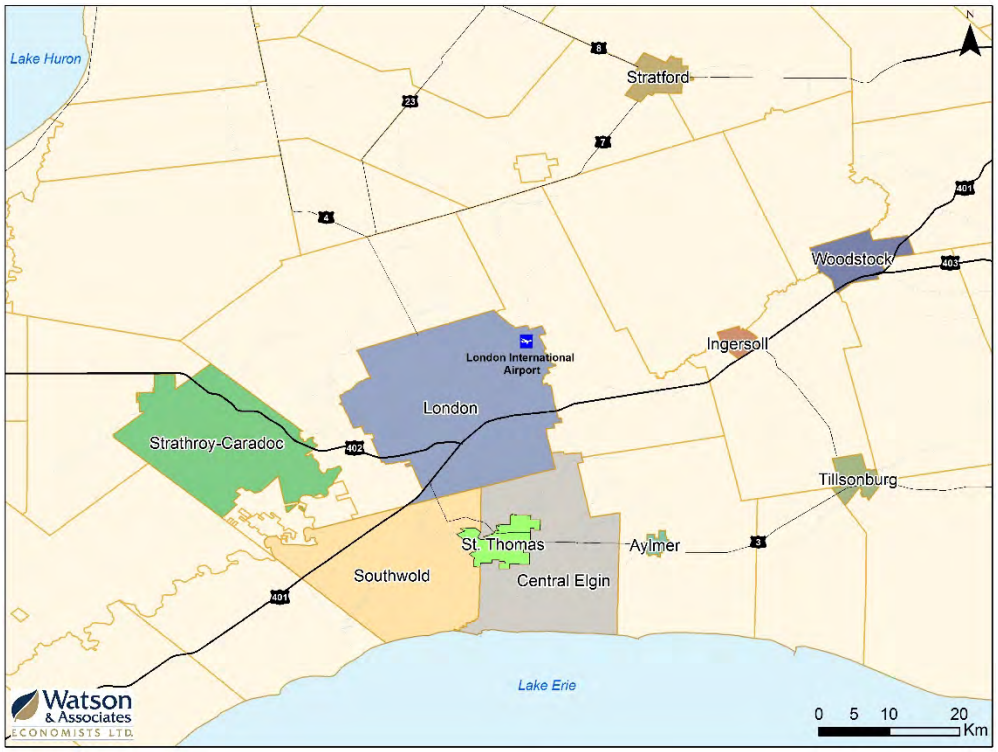


Figure 4-5: Location of Comparators

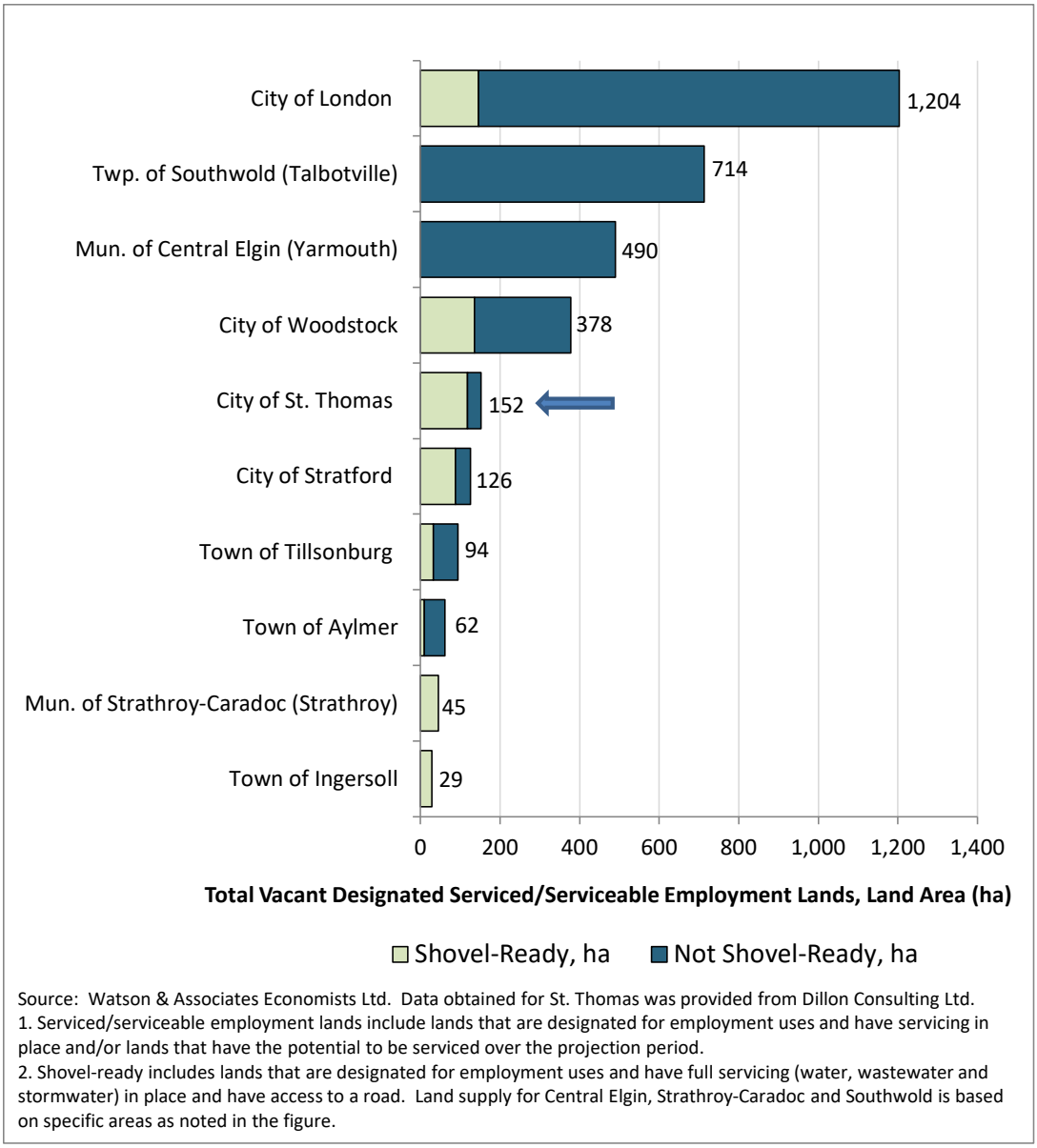
4.2.1 Supply of Vacant Employment Lands

The competitiveness of St. Thomas' export-based economy is partly determined by the availability and quality of its developable employment lands. The following provides a summary of the supply of designated and shovel-ready employment lands within St. Thomas and the surveyed municipalities in the surrounding market area.

Figure 4-6 summarizes the total designated vacant employment land by surveyed municipality. Key findings include:

- St. Thomas offers 152 ha (375 acres) of designated vacant employment land and approximately 78% of this land area is shovel-ready; [18]
- London has the largest supply of designated vacant employment land among the municipalities surveyed at 1,204 net ha (2,975 net acres). However, approximately 88% of the City's designated vacant employment lands is currently not serviced, which include lands identified in the Southwest London Area Plan. The City's Southwest Area Plan is planned to accommodate 510 hectares of employment lands which will ensure significant employment opportunities over the longer term (as noted in City of London Southwest Area Plan, May 2016 update as amended by the OMB April 24, 2016.);
- Talbotville in the Township of Southwold and Yarmouth in Central Elgin offer 714 net ha (1,740 net acres) and 490 net ha (1,210 net acres) of vacant employment lands, respectively. It is important to note, however, that these areas are not municipally serviced and cannot accommodate urban industrial development within the short term. The majority of the employment lands in Talbotville consist of the former St. Thomas Ford Assembly Plant lands;
- The Municipality of Central Elgin and the Township of Southwold are the only municipalities surveyed that are not actively developing and marketing their employment lands;
- In terms of shovel-ready employment lands, London and Woodstock offer the greatest supply of land among the municipalities surveyed with 146 net ha (361 net acres) and 135 net ha (334 net acres), respectively; and
- Among the municipalities surveyed, the City of Woodstock has the largest supply of shovel-ready vacant employment lands with direct access to Highway 401. In addition, a majority (65% or 96 hectares) of the City of London's shovel-ready employment lands are located in Innovation Park, located in the City's southeast end in close proximity to Veteran's Parkway and Highway 401. The remainder of the shovel-ready employment lands are located in three other employment areas which are located near the London Airport.

18 Shovel-ready includes lands that are designated for employment uses and have full servicing (water, waste water and storm) in place and have access to a road. See Chapter 5 for more information on St. Thomas' vacant employment land supply.



Source: Watson & Associates Economists Ltd. Data obtained for St. Thomas was provided from Dillon Consulting Ltd.
1. Serviced/serviceable employment lands include lands that are designated for employment uses and have servicing in place and/or lands that have the potential to be serviced over the projection period.
2. Shovel-ready includes lands that are designated for employment uses and have full servicing (water, wastewater and stormwater) in place and have access to a road. Land supply for Central Elgin, Strathroy-Caradoc and Southwold is based on specific areas as noted in the figure.

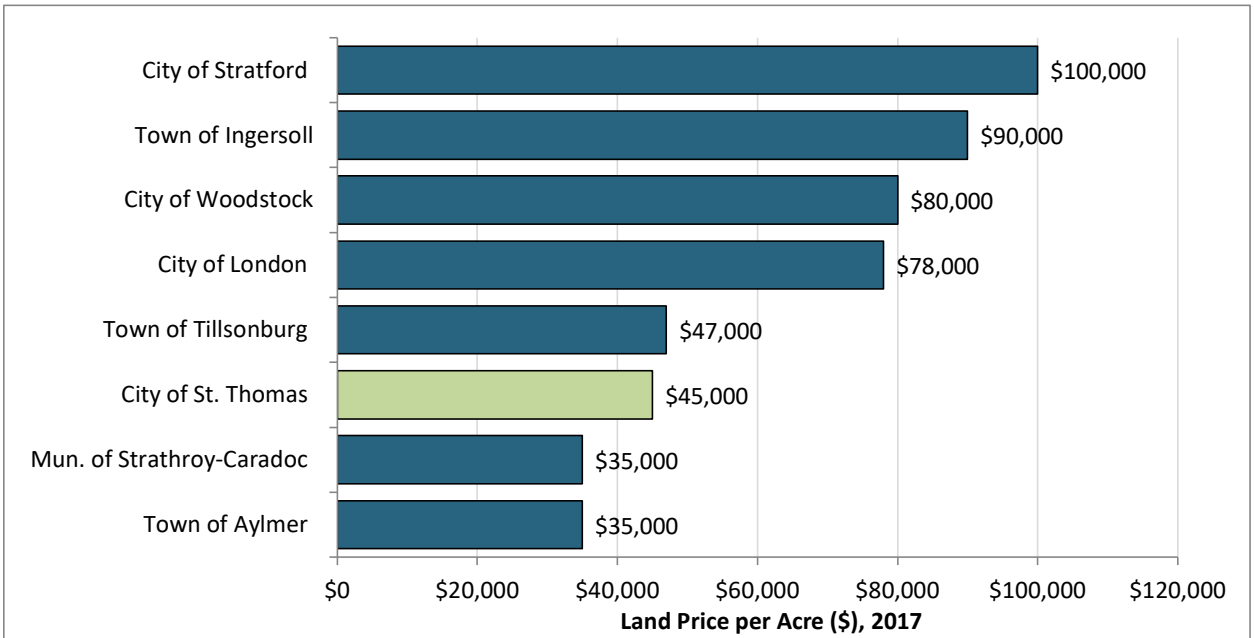
Figure 4-6: City of St. Thomas and Surrounding Market Area Municipalities Total Designated Vacant Employment Land

4.2.2 Employment Land Prices

From a competitiveness perspective, lower industrial land prices can provide a key advantage, especially for land expansive uses such as transportation, wholesale trade/logistics, warehousing and large-scale manufacturing. Though competitive land prices can provide an economic advantage in terms of the cost of development, very low land prices may be indicative of low demand.

Figure 4-7 summarizes employment land prices ($/serviced acre) for the City of St. Thomas and the surrounding market area[19] based on recent market survey data. Key findings include:

- Serviced employment land prices in St. Thomas average $45,000 per acre, which is lower than most of the municipalities surveyed, but higher than the Municipality of Strathroy-Caradoc and the Town of Aylmer; and
- It is important to note that the municipally-owned employment lands in London and Woodstock are listed below the market average for privately-owned employment lands which impacts the overall average price for employment lands.



Source: Watson & Associates Economists Ltd.

Figure 4-7: Employment Land Prices per Acre, 2017

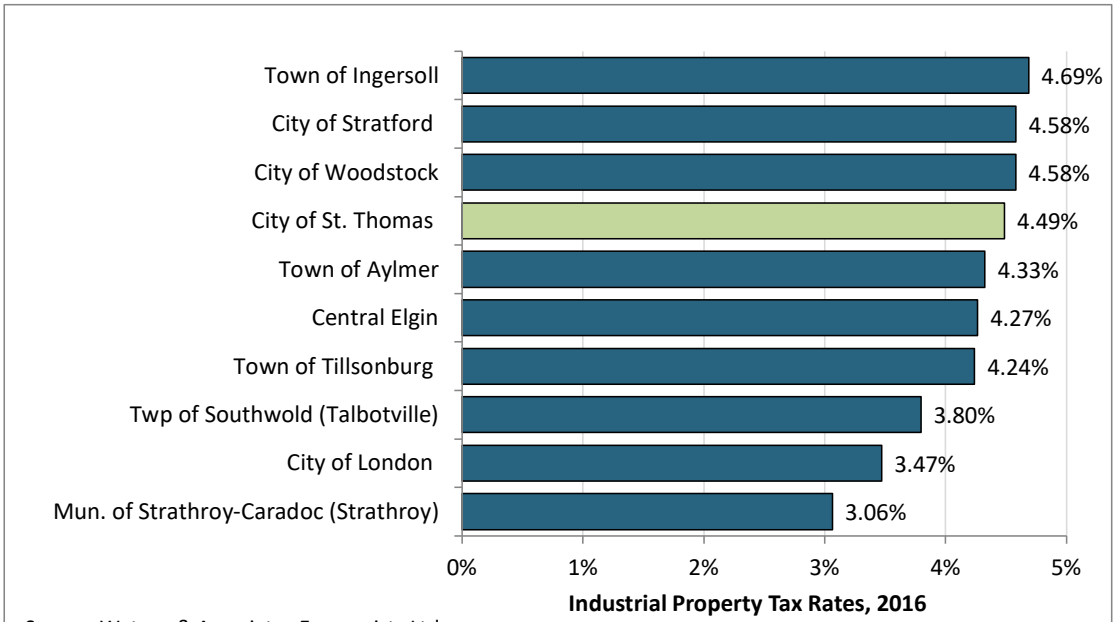
4.2.3 Property Taxes and Development Charges

Property tax rates represent a consideration for business location decisions, since taxes impact operating profit annually. **Figure 4-8** illustrates industrial tax rates in the municipalities surveyed, as of 2016 (the most recent year posted for all municipalities). Key observations are:

- The average industrial property tax rate among the surveyed municipalities is 4.15%;
- The industrial tax rate for St. Thomas is above the survey average, and moderately lower than Ingersoll, Stratford and Woodstock; and

19 Only employment land prices are summarized for municipalities with shovel-ready employment lands. Watson conducted a survey of the price for all available serviced employment land for the municipalities listed.

- Industrial property tax rates in London, Southwold and Strathroy-Caradoc are lower than in St. Thomas, while property tax rates are slightly lower in Aylmer, Central Elgin and Tillsonburg.



Source: Watson & Associates Economists Ltd.
Notes: Based on "Industrial New Construction" or "Industrial Occupied" where applicable.
Based on 2016 property tax rates, as 2017 property taxes have not been posted for all municipalities.

Figure 4-8: Property Taxes, 2016

In terms of industrial development charges, only the Municipality of Strathroy-Caradoc imposes development charges on industrial development [20]. The industrial development charge rate in the Strathroy urban area is $3.04 per sq.ft. of new industrial GFA.

4.2.4 Survey of Local/Region Developers and Brokers

To gain a better understanding of existing regional/local economic conditions and the general competitiveness and investment readiness of the City's Employment Areas, the Consultant Team conducted one-on-one telephone interviews with local industrial and commercial land developers and real estate agents. These consultations were used to gain perspective on the following:

- General overview of the local industrial and office real estate market;
- Strengths, weaknesses, opportunities and challenges facing the City of St. Thomas with respect to non-residential development and investment readiness;
- Potential barriers and limitations for all types of industrial, office and "knowledge-based" development in the City of St. Thomas;

20 Some of the municipalities have posted Industrial development charges for industrial development, however the Development Control Bylaw exempts industrial development.

- Appropriateness of designated non-residential development and policies in the City of St. Thomas to accommodate development on employment lands; and
- Best practices towards office, prestige and general industrial development in St. Thomas.

In total, four real estate brokers as well as the Elgin Middlesex Oxford Workforce Planning and Development Board were contacted. A brief summary of the responses of those interviewed is provided below.

Regional/Local Economic Trends

- The industrial market in St. Thomas and the surrounding area has been gaining momentum over the last several years.
- Industrial sales activity has been steady in recent years within the City of St. Thomas.
- Recent industrial demand has largely been concentrated within the manufacturing, food processing, wholesale trade and transportation sectors.
- Industrial demand has primarily been for small businesses from the City of St. Thomas as well as from the City of London.
- The City of St. Thomas has also recently been experiencing increasing demand from the Greater Golden Horseshoe (GGH) as a result of the City's lower industrial development costs.
- Demand for office space has been relatively weak.

Existing Conditions and Market Competitiveness

- The regional area offers a well-balanced skilled and unskilled labour force.
- The City's industrial development costs are comparable and in some cases lower than the surrounding market area (i.e. City of London).
- The City's industrial development costs are considerably more affordable when compared to average industrial development costs in the GGH.
- Quality of life (affordable housing, competitive development costs, small town environment, access to waterfront) also make St. Thomas an attractive place to live and work.
- The City currently offers limited built industrial space for sale/rent.
- The City has an adequate supply of serviced vacant industrial lands; however, the City is very limited in its ability to accommodate larger-scale developments (i.e. greater than 100,000 sq.ft.) on vacant industrial sites.
- Access to Highway 401 is a key attribute for industrial development. In some cases, this has been a development constraint for the City of St. Thomas. In other cases, the City's distance to Highway 401 has not been an issue.
- The City needs to ensure that industrial lands are set aside for industrial uses. Some recently absorbed industrial lands are being developed for non-industrial purposes.

4.2.5 Observations on Development Competitiveness

Based on the comparison of the surveyed municipalities and through consultation with the development community, the following observations regarding St. Thomas' competitive position in the industrial land development market can be drawn:

- St. Thomas is well located geographically within the southwestern Ontario market due to its access to the Highway 401 corridor, and is accessible to a range of markets in southern Ontario and the eastern United States;
- The St. Thomas economy is greatly influenced by its proximity to the City of London;
- St. Thomas offers a high quality of life which is an increasingly important attribute for both employers and employees;
- St. Thomas has a limited supply of designated and shovel-ready employment land relative to other urban municipalities in Ontario with a comparable population and employment base; and
- Industrial development costs in St. Thomas are generally competitive, albeit property taxes are among the highest of the municipalities surveyed.

4.3 City-Wide Employment Growth Forecast

As part of our assessment of long-term demand for employment lands, a detailed review was undertaken of the employment forecast scenarios provided in the St. Thomas Population, Housing and Employment Projections Report prepared by Lapointe Consulting (hereinafter to as the "Lapointe Report")[21]. The Lapointe Report includes three forecast scenarios (low, medium and high) with a 25-year forecast horizon period (2011 to 2036). It is important to note that the forecast excludes No Fixed Place of Work[22] employment. It is estimated that No Fixed Place of Work accounts for 9% of the total employment (1,540 employees in 2011) in St. Thomas. Further, the employment forecast has been extended the forecast to a 2041 forecast horizon.

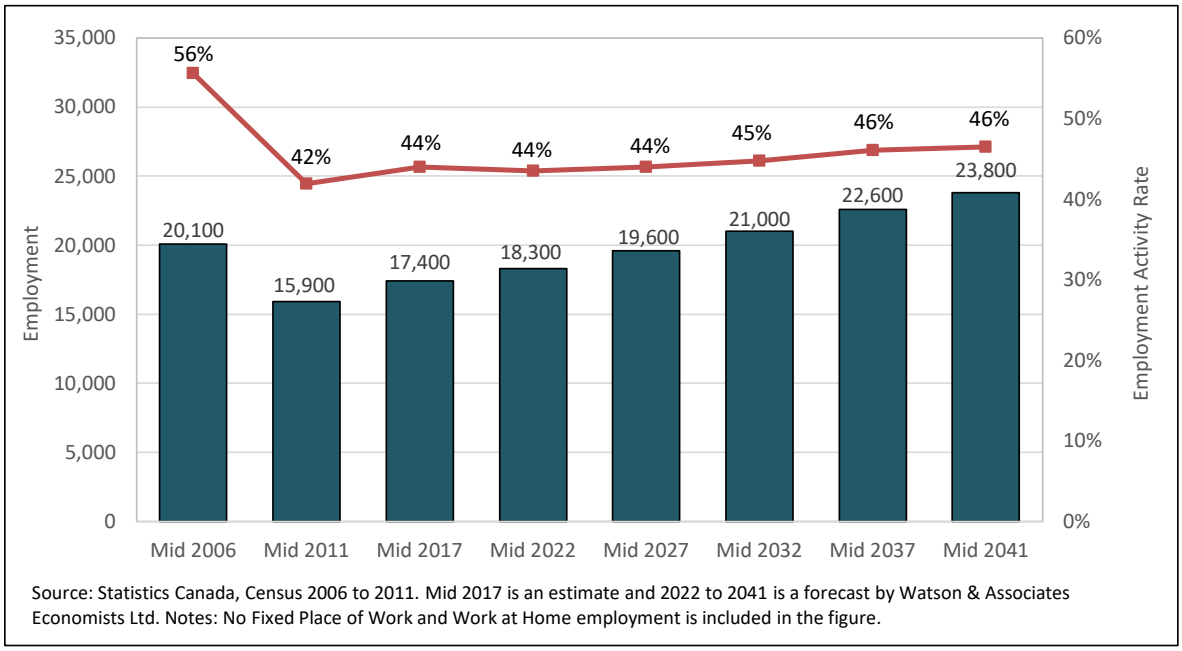
Based on the Medium Growth Scenario forecast in the Lapointe Report, the City of St. Thomas is expected to reach 21,600 employees. Adjusting the forecast to include 9% additional employment to account for No Fixed Place of Work, the employment forecast increases to 23,700 by 2036, an increase of 7,800 employees over the 2011 to 2036 period, or an annual employment growth rate of 1.6%. Based on our assessment of recent employment trends, as well as a review of the long-term economic outlook for the City of St. Thomas, the total Medium Growth Scenario for employment remains reasonable. Modest adjustments, however, have been made to the employment forecast by major sector. The revised employment forecast provided herein anticipates a slightly smaller share of employment growth

21 St. Thomas Population, Housing and Employment Projections, 2011-2036 prepared by Lapointe Consulting, April 13, 2015, pg. 48.

22 Statistics Canada defines No Fixed Place of Work (NFPOW) employees as "persons who do not go from home to the same work place location at the beginning of each shift." Such persons include building and landscape contractors, travelling salespersons, independent truck drivers, etc.

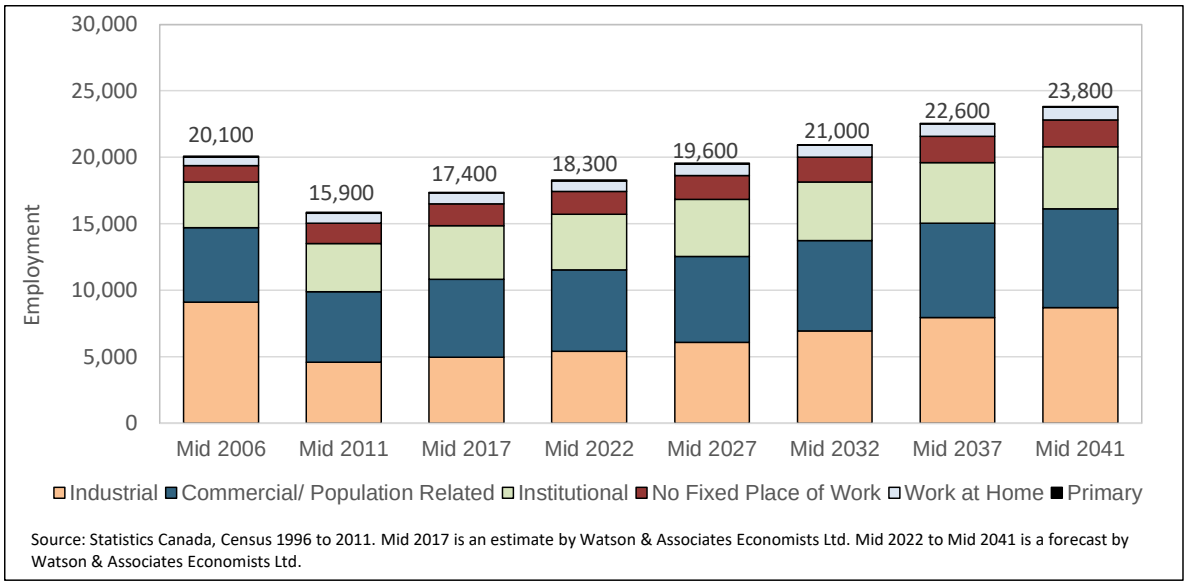
for the industrial sector, with an annual industrial employment growth rate of 2.1% over the 2011 to 2037 period, compared to an annual employment growth rate of 2.7% based on the Medium Growth Scenario (2011 to 2036) in the Lapointe Report.

The revised employment forecast results in an increase in total employment from 17,400 in 2017 to 23,800 in 2041 – employment growth of approximately 6,500 employees, or an annual employment growth rate of 1.3%. **Figures 4-9** through **4-11** summarize the long-term employment forecast for the City of St. Thomas, including a summary by major employment sector from 2017 to 2041 in comparison to recent historical trends. The following key observations have been made with respect to the City's long-term employment growth potential.



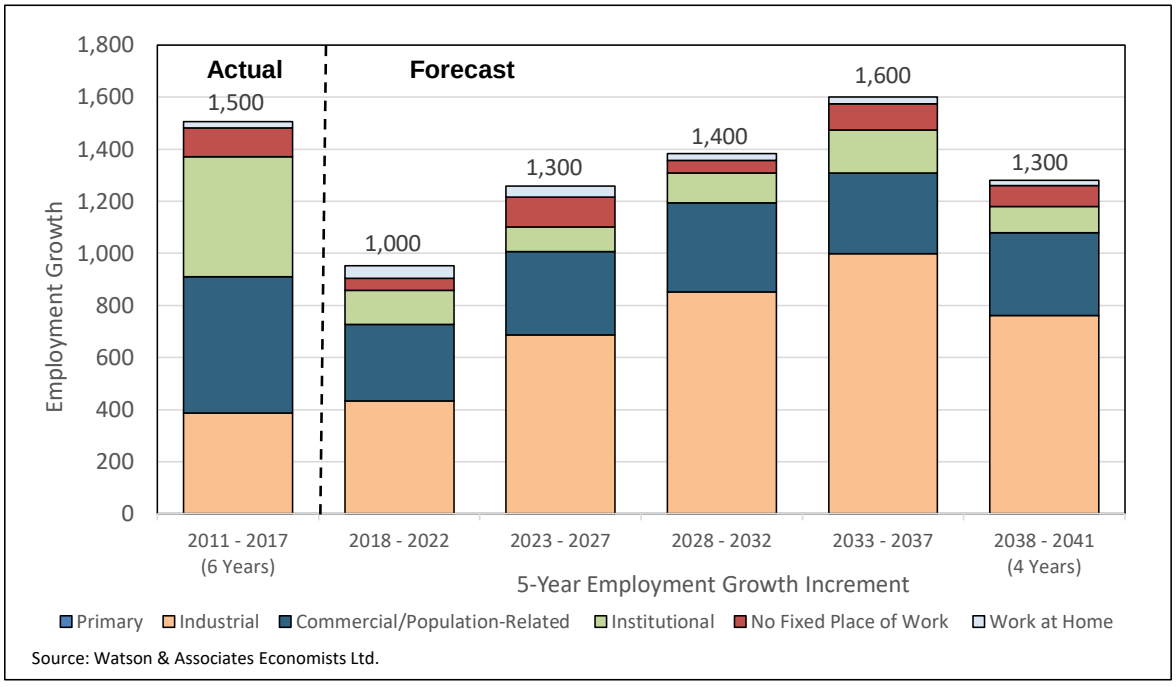
Source: Statistics Canada, Census 2006 to 2011. Mid 2017 is an estimate and 2022 to 2041 is a forecast by Watson & Associates Economists Ltd. Notes: No Fixed Place of Work and Work at Home employment is included in the figure.

Figure 4-9: City of St. Thomas Employment Forecast to 2041



Source: Statistics Canada, Census 1996 to 2011. Mid 2017 is an estimate by Watson & Associates Economists Ltd. Mid 2022 to Mid 2041 is a forecast by Watson & Associates Economists Ltd.

Figure 4-10: City of St. Thomas Employment Forecast by Sector, 2017-2041



Source: Watson & Associates Economists Ltd.

Figure 4-11: City of St. Thomas Employment Forecast by Sector, 2017-2041

Outlook for the Industrial Sector

- As previously mentioned in Chapter 3, the manufacturing sector in the City of St. Thomas as a whole has experienced a decline in employment over the past decade, similar to the Province. The loss in manufacturing in the City of St. Thomas is largely attributed to the auto sector, which lost approximately 2,200 jobs over the past decade. Over the past five years (2012 to 2016), however, the auto sector added 360 jobs, the largest source of new jobs during that period in

the City of St. Thomas, accounting for nearly a quarter of the City's employment growth.[23] It is important to note that this sector remains an important one for the provincial government, as the sector contributes approximately $16 billion annually to Ontario's GDP[24]. The Province of Ontario has recently invested in a number of auto-sector partnership projects across southern Ontario to stimulate and retain auto-sector employment, including an investment partnership with Formet Industries, an automotive supplier in St. Thomas. The investment partnership with the Province and Formet Industries will add 66 new jobs and retain 1,300 positions in St. Thomas[25].

- Looking forward, there will continue to be a focus on manufacturing in the City of St. Thomas; however, industrial processes have become more specialized, capital/technology intensive and automated. This means that, as the regional manufacturing sector continues to recover, economic output will gradually increase; however, modest employment growth is anticipated in the manufacturing sector. The auto sector in St. Thomas is anticipated to continue to comprise an important component of the City's employment base. Continued provincial interest in this sector as well as federal trade policies (i.e. NAFTA) will be important factors influencing the manufacturing sector in St. Thomas and the Province as a whole.
- A range of industrial sectors outside of manufacturing in St. Thomas has also added to the City's employment base over the past few years, including construction, utilities, transportation, energy and wholesale trade [26]. These sectors are anticipated to experience continued employment growth over the forecast period.
- It is expected that growth in the industrial sector will account for 58% of the City's total employment growth over the 2017 to 2041 period, adding approximately 160 industrial jobs annually over the planning period.

23 Based on OMAFRA (Ministry of Agriculture, Food and Rural Affairs) EMSI Analyst data, 2012 to 2016.
24 Province of Ontario News Release, Ontario Investing in Auto Sector and Creating Jobs in St. Thomas, April 7, 2016 retrieved from the Province of Ontario website, https://news.ontario.ca/medg/en/2016/04/ontario-investing-in-auto-sector-and-creating-jobs-in-st-thomas.html, accessed July 20, 2017.
25 Province of Ontario News Release, Ontario Investing in Auto Sector and Creating Jobs in St. Thomas, April 7, 2016 retrieved from the Province of Ontario website, https://news.ontario.ca/medg/en/2016/04/ontario-investing-in-auto-sector-and-creating-jobs-in-st-thomas.html, accessed July 20, 2017.
26 Based on OMAFRA (Ministry of Agriculture, Food and Rural Affairs) EMSI Analyst data, 2012-2016.

Outlook for the Commercial and Institutional Sectors

- As mentioned previously in Chapter 4, the City's population is anticipated to increase by approximately 9,800 people over the next 20 years, according to the City of St. Thomas Medium Growth Scenario as identified in the Lapointe Report[27]. Forecast employment growth in St. Thomas is anticipated to drive demand for future retail and personal service employment. It is important to note that other urban centres in the area, in particular the City of London, also provide services to the local community and draw retail spending from the local community.
- Macro-trends are anticipated to influence the demand for local commercial employment, in particular e-commerce and its impact on retail space. E-commerce is reducing the need for brick and mortar retail space, a trend that is expected to accelerate over the forecast period. It is anticipated that the employment activity rate (ratio of jobs to population) for retail will decline over the forecast period, while the employment activity rate associated with the office sector will gradually increase due to trends in knowledge-based employment, as discussed in Chapter 3.
- Based on a review of employment trends, a mix of retail, office and institutional sectors have experienced strong growth over the past few years, including health care and social assistance; retail trade; professional, scientific and technical services; art, entertainment and recreation; education; and accommodation and food services[28].
- Commercial and institutional sectors are estimated to accommodate 24% and 10% of the City's total employment growth between 2017 and 2041, respectively. Growth in the commercial sector is largely anticipated to comprise retail and personal services, with a modest but growing component of employment from the office sector.

4.4 Employment Density on Employment Lands

Recent employment density trends on employment lands in the City of St. Thomas were examined utilizing the City of St. Thomas Economic Development Industrial Business Directory as well as supplemental research. Generally, the average employment density on employment lands in St. Thomas is comparable to other municipalities in southwestern Ontario. The average employment density on employment lands in St. Thomas is estimated at 26 jobs per net ha (11 jobs per net acre).

Due to limited absorption of employment lands over the past decade,[29] it is difficult to ascertain employment density trends in the City of Thomas; however, it is anticipated that the employment density will modestly decrease over the forecast period, consistent with trends observed across

27 St. Thomas Population, Housing and Employment Projections, 2011-2036 prepared by Lapointe Consulting, April 13, 2015, pg. 48.
28 Based on OMAFRA (Ministry of Agriculture, Food and Rural Affairs) EMSI Analyst data, 2012-2016.
29 Based on building permit data received from the City of St. Thomas, Planning Department and a spatial analysis using GIS parcel data from the City, Watson has determined the total absorption has consisted of 11 hectares (27 acres) over the 2007 to 2016 period.

southern Ontario. In general, average density levels on employment lands have been gradually declining in the manufacturing sector, as domestic manufacturers focus efforts on increased efficiency and competitiveness through automation. This trend is coupled with increasing demand for large, land-extensive warehousing and logistics facilities to support distribution and transportation of goods throughout the rapidly expanding population base of Ontario.

Over the long term (i.e. 2041), it is anticipated that employment densities on employment lands in St. Thomas will be slightly below the current average density of 26 jobs per net ha (11 jobs per net acre). Over the forecast period, an average employment density of 23 jobs per net ha (9 jobs per net acre) has been assumed.

4.5 Employment Land Demand Forecast, 2017 to 2037

The following section summarizes the City's long-term employment land needs to 2037. **Figure 4-12** summarizes forecast employment growth on employment lands and **Figure 4-13** summarizes the land demand for employment lands. Long-term employment land demand for the City of St. Thomas is based on the following:

- A comprehensive review of provincial, regional and local economic trend conditions (as discussed throughout this report) and their anticipated influence on long-term employment lands absorption trends in the City of St. Thomas;
- Discussions with local industrial real estate brokers with respect to near-term market demand potential on employment lands;
- A broad review of the City's competitiveness position regarding employment lands development within the surrounding market area;
- A review of actively marketed designated net vacant employment land supply within the City;
- Anticipated opportunities for future intensification within the City's designated Employment Areas;
- Estimating the share of employment growth on employment lands by industrial, commercial, and institutional sector (ICI); and
- Existing and forecast density assumptions (i.e. employees/net hectare or acre) on employment lands.

Employment Type	Employment Growth by Sector					Employment Growth on Employment Lands					Percent on Employment Lands (2017-2037)
	2017 - 2022	2023 - 2027	2028 - 2032	2033 - 2037	2017-2037	2017 - 2022	2023 - 2027	2028 - 2032	2033 - 2037	2017-2037	
Primary	0	0	0	0	0	0	0	0	0	0	0%
Work at Home	48	42	26	26	142	0	0	0	0	0	0%
Industrial	433	687	852	998	2,970	433	687	852	998	2,970	100%
Commercial	294	320	341	311	1,266	59	64	68	62	253	20%
Institutional	131	95	115	165	506	7	5	6	8	25	5%
No Fixed Place of Work	46	114	49	101	310	0	0	0	0	0	0%
Total	**952**	**1,258**	**1,383**	**1,601**	**5,194**	**498**	**756**	**926**	**1,068**	**3,249**	**63%**

Source: Watson & Associates Economists Ltd. Numbers may not add precisely due to rounding.

Figure 4-12: City of St. Thomas Employment Forecast by Sector, 2017-2037

Employment on Employment Lands Land Demand, 2017-2037		
Employment Growth	Density (jobs/net ha)	Land Demand, Net ha
3,250	23	140

Source: Watson & Associates Economists Ltd.

Figure 4-13: City of St. Thomas Employment Land Demand, 2017 to 2037

Key observations with respect to forecast long-term employment land demand for the City include:

- The City's employment land base is forecast to increase by approximately 3,200 employees;
- Approximately 63% of City-wide employment growth is forecast to occur on employment lands between 2017 and 2037;
- Industrial employment growth will account for approximately 91% of total employment growth on employment lands;
- A modest share (16%) of the City's employment growth in the commercial and institutional sectors is anticipated to be accommodated on employment lands; and
- The composition of employment lands employment growth is anticipated to include a blend of industrial with some office, retail employment-supporting uses and institutional uses. Market demand is anticipated to be strongest within the City of St. Thomas for small to mid-sized, standalone industrial uses, driven by continued growth related to the manufacturing sector and the Goods Movement sector (i.e. transportation and warehousing). An increase in demand is also anticipated over the long-term planning horizon for small-scale office, multi-tenant industrial development and flex industrial space which will be supported by growth in small and medium-sized businesses.

The employment land demand analysis also considers opportunities for intensification in existing Employment Areas. Over the past decade, the majority of employment growth on employment lands has been accommodated on employment lands through the uptake of vacant buildings[30] and expansions of existing operators. Given the diminishing supply of vacant buildings in St. Thomas and limited supply opportunities along the Highway 401 corridor surrounding St. Thomas, it is estimated that there will be renewed interested in the development of vacant employment lands.

As summarized in **Figure 4-13**, forecast employment land demand totals 140 net hectares/346 net acres (175 hectares/432.5 acres) in the City of St. Thomas over the 2017 to 2037 period. This represents an annual land absorption rate of 7 net hectares (17 net acres) annually. As a comparison, employment land absorption over the past five years in the City of Woodstock has averaged 14 net hectares (35 net acres) annually, while the City of Stratford has averaged 3 net hectares (7 net acres) annually[31].

4.6 Conclusions

Historically, industrial employment, in particular employment in the manufacturing sector, has been a key component of employment growth for the City of St. Thomas and accounted for almost half (45%) the employment in the City. Over the 2006 to 2011 period, the City of St. Thomas lost a substantial number of jobs, primarily due to losses associated with the manufacturing sector. Since 2011, however, the City of St. Thomas has experienced a rebound in employment with job gains in the industrial sector and a significant reduction in vacant industrial space. Looking forward, the City of St. Thomas export-based economy is anticipated to continue to strengthen and diversify. This is consistent with trends recently experienced in St. Thomas and most other municipalities reviewed within the broader regional market area.

For the City of St. Thomas, industrial employment growth is anticipated to form a key component of employment growth over the forecast period. Overall, the City is anticipated to experience moderate employment growth over the long term. This employment growth is forecast to generate demand for approximately 140 net ha (346 net acres) on employment lands between 2017 and 2037.

30 As discussed earlier in Chapter 4, the uptake of parcels with vacant buildings totalled 66 net hectares (163 net acres) over the 2008 to 2016 period, based on data received from the City of St. Thomas Economic Development.
31 Based on survey employment absorption trends tracked by Watson & Associates over the 2012 to 2016 period.

5.0 Employment Land Supply

This chapter provides an assessment of the inventory of vacant and occupied designated Industrial lands, including the strengths and weaknesses of the inventory.

5.1 Employment Land Supply Methodology

The basis for the assessment of existing employment land supply[32] was provided by the inventory of employment lands maintained by the City of St. Thomas. This inventory was provided by the City in early 2017 and included occupied employment lands, vacant employment lands, employment lands with vacant buildings, and occupied underutilized lands. The process to refine the vacant employment land supply also included several other steps which are presented in **Figure 5-1.**

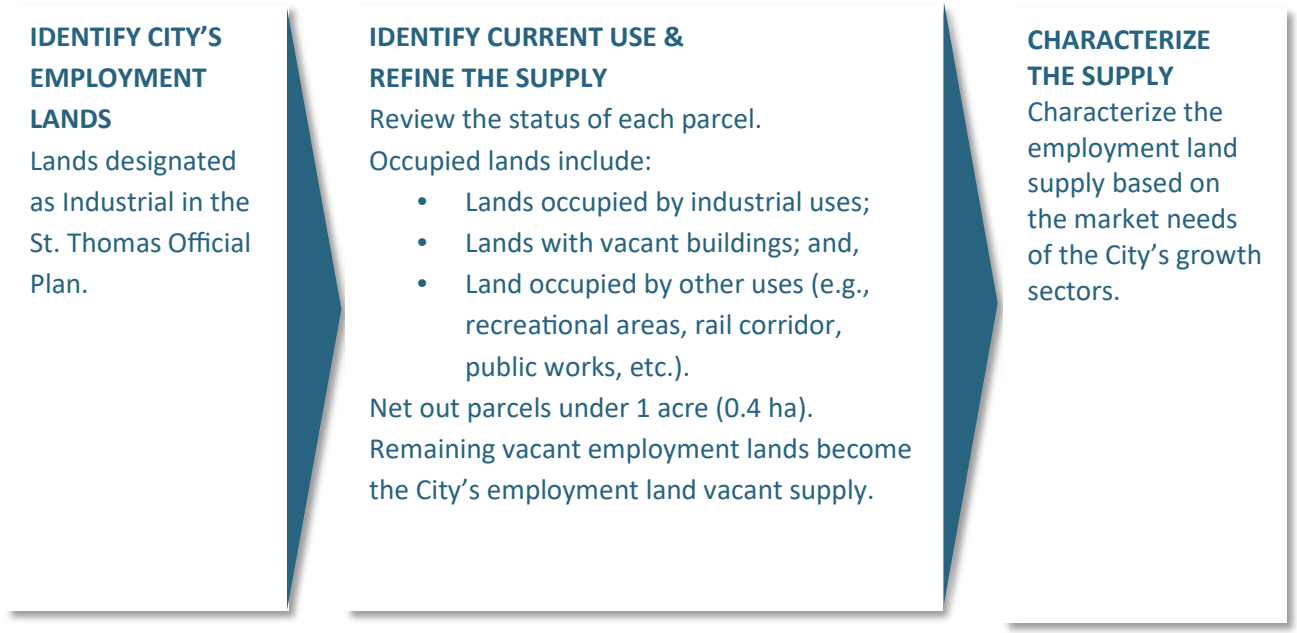


Figure 5-1: Employment Land Supply Methodology

Based on the above quantification of the City's employment supply, the categories for classifying vacant versus occupied parcels were defined as shown on **Figure 5-2.** While parcels with vacant buildings were not included as part of the employment land supply, consideration for the intensification of employment land addresses occupation of currently vacant buildings.

[32] Employment Land Supply is calculated using gross hectares.

The following subsections present the employment land inventory and describe the characteristics of the supply, as a result of the process defined above.

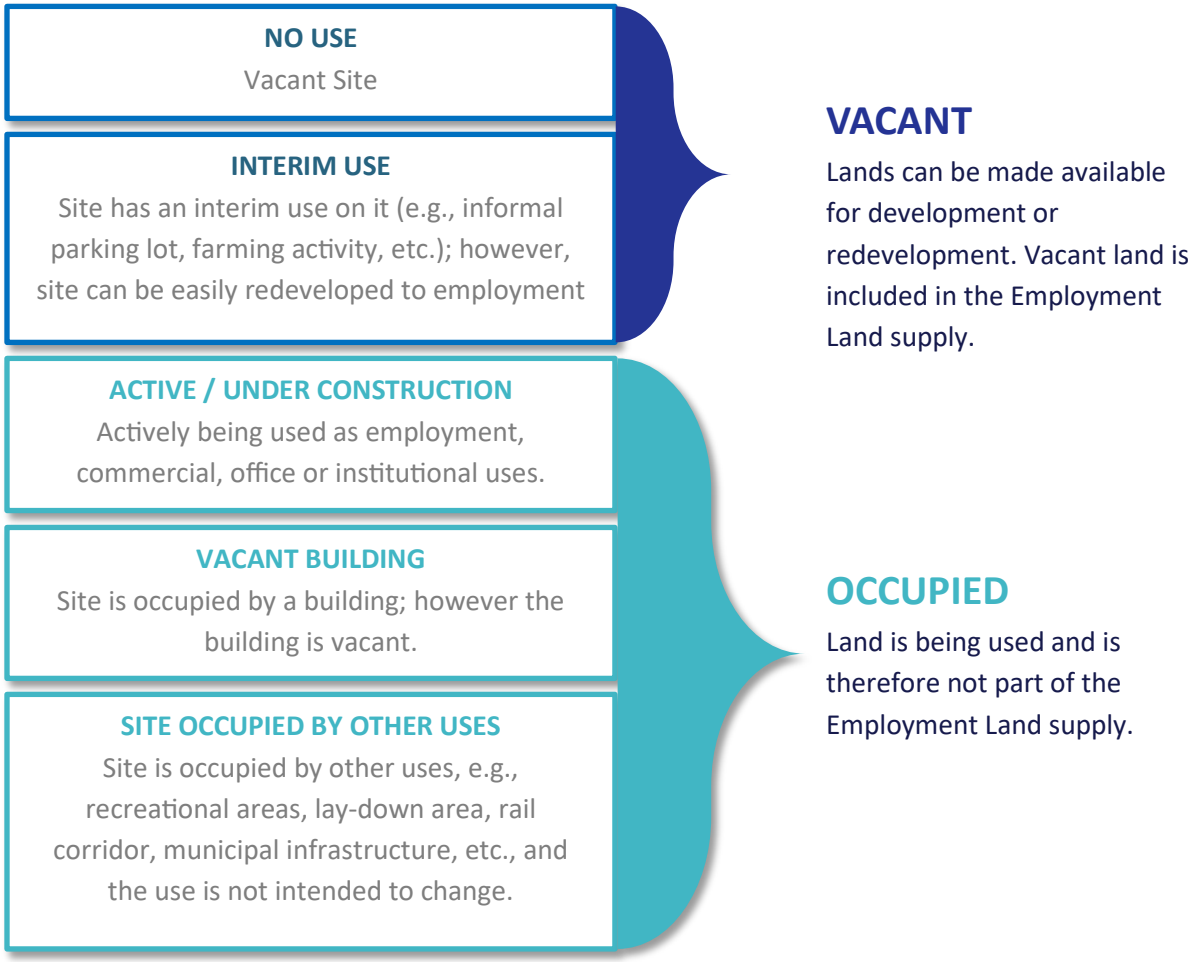


Figure 5-2: Employment Land Classification

5.2 Employment Land Inventory

The Official Plan has one employment land designation, Industrial, which is primarily distributed in the north-east area of the City as shown in **Figure 5-3**. These designated employment lands were then classified as vacant or occupied based on the methodology described in Chapter 6.1. **Figure 5-4** presents the vacant employment lands geographically, netting out those that are occupied by employment uses, vacant buildings (as of April 2017), parcels that are occupied by other uses and parcels that are less than 0.4 hectares (1 acre).

A summary of the employment lands supply in the City of St. Thomas is presented in **Table 5-1**.

Table 5-1 Summary of Employment Land Supply in St. Thomas

Employment Land	No. of Parcels	% of Parcels	Area (ha)	% Area
Vacant	64	21%	152	30%
Non-Vacant	234	79%	361	71%
Occupied	*107*	*36%*	*257*	*50%*
Vacant Building	*12*	*4%*	*9*	*2%*
< 1 Acre (0.4 ha)	*82*	*28%*	*20*	*4%*
Occupied by Other Uses	*33*	*11%*	*75*	*15%*
TOTAL	**298**		**513**	

Of the total 361 hectares of non-vacant employment lands, the majority of the lands, 257 hectares (or 50% of the total) are occupied by existing employment uses. An additional 15% of the area (or 75 hectares) are occupied by other uses which include the railway corridor right-of-way, stormwater management facilities, recreational facilities, and residential uses. An additional 12 parcels have a vacant building on site. The lands with vacant buildings are geographically distributed throughout the employment area.

Of the total 152 hectares of vacant employment lands, the majority are located in the north-eastern most areas of the City. Vacant employment lands are also found in the north-west, and at the intersection of Elm Street and Wilson Avenue. Additional parcels of vacant employment land can be found east of Burwell Road, south of South Edgeware Road and north of Highway 3. There are vacant employment lands south of Talbot Street which are isolated, linear parcels adjacent to/within the former railway lands.

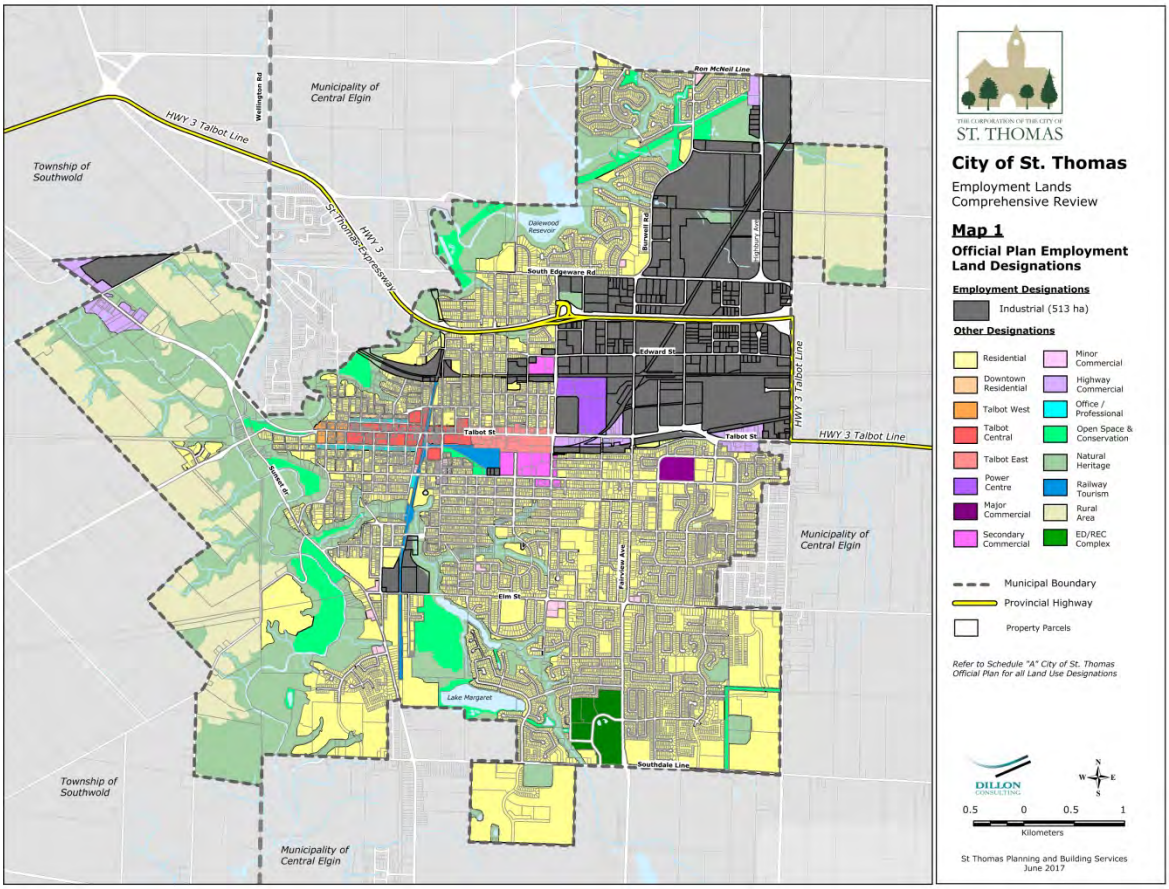


Figure 5-3: Employment Land Context (OP Designations)

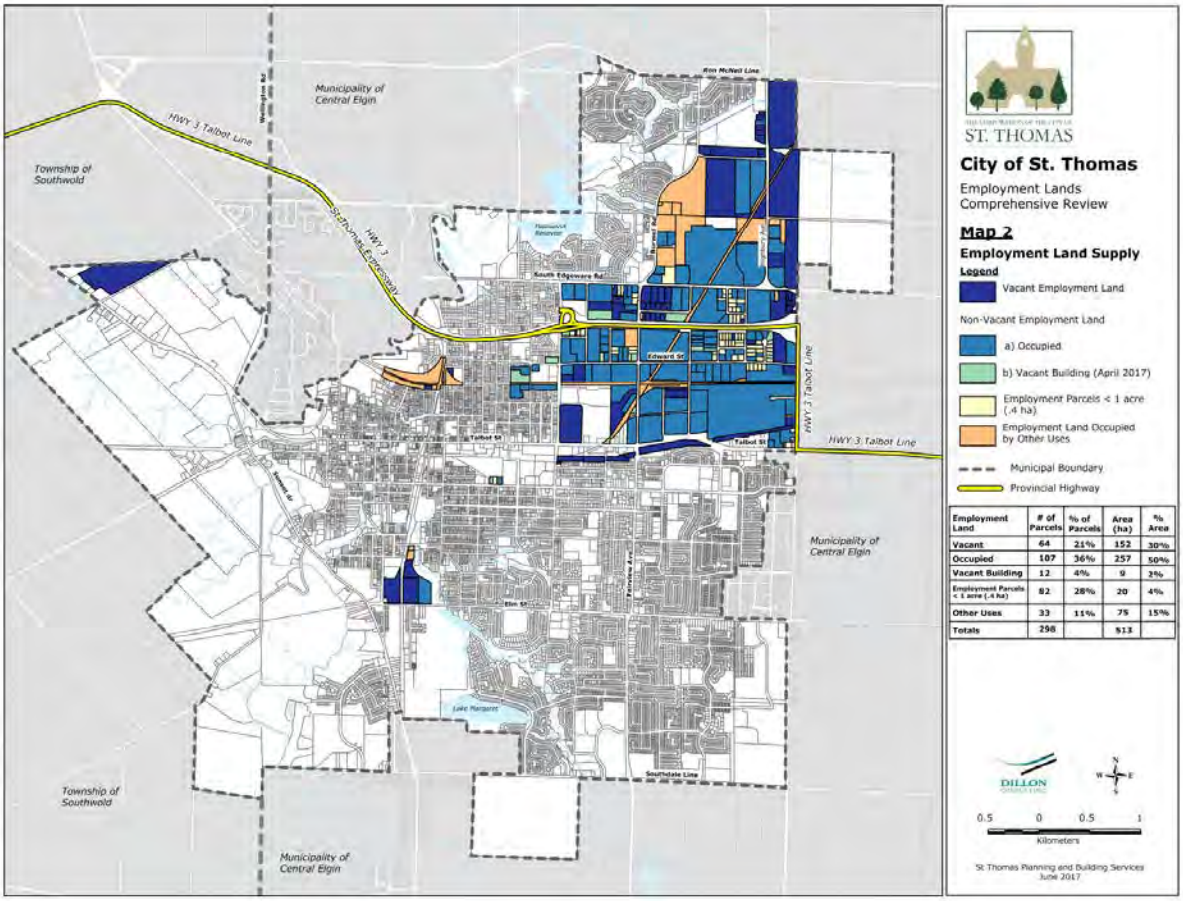


Figure 5-4: Employment Land Supply

5.3 Characteristics of St. Thomas's Employment Lands

The employment land inventory identified 64 parcels (152 hectares) of vacant employment lands currently within the City (**Figure 5-4**). In an effort to assess the adequacy of the City's vacant land inventory to support the identified demand in Chapter 5, the inventory was analysed against a number of land use, transportation and infrastructure considerations, including:

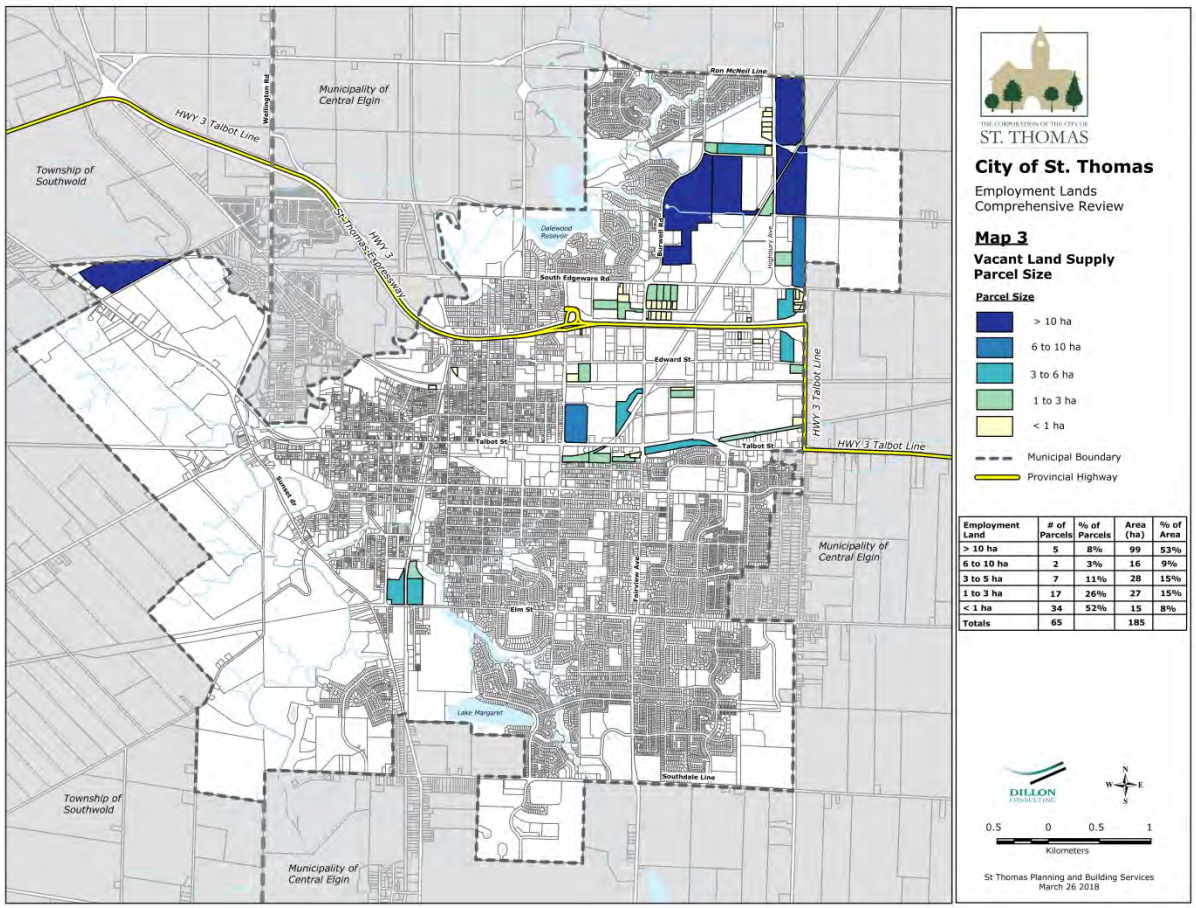
- Land use characteristics, focusing on parcel size, zoning (permitted uses), and proximity to amenities;
- Transportation access characteristics, focusing on proximity to major roads, rail, and transit;
- Infrastructure characteristics, focusing on servicing status.

This framework is intended to provide a high-level review of the characteristics of the supply in an effort to identify potential physical issues and opportunities for developing the City's remaining vacant lands and further assess the competitive nature of St. Thomas' employment land supply.

5.3.1 Land Use Considerations

Parcel Size

Consideration for an appropriate variety of parcels, in terms of parcel size and the distribution of parcels across municipalities, is important when considering the ability of the supply of vacant lands to accommodate projected demand. A range of parcel sizes are typically needed to ensure a healthy supply of lands for a wide variety of investors. Large parcels also provide the flexibility to accommodate a wider range of uses and can be subdivided if needed; however, it is much more difficult to do parcel consolidation if a parcel is too small for a given use. **Figure 5-5** presents the vacant employment lands by parcel size.



Employment Land	# of Parcels	% of Parcels	Area (ha)	% of Area
> 10 ha	5	8%	99	53%
6 to 10 ha	2	3%	16	9%
3 to 5 ha	7	11%	28	15%
1 to 3 ha	17	26%	27	15%
< 1 ha	34	52%	15	8%
Totals	65		185	

Figure 5-5: Parcel Size of Vacant Employment Land Supply

Table 5-2 provides a summary of the vacant employment land inventory by parcel size. Many of the vacant parcels are small with over three-quarters of them being three hectares or less. The majority of vacant parcels (34 parcels or 53% of the total) are less than one hectare. Most of the parcels less than one hectare in size are found in three geographic clusters: Burwell Road and Harwill Road; Centennial Avenue and South Edgeware Road; and west of Highbury Avenue, south of McNeil Line. An additional 17 parcels are between 1 and 3 hectares in size.

In contrast, there are only four vacant parcels that are over 10 hectares in size. These four parcels comprise of 44% of the total available vacant employment land (or 67 hectares). Three of these parcels are located in the north-east of the City, near Highbury Avenue South and Edgeware Line. The fourth parcel is located at Sunset Drive and Major Line, separated from the existing build up area of St. Thomas. These parcels range in size from approximately 14 hectares to less than 18 hectares in size.

The remaining vacant land supply inventory is between six and ten hectares reflecting 44 hectares or 29% of the total supply by area.

Table 5-2 Parcel Size of Vacant Employment Land in St. Thomas

Parcel Size	No. of Parcels	% of Parcels	Area (ha)	% of Area
>10 ha	4	6%	67	44%
6 to 10 ha	2	3%	16	11%
3 to 6 ha	7	11%	28	18%
1 to 3 ha	17	27%	27	18%
<1 ha	34	53%	15	10%
TOTAL	**64**		**152**	

Zoning – Permitted Uses

Zoning can be used to direct certain types of employment to different geographies and manage transition areas between land uses. As described in Chapter 2.2.2, there are four zones applied to the lands designated as Industrial within the City: M1 General Industrial; M2 Restricted Industrial; M3 Railway Industrial; and M4 Select Industrial. As shown in **Figure 5-6** and summarized in **Table 5-3,** the majority of the vacant supply is currently zoned as M2 Restricted Industrial. These lands reflect larger parcels that are intended to support a range of employment uses including manufacturing, warehousing, building supply, construction material storage, and a range of other uses. There are also a number of parcels (15 parcels comprising 26 hectares) zoned M1: General Industrial, which has a broad range of lighter industrial permissions. Vacant supply zoned as M3 Railway Industrial is adjacent to existing and active railway corridors including south of Talbot Street and adjacent to Wilson Avenue. There is one parcel designated as M4 Select Industrial that has permitted uses that are narrower in order to act as a transition between the employment area and adjacent uses.

Table 5-3: Zoning of Vacant Employment Land in St. Thomas

Zone	No. of Parcels	% of Parcels	Area (ha)	% of Area
M1 General Industrial	15	23%	26	17%
M2 Restricted Industrial	38	59%	106	70%
M3 Railway Industrial	10	16%	19	13%
M4 Select Industrial	1	2%	1	1%
TOTAL	**64**		**152**	

Site Plan Control

As part of the recommendations from the 2009 Industrial and Commercial Land Use Review, Site Plan Control was implemented across the entire City of St. Thomas to mitigate land use compatibility issues. Extended site plan control ensures that Employment and Business Employment lands, along with the other land use designations throughout the municipality, comprehensively address land use compatibility issues, such as traffic and air/noise impacts.

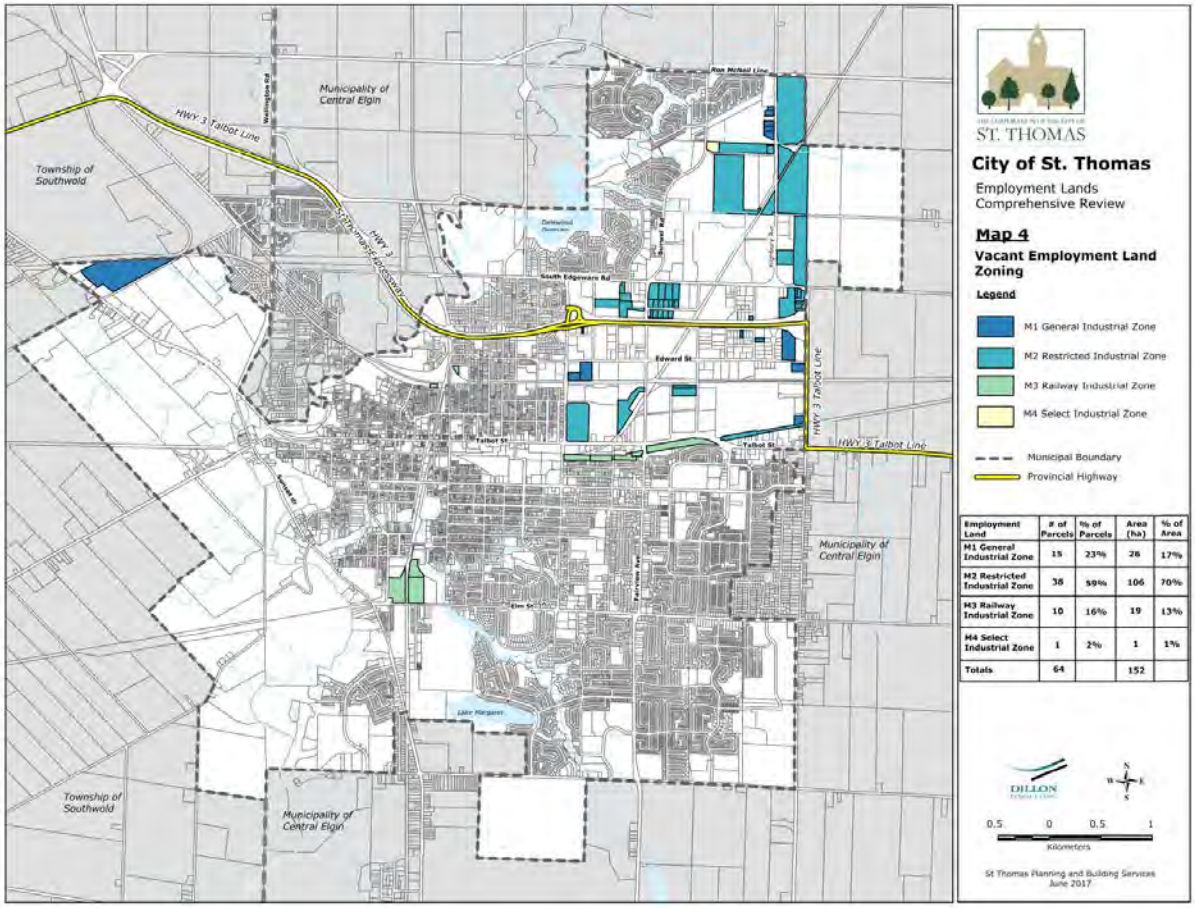


Figure 5-6: Zoning of Vacant Employment Land Supply

Proximity to Amenities

Services and amenities, such as medical, child-care services, restaurants, coffee shops, dry cleaning/laundry services, and personal care provide necessary amenities for employees to access. Traditional industrial areas are often criticized for their lack of amenities and services that support employees' needs. With proximity to services and amenities, employee travel needs can be reduced and work/life balance facilitated.

Figure 5-7 and **Table 5-4** illustrate the proximity of vacant employment lands (within 400 metres as-the-crow-flies) to amenities and services[33]. Over half of all the vacant employment land parcels (39 of 64 parcels) are in close proximity to some form of amenity. Those parcels not in close proximity to amenities are primarily found along Highbury Avenue and Talbot Line.

Table 5-4 Amenity Access of Vacant Employment Land in St. Thomas

Amenity Access	No. of Parcels	% of Parcels	Area (ha)	% of Area
Amenity Access within 400 metres	39	61%	71	47%
Amenity Access not within 400 metres	25	39%	81	53%
TOTAL	**64**		**152**	

33 Amenities were identified by the City primarily based on NAISC codes and may include Accommodation and food services, personal care services, business support services, ambulatory health services, amusement, gambling, and recreation services.

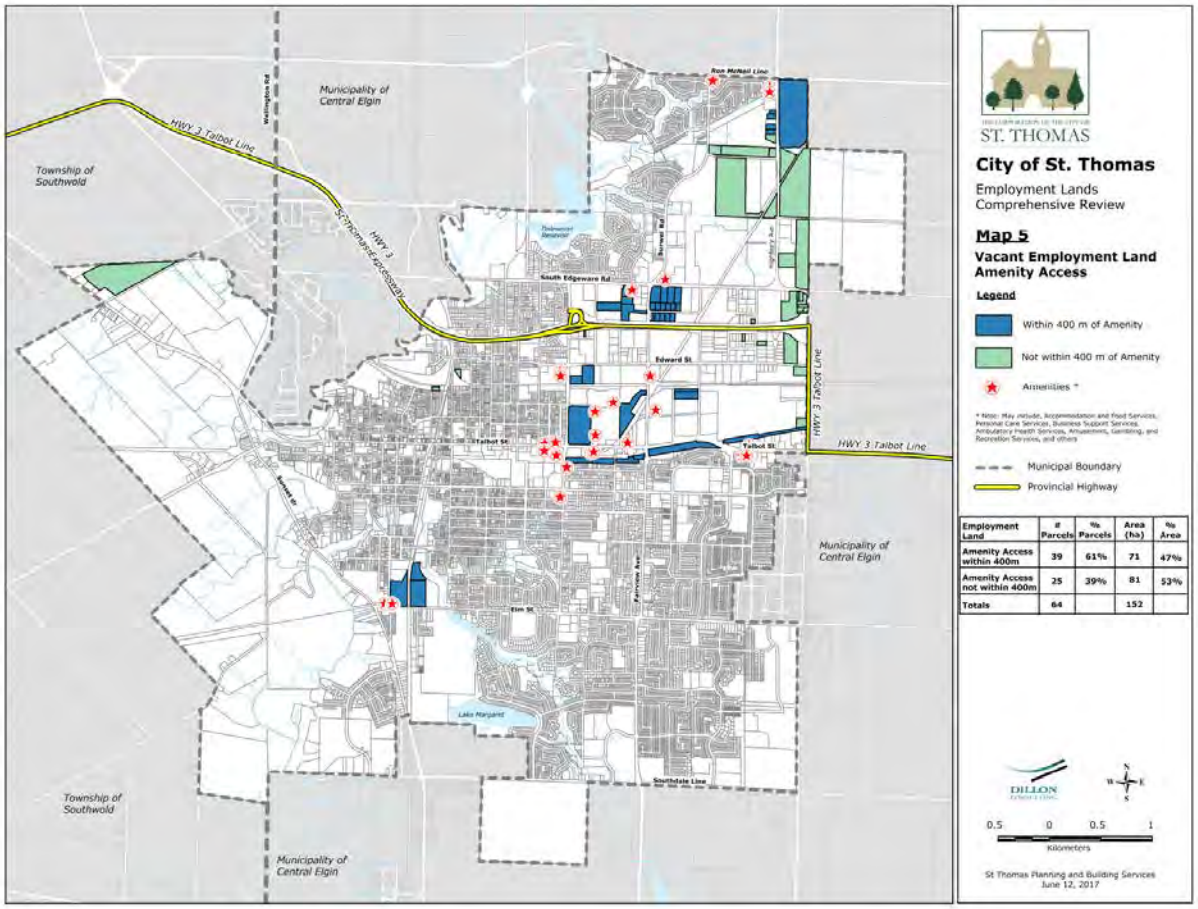


Figure 5-7: Amenity Access of Vacant Employment Land Supply

5.3.2 Transportation Considerations

Proximity to Major Roads

Access to highways through major arterials and other local expressways is an important factor that contributes to the long-term success of employment areas. It is crucial that ease of access to these highway corridors is maintained to support local industries. The City of St. Thomas is in close proximity to Highway 401, a major corridor. This proximity to existing County roads provide the City of St. Thomas with access to other larger markets including the City of London, Region of Waterloo, the Greater Toronto Area, and the United States via Windsor. Within its borders, the City is well serviced and connected by an existing arterial road networking including major and minor arterials as defined within the City's OP. The City is also serviced by Provincial Highway 3, the St. Thomas Expressway, which primarily runs east-west and is accessed through interchanges.

For the purposes of this study, proximity to major roads was categorized in four ways: parcel is within 500 metres of a provincial highway/expressway interchange; parcel is adjacent to an arterial road; parcel has access to an arterial road or parcel has no access to an arterial road. **Table 5-5** and **Figure 5-8** illustrate the results of the vacant land assessment for proximity to major roads. Key observations include:

- Overall parcels in the City have good proximity to major roads including overall access; none of the vacant employment lands have no access to an Arterial Road;
- 22% of the vacant employment parcels are within 500 metres of a provincial highway/ expressway interchange; and
- The remaining 78% of parcels are either immediately adjacent to an arterial road, or have access to an arterial road.

Table 5-5 Major Road Proximity of Vacant Employment Land in St. Thomas

Major Road Proximity	No. of Parcels	% of Parcels	Area (ha)	% of Area
Within 500 metres of a provincial highway/expressway interchange	14	22%	24	16%
Adjacent to Arterial Road	25	39%	76	50%
Access to Arterial Road	25	39%	52	34%
No access to an Arterial Road	0	0%	0	0%
TOTAL	**64**		**152**	

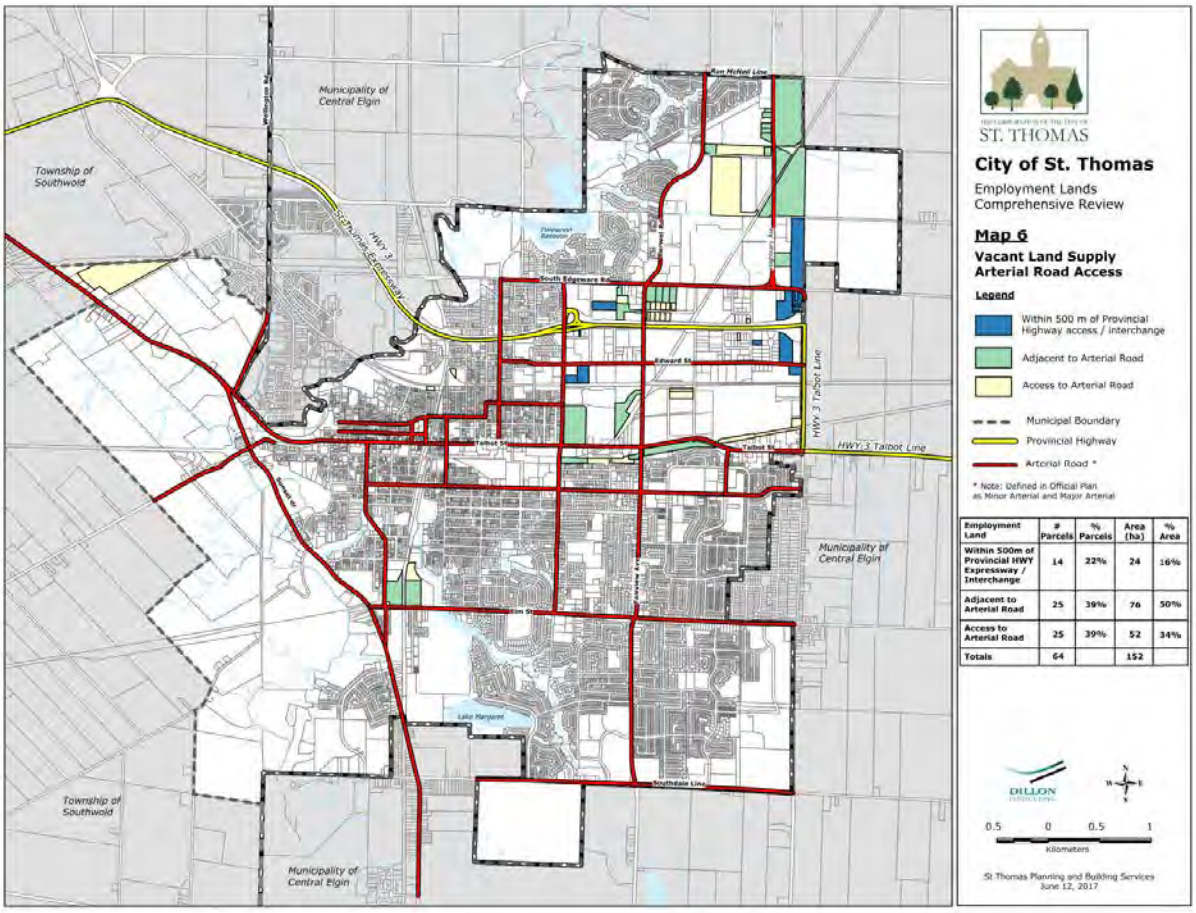


Figure 5-8: Major Road Proximity of Vacant Employment Land Supply

Transit Access

For some employers, access to transit may be a requirement when selecting a location for their business, while others find it a beneficial attribute. Access to transit offers employees an affordable mode of travel and the flexibility of choice. **Figure 5-9** and **Table 5-6** provide a summary of the vacant lands with access to transit. This was measured by identifying parcels that were within 400 metres of an existing transit stop. Key observations include:

- In general, over one-half (61%) of the overall inventory has access to a nearby transit stop;
- The majority of larger employment parcels do not have opportunities to access transit stops.

It is common that large industrial areas are designed primarily for access by personal automobiles. It is recognized that assessing proximity to a transit stop alone does not reflect the likelihood of an employee to take transit nor whether the environment is supportive for transit users. Amenities and features that create transit supportive environments include bus shelters, sidewalks, bike infrastructure and broader public realm improvements. Although much of the vacant supply has access to a transit stop, many of these key features are absent.

Table 5-6 Transit Access for Vacant Employment Lands in St. Thomas

Transit Access	No. of Parcels	% of Parcels	Area (ha)	% of Area
Within 400 metres of transit stop	39	61%	77	51%
Not within 400 metres of transit stop	25	38%	75	49%
TOTAL	**64**		**152**	

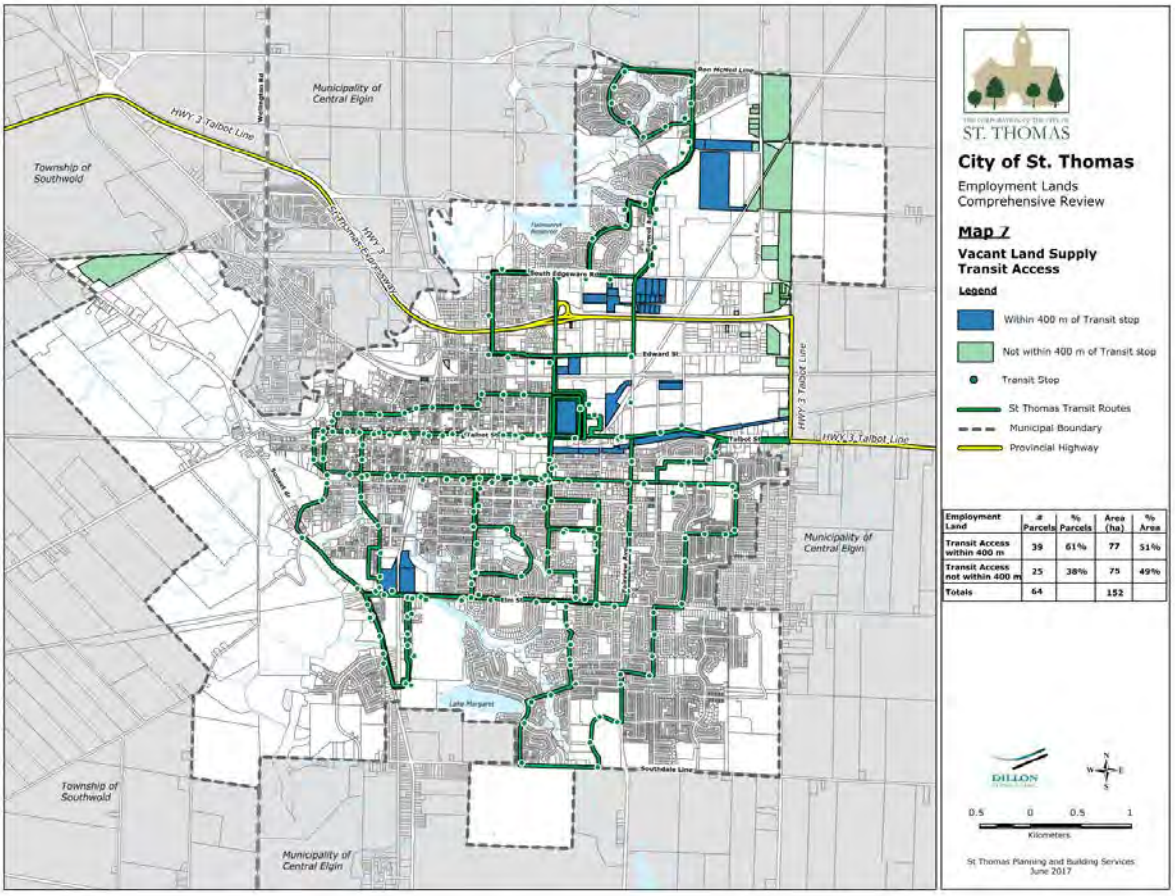


Figure 5-9: Transit Access of Vacant Employment Land Supply

Potential Rail Access

Some industries that rely on refinement and processing of materials and chemicals, or the long haul of goods, require rail access. Rail access is an attractive infrastructure component to industries that have rail shipping requirements. For the purpose of this study, vacant employment lands immediately adjacent to railway corridors were considered to have potential for rail accesses (although it is acknowledges that, in most cases, spur lines and connections would be required and some of these rail lines are not currently used for cargo). **Table 5-7** and **Figure 5-10** provide the vacant supply with potential access to rail.

Overall the employment area is well serviced by existing rail lines that run east-west and diagonally north-south, resulting in 13 of the vacant parcels with potential access to rail. This includes three of the largest vacant parcels resulting in 45% of the vacant lands by area having potential rail access. The remaining 55% of the vacant parcels do not have potential for rail access.

Table 5-7 Rail Access for Vacant Employment Lands in St. Thomas

Rail Access	No. of Parcels	% of Parcels	Area (ha)	% of Area
Potential Rail Access	13	20%	69	45%
No Rail Access	51	80%	83	55%
TOTAL	**64**		**152**	

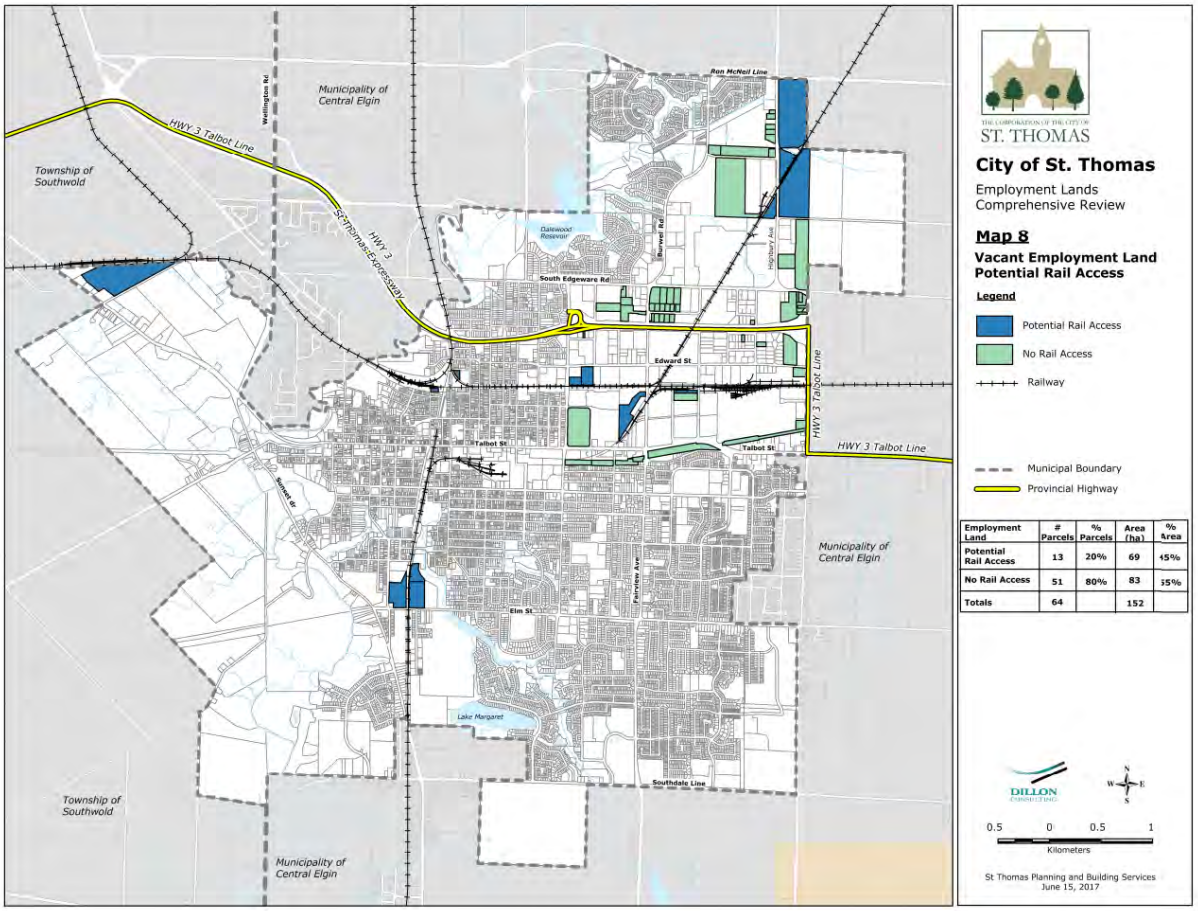


Figure 5-10: Potential Rail Access of Vacant Employment Land Supply

5.3.3 Infrastructure Considerations

In order to identify barriers to industry expansion or siting of new employment facilities, a high level review of municipal servicing was undertaken for the vacant employment lands. Municipal servicing (i.e. water and wastewater), together with other utilities and infrastructure, are important factors required to support the development of employment uses and impact the intensity of development.

For the purposes of this report, "full services" refers to lands that have access to distribution watermains and collector sewer mains immediately adjacent to the property. Parcels with partial servicing are those that will require an extension of services to connect to the water, wastewater, or stormwater system network prior to development (or have some portion of private servicing). Parcels with no existing services are those that do not have access to either municipal water or wastewater services immediately adjacent to the property or within short extension.

As shown in **Table 5-8**, the majority of the vacant employment lands in the City have full or partial servicing. Roughly 83% of the parcels (or 53 parcels) have full municipal services available, reflecting 78% of the total vacant land supply by area (or 118 hectares). An additional ten parcels, or 19 hectares, currently have partial servicing. Most of the partially serviced parcels are located primarily along Talbot Line. There is one parcel that is currently unserviced and will require water and sanitary sewer service extensions. This parcel is one of the four larger sized parcels located in the north-west of the City, away from the main employment area, adjacent to the Township of Southwold. **Figure 5-11** illustrates the geographic distribution of the servicing status of the vacant employment lands. Maps which illustrate the existing servicing information available are provided in **Appendix C**.

Table 5-8 Servicing Status for Vacant Employment Lands in St. Thomas

Servicing Status	No. of Parcels	% of Parcels	Area (ha)	% of Area
Full Services	53	83%	118	78%
Partial Services	10	16%	19	12%
No Existing Services	1	1%	15	10%
TOTAL	**64**		**152**	

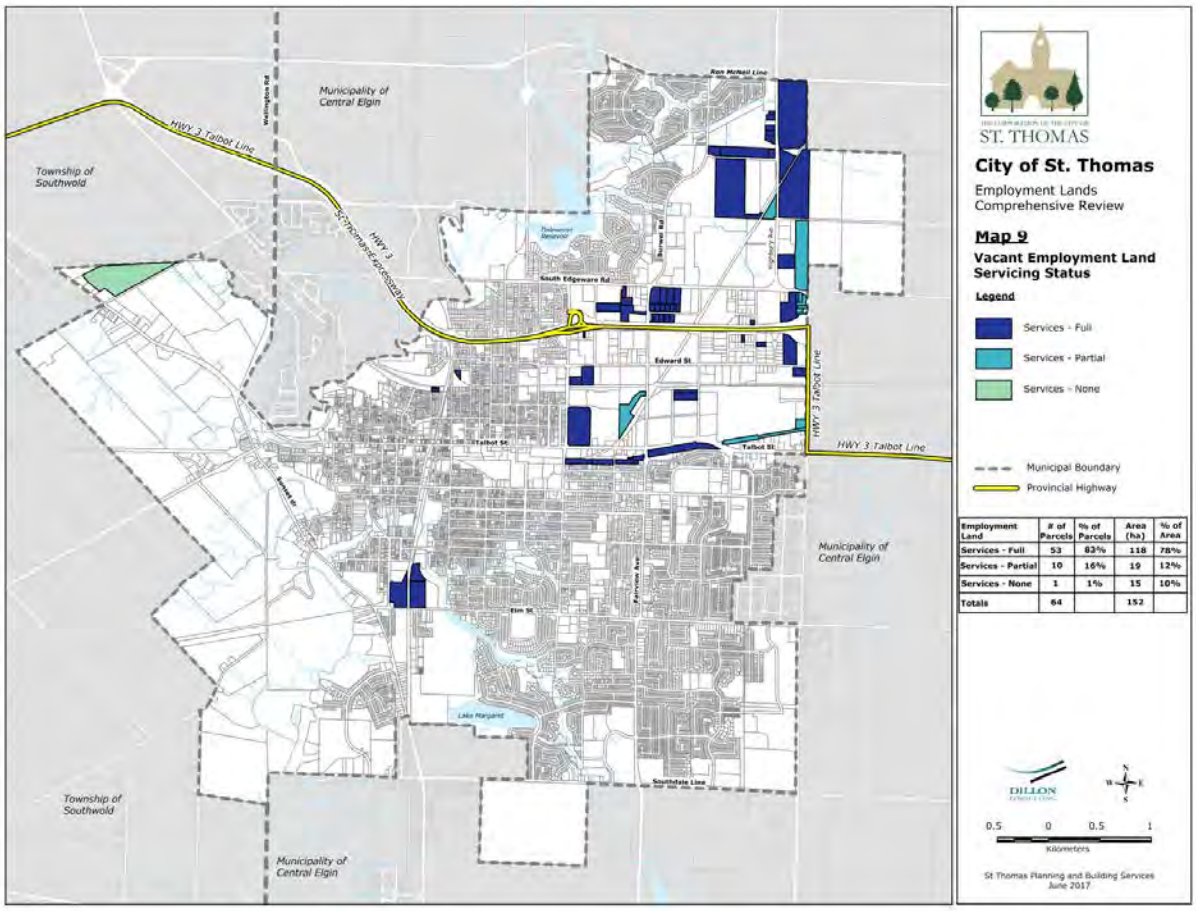


Figure 5-11: Servicing Status of Vacant Employment Land Supply

5.4 Conclusions

Key characteristics of the employment land supply include:

- The majority of the available supply is smaller parcel sizes with the four larger parcel sizes ranging from 14 to 18 ha;
- The majority of the vacant supply is currently zoned as M2 Restricted Industrial. These lands reflect larger parcels that are intended to support a range of employment uses including manufacturing, warehousing, building supply, construction material storage, and a range of other uses;
- Over half of all the vacant employment land parcels (39 of 64 parcels) are in close proximity to some form of amenity or service (such as restaurants, coffee shops and convenience stores);
- Overall parcels in the City have excellent proximity to major roads including overall access; there are no parcels with no access to the arterial road network;
- In general, over one-half (61%) of the overall inventory has access to a nearby transit stop;
- Overall the employment area is well serviced by existing rail lines that run east-west and diagonally north-south, resulting in thirteen of the vacant parcels with potential access to rail; and
- The majority of the vacant employment lands in the City have full or partial servicing. Roughly 83% of the parcels (or 53 parcels) have full municipal services available, while another 10 parcels (19 hectares) have partial services.

The 15 hectares of vacant land supply, located on the north side of Major Line in the northwest quadrant of the City has no existing services and represents 1% (**Table 5-8**) of the supply of vacant employment lands. Given the configuration of the site and the potential for land use incompatibilities with adjacent urban lands this parcel has additional supply limitations (**Figure 7-1**) and it is not likely that the site will contribute to the projected demand. This site should be considered for conversion, in the future, when full services are available.

6.0 Employment Land Conversions

This chapter provides a review of employment land conversion including the policy basis for conversion, a conversion approach and a summary of the assessment of requests for conversions (see Appendix D for the detailed assessment).

An employment land conversion is where a property which is designated for an employment use is converted to a non-employment use. In recent years, the Province has strengthened the policy framework for protecting employment lands from unwanted conversions. The PPS directs municipalities to protect and preserve employment over the long term and allows municipalities to protect (so long as they do not designate) beyond the 20 year planning horizon. The Provincial Policy Statement (PPS) protects employment land for current and future employment generating purposes. Per PPS policy 1.3.2.2:

> *"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."*

The PPS further defines the comprehensive review process within this context as:

a) *for the purposes of policies 1.1.3.8 and 1.3.2.2, 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 employment projections and which reflect projections and allocations by upper-tier municipalities and provincial plans, where applicable; considers alternative directions for growth or development; and determines how best to accommodate the development while protecting provincial interests;*
    2. *utilizes opportunities to accommodate projected growth or development through intensification and redevelopment; and considers physical constraints to accommodating the proposed development within existing settlement area boundaries;*
    3. *is integrated with planning for infrastructure and public service facilities, and considers financial viability over the life cycle of these assets, which may be demonstrated through asset management planning;*
    4. *confirms sufficient water quality, quantity and assimilative capacity of receiving water are available to accommodate the proposed development;*
    5. *confirms that sewage and water services can be provided in accordance with policy 1.6.6; and*
    6. *considers cross-jurisdictional issues.*

This section of the report outlines the approach to identifying and evaluating conversion requests in alignment with the Provincial Policy Statement.

6.1 Approach

The employment lands review is being conducted as part of the City's municipal comprehensive review process and includes a detailed review of designated employment lands and the consideration of employment land conversion, within the context of local and provincial planning policy. The City established an employment lands conversion review process in an effort to assess conversions in a comprehensive manner, which considers the total employment land supply and City's ability to accommodate employment growth to 2037 and beyond. The following outlines the review process undertaken**.**

Staff undertook a communication effort in June 2017 to alert landowners about the process for collecting individual requests for employment land conversions. All landowners of properties that are currently designated in an employment land use designation (Industrial) in the St. Thomas Official Plan were notified about the Employment Lands Review. Landowners were notified that for lands within the employment land designation, conversion to a non-employment land designation (e.g., commercial) can only be considered through a *comprehensive review* such as this study. With the first Public Open House held on June 29, 2017 further information was provided to the public about the Employment Lands Review process. Information was provided on the City website and conversion requests were to be submitted by July 13, 2017. A total of eight (8) privately-initiated conversion requests were received.

An additional twenty one (21) sites were considered for conversion in part informed by past studies completed for the City including the 2009 Industrial and Commercial Land Use Review. This study included the identification of employment lands that, for example, had land use compatibility challenges.

All conversion requests were assessed based on the criteria provided in **Appendix D**. The assessment and outcomes of the privately-initiated conversion requests is presented in **Section 6.3.2**.

6.2 Evaluation

Employment land conversions are assessed based on the criteria provided within the PPS. As noted earlier, the PPS identifies that a conversion of employment lands to non-employment uses can be undertaken 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 (policy 1.3.2.2 of the PPS 2014) through its definition of a comprehensive review. The criteria used to evaluate the employment land conversion requests and proposals are presented in **Appendix D**.

6.3 Assessment Process and Conversion Requests

The general process for assessing conversion opportunities was to assess each property based on the above-noted criteria. The conversion assessment considered several types of conversions:

- Privately-initiated requests; and
- Additional sites considered.

6.3.1 Methodology

The focus of this conversion analysis, as part of the City of St. Thomas municipal comprehensive review, is on the principle of land use. This analysis is therefore undertaken to answer the following question:

> *Based on the conversion criteria, does the analysis determine that the land should remain for employment purposes and therefore the lands should be retained in the employment land inventory OR does the analysis determine that the land should be converted to non-employment uses and therefore the lands be recommended for removal from the employment lands inventory?*

The analysis considers the information provided by proponents for privately-initiated requests and by the City for the additional sites considered, but does not rely solely on this information in preparation of the final recommendations. The analysis considers the existing and emerging Provincial and City OP policy, findings of past studies, and incorporates input from St. Thomas Planning Department staff. The evaluation criteria were consistently applied to all subject sites and a systematic evaluation of all conversion requests was undertaken.

Although consideration for potential land uses may be necessary in order to address the conversion criteria, the intent of this study is not to provide recommendations on land use permissions at this time, just on principle of land use (employment or non-employment). In many instances, additional analysis is required to confirm the detailed land use. The analysis and recommendations touches on some land use considerations that will need to be addressed in the land use policies and area specific planning processes. However, these are not exhaustive and are among other considerations.

The conceptual mapping within this report is provided for explanatory purposes.

6.3.2 Assessment of the Twenty Nine (29) Conversion Requests

The City of St. Thomas currently has approximately 513 hectares of lands designated for employment. The recommendations of this Employment Land Conversion Analysis are to retain approximately 128 hectares within the City of St. Thomas Employment Lands to support the City's long-term employment growth. **Figure 6-1** presents the lands recommended for retention (4 sites) in the in St. Thomas' Employment Lands Inventory as well as recommended for conversion to non-employment land use (25 sites).

The four (4) conversion sites (#10, 11, 13 and 28) recommended for retention within the employment land supply will also include a recommended policy change. The recommended lands have been identified for a policy change due to their proximity along the periphery of the employment area and their location between employment and non-employment uses (e.g., residential). Parcels identified as transitional do not require conversion, but instead will be recommended for a policy change from Industrial to the new Business Employment designation. This recommendation is in part based on

findings from past studies including the 2009 Industrial and Commercial Land Use Review and the 2016 Retail Market Study. Further discussion around the proposed Business Employment designation can be found in **Chapter 8.**

The other twenty five (25) sites are recommended for conversion to non-employment uses. The results of the conversion recommendations are summarized below in **Table 6.1** which is informed by the vacant land supply analysis in **Section 5**.

Table 6-1: Summary of Lands Recommended for Conversion

Location	Occupied		Vacant		Total (occupied and vacant)	
	Area (ha)	*No. of Parcels*	*Area (ha)*	*No. of Parcels*	*Area (ha)*	*No. of Parcels*
Lands Recommended for Conversion	40	13	28	12	68	25

The 68 ha of land being recommended for removal from the St. Thomas Employment Inventory represents approximately 13% of the City's total estimated supply of employment land. This total supply refers to the combination of vacant and occupied employment lands. Of the lands recommended for conversion, 28 hectares is vacant, representing 18% of the City's estimated vacant employment lands inventory. **This means that 124 hectares of land remains available to meet the market demand of 175 hectares (140 net hectares) to 2037.** However, as explored in the next chapter, there are additional considerations to be made when assessing the City's demand and supply balance of employment lands including economic competitiveness.

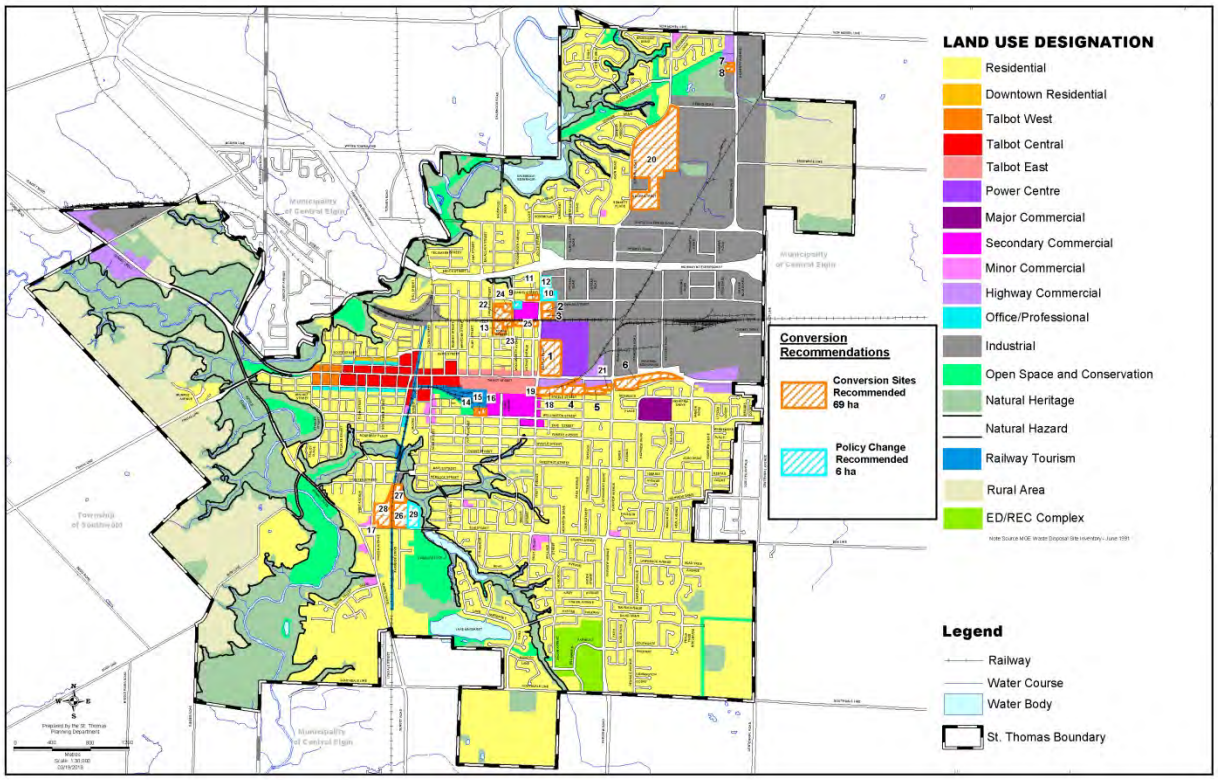


Figure 6-1: Conversion Analysis Recommendations

7.0 Employment Supply, Demand, and Competitiveness

This chapter provides a summary of the employment land supply and demand requirements including considerations of opportunities and constraints related to the economic competitiveness of the City.

7.1 Employment Land Supply and Demand

Chapters 4 and 5 of this report explore the projected demand for employment lands as well as the existing land supply.

The demand analysis found that a projected demand of 3,250 jobs by 2037, resulting in a need of 140 net hectares (175 hectares) to meet this demand.

The employment gross land supply analysis showed that of the 513 hectares of designated employment land in St. Thomas, excluding consideration of conversion requests, there is a resulting vacant land supply of 152 hectares. As highlighted above, when the conversion requests are considered, an additional 28 hectares of vacant land would be removed from the supply.

This means that 124 hectares of land remains available to meet the market demand of 175 hectares to 2037. This suggests a deficit of 51 hectares of land to meet the projected demand of 175 ha.

However, two additional considerations need to be made:

- **The City of St. Thomas must be proactive to be competitive in the employment land market.** The City of St. Thomas has a long history of using proactive planning and economic development strategies to remain competitive from the perspective of attracting employment opportunities to the municipality. It has been recognized by Council and staff that such strategies are necessary to remain competitive within the regional and broader market historically. The need for proactive planning remains to help encourage employment success into the future.
- **The supply and demand analysis suggests that there is a small deficit of supply (51 hectares). However, due to the need to remain competitive, additional supply limitations should be considered within the context of St. Thomas.** In consultation with the City's Economic Development Corporation, additional supply limitations were identified for several vacant parcels located throughout the City. These parcels vary in size and location with the likelihood of them contributing to the demand being limited by a range of variables including servicing constraints, brownfield sites, parcel size, and parcel configuration. Accounting for these employment land sites, an additional 45 hectares (**Figure 7-1**) of vacant employment lands are not likely to meet the projected demand of 175 hectares. Although these sites have additional

supply limitations, it is not appropriate to convert them to non-employment uses primarily due to land use compatibility issues.

Factoring in the additional supply limitations, as well as the results of the conversion analysis, **results in a vacant employment land supply of 79 hectares to meet the projected demand of 175 hectares, resulting in a land supply deficit of 96 hectares.**

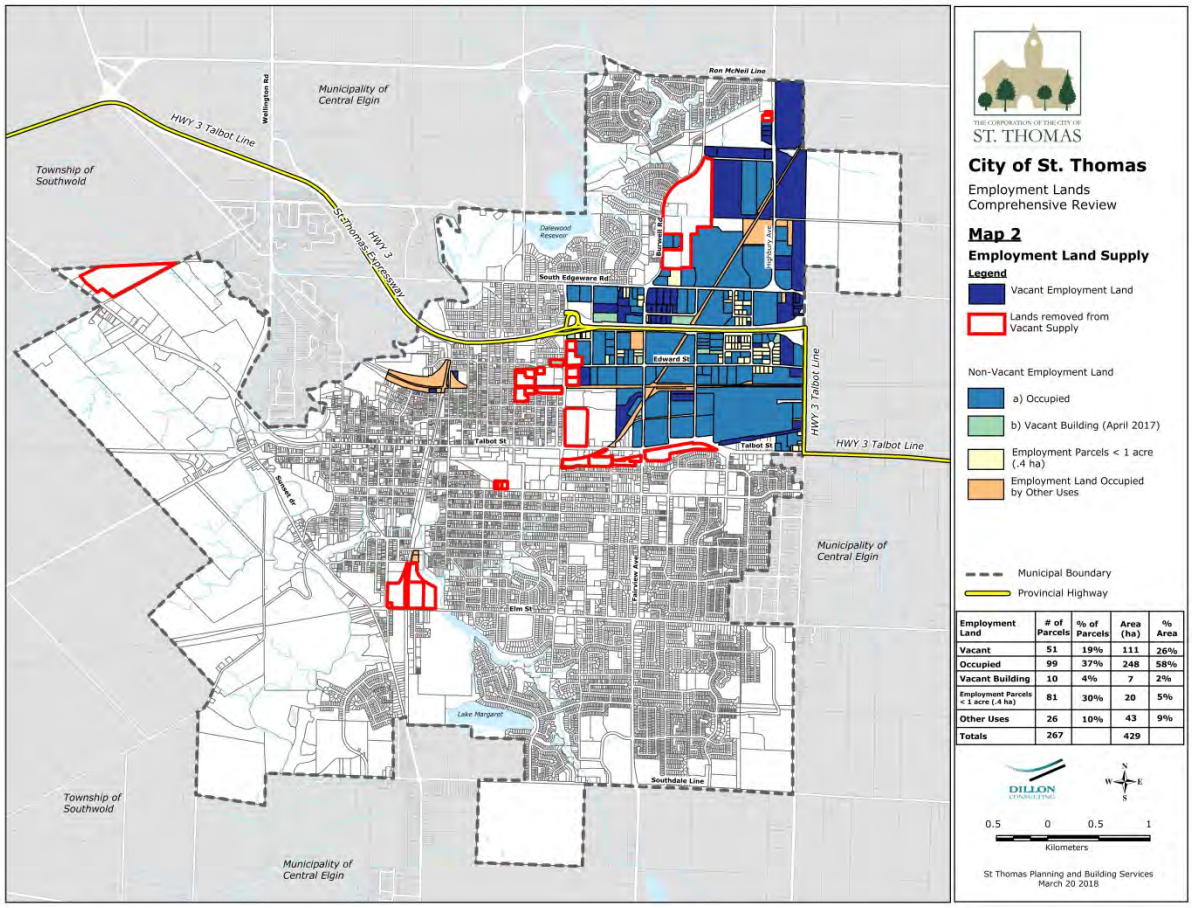


Figure 7-1. Parcels with additional supply limitations.

7.2 Opportunities and Constraints Assessment

The following section describes the key opportunities and constraints related to St. Thomas' employment land supply and demand.

7.2.1 Key Employment Issues

In addition to the supply and demand considerations, other factors related to servicing, parcel size and ownership were also examined. The following key observations have been identified:

- **Some lands are not "shovel ready" and require municipal servicing:** The status of municipal servicing is an important consideration for municipalities to ensure the employment land is ready for development. While most of the vacant supply has full services, 22% of the vacant supply land area is not currently serviced at all or to the extent necessary to support a range of industries. By having a robust supply of land that is serviced, St. Thomas will be more attractive to the developer/employment industry.
- **Limited number of parcels that can accommodate land-extensive industries:** Of the vacant employment lands in St. Thomas, four parcels comprising 44% of the 152 ha are larger than 10 hectares in size. Of these four parcels, they range in size from 14 hectares to 18 hectares. This means that employment sectors that may require land-extensive development will be limited in the market choice available, and thus may look outside of St. Thomas to locate their business. This therefore limits future employment opportunities to smaller-scale industries that can work within the land constraints found within St. Thomas's existing designated employment lands.
- **Supply of employment land under the ownership/control of the City is declining:** The City's supply of municipally-owned employment lands is declining, and as a result, St. Thomas has less control over shovel ready lands being readily available to accommodate opportunistic inquiries by industries considering locating in SW Ontario.

7.2.2 Key Employment Opportunities

The following key opportunities have been identified through the employment land review:

- **A number of parcels have potential rail access:** St. Thomas is served in a number of areas by rail lines, many of which pass through designated employment lands. Most of these rail corridors pass through the designated Employment Lands. As a result, new employment development would have access to these rail corridors and thus increase the appeal of St. Thomas for future employers, particularly manufacturing and wholesale trade industries. This is an important asset for the City.
- **Good road and transit access:** Highway access and visibility is a key site requirement for office, advanced manufacturing and wholesale trade industries. The majority of the Employment Land supply has good access to Highway 3 or arterial roads. This provides attractive commuting opportunities for employees and, along with rail access, ease of transportation for suppliers of these industries. Furthermore, most Employment Lands are within a short walk to transit stops. Transit access provides opportunities for employees to have alternative commuting modes and

supports sustainable and active lifestyles, thus creating an attractive employment area for potential employers and employees.

- **Opportunities for intensification and redevelopment of existing vacant buildings and occupied sites:** While much of Employment Land supply is built-out, there are a number of opportunities for intensification and infill within occupied employment lands. Optimized utilization of available space and land area within the employment area represent a first step for in-situ expansion of local industries.
- **Opportunities to improve the existing employment areas:** The introduction of amenities such as transit, sidewalks/trail linkages, and streetscape improvements, as well as supportive services (daycares, restaurants, etc.), could aid in improving the attractiveness of the area to new businesses and help to retain existing businesses. This is particularly important for those employment areas bounded by business commercial uses, as employers seeking to site their operations in these locations would likely be selective about the aesthetic and quality of life factors associated with them.
- **Competitiveness.** The City must continue to proactively market its employment lands in order to be economically competitive. In order to remain attractive for future economic opportunities, the City should provide additional market choice (including, but not limited to, parcel size, servicing, proximity to transportation, etc.) in its designated Employment lands to accommodate a range of industrial sectors. The City should continue to use its rapid response team approach to fast-track/ streamline industrial development approvals to shorten development timelines and approvals processes. It is recommended that the City undertake a more detailed industrial cost competitive analysis to see how it compares to its key competitors in Ontario and cross-border.
- **Regional cooperation:** To maintain a strong employment base in St. Thomas, it is necessary for the City to work with neighbouring municipalities to attract investment to the region. By working with neighbouring municipalities, St. Thomas can build on a long history of cooperation to leverage assets, share costs, revenue, etc. as a way to collaborate in regional economic success.
- **Future industrial land needs and development:** In order to provide the projected Employment land needs of 175 hectares, it is recommended to designate 102 hectares (77 net hectares) as Employment along Edgeware Line immediately east of the existing industrial area (see **Figure 7-2**). This addition to the Employment land supply would help in bridging the gap between the supply limitations and demand requirements as outlined in this analysis. In conjunction with designating this area as Employment lands, it is recommended that the City prepare an implementation plan for industrial expansion within this area. This analysis should include development costs associated with capital infrastructure; municipal land acquisition costs (possibly negotiated through a third-party); development feasibility, municipal fiscal impacts and development cost recovery; and business attraction and marketing.

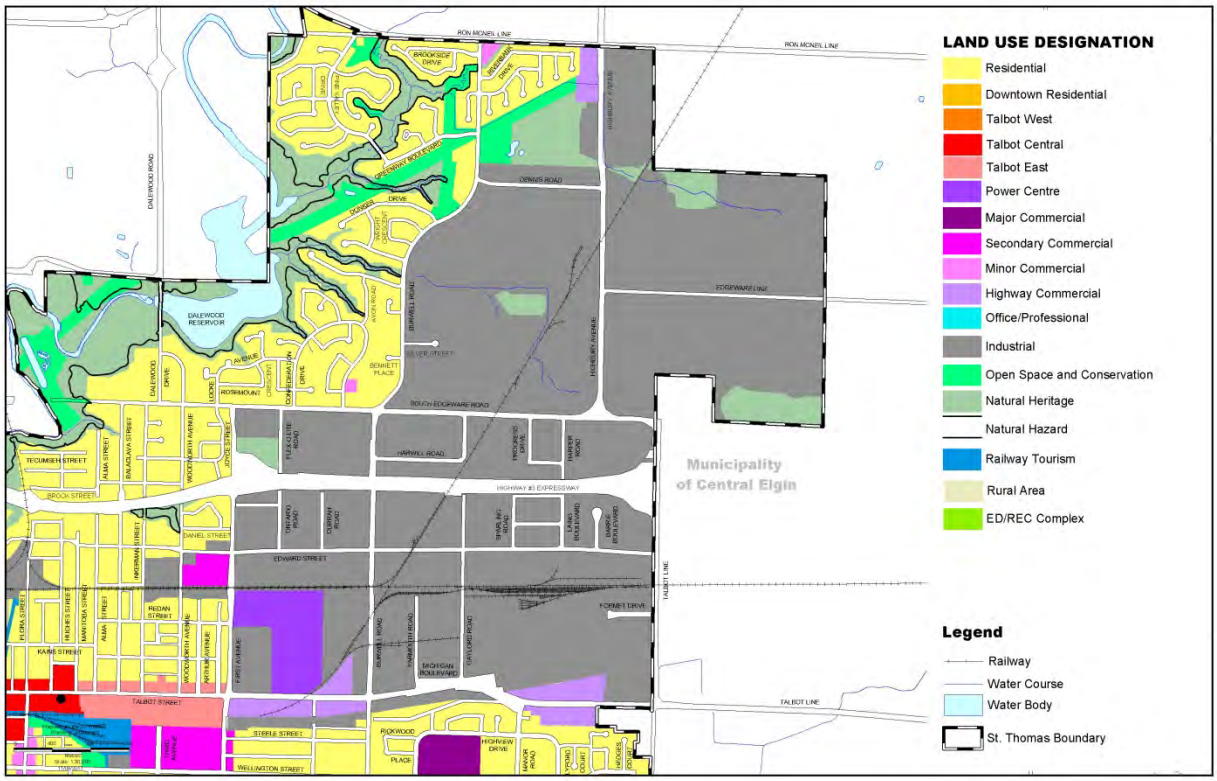


Figure 7-2. Designation of parcels along Edgeware Line.

8.0 Policy Directions and Recommendations

This chapter summarizes the Policy Directions and Recommendations coming out of the work undertaken for this Employment Lands Review.

8.1 Official Plan Recommendations

The following subsection outlines policy directions and recommendations for employment land planning in the City of St. Thomas pertaining to the official plan.

- **Employment areas term and definition:** The PPS 2014 uses the term "employment areas" for those lands designated in an official plan for clusters of business and economic activities. Change the terminology used and definitions in the St. Thomas OP to be consistent with the PPS and change the "Industrial" designation to an "Employment" designation.
- **Protection of employment lands for the long term:** The PPS 2014 identifies that planning authorities may plan employment areas beyond 20 years, provided lands are not designated beyond the planning horizon. Refine the policy in the OP to also make provision for the long term protection of employment areas beyond 20 years.
- **Conversion of employment lands to non-employment uses:** The PPS 2014 identifies that planning authorities may permit the conversion of lands within employment areas to non-employment uses through a comprehensive review, only where it has been demonstrated that the land is not required for employment purposes over the long term and that there is a need for the conversion. Add a policy in the OP to make provision for conversion of employment lands only at the time of comprehensive review of the official plan, to define the process for reviewing and evaluating requests for conversions and provide a definition of comprehensive review as per the PPS 2014.
- **Strategy and criteria for future employment land conversions:** It is recognized that there is a need to preserve St. Thomas's employment lands for employment uses. However, it is also recognized that under some circumstances, a conversion may be justified for planning and economic reasons, but such decisions must be made using a systematic approach and methodology. Add a policy outlining the strategy for future employment land conversions and defining the criteria for assessing conversions as per the PPS.
- **Employment in proximity to major transportation:** The PPS 2014 identifies that planning authorities shall protect employment areas in proximity to major goods movement facilities and corridors for employment uses that require those locations. Add a policy on the protection of employment areas in proximity to major goods movement facilities and corridors.
- **Maintain employment focus on employment lands:** Restrict non-employment uses in employment areas to ensure land use compatibility between uses is maintained.

- **Add new Business Employment designation to function as a transition/buffer area between industrial uses in employment areas and more sensitive non-employment uses on adjacent lands:** To ensure land use compatibility between industrial uses in employment areas and non-employment uses ie. residential on lands adjacent to/in close proximity to employment areas, establish a Business Employment designation that permits light industrial and ancillary retail and service commercial type uses that support the workers in the employment area. Permitted uses in the Business Employment designation will be subject to a higher standard of landscape and building design. No outdoor storage will be permitted on a light industrial site and industrial uses must meet the Land Use Compatibility Guidelines of MOECC.
- **Limit the retail commercial uses in the employment area:** Ensure that retail and service commercial uses are provided to serve employees in the employment area while at the same time do not conflict with the long term use of the surrounding land for industrial purposes or impact the commercial uses in the Power Centre or adjacent Secondary Commercial areas. Identify ancillary uses and limit the maximum gross floor area of commercial uses. Stand-alone retail uses will not be permitted.
- **Clear identification and definition of employment areas:** Boundaries of the employment area be clearly defined to provide more clear planning direction for future employment development to reduce the need for future site conversions and provide opportunities for greater intensification within the delineated employment area.
- **Designate the 102 ha (77 net ha) as Employment along Edgeware Line immediately east of existing Industrial area:** To address the deficit in vacant employment land to meet the projected requirements for the next 20 years, designate the 102 ha of land east of Edgeware Line as Employment.
- **Designate entire City as Community Improvement Plan Area:** To encourage more private and public sector investment in the City including the Employment Area, designate entire City as a CIP Area in the OP.

8.2 Other Planning Recommendations

The following subsection outlines other recommendations for employment land planning in the City of St. Thomas.

- **Competitive Analysis:** It is recommended that the City undertake an industrial cost competitive analysis to assess how it compares to its key competitors in Ontario and cross-border with respect to long-term annualized development costs (i.e. construction, property taxes, utilities, land costs, etc.).
- **Implementation Plan for the new Employment Lands:** In conjunction with designating the lands on the east side of Highbury Avenue for Employment, it is recommended that the City prepare an implementation plan for industrial expansion within this area. This analysis should include development costs associated with capital infrastructure; municipal land acquisition costs

(possibly negotiated through a third-party); development feasibility, municipal fiscal impacts and development cost recovery; and business attraction and marketing.

8.3 Zoning By-law Recommendations

The following subsection outlines recommendations for amendments to the City's comprehensive Zoning By-law 50-88 to implement the policy directions for the City' Official Plan.

- Create two Employment zones to replace the existing industrial zones in the zoning by-law.
- Ensure the range of employment uses permitted by the Official Plan are reflected in the corresponding employment Zone and the list of permitted uses in each Zone is as broad and comprehensive as possible.
- Amend the zoning by-law to extend the employment zone to the lands identified for designation as an employment area to address the deficit in the City's supply of vacant employment land to meet projected needs
- Review permitted uses and standards within new employment zones to ensure there is a degree of flexibility to accommodate and attract a broad range of uses.
- Identify permitted uses common to both employment zones.
- Limit retail commercial use in the employment zones to ensure uses serve the employees and do not conflict with the long term use of employment lands for permitted uses or impact other commercial areas by limiting commercial uses to ancillary uses subject to gross floor area restrictions.
- Review and amend, where necessary, definitions and general provisions within the by-law to ensure compliance with the Official Plan.
- Amend the Commercial and residential zones, where required, to implement the recommendations for each of the recommended conversion sites.

8.4 Action Plan

Outline immediate, medium and long term priorities.

Recommendations	Timeline
Official Plan Policy and Land Use Designation Changes	Immediate
Implementing Zoning By-law Changes	Immediate
Apply Site Plan Control to Employment Lands	Immediate
Implementation Plan for New Employment Lands	Immediate
Competitive Analysis	Medium

Appendix A

Public Consultation Materials

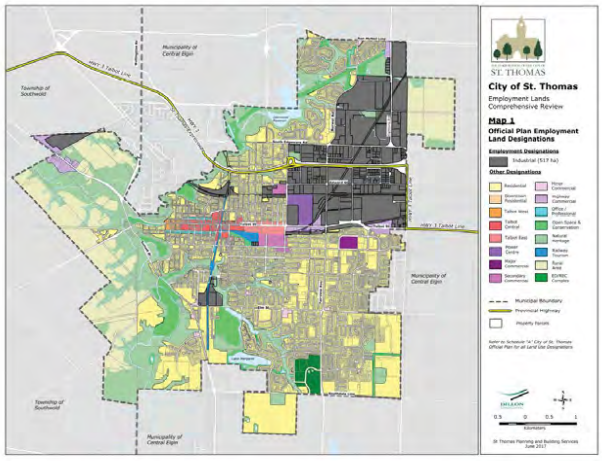


PROJECT OVERVIEW

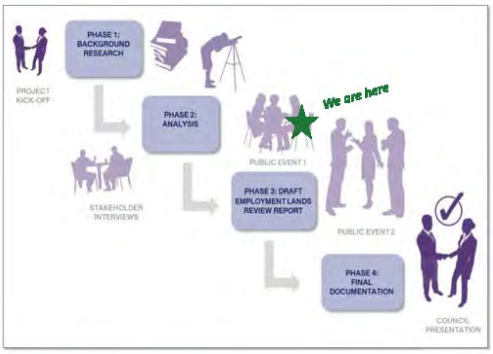
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Study Purpose

The purpose of this study is to review the City of St. Thomas' employment land (designated Industrial) supply and demand, as part of a Municipal Comprehensive Review process for the City's Official Plan. The review will recommend changes to the existing employment land designations and policies to meet the City's long term needs.



Project Process



Open House Purpose

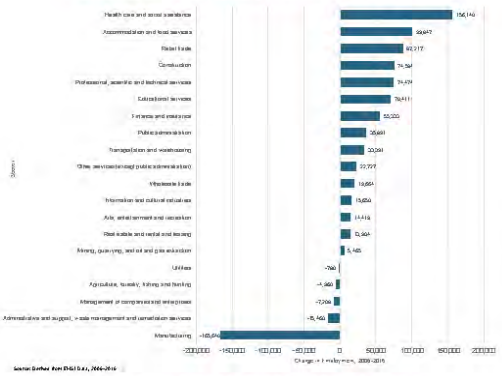
The purpose of this Open House is to present the study purpose, process, preliminary results, and preliminary issues and opportunities. We will also provide information on land use conversion requests. We would like your feedback on the preliminary findings to date.

City of St. Thomas Employment Lands Review

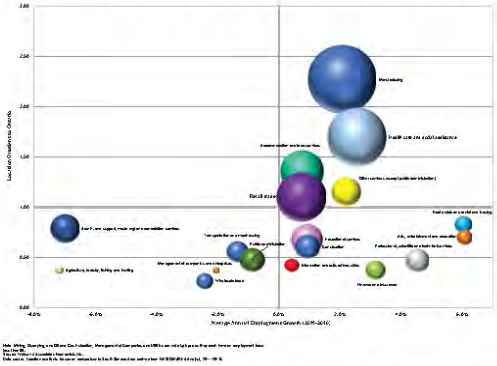
EMPLOYMENT MARKET TRENDS

Recent employment growth in Ontario has been strongest in knowledge-based sectors, retail and construction. Over the past 10 years, manufacturing sector in Ontario declined by approximately 165,000 jobs. Despite the decline in manufacturing employment, the manufacturing sector is still one of the largest sectors in Ontario in terms of employment.

Province of Ontario
Change in Employment, 2006-2016



City of St. Thomas
Industrial Cluster Size and Growth Matrix



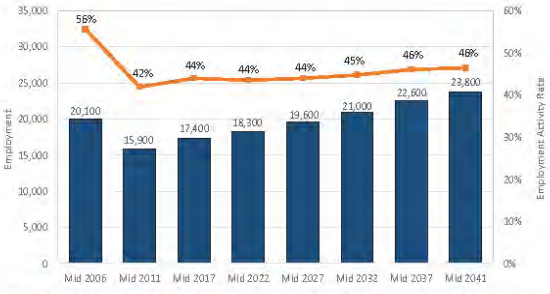
This figure illustrates the strength of employment sectors in the City of St. Thomas relative to the Province, using Location Quotients (LQ). As shown, St. Thomas' economy is comprised of a diverse range of industries and many of the sectors have experienced growth over the 2011 to 2016 period. Manufacturing is large component of the employment base in St. Thomas and has rebounded since the recession.

EMPLOYMENT GROWTH FORECAST

St. Thomas is growing, and is expected to add **6,400 jobs** between 2017 and 2041, resulting in 23,800 jobs by 2041.

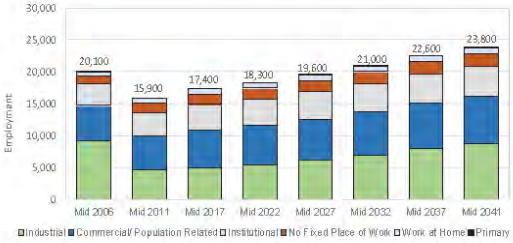
This is a **37%** increase over current employment.

Employment Growth Forecast to 2041



Source: Statistics Canada, Census 2006 to 2011. Mid 2017 is an estimate and 2022 to 2041 is a forecast by Watson & Associates Economists Ltd. Notes: No Fixed Place of Work and Work at Home employment is included in the figure.

Employment Forecast by Sector, 2017 to 2041



Source: Statistics Canada, Census 1996 to 2011. Mid 2017 is an estimate by Watson & Associates Economists Ltd. Mid 2022 to Mid 2041 is a forecast by Watson & Associates Economists Ltd. Note: Includes No Fixed Place of Work and Work at Home Employment.

Long range employment forecasts estimate growth for five categories of employment, including industrial, commercial, institutional, work at home and no-fixed place of work (NFPOW) Categories.

EMPLOYMENT LAND DEMAND

The economic trends analysis identified the following sectors with continued growth potential in St. Thomas:

- **Manufacturing**
- **Health care and social assistance**
- **Real estate, rental and leasing**
- **Arts, entertainment and recreation**

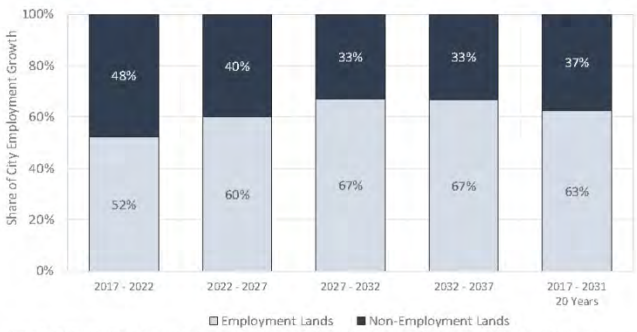
The majority of this growth will occur on designated employment lands.

What are Employment Lands?

Employment lands are those designated in an official plan for clusters of business and economic activity including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities (Provincial Policy Statement). They have been traditionally referred to as industrial lands or business parks.

While employment will be accommodated in many areas of the City, this strategy focuses on designated employment areas, which includes industrial, office and ancillary retail/supportive employment uses.

City Employment Growth on Employment Lands, 2017 to 2037



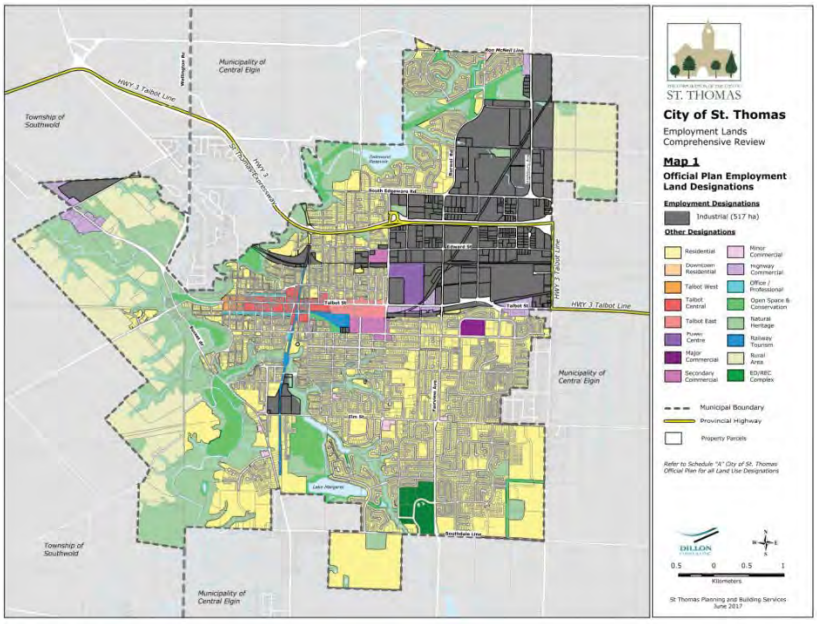
Source: Mid 2017 to Mid 2037 is a forecast by Watson & Associates Economists Ltd. Note: Includes No Fixed Place of Work and Work at Home Employment.

Employment Lands Demand

The 20 year total city-wide employment forecast (**2017 to 2037**) is projected to be 5,200 jobs, with **3,250 jobs** being projected for employment lands. At a density of 23 jobs per net hectare, this results in a **land demand** of **140 net hectares**.

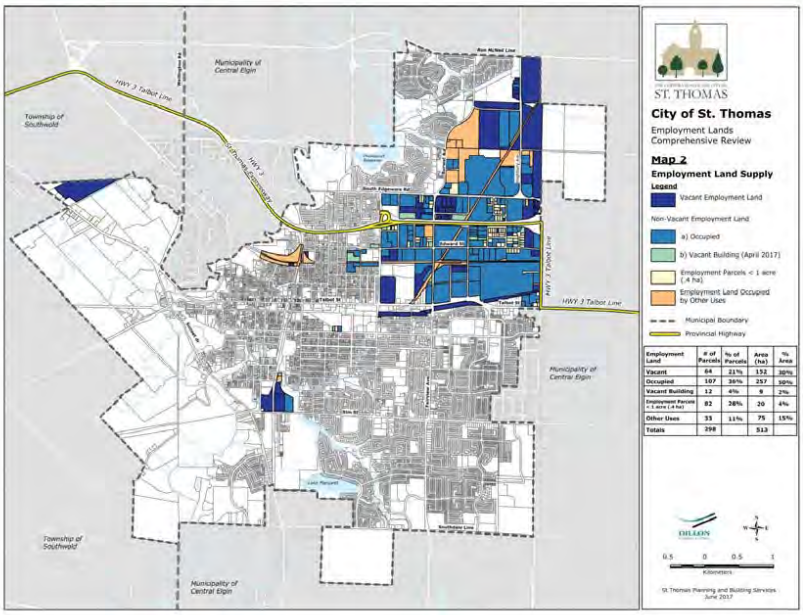
ST. THOMAS EMPLOYMENT LANDS

There are **517 gross hectares** of designated Industrial lands within the City of St. Thomas.



EMPLOYMENT LAND SUPPLY

There are 64 vacant designated industrial parcels distributed throughout the City, resulting in a supply of **152 hectares**.



PRELIMINARY ISSUES AND OPPORTUNITIES

Preliminary issues identified:

- There are limited large parcels that can accommodate land-extensive industries.
- Some of the lands are not "shovel ready" and require extension of municipal servicing.
- Public supply of employment land is dwindling.

Preliminary opportunities identified:

- There are a number of parcels that have potential rail access.
- Overall road and transit access is good. The majority of the supply have good access to Highway 3 or an arterial road and are within a short walk to a transit stop.
- There are opportunities for intensification and redevelopment of existing vacant buildings and occupied sites.
- Need to look at strategic employment land (potentially beyond 20 years).
- There are opportunities to improve the existing employment areas, through streetscape improvements and the introduction of amenities and other supportive services.

Please provide your thoughts and comments on the preliminary issues and opportunities identified.

CONVERSION REQUESTS AND NEXT STEPS

Land Use Conversion Requests

For lands within the employment land designation, conversion to a non-employment land designation (e.g., commercial) can only be considered through the Municipal Comprehensive Review for the Official Plan which includes this Employment Lands Review.

Conversion requests will be considered based on the policy framework outlined in the 2014 Provincial Policy Statement:

> *1.3.2.2 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.*

To submit your property to be considered for an employment land conversion, please complete and submit the *Employment Conversion Information Form* by **July 13, 2017**. Please visit

http://www.stthomas.ca/content/employment-lands-comprehensive-review for more information on submission requirements and to get a copy of the Employment Conversion Information Form.

Next Steps

- Confirm the issues and opportunities
- Review employment land conversion requests, received by July 13, 2017
- Prepare employment policy and zoning recommendations
- Prepared draft and final reports in Fall 2017
- Next public meeting planned for Fall 2017

Contacts

Questions and comments may be directed to:

Patrick Keenan
Director of Planning and Building Service
City of St. Thomas
pkeenan@city.st-thomas.on.ca
(519) 633-2560

City of St. Thomas Employment Lands Review

St. Thomas Employment Lands Review

Dillon Consulting Limited *and* Watson and Associates

June 29, 2017

2

Agenda

1. Study Process and Purpose of the Meeting
2. Employment Market Assessment
3. Growth Forecasts
4. Employment Land Supply
5. Next Steps



What are Employment Lands?

Employment lands are those designated in an official plan for clusters of business and economic activity including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities (Provincial Policy Statement).

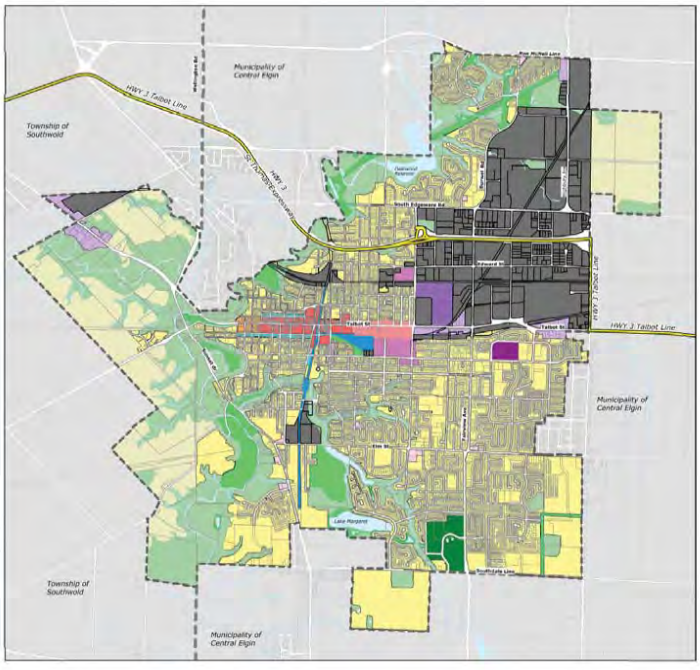


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Where are employment lands in St. Thomas?





DILLON CONSULTING

Why we are doing this study?

The City closely monitors its employment lands to ensure it has sufficient supply to meet the City's long term demand.

The Province requires that consideration for the conversion of employment lands to non-employment uses can only be undertaken as part of a comprehensive review.



6

Study Process



7

Purpose of Tonight's Event

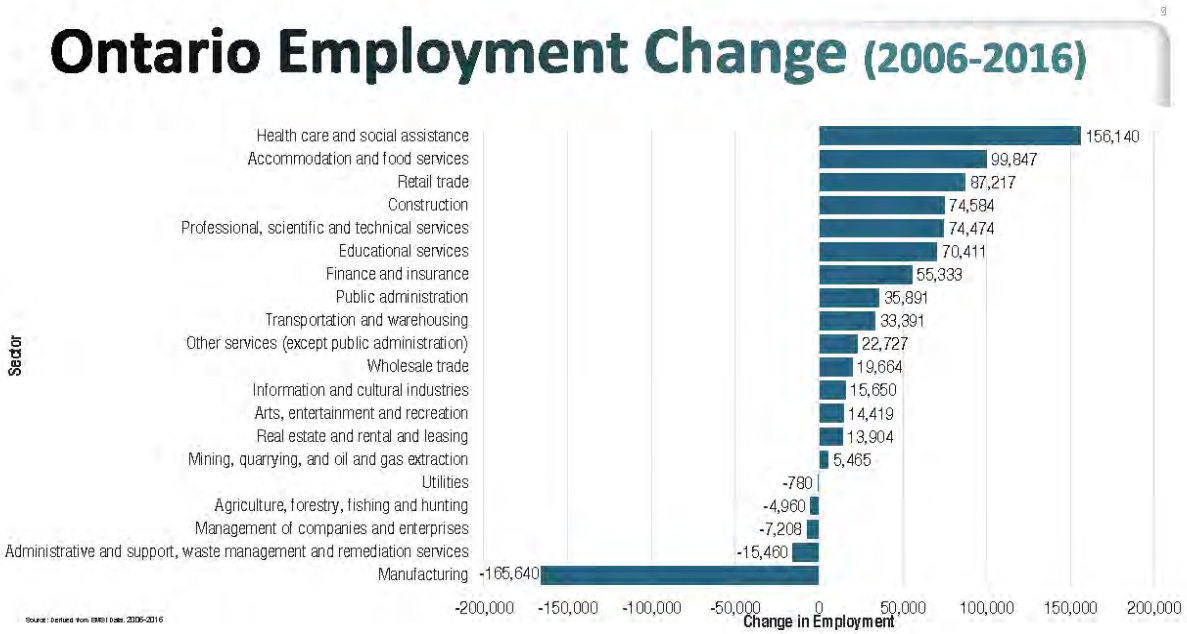


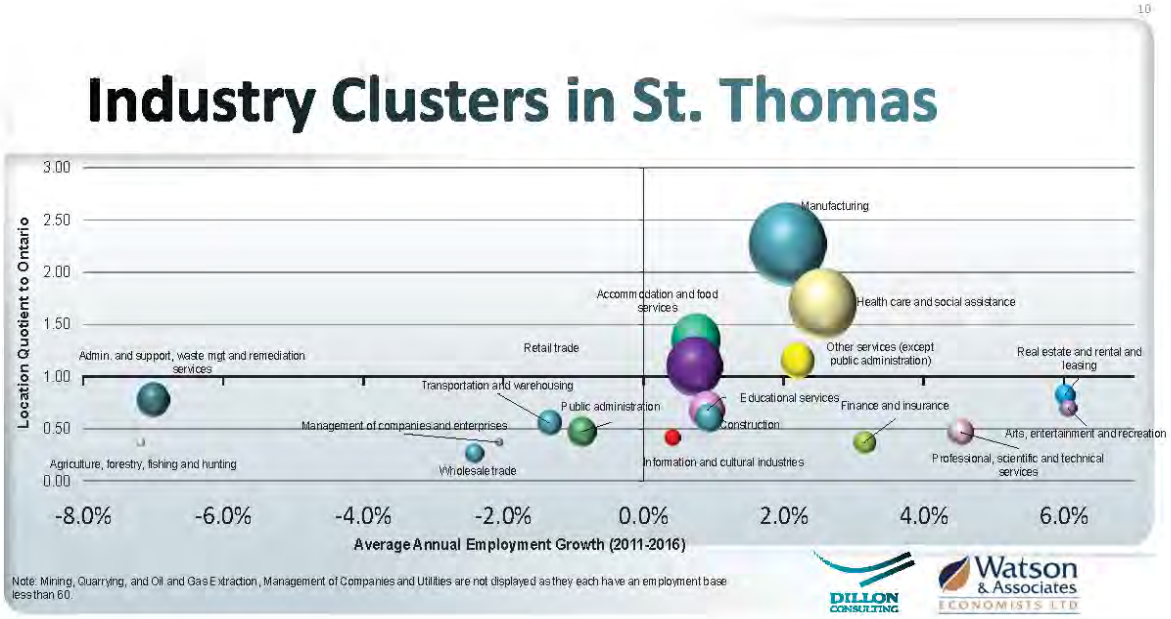
To present the findings of Phase 1 and 2 and receive feedback on the preliminary analysis.

8

Employment Market Assessment

Watson

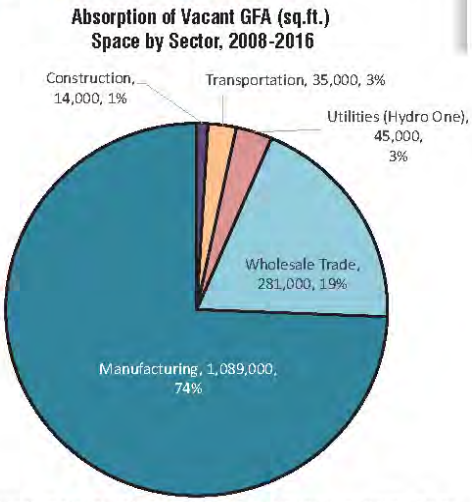

Ontario Employment Change (2006-2016)
Health care and social assistance 156,140
Accommodation and food services 99,847
Retail trade 87,217
Construction 74,584
Professional, scientific and technical services 74,474
Educational services 70,411
Finance and insurance 55,333
Public administration 35,891
Transportation and warehousing 33,391
Other services (except public administration) 22,727
Wholesale trade 19,664
Information and cultural industries 15,650
Arts, entertainment and recreation 14,419
Real estate and rental and leasing 13,904
Mining, quarrying, and oil and gas extraction 5,465
Utilities -780
Agriculture, forestry, fishing and hunting -4,960
Management of companies and enterprises -7,208
Administrative and support, waste management and remediation services -15,460
Manufacturing -165,640
Sector
-200,000 -150,000 -100,000 -50,000 0 50,000 100,000 150,000 200,000
Change in Employment


Industry Clusters in St. Thomas
Location Quotient to Ontario
3.00
2.50
2.00
1.50
1.00
0.50
0.00
Manufacturing
Accommodation and food services
Health care and social assistance
Retail trade
Other services (except public administration)
Real estate and rental and leasing
Admin. and support, waste mgt and remediation services
Transportation and warehousing
Public administration
Educational services
Finance and insurance
Management of companies and enterprises
Construction
Arts, entertainment and recreation
Agriculture, forestry, fishing and hunting
Wholesale trade
Information and cultural industries
Professional, scientific and technical services
-8.0% -6.0% -4.0% -2.0% 0.0% 2.0% 4.0% 6.0%
Average Annual Employment Growth (2011-2016)
Note: Mining, Quarrying, and Oil and Gas Extraction, Management of Companies and Utilities are not displayed as they each have an employment base less than 60.
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Employment in Vacant Industrial Buildings

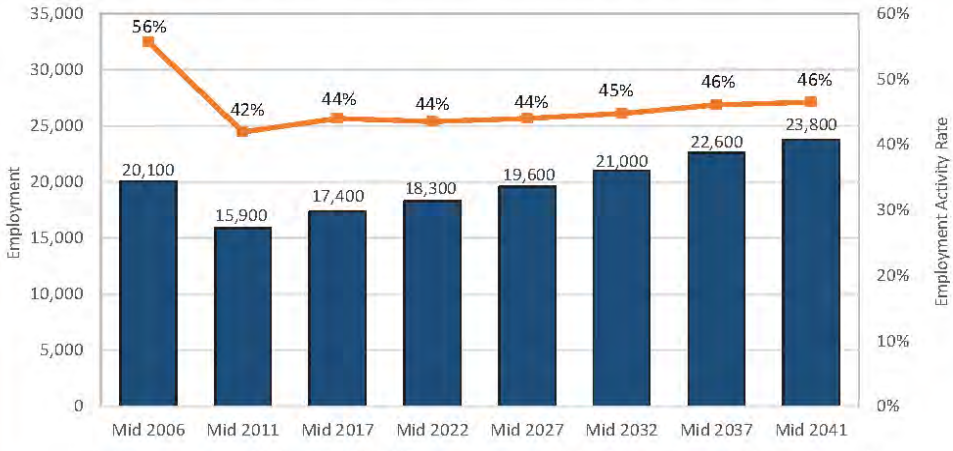
- 1.5 million sq. ft. of previously vacant industrial space has been absorbed over the 2008-2016 period and has accommodated 980 jobs;
- Manufacturers comprise the bulk of this uptake in vacant GFA space (74%);
- Two large manufacturers represent two thirds of this employment.



Source: Derived from data obtained from City of St. Thomas Economic Development Corporation by Watson & Associates Economists Ltd.

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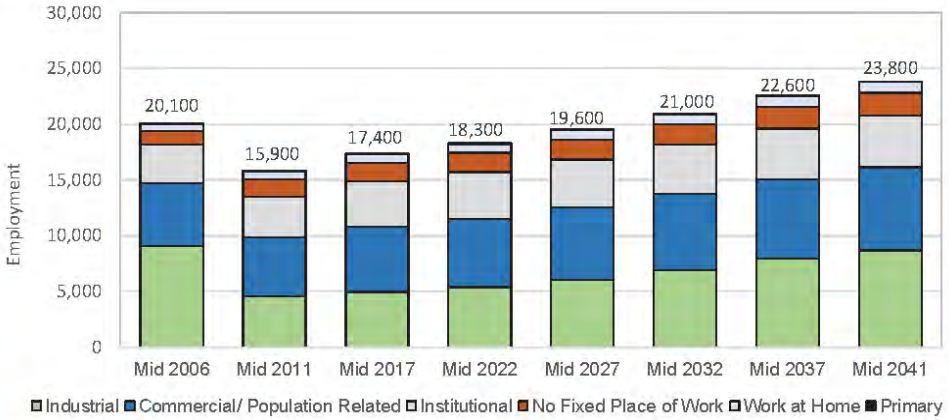
Employment Growth Forecast to 2041



Source: Statistics Canada, Census 2006 to 2011. Mid 2017 is an estimate and 2022 to 2041 is a forecast by Watson & Associates Economists Ltd. Notes: No Fixed Place of Work and Work at Home employment is included in the figure.

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Employment Growth Forecast by Sector (2017-2041)



Source: Statistics Canada, Census 1996 to 2011. Mid 2017 is an estimate by Watson & Associates Economists Ltd. Mid 2022 to Mid 2041 is a forecast by Watson & Associates Economists Ltd. Note: Includes No Fixed Place of Work and Work at Home Employment.

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St. Thomas Employment on Employment Lands

Between 2017 and 2037:

- A total of 5,200 jobs are projected city-wide.
- Approximately 62% of the city-wide employment growth is projected to occur on employment lands, resulting in **3,250 jobs**.
- At a density of 23 jobs per net hectare, this results in a land demand of **140 net hectares**.

Employment on Employment Lands Land Demand, 2017-2037		
Employment Growth	Density (jobs/net ha)	Land Demand, Net ha
3,250	23	140

Source: Watson & Associates Economists Ltd.

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Employment Land Supply

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St. Thomas' Employment Lands

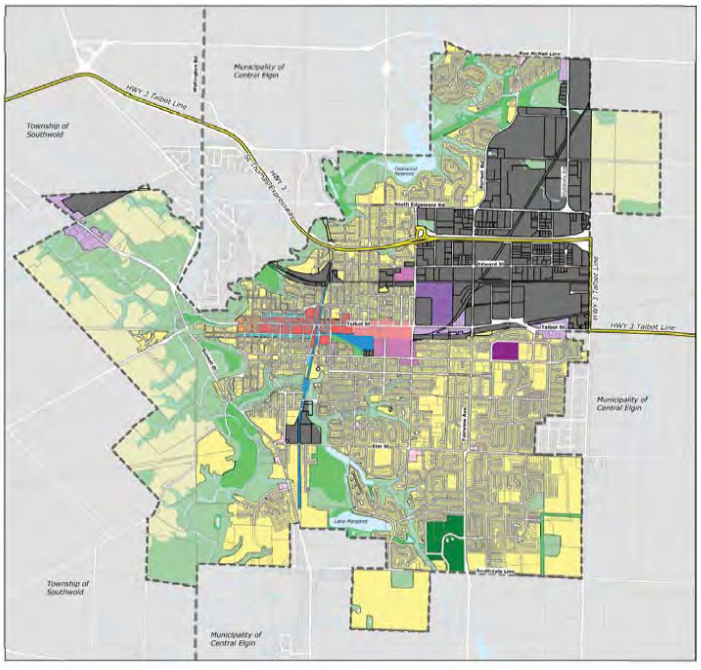
517 gross hectares of designated industrial lands.

Employment Designations

Industrial (517 ha)

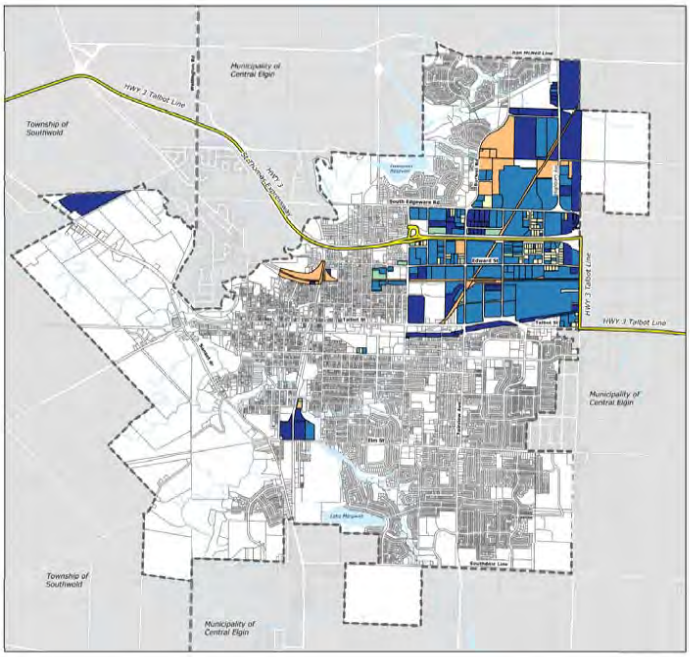
Other Designations

- Residential
- Downtown Residential
- Talbot West
- Talbot Central
- Talbot East
- Power Centre
- Major Commercial
- Secondary Commercial
- Minor Commercial
- Highway Commercial
- Office / Professional
- Open Space & Conservation
- Natural Heritage
- Railway Tourism
- Rural Area
- ED/REC Complex



Employment Land Supply

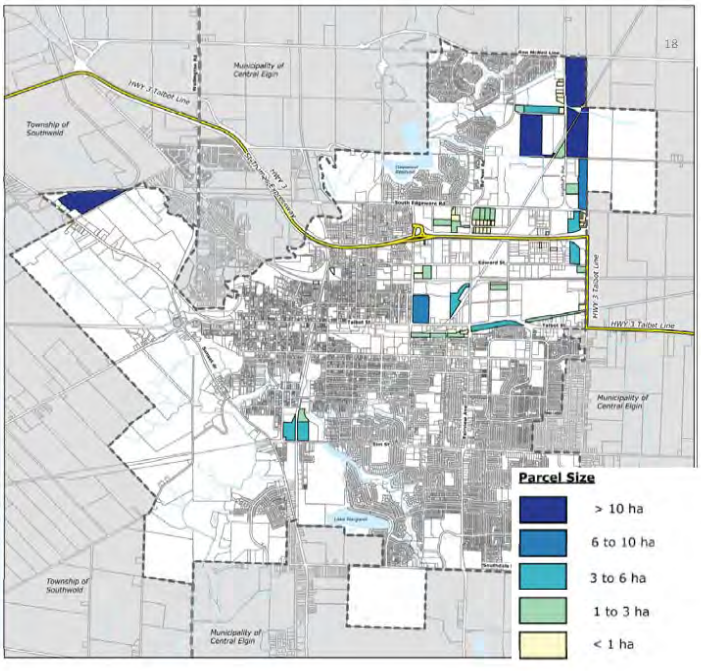
152 hectares of vacant designated industrial lands distributed throughout the City.



Parcel Size

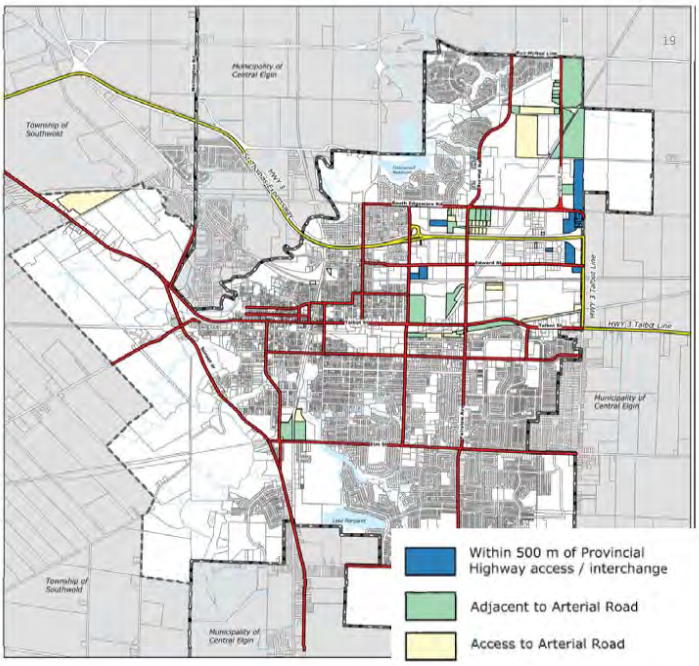
There are limited large parcels that can accommodate land-extensive industries.





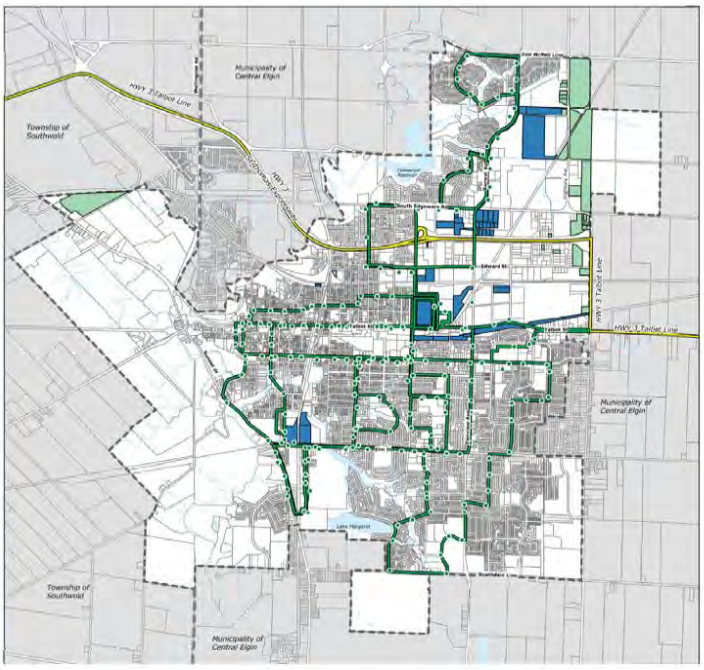
Arterial Road Access

Overall road and transit access is good. The majority of the supply have good access to Highway 3 or an arterial road and are within a short walk to a transit stop.



Transit Proximity

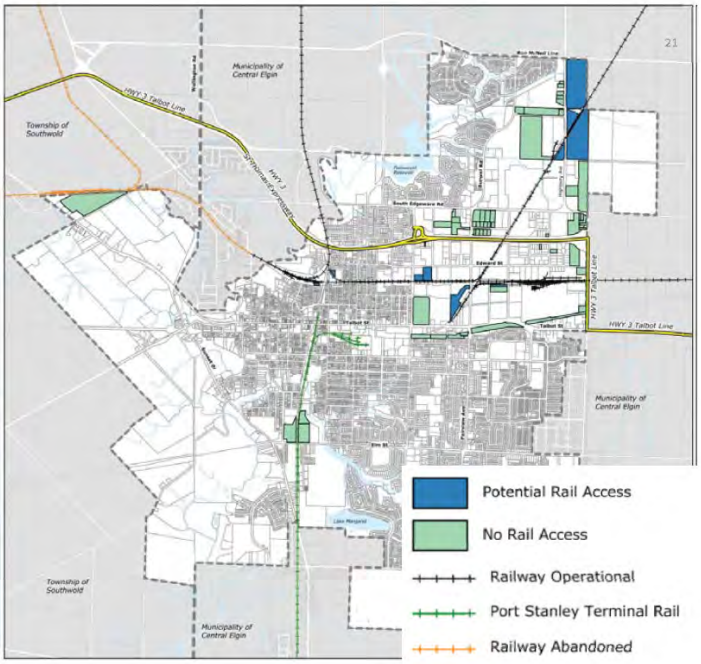
The majority of the supply (61% of parcels or 51% of the lands) are within a short walk (400 m) of a transit stop.



Potential Rail Access

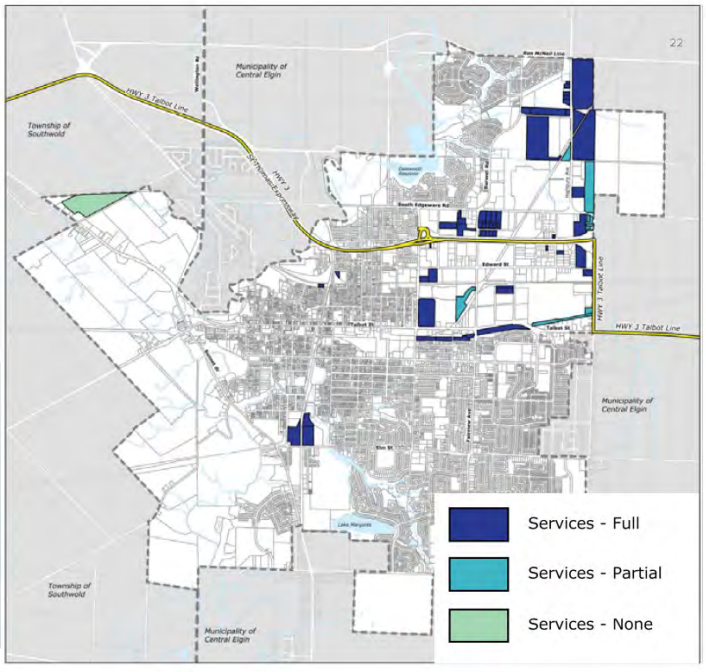
There are a number of parcels that have potential rail access.





Servicing Status

Some of the lands are not "shovel ready" and require extension of municipal servicing.




• There are opportunities to improve the existing employment areas, through streetscape improvements and the introduction of amenities and other supportive services.
• There are also opportunities for intensification and redevelopment of existing vacant buildings and occupied sites.


FOR SALE
HIGH PROFILE COMMERCIAL SITE
19.84 ACRES DIVISIBLE
COMMERCIAL SPACE FOR TENANTS
DESIGN BUILD AVAILABLE
RANDY FISHER** | LARIN S H ULDICE*
* Sales Representative
• Need to look at strategic employment land (potentially beyond 20 years).
• Public supply of employment land is dwindling.

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Employment Land Conversion Process

- For lands within the employment land designation, conversion to a non-employment land designation (e.g., commercial) can only be considered through the Municipal Comprehensive Review for the Official Plan which includes this Employment Lands Review.
- Conversion requests will be considered based on the policy framework outlined in the 2014 Provincial Policy Statement which states that a conversion can take occur 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.
- To submit your property to be considered for an employment land conversion, please complete and submit the **Employment Conversion Information Form by July 13, 2017.**
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Next Steps

- **Confirm the issues and opportunities**
- **Review employment land conversion requests, received by July 13, 2017**
- **Prepare employment policy and zoning recommendations**
- **Prepared draft and final reports in Fall 2017**
- **Next public meeting planned for Fall 2017**

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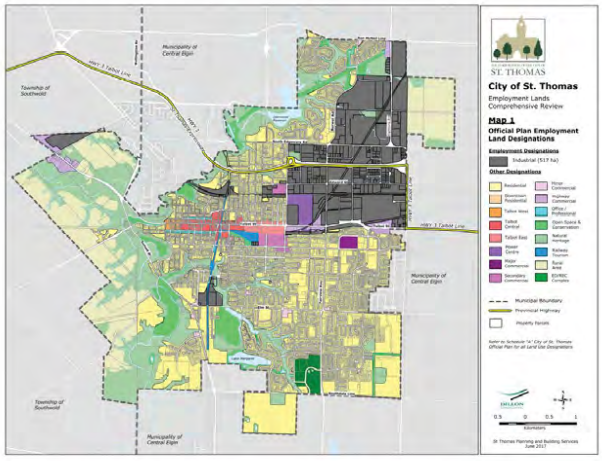


PROJECT OVERVIEW

2

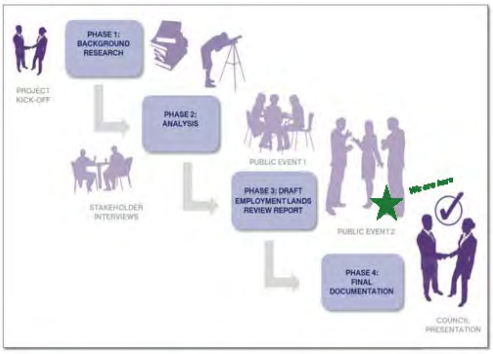
Study Purpose

The purpose of this study is to review the City of St. Thomas' employment land (designated Industrial) supply and demand, as part of a Municipal Comprehensive Review process for the City's Official Plan. The review will recommend changes to the existing employment land designations and policies to meet the City's long term needs.



City of St. Thomas Employment Lands Review

Project Process



Open House Purpose

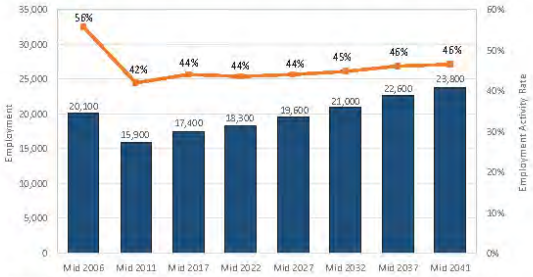
The purpose of this Open House is to present the study purpose, process, preliminary results of the employment conversion analysis and policy recommendations. The findings to date are based on the employment land demand and supply analysis which was presented an the first public event. Today we would like your feedback on the preliminary results of the conversion analysis and policy recommendations.

EMPLOYMENT TRENDS

Recent employment growth in Ontario has been strongest in knowledge-based sectors, retail and construction. Despite the decline in manufacturing employment, the manufacturing sector is still one of the largest sectors in Ontario in terms of employment.

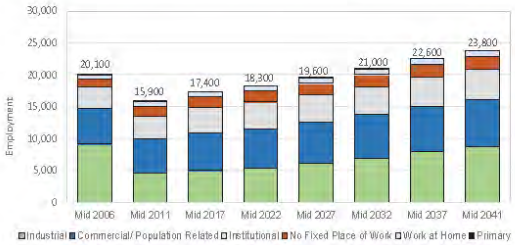
St. Thomas' economy is comprised of a diverse range of industries and many of the sectors have experienced growth over the 2011 to 2016 period. Manufacturing is large component of the employment base in St. Thomas and has rebounded since the recession.

Employment Growth Forecast to 2041



Source: Statistics Canada, Census 2006 to 2011. Mid 2017 is an estimate and 2022 to 2041 is a forecast by Watson & Associates Economists Ltd. Notes: No Fixed Place of Work and Work at Home employment is included in the figure.

Employment Forecast by Sector, 2017 to 2041



Source: Statistics Canada, Census 1996 to 2011. Mid 2017 is an estimate by Watson & Associates Economists Ltd. Mid 2022 to Mid 2041 is a forecast by Watson & Associates Economists Ltd. Note: Includes No Fixed Place of Work and Work at Home Employment.

St. Thomas is growing, and is expected to add **6,400 jobs** between 2017 and 2041, resulting in 23,800 jobs by 2041. This is a **37%** increase over current employment.

Long range employment forecasts estimate growth for five categories of employment, including industrial, commercial, institutional, work at home and no-fixed place of work (NFPOW) Categories.

EMPLOYMENT LAND DEMAND

The economic trends analysis identified the following sectors with continued growth potential in St. Thomas:

- **Manufacturing**
- **Health care and social assistance**
- **Real estate, rental and leasing**
- **Arts, entertainment and recreation**

The majority of this growth will occur on designated employment lands.

What are Employment Lands?

Employment lands are those designated in an official plan for clusters of business and economic activity including, but not limited to, manufacturing, warehousing, offices, and associated retail and ancillary facilities (Provincial Policy Statement). They have been traditionally referred to as industrial lands or business parks. Employment lands play an important role in the economy of a community. This is in part why there is direction from the Province through the Provincial Policy Statement to protect employment lands.

While employment will be accommodated in many areas of the City, this strategy focuses on designated employment areas, which includes industrial, office and ancillary retail/supportive employment uses.

Employment Lands Demand

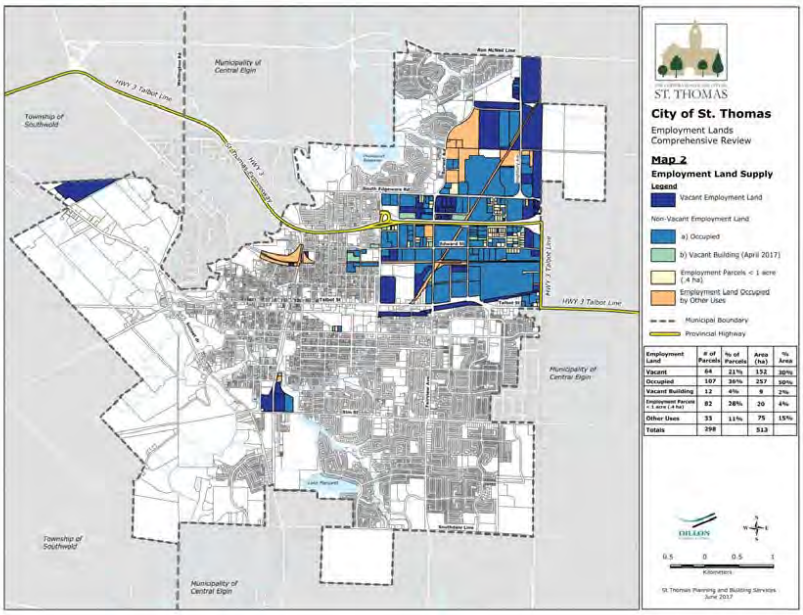
The 20 year total city-wide employment forecast (**2017 to 2037**) is projected to be 5,200 jobs, with **3,250 jobs** being projected for employment lands. At a density of 23 jobs per net hectare, this results in a **land demand** of **140 net hectares**.

Employment on Employment Lands Land Demand, 2017-2037		
Employment Growth	Density (jobs/net ha)	Land Demand, Net ha
3,250	23	140



EMPLOYMENT LAND SUPPLY

There are 64 vacant designated industrial parcels distributed throughout the City, resulting in a supply of **152 hectares**.



EMPLOYMENT LAND CONVERSION ANALYSIS

What is a Conversion?

A conversion is a request for a change in the principle of land use. For example, a request to change employment land (designated Industrial) to non-employment uses (designated Residential) is considered a conversion.

The Province of Ontario requires municipalities to consider conversion requests as part of a municipal comprehensive review as outlined in the 2014 Provincial Policy Statement:

> *1.3.2.2 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.*

Conversion Analysis Approach

As part of the Municipal Comprehensive Review, the City established a conversion review process in an effort to assess the conversions in a comprehensive manner to consider the total employment land supply and City's ability to accommodate employment growth to 2037 and beyond.

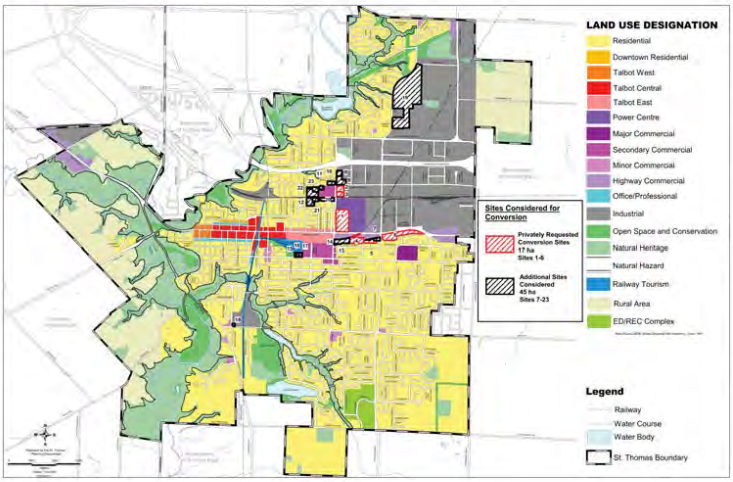
In **June 2017**, Staff undertook communication effort to alert landowners about the process for collecting individual requests for employment land conversions. This included issuing a notice to all land owners of land designated Industrial. The first Public Open House provided further information to the public with requested conversions to be submitted by **July 13, 2017**.



EMPLOYMENT LAND CONVERSION ANALYSIS

Sites Considered for Conversion

A total of **6 privately-initiated conversion** requests located within the City boundary were received. An **additional 17 sites** warranted review and consideration for conversion based on their location, size, existing use, or other conditions.



City of St. Thomas Employment Lands Review

Conversion Evaluation Criteria

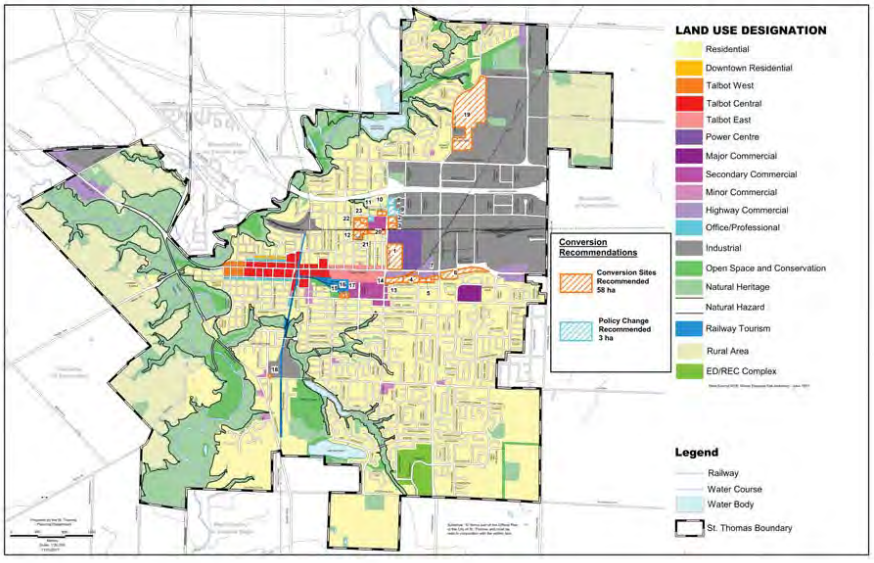
Conversion requests need to be carefully reviewed and considered as conversions can have an impact of employment land supply and therefore the economic competitiveness of a community.

Each conversion request site was reviewed against the following evaluation criteria:

- Need for the conversion;
- Land is not required for long-term employment purposes;
- Site is located outside or on the fringe of a designated industrial area;
- Site is isolated from surrounding designated employment lands;
- Site is surrounded by non-employment land designated on at least three sides;
- Conversion of the site would not create incompatible land uses;
- Conversion of site would not negatively affect employment lands in the area;
- Conversion of the site would support City policy planning objectives; and
- Site has limited market potential to accommodate employment uses.

EMPLOYMENT LAND CONVERSION ANALYSIS

Preliminary Conversion Recommendations



City of St. Thomas Employment Lands Review

Based on the conversion analysis,

- 20 of the submitted sites are recommended for conversion and re-designation from industrial to a non-industrial designation, and
- 3 of the submitted conversion requests are recommended for retention in the employment land supply but in a new Light Industrial transitional designation.

EMPLOYMENT LAND CONVERSION ANALYSIS

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Conversion Request Impact on Supply

Site Recommended for Conversion		
Occupied	Area (ha)	40
	# of Parcels	13
Vacant	Area (ha)	18
	# of Parcels	7
Total Area	Area (ha)	58
	# of Parcels	20

Based on the preliminary conversion recommendations, **18 ha** of land would be removed from the vacant employment land supply.

This means that **134 ha** of land remains available to meet the market demand of 140 hectares to 2037.



Reconciling Employment Land Demand and Supply

Within the remaining 134 ha of land, there are supply issues including limited large parcels that can accommodate land-extensive industries and that some lands are not "shovel ready" and require an extension of municipal servicing. These issues underscore the importance of considerations to maintain a robust supply.

Some options to address supply challenges include:

- Proactively plan for intensification and redevelopment of existing vacant buildings and occupied sites.
- Re-designate existing Rural lands within the City for employment uses.
- Identify strategic employment land within the Official Plan.
- Seek out economic development partnership opportunities with neighbouring municipalities.

City of St. Thomas Employment Lands Review

PRELIMINARY POLICY RECOMMENDATIONS

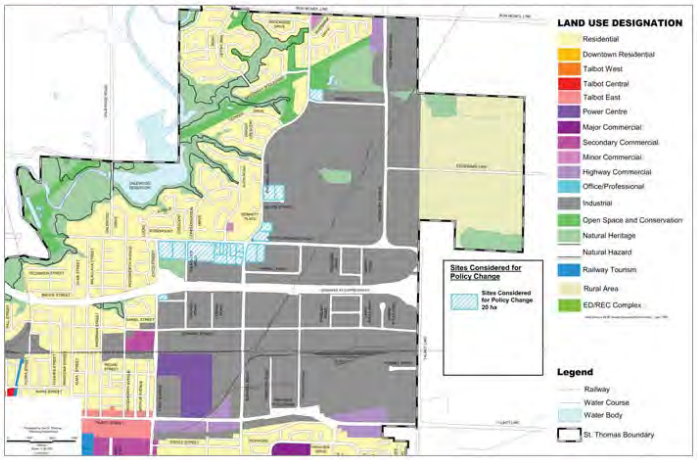
10

Policy Recommendations

Based on a policy scan and the findings of the conversion analysis, the following are preliminary policy recommendations:

- Cleary identify and define employment areas in municipal policies and definitions
- Refine policies to provide long-term protection of employment areas beyond 20 years
- Refine policies to establish a transitional approach for employment lands to ensure land use compatibility where a new Light Industrial designation acts as a transitional buffer area between traditional industrial areas and non-industrial areas (e.g., existing residential uses)
- Establish site plan control to address land use compatibility
- Articulate a formal strategy and criteria in policy framework for employment land conversions
- Add a policy on the protection of employment areas in proximity to major goods movement facilities and corridors

Additional Sites Proposed for a Policy Change



City of St. Thomas Employment Lands Review

FEEDBACK AND NEXT STEPS

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Please provide your thoughts and comments on the Conversion Analysis and Policy Recommendations.

Next Steps

- Prepare Final Draft Employment Lands Review Report
- Prepare Draft Official Plan Amendment (OPA) and Zoning By-law Amendment (ZBA)
- Present OPA and ZBA to Council

Contacts

Questions and comments may be directed to:

Patrick Keenan
Director of Planning and Building Service
City of St. Thomas
pkeenan@city.st-thomas.on.ca
(519) 633-2560

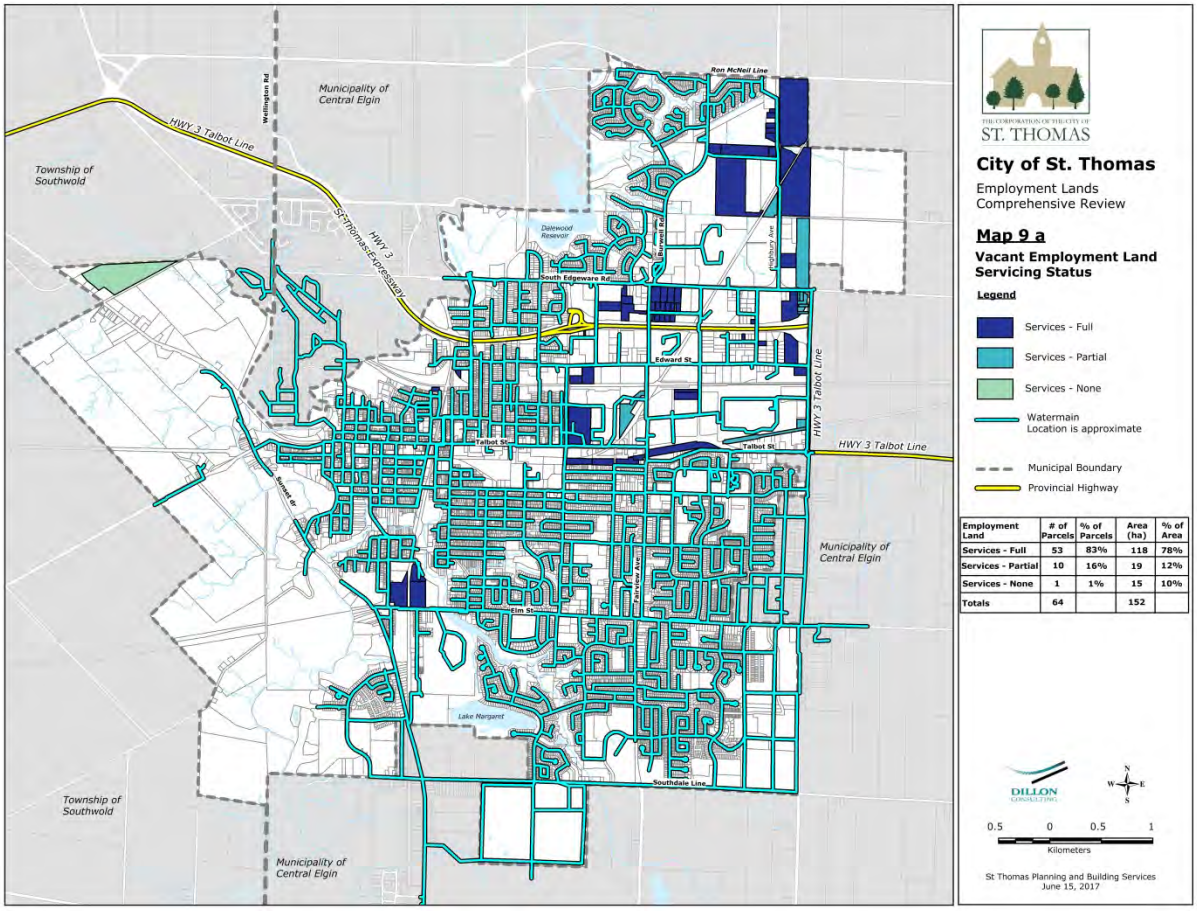
City of St. Thomas Employment Lands Review

Appendix B

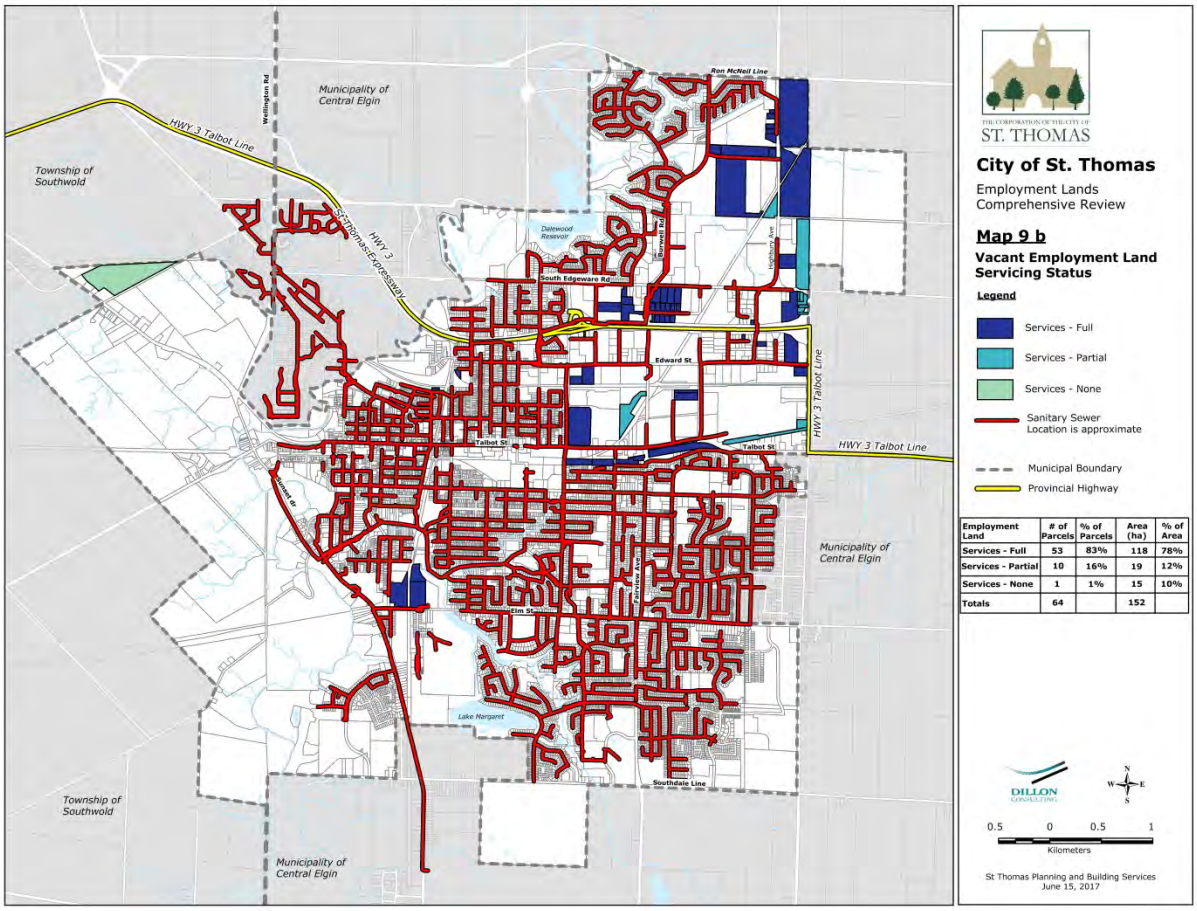
Draft Official Plan and Zoning By-law Amendment

Appendix C

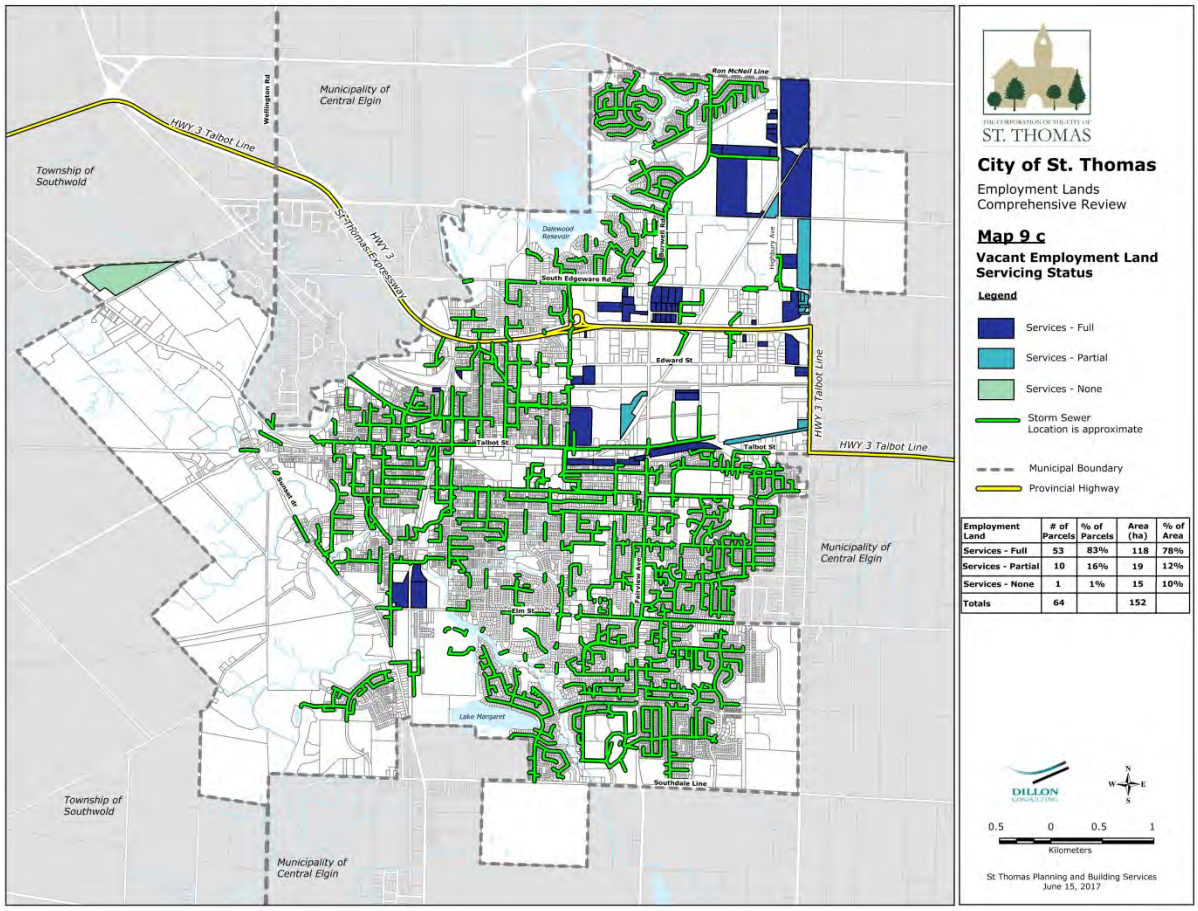
Municipal Servicing Figures



Employment Land	# of Parcels	% of Parcels	Area (ha)	% of Area
Services - Full	53	83%	118	78%
Services - Partial	10	16%	19	12%
Services - None	1	1%	15	10%
Totals	64		152	



Employment Land	# of Parcels	% of Parcels	Area (ha)	% of Area
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Totals	64		152	


Municipality of Central Elgin
Township of Southwold
HWY 3 Talbot Line
Wellington Rd
St Thomas Expressway
HWY 3
Ron McNeil Line
Dalewood Reservoir
South Edgeware Rd
Edward St
Talbot St
HWY 3 Talbot Line
Municipality of Central Elgin
Elm St
Lake Margaret
Southdale Line
Township of Southwold
Municipality of Central Elgin
THE CORPORATION OF THE CITY OF ST. THOMAS
City of St. Thomas
Employment Lands Comprehensive Review
Map 9 c
Vacant Employment Land Servicing Status
Legend
Services - Full
Services - Partial
Services - None
Storm Sewer Location is approximate
Municipal Boundary
Provincial Highway
Employment Land | # of Parcels | % of Parcels | Area (ha) | % of Area
Services - Full | 53 | 83% | 118 | 78%
Services - Partial | 10 | 16% | 19 | 12%
Services - None | 1 | 1% | 15 | 10%
Totals | 64 | | 152 |
DILLON CONSULTING
N W E S
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Kilometers
St Thomas Planning and Building Services
June 15, 2017

Appendix D

Conversion Analysis

Employment Land Conversion Analysis

Approach

The employment lands review is being conducted as part of the City's municipal comprehensive review process and includes a review of employment lands and the consideration of employment land conversions. Employment land conversions are assessed based on the criteria provided within the PPS (2014), which identifies that land conversion to non-employment uses can be undertaken 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 (policy 1.3.2.2).

The City established a conversion review process in an effort to assess the conversions in a comprehensive manner to consider the total employment land supply and City's ability to accommodate employment growth to 2037 and beyond. The following outlines the review process undertaken**.**

Staff undertook communication effort in June 2017 to alert landowners about the process for collecting individual requests for employment land conversions. All landowners of properties that are currently designated in an employment land use designation (Industrial) in the St. Thomas Official Plan were notified about the Employment Lands Review. Landowners were notified that for lands within the employment land designation, conversion to a non-employment land designation (e.g., commercial) can only be considered through a *comprehensive review* of the Official Plan as defined in the Provincial Policy Statement 2014. With the first Public Open House held on June 29, 2017 further information was provided to the public about the Employment Lands Review process. Information was provided on the City website and conversion requests were to be submitted by July 13, 2017.

A total of 8 privately-initiated conversion requests were received. In addition, an additional 21 sites that warrant a review and consideration for conversion based on their location, size, existing use or other conditions. All 29 candidates for conversion have been presented in **Figure D-1** and described as follows:

Privately-Initiated Requests

1. 1055 Talbot Street
2. 115 Edward Street
3. First Avenue south of Edward Street, north of the rail corridor
4. Former Rail site south of Talbot Street, east of Park Avenue
5. Former Rail site south of Talbot Street, west of Park Avenue
6. Former Rail site south of Talbot Street, east of Fairview Avenue
7. Highbury Avenue, first parcel south of 350 Highbury
8. Highbury Avenue, second parcel south of 350 Highbury

Additional Sites

9. 1030 Talbot Street
10. First Avenue E/S
11. 116 Edward Street

12. 110 Edward Street
13. 99 Edward Street
14. 93 Inkerman Street
15. Former Rail site south of Talbot Street east of First Avenue
16. 4 First Avenue
17. 235 Wellington Street
18. 237 Wellington Street
19. 239 Wellington Street
20. 100 Wilson Avenue
21. 355 Burwell Road
22. 95 Woodworth Avenue
23. 94-100 Woodworth Avenue
24. 109-113 Inkerman Street
25. 130 Woodworth Avenue
26. Victor Drive E/S
27. Elm Street N/S
28. 80 Elm Street
29. Wilson Avenue

Evaluation

Employment land conversions are assessed based on the framework provided within the PPS. The PPS identifies that a conversion of employment lands to non-employment uses can be undertaken 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 (policy 1.3.2.2 of the PPS 2014) and through its definition of a comprehensive review.

Each candidate conversion site was reviewed against the following evaluation criteria to determine its merits for conversion:

- There is a need for the conversion;
- The land is not required for employment purposes over the long term;
- The site is located outside or on the fringe of a designated Industrial area;
- The site is isolated from surrounding designated employment lands;
- The site is surrounded by non-employment land designated on at least three sides;
- The conversion of the site would not create incompatible land uses;
- The conversion of site would not negatively affect employment lands in the area;
- The conversion of the site would support City policy planning objectives; and
- The site has limited market potential to accommodate employment uses.

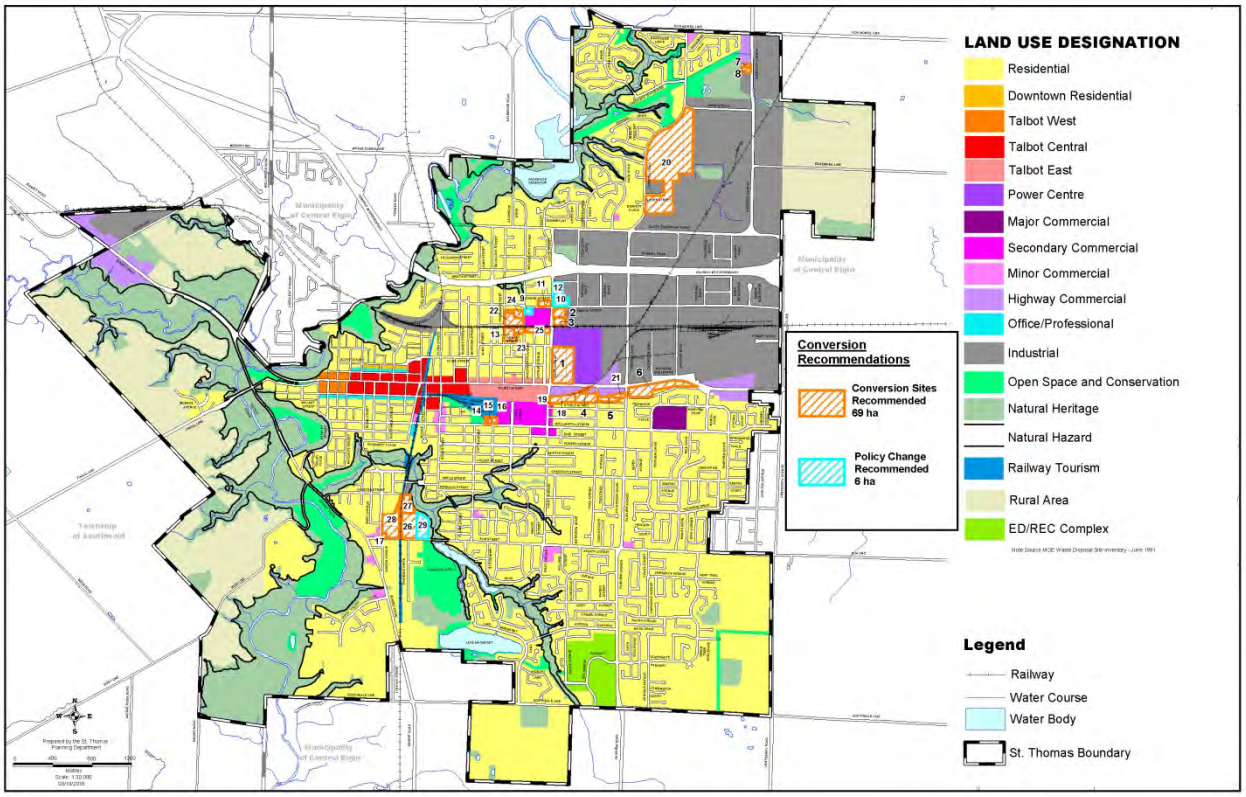


Figure D-1. Conversion sites.

Privately-Initiated Requests

Request #1: 1055 Talbot Street



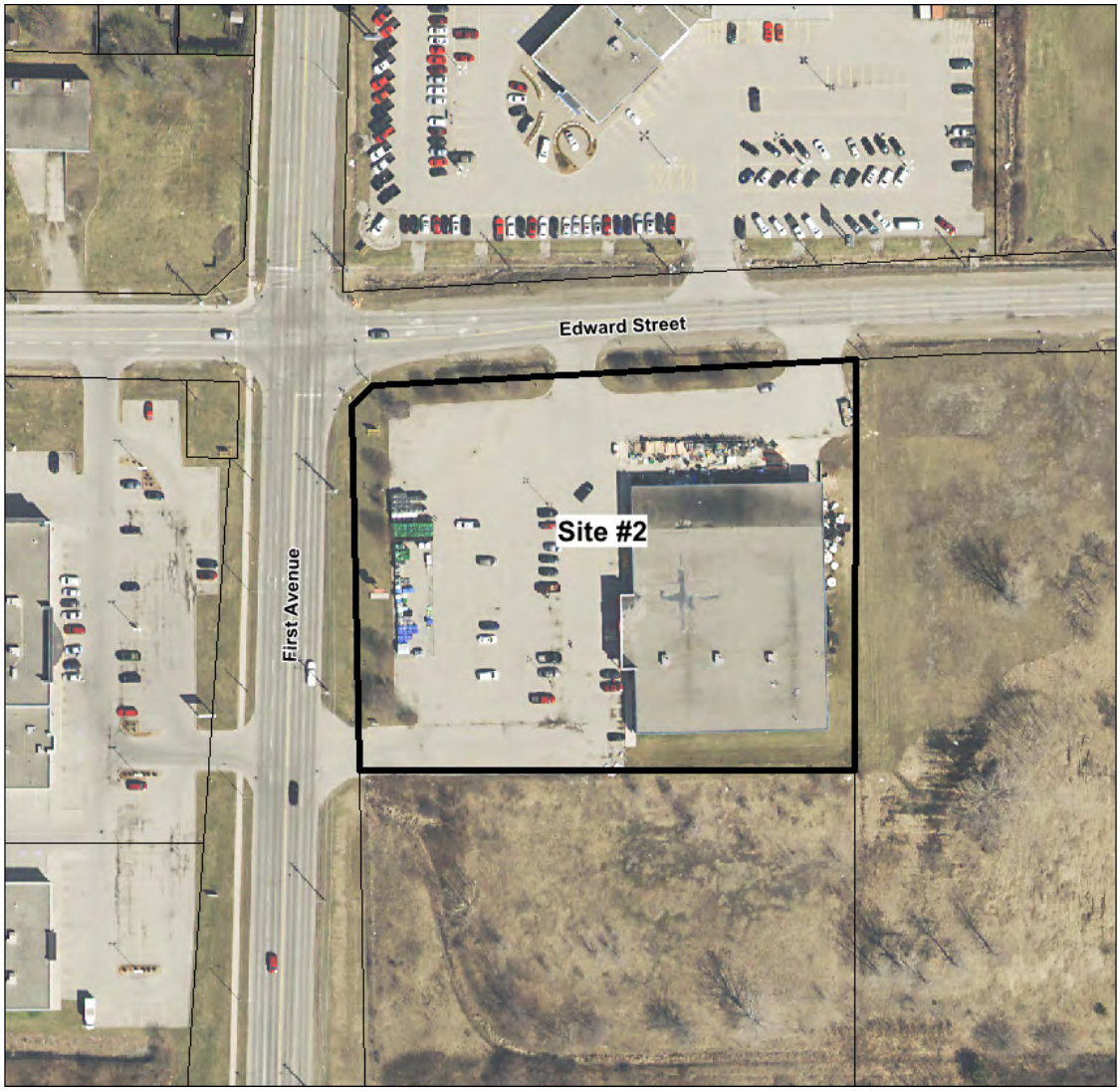
Site Address	1005 Talbot Street
Legal Description ❑ Location map attached	CON 9 YMTH PT LOTS 6,7 RP 11R7458 PA
Registered Owner Name(s)	Talbot Development ULC
Site Area (ha)	8.03ha (19.84ac)
Existing Use	Vacant industrial (former Timken plant)
Existing Zoning	M2
Summary of Request/Proposal	Proposed to redevelop for commercial uses
Adjacent Land Uses	North: Commercial
	South: Commercial
	East: Commercial
	West:Residential
Rationale for Conversion	Industrial uses are no longer viable on these lands. Lands are better suited for commercial uses.
Contact Information	Name: Zelinka Priamo Ltd. c/o Matt Campbell
	Phone: 519-474-7137
	Email: mathew.c@zpplan.com

Recommendation

The 8 hectare site is located at the northeast corner of Talbot Street and First Avenue at the east end of the downtown/main street commercial area. The subject site is currently vacant, was formerly an industrial site (the Timken site), and has been cleared and graded for redevelopment. It is designated Industrial and zoned M2 - General Industrial. The subject site is surrounded by big box format commercial uses to the north and east, low density residential uses to the west and commercial uses to the south. The surrounding lands are designated Power Centre (east and north), Residential (west) and Highway Commercial (south). The lands are isolated from other employment lands, and have known contamination issues. The subject site is being requested for conversion from Industrial to a commercial designation.

Notwithstanding the need to preserve employment lands in St. Thomas, the subject site is recommended for conversion due to: its location outside of the designated Industrial area; its isolation from surrounding designated employment lands; its proximity to sensitive uses; its surrounding uses (non-employment uses on all sides), and its known environmental soils constraints. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area. As the site is located at the east gateway to the downtown, the future land use should meet the City's policy planning objectives to provide additional residential and commercial uses to support the downtown.

Request #2: 115 Edward Street



Site Address	115 EDWARD STREET
Legal Description ☑ Location map attached	PLAN 287 PT LOT 5 RP 11R6849 PARTS 1-7
Registered Owner Name(s)	MURRAY G. Cummings
Site Area (ha)	1.088
Existing Use	RETAIL
Existing Zoning	COMMERCIAL
Summary of Request/Proposal	HAS BEEN RETAIL SINCE 1998. LEASE ON LAND USE FOR RETAIL LASTS ANOTHER 15 YEARS
Adjacent Land Uses	North: COMMERCIAL South: VACANT East: VACANT West: COMMERCIAL
Rationale for Conversion	EXISTING USE IS LOGICAL FOR THE LOCATION OF PROPERTY
Contact Information	Name: MURRAY Cummings Phone: 519-686-7082 Email: tscman@hotmail.com

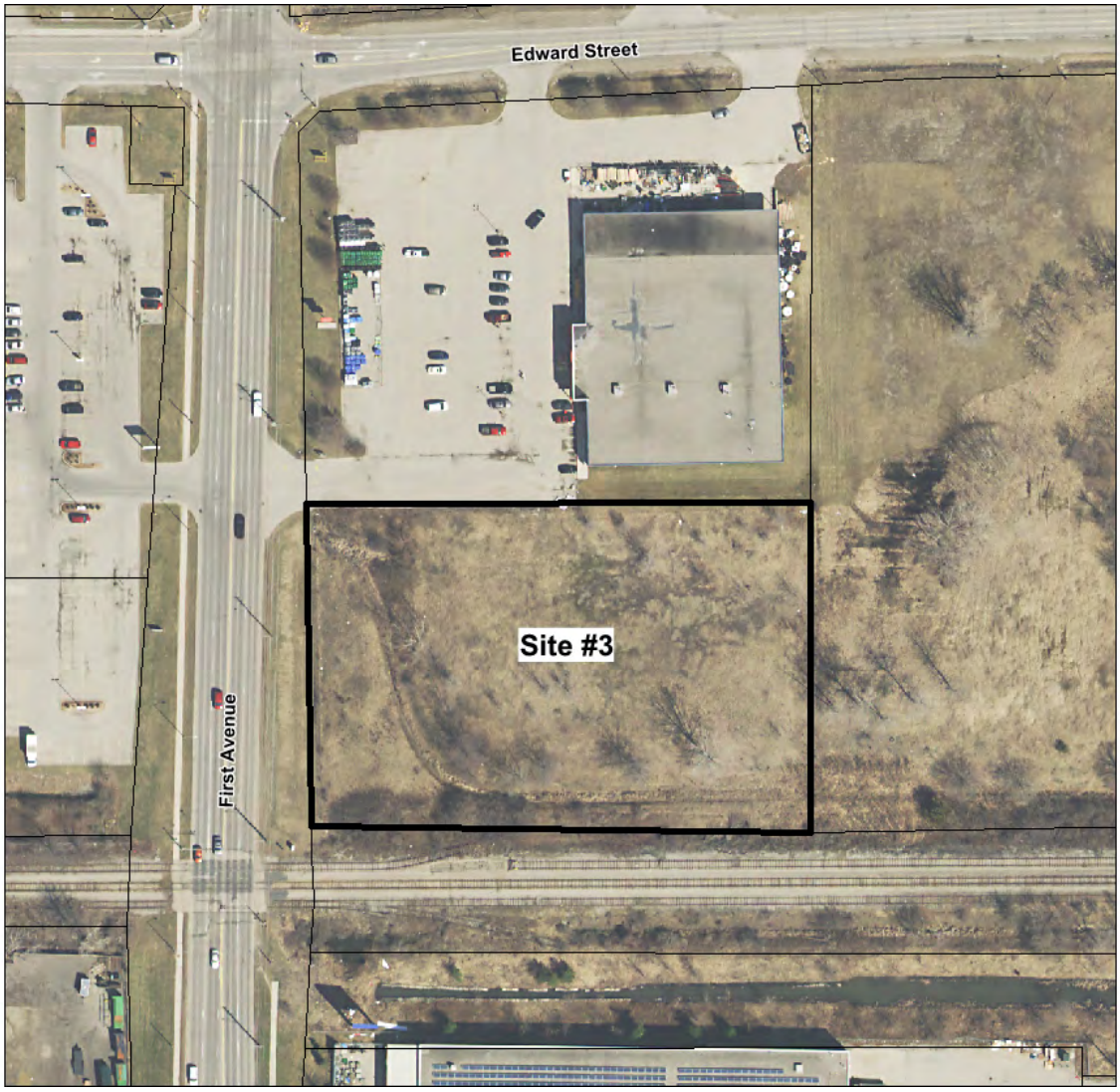
Recommendation

The 1 hectare site is located at the southeast corner of First Avenue and Edward Street at the west edge of the employment area (the current edge of the employment area is First Avenue). The subject site is currently occupied by TSC, is designated Industrial and zoned M1-11 General Industrial. The subject site is surrounded by vacant lands to the south and east, a car dealership to the north and large lot commercial uses to the west. The surrounding lands are designated Industrial to the north, south and east, and Secondary Commercial to the west. The subject site is being requested for conversion from Industrial to a commercial designation.

The subject use, TSC, is a permitted use within the Industrial designation of the St. Thomas Official Plan. The Official Plan states "A wholesale or retail business is permitted for select areas within the Industrial designation provided these businesses do not conflict with the long term use of the surrounding land for industrial purposes or the commercial facilities in the "Downtown" or "Major Commercial" areas" (policy 5.10.3.2). However, as part of this employment lands study, the permissions for retail uses are being reviewed and a recommendation has been made to limit retail uses to ancillary and remove permissions for standalone retail within the employment lands.

The 2009 *Industrial and Commercial Land Use Review* recommended that these lands along the fringe of the industrial area be subject to a policy change from Industrial to Light Industrial (revised to Business Employment through this study). Notwithstanding the need to preserve employment lands in St. Thomas, the subject site is currently recommended for conversion based on the findings of the comprehensive review as part of this study. This is due to its location at the periphery of the designated Industrial area; its existing active commercial principle of land use; and its function as a commercial node with those uses on the west side of First Avenue. The subject site is recommended for conversion to Secondary Commercial, which permits the existing active use and would be consistent with the lands on the west side of First Avenue. Revisions to the employment land policies to remove standalone retail uses is intended to support the City's policy planning objectives by allowing the municipality to proactively plan for retail uses in strategic locations and manage retail market demand. With this adjustment to the employment land policies, conversion of the subject site is required as an alternative to it becoming legal non-conforming.

Request #3: First Avenue south of Edward Street, north of the rail corridor



Site Address	00000 - FIRST AVE
Legal Description ☑ Location map attached	PLAN 287 PT LOT 5 RP 11R6849 PARTS 3, 4, AND 7
Registered Owner Name(s)	MURRAY G CUMMINGS
Site Area (ha)	.938
Existing Use	VACANT
Existing Zoning	INDUSTRIAL
Summary of Request/Proposal	DEVELOPEMENT WILL BE MUCH EASIER WITH A COMMERCIAL ZONING. IT IS LOCATED ALONG A COMMERCIAL STRIP.
Adjacent Land Uses	North: COMMERCIAL South: COMMERCIAL East: VACANT West: COMMERCIAL
Rationale for Conversion	MORE PROSPECTS FOR DEVELOPEMENT
Contact Information	Name: MURRAY CUMMINGS Phone: 519-686-7082 Email: TSCMAN@HOTMAIL.COM

Recommendation

The approximately 1 hectare site is located on the east side of First Avenue, south of Edward Street at the west edge of the employment area (the current edge of the employment area is First Avenue) and adjacent to Request #2. The subject site is currently vacant, is designated Industrial and zoned M1 - General Industrial. The subject site is surrounded by the rail corridor and big box format retail commercial uses to the south, vacant lands to the east, TSC commercial use to the north and big box format retail commercial uses to the west. The surrounding lands are designated Industrial to the north, east and immediate south (rail corridor), Power Centre to the south beyond the rail corridor and Secondary Commercial to the west. The subject site is being requested for conversion from Industrial to a commercial designation.

The 2009 *Industrial and Commercial Land Use Review* recommended that these lands along the fringe of the industrial area be subject to a policy change from Industrial to Light Industrial (revised to Business Employment through this study). Notwithstanding the need to preserve employment lands in St. Thomas, the subject site is recommended for conversion based on the findings of the comprehensive review as part of this study. This is due to: its location on the periphery of the designated Industrial area and its surrounding uses (active non-employment uses the three sides). The subject site would be recommended for conversion to Secondary Commercial to be consistent with Request #2 and the lands on the west side of First Avenue. As part of this employment lands study, the permissions for retail uses are being reviewed and a recommendation has been made to limit retail uses to ancillary and remove permissions for standalone retail within the employment lands. Revisions to the employment land policies to remove standalone retail uses is intended to support the City's policy planning objectives by allowing the municipality to proactively plan for retail uses in strategic locations and manage retail market demand. Conversion of the subject site to Secondary Commercial is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area.

Request #4: Former Rail site south of Talbot Street, east of Park Avenue



Site Address	Site located East of First Ave near Park Rd and south of Talbot St.
Legal Description ❑ Location map attached XX	1. Location Map with Site outlined and surrounding uses. 2. Zoning Map #16
Registered Owner Name(s)	REXTON Developments Ltd 4901 Steeles Ave W. Ste 210 Toronto, ON M3N 1V7
Site Area (ha)	Approx 5.7 acres. IRR shaperd with frontage along Talbot St and along the unopened portion of PArk Rd.
Existing Use	Vacant idle
Existing Zoning	Part of the site is zoned M3 (IND) and part of the site is zoned C7 (COM)
Summary of Request/Proposal	Chnaged the existing M3 (IND) zone to a residential zone that permits T ownhouse development. Discuss the potential to expand he permitted uses in the C7 zone or change to a broader based commercial categroy.
Adjacent Land Uses	North: EXISTING Commercial uses. South: Exisitng Residential uses East: Exisitng Commerical and Industrial uses West: Exisitng Commercialuses.
Rationale for Conversion	M3 zone innapprpriate since railroad no longer exists. Site is located close proximity to the downtown core with existing residential neighbourhoods on the southside.. . Changing the zonwe uses from industrial to residential towhouse nakes good planning sense. Allowing for a braoder range of Commercial ty uses aslo makes sense since the needs of the municipality are undergoig change and adapting to this change for the futre can ensure the suitable and proper development is acheived...
Contact Information	Name: Al Ruggero, Director of Land Devt (Rexton) Phone: cell 416-788-2453 or Rexton office 416-736-4900 ext 270 Email: plan@rogers.com

Recommendation

The 2.4 hectare site is the former railway lands located south of Talbot Street, west of Park Street, east of First Avenue and north of Steele Street. The subject site is currently vacant with the majority of the site being designated Industrial (1.5 hectares comprising of the former railway corridor) with the portion of the site that is part of the existing railway corridor being designated as Highway Commercial. The majority of the site is zoned M3 - Railway Industrial with the northern portion being zoned C7 - Commercial. The subject site is being requested for conversion from Industrial to Residential, and impacts 1.5 hectares of land currently designated Industrial.

The subject site is surrounded by single-detached residential uses to the south, vacant former railway lands immediately east and west with big box format retail commercial uses surrounding them and personal services to the north (such as restaurants and gas stations). The surrounding lands to the east and west are designated Industrial (also former railway lands). The lands along the south side of Talbot Street are designated Highway Commercial, while the lands to the south of the subject site are designated Residential. The subject site is adjacent to another privately initiated conversion request (#5 to the east) and a staff conversion request (#13 to the west).

The subject site is recommended for conversion due to: its location outside of the designated Industrial area; its isolation from surrounding designated employment lands; its limited market potential to accommodate employment uses, due to the size, limited access, surrounding sensitive uses and environmental soils conditions; and its proximity to existing stable residential uses. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area. The 2009 *Industrial and Commercial Land Use Review* also recommended that these lands be subject to re-designation to non-employment uses.

Request #5: Former Rail site south of Talbot Street, west of Park Avenue



Site Address	00000 - PARK Ave.
Legal Description ❑ Location map attached	ST THOMAS PLAN 80 BLK 1 LOTS 8 TO 12 PT LOT 7 BLK 2 LOTS 1 TO 8 PLAN 93 LOTS 32 TO 34 PT LOTS 35 AND 38 PLAN 209 PT LOTS 59 PT CSR LOT RP 11R9171 PT PART 3
Registered Owner Name(s)	NORTH SHORE FARMING Co. Ltd.
Site Area (ha)	
Existing Use	
Existing Zoning	INDUSTRIAL tx: U/L - NO SUP
Summary of Request/Proposal	Residential / Multi Residential
Adjacent Land Uses	North: South: East: West:
Rationale for Conversion	
Contact Information	Name: JAMES A. EVERATT Phone: 519 631 9346 Email: ja.everatt@xplornet.com.

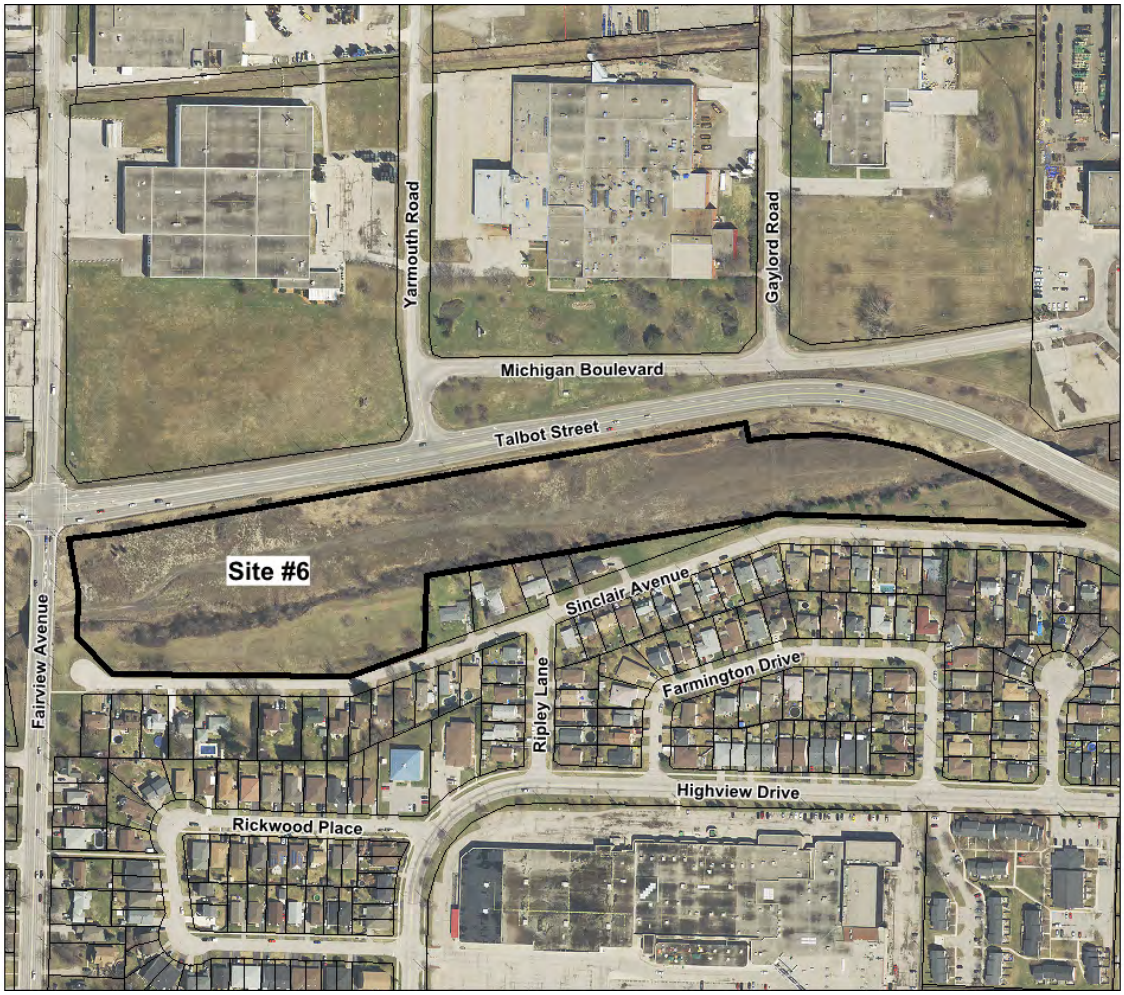
Recommendation

The 1.13 hectare site is located south of Talbot Street, east of Park Avenue, west of Fairview Avenue and north of Warehouse Street. These former railway corridor lands are currently vacant and designated Industrial. The subject site is currently zoned M3 - Railway Industrial.

The subject site is surrounded by single-detached residential uses to the south, vacant former railway lands to the east and west, and retail, personal services and grocery store uses to north along Talbot Street. The surrounding lands to the east and west are designated as Industrial (also former railway lands). The lands along the south side of Talbot Street are designated Highway Commercial, while the lands to the south of the subject site are designated Residential. North of the site, on the other side of Talbot Street, are lands designated Highway Commercial, Industrial and Power Centre. The subject site is adjacent to other conversion requests (#4 to the west and #7 to the north and east).

The subject site is recommended for conversion due to: its location outside of the designated Industrial area; its isolation from surrounding designated employment lands; its limited market potential to accommodate employment uses, due to the size, limited access, surrounding sensitive uses, and environmental soils conditions; and its proximity to existing stable residential uses. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area. The 2009 *Industrial and Commercial Land Use Review* also recommended that these lands be subject to re-designation to non-employment uses.

Request #6: Former Rail site south of Talbot Street, east of Fairview Avenue



Site Address	Site located between Talbot St and Sinclair St.
Legal Description ☐ XX Location map attached	1. Location Map with Site outlined and surrounding uses. 2. Zoning Map #18
Registered Owner Name(s)	REXTON Developments Ltd 4901 Steeles Ave W Ste 210 Toronto, ON M3N 1V7
Site Area (ha)	Approx 3 acres. IRR shaperd with 800 ft of frontage along Talbot St
Existing Use	Vacant idle
Existing Zoning	PArt of the site is zoned M3 (IND) and part of the site is zoned R2-1 (RES)
Summary of Request/Proposal	Chnaged the existing M3 (IND) zone to a commercial zone , tobe determined. Adjust the R2-1(RES) zone to R2 (RES)/
Adjacent Land Uses	North: Exisitng Industrial uses
	South: Exisitng Residential uses
	East: Exisitng residential and Commerical uses
	West: Exisitng Residential and vacant Industrial uses.
Rationale for Conversion	M3 zone innapprpriate since railroad no longer exists. Site is located along the City.s main arterial road (Talbot St) within close proximity to the downtown core. As such a wider range of uses should be permitted that meet the current demands of the municipality. Commercial type uses allow for a broad range of opportunityies that reinforce the nature of St. Thomas main thoroughfare leading into the Downtown Core. Coomercial type uses would allow for a better fit overall. The removal of the -1 from the R2-1 zone would permit a more regualr Single Family Lotsdevlopment concept particularily if the abutting industrial zone is changed.
Contact Information	Name: Al Ruggero, Director of Land Devt (Rexton)
	Phone: cell 416-788-2453 or Rexton office 416-736-4900 ext 270
	Email: plan@rogers,com

Recommendation

The 5.14 hectare site is located south of Talbot Street, east of Fairview Avenue, and north of Sinclair Avenue. The subject site is currently vacant with the majority of the site designated as Industrial (the former railway corridor) and a portion designated Residential. The Industrial portion of the site is zoned as M3 - Railway Industrial and fronts onto Talbot Street, while the Residential portion is zoned as R2-1 and fronts onto Sinclair Avenue. The submission requests a conversion of the lands designated Industrial and the policy change to the lands designated Residential. The subject site is being requested for conversion from Industrial to a commercial designation, and impacts 4.0 hectares of land currently designated Industrial.

The subject site is surrounded by single-detached residential uses to the south, retail, personal services and grocery store uses to the west, and large lot warehousing and processing uses to the north on the other side of Talbot Street. The surrounding lands are designated Residential to the south, Highway Commercial and Industrial to the east and west and Industrial to the north (on the other side of Talbot Street). Talbot Street currently acts as the separation between the active industrial area to the north and the residential neighbourhoods to the south.

The subject site is recommended for conversion due to: its location outside of the active Industrial area north of Talbot Street; its separation from surrounding designated employment lands; its limited market potential to accommodate employment uses, due to the configuration, adjacent sensitive uses, and environmental soils conditions; and its proximity to existing stable residential uses. The 2009 *Industrial and Commercial Land Use Review* recommended that the portion of the site along Sinclair Avenue be re-designated as Residential and the northern portion of the site re-designated as Light Industrial (revised to Business Employment through this study).

Conversion of the subject site to Residential along Sinclair Avenue is recommended and Highway Commercial along Talbot Street. This is recommended as part of this comprehensive review due to the identification of Talbot Street as the southern edge of the primary employment area, in recognition of the Highway Commercial corridor along Talbot Street, and to reduce future land use compatibility issues. It is not anticipated to have a negative impact on the employment lands in the broader area.

Request #7: Highbury Avenue, first parcel south of 350 Highbury



Site Address	Highbury Avenue, first parcel south of 350 Highbury
Legal Description ❑ Location map attached	PLAN M98 BLOCK 22
Registered Owner Name(s)	6300171 Canada Inc.
Site Area (ha)	0.23 ha
Existing Use	Vacant
Existing Zoning	M1 General Industrial Zone
Summary of Request/Proposal	(1) 350 Highbury Avenue Plan M98 Block 10 zoned C7-19 commercial my company 2035496 Ontario corporation owns (2) plan m98 block 22 zoned M1-12 Industrial my company 6300171 Canada Inc owns (3) plan M98 block 23 zoned M1-12 Industrial my company 2035496 Ontario corporation owns. These blocks are adjacent to each other. I would like to develop them as C7-19 commercial. Please include them in the comprehensive review to change them from Industrial to C7-19 commercial.
Adjacent Land Uses	North: Highway Commercial
	South: Industrial - vacant
	East: Industrial - vacant
	West: Natural Heritage
Rationale for Conversion	

Recommendation

The 0.23 hectare site is located north of Dennis Road, west of Highbury Avenue, and south of Ron McNeil Line. The subject site is currently vacant and designated Industrial and zoned M1 – General Industrial Zone.

The subject site is surrounded by natural heritage features to the west; small vacant industrial parcels to the south (including Request #8); and lands being used for agricultural purposes to the east which are designated Industrial. To the north, the site is adjacent to a hydro corridor with commercial uses at the south-west intersection of Highbury Avenue South and Ron McNeil Line being personal services. The surrounding lands are designated Highway Commercial to the north, Industrial to the east and south, and Natural Heritage to the west. The subject site is being requested for conversion from Industrial to commercial.

The subject site is recommended for conversion due to: its location on the fringe of the primary employment area; its small size and adjacent natural heritage features; its limited market potential to accommodate employment uses; and the opportunity to support City planning objectives. The subject site is recommended for conversion to Highway Commercial which supports the opportunity to enhance one of the three identified Highway Commercial areas of the City. The identified Highway Commercial area is at a key entrance to the City (at Ron McNeil Line and Highbury Avenue) providing commercial services to people accessing the primary employment area as well as the existing residential neighbourhoods to the west. Conversion of the subject site would support this City policy planning objective and is not anticipated to have a negative impact on the employment lands in the broader area nor would it create incompatible land uses.

Request #8: Highbury Avenue, second parcel south of 350 Highbury



Site Address	Highbury Avenue, second parcel south of 350 Highbury
Legal Description ❑ Location map attached	PLAN M98 BLOCK 23
Registered Owner Name(s)	2035496 ONTARIO CORPORATION
Site Area (ha)	0.47 ha
Existing Use	Vacant
Existing Zoning	M1 – General industrial Zone
Summary of Request/Proposal	(1) 350 Highbury Avenue Plan M98 Block 10 zoned C7-19 commercial my company 2035496 Ontario corporation owns (2) plan m98 block 22 zoned M1-12 Industrial my company 6300171 Canada Inc owns (3) plan M98 block 23 zoned M1-12 Industrial my company 2035496 Ontario corporation owns. These blocks are adjacent to each other. I would like to develop them as C7-19 commercial. Please include them in the comprehensive review to change them from Industrial to C7-19 commercial.
Adjacent Land Uses	North: Industrial
	South: Industrial
	East: industrial - vacant
	West: Natural Heritage
Rationale for Conversion	

Recommendation

The 0.47 hectare site is located north of Dennis Road, west on Highbury Avenue, and south of Ron McNeil Line. The subject site is currently vacant and designated Industrial and zoned M1 – General Industrial Zone.

The subject site is surrounded by natural heritage features to the west; a printing press/warehouse use for a church group and small vacant industrial parcels to the south ; lands being used for agricultural purposes to the east which are designated Industrial; and a small vacant industrial parcel to the north bordered by a hydro corridor and personal service commercial uses. The adjacent lands are designated Natural Heritage to the west, and Industrial to south, west, and north. The subject site is being requested for conversion from Industrial to commercial. The subject site is adjacent to another privately initiated conversion request (#7 to the north).

The subject site is recommended for conversion due to: its location on the fringe of the primary employment area; its small size and adjacent natural heritage features; its limited market potential to accommodate employment uses; and the opportunity to support City planning objectives. The subject site is recommended for conversion to Highway Commercial which supports the opportunity to enhance one of the three identified Highway Commercial areas of the City. The identified Highway Commercial area is at a key entrance to the City (at Ron McNeil Line and Highbury Avenue) providing commercial services to people accessing the primary employment area as well as the existing residential neighbourhoods to the west. Conversion of the subject site would support this City policy planning objective and is not anticipated to have a negative impact on the employment lands in the broader area nor would it create incompatible land uses.

Additional Sites Considered

Request #9: 1030 Talbot Street



Site Address	1030 Talbot Street
Legal Description ❑ Location map attached	PLAN 287 PT LOT 6 RP 11R-3024 PART 1
Registered Owner Name(s)	BRIWOOD FARM MARKET INC.
Site Area (ha)	0.6 ha
Existing Use	Farm Market, Paint and Rug Retailers / Vacant
Existing Zoning	M3 - Railway Industrial Zone
Summary of Request/Proposal	Map adjustment
Adjacent Land Uses	North: Highway Commercial
	South: Residential
	East: Industrial
	West: Highway Commercial
Rationale for Conversion	Adjusts parcels to provide best use of land for future needs Provides transition area to the Highway Commercial areas to north

Recommendation

The 0.6 hectare site is located south of Talbot Street, west of Fairview Avenue, and north of Warehouse Street. A portion of the subject site is currently vacant and the remainder is used for commercial uses. The subject site is designated Industrial and is zoned M3 – Railway Industrial Zone.

The subject site is surrounded by vacant residential land to the south; personal services and grocery store uses to the north; vacant land to the west; and residential and vacant land to the east. The surrounding lands are designated Highway Commercial to the north, Highway Commercial and Residential to the east, Industrial to the south, and Highway Commercial and Industrial to the west.

The 2009 *Industrial and Commercial Land Use Review* recommended that these lands be re-designated as Highway Commercial. As part of this comprehensive review, the subject site is recommended for conversion to due to: its location just outside the designated Industrial area; its limited market potential to accommodate employment uses, due to the size, limited access, surrounding sensitive uses, and environmental soils conditions; and its proximity to existing stable residential uses. Conversion of the subject site to Highway Commercial is intended to support the City's policy planning objective of Highway Commercial uses along Talbot Street, reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area.

Request #10: First Avenue E/S



Site Address	FIRST AVE E/S
Legal Description ❑ Location map attached	PLAN 287 PT LOT 6 RP 11R-3024 PART 1
Registered Owner Name(s)	JOHNSON DISBROWE REAL ESTATE HOLDINGS LTD
Site Area (ha)	0.8 ha
Existing Use	Car Storage / Display / Vacant
Existing Zoning	M1 General Industrial Zone
Summary of Request/Proposal	Existing car dealership Lands used for parking/storage of cars Dealership building located on Site 9 Site 8 and 9 owned by same owner.
Adjacent Land Uses	North: Industrial
	South: Auto Dealer
	East: Residential
	West: Industrial
Rationale for Conversion	Provides transition area to industrial uses to east Would round the secondary commercial designation at that intersection Dealership has been upgraded in not likely to relocate and has room for expansion on site

Recommendation

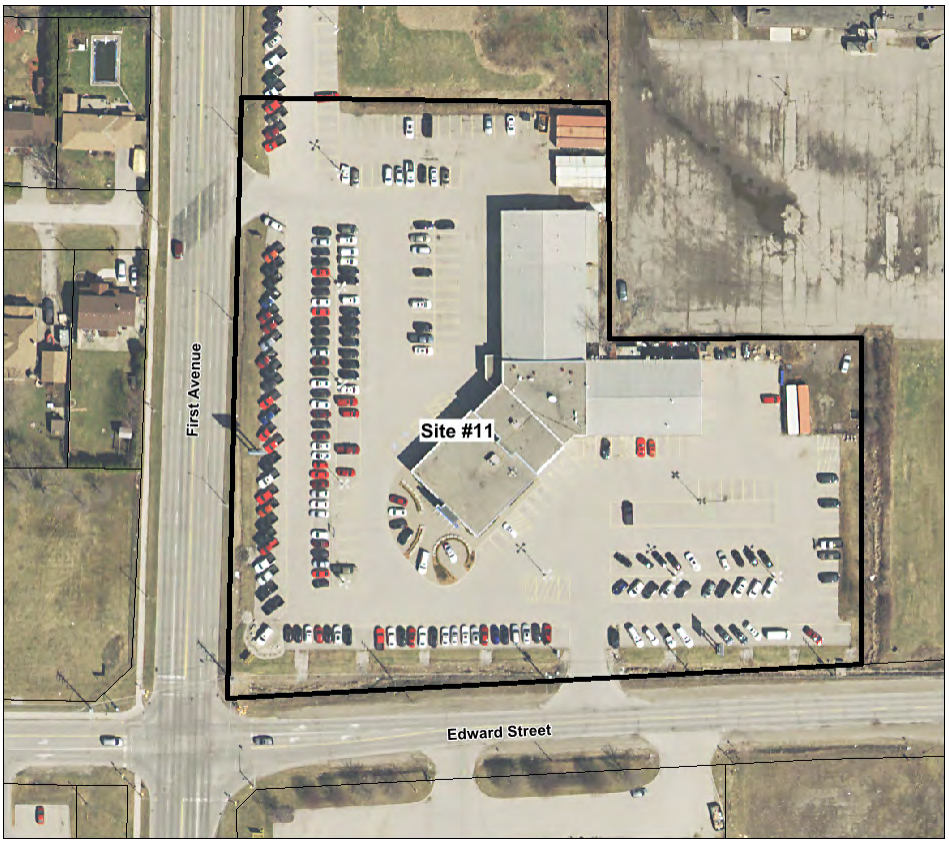
The 0.8 hectare site is located south of Duckworth Avenue, east of First Avenue, and north of Edward Street, with access off of First Avenue and the Highway 3 Bypass. A portion of the subject site is currently vacant and the remainder is used for vehicle parking and storage for the adjacent car dealership (Request #9). The subject site is designated Industrial and is zoned M1 - General Industrial.

The subject site is surrounded by a car dealership to the south, a vacant site to the north, custom furniture, auto related and warehousing uses to the east, and single-detached residential and a vacant school site to the west on the other side of First Avenue. The surrounding lands are designated Industrial to the north, east and south, and Residential to the west. The subject site is being requested for conversion from Industrial to Secondary Commercial.

As the subject site is within the designated employment area and is surrounded by employment lands on three sides, it is recommended that the subject site be retained within the City's employment land supply. The subject site functions as a transition between the heavier industrial uses to the east and the residential lands to the west. Conversion of the subject site could have a negative impact on the employment lands within the broader area by eroding the edge of this large employment area.

Notwithstanding the vacant status of a portion of the subject site, these lands are important employment lands that are intended to be maintained within the employment land supply to accommodate employment uses for the long term. Recognizing the transitional nature of the employment lands along First Avenue, a new Business Employment designation should be provided that limits the range of employment uses to recognize the need to manage land use compatibility with nearby residential uses. The 2009 *Industrial and Commercial Land Use Review* also recommended that these lands be subject to a policy change for lighter industrial uses.

Request #11: 116 Edward Street



Site Address	116 EDWARD ST
Legal Description ❑ Location map attached	PLAN 287 PT LOT 6 RP 11R-3024 PART 2
Registered Owner Name(s)	JOHNSON DISBROWE REAL ESTATE HOLDINGS LTD
Site Area (ha)	1.85 ha
Existing Use	Disbrowe GM St Thomas Auto Dealer
Existing Zoning	M1 General Industrial Zone
Summary of Request/Proposal	Existing car dealership
Adjacent Land Uses	North: Industrial
	South: TSC
	East: Residential
	West: Industrial
Rationale for Conversion	Provides transition area to industrial uses to east Would round the secondary commercial designation at that intersection Dealership has been upgraded in not likely to relocate and has room for expansion on site

Recommendation

The 1.85 hectare site is located northeast of Edward Street and First Avenue, south of Duckworth Avenue and west of Ontario Road, with access off of First Avenue and the Highway 3 Bypass. The site is currently occupied by an automobile dealership and is adjacent to Request #10. The subject site is designated Industrial and is zoned M1 - General Industrial.

The automotive dealership utilizes the site to the north for additional parking (Request #10), and the surrounding uses include custom furniture, auto related and warehousing to the east, retail uses to the south, and single-detached residential uses, a vacant industrial building (Request #12) and a vacant school to the west on the other side of First Avenue. The surrounding lands are designated Industrial to the north, east and south, and Residential and Industrial to the west. The lands to the southwest of the subject site are designated as Secondary Commercial. The subject site is being requested for conversion from Industrial to Secondary Commercial.

The subject use, an automotive dealership, is a permitted use within the Industrial designation of the St. Thomas Official Plan. The Official Plan states "a wholesale or retail business may be permitted for selected areas within the "Industrial" designation provided these businesses do not conflict with the long term use of the surrounding land for industrial purposes of the commercial facilities in the "Downtown" or "Major Commercial" areas" (policy 5.10.3.2). An automobile dealership is an explicit permitted use within the Secondary Commercial designation as well (policy 5.6.3.1).

As the subject site is within the designated employment area, is surrounded by employment lands on three sides, and does not require a principle of land use change to fit within the existing policy framework (as its current use is a permitted use within the Industrial designation), it is recommended that the subject site be retained within the City's employment land supply. The subject site functions as a transition between the heavier industrial uses to the east and the commercial and residential lands to the west. Conversion of the subject site could have a negative impact on the employment lands within the broader area by eroding the edge of this large employment area.

These occupied employment lands are important employment lands that are intended to be maintained within the employment land supply to accommodate employment uses for the long term. Recognizing the transitional nature of the employment lands along First Avenue, a new Business Employment designation should be provided that limits the range of employment uses to recognize the need to manage land use compatibility with nearby residential uses. The 2009 *Industrial and Commercial Land Use Review* also recommended that these lands be subject to a policy change for lighter industrial uses.

Request #12: 110 Edward Street



Site Address	110 EDWARD ST
Legal Description ❑ Location map attached	CON 9 YAR PT LOT 6
Registered Owner Name(s)	2088929 ONTARIO INC
Site Area (ha)	0.74 ha
Existing Use	Vacant Building
Existing Zoning	M1 General Industrial Zone
Summary of Request/Proposal	Former printing shop Enquiries for commercial use
Adjacent Land Uses	North: Residential
	South: Commercial / Shoppers
	East: Commercial / TSC
	West: Residential
Rationale for Conversion	Abuts residential designation secondary commercial would be more appropriate designation. Building vacant small lot

Recommendation

The approximately 0.74 hectare site is located northwest of Edward Street and First Avenue, East of Woodworth Avenue and south of Daniel Street. The site is occupied by a building that is currently vacant, and is adjacent to Request #11. The subject site is designated Industrial and is zoned M1 - General Industrial.

The subject site is surrounded by large lot commercial uses to the south and east (including a Shoppers Drug Mart, Rona, offices, TSC [Request #2] and an automobile dealership [Request #11]), and single-detached residential uses to the north and west. The surrounding lands are designated Industrial to the east (including Requests #2, 3, 10, and 11), Residential to the north and west, with Secondary Commercial to the south on the other side of Edward Street. The subject site is being requested for conversion from Industrial to a commercial designation.

The 2009 *Industrial and Commercial Land Use Review* recommended that these lands be subject to a policy change from Industrial to Light Industrial (revised to Business Employment through this study). Notwithstanding the need to preserve employment lands in St. Thomas, the subject site is currently recommended for conversion based on the findings of the comprehensive review as part of this study. The subject site is recommended for conversion due to: its location on the fringe of the designated Industrial area and being surrounded by non-employment uses on three sides (Residential on two sides and Highway Commercial on one); its separation from surrounding designated employment lands that are on the east side of First Avenue; its limited market potential to accommodate employment uses, due to the site size and adjacent sensitive uses; and its proximity to existing stable residential uses. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area.

Request #13: 99 Edward Street



Site Address	99 EDWARD ST
Legal Description ❑ Location map attached	CON 9 YMTH PT PARCEL 6-1 PLAN 287 PT LOT 6
Registered Owner Name(s)	FAMILY & CHILDREN'S SERVICES OF ST THOMAS AND ELGIN
Site Area (ha)	0.44 ha
Existing Use	Office Building
Existing Zoning	M1-22 General Industrial Zone
Summary of Request/Proposal	Family and Children's Services office
Adjacent Land Uses	North: Residential
	South: Secondary Commercial / RONA
	East: Secondary Commercial / RONA
	West: Industrial
Rationale for Conversion	Remnant parcel on corner of larger secondary Commercial designated Block rounds out the designation Mapping adjustment and updating of permitted uses in secondary commercial to include business office.

Recommendation

The approximately 0.44 hectare site is located south of Edward Street, west of Woodworth Avenue and north of Redan Street. The site has an office building on it that is occupied by Family and Children's Services for St Thomas. The subject site is designated Industrial and is zoned M1- 22 - General Industrial.

The subject site is surrounded by large lot commercial uses to the east and south (such as Shoppers Drug Mart, Rona, and Salvation Army), single-detached residential uses to the north and west, and industrial uses to the west. The surrounding lands are designated Industrial to the west, Residential to the north and Secondary Commercial to the south and east with Industrial also to the northeast (including Request #12). Beyond the Secondary Commercial designation south of the railway corridor are vacant and occupied lands designated Industrial (including Request #22) which abut Residential lands. The subject site is being requested for conversion from Industrial to Secondary Commercial as was recommended in the 2009 *Industrial and Commercial Land Use Review*.

The existing use, a stand-alone office, is a permitted use within the Industrial designation of the St. Thomas Official Plan. The Official Plan states "Business offices including that accessory to the industrial uses are permitted" (policy 5.10.3.1). A stand-alone office is not permitted within the Secondary Commercial designation, and would require a modification to the permitted uses or would become legal non-conforming, which could have an impact on the viability of the existing use.

As the subject site is currently occupied by an employment use (office), and does not require a principle of land use change to fit within the existing policy framework (as its current use is a permitted use within the Industrial designation) it is recommended that the subject site be retained within the City's employment land supply. Conversion of the subject site could have a negative impact on the existing employment uses of the site.

The employment lands are intended to be maintained within the employment land supply to accommodate employment uses for the long term. Recognizing the transitional nature of the employment lands east of First Avenue, a new Business Employment designation should be provided that limits the range of employment uses to recognize the need to manage land use compatibility with nearby residential uses.

Request #14: 93 Inkerman Street



Site Address	93 INKERMAN ST
Legal Description ❑ Location map attached	PLAN 59 LOTS 114,126 TO 128 PT LOTS 156,157
Registered Owner Name(s)	ST THOMAS CITY
Site Area (ha)	1.44 ha
Existing Use	City Park - Joanne Brooks Memorial Park
Existing Zoning	R3 Third Residential Zone
Summary of Request/Proposal	City owned Park – partial Brownfield
Adjacent Land Uses	North: Industrial
	South: Residential
	East: Industrial
	West: Residential
Rationale for Conversion	North portion designated industrial Active outdoor pool on southern portion Zoned residential Possible site for city social housing project Designate residential – mapping adjustment

Recommendation

The approximately 1.4 hectare site is located east of Inkerman Street, north of Redan Street, and south of an operational railway line. The southern portion of the site is occupied by a public use (swimming pool) and is designated Residential, while the northern portion abutting the rail line, is vacant and designated Industrial. The entire site is zoned Residential - R3. The subject site is being requested for conversion from Industrial to Residential, and impacts 0.6 hectares of land currently designated Industrial.

The subject site is surrounded by single-detached residential uses to the west and south, industrial uses to the east along the rail corridor (Request #23) and a vacant industrial building to the north of the railway corridor (Request #24). The adjacent lands are designated Industrial, Secondary Commercial and Residential to the north (north of the rail corridor), Industrial to the east and Residential to the south and west. The subject site is being requested for conversion from Industrial to Residential to align with the existing zoning by-law.

Notwithstanding the vacant status of the subject site and the proximity to adjacent Industrial designations to the north and east, these lands are recommended for conversion due to: its location outside of the designated Industrial area and surrounded by non-employment uses; its limited market potential to accommodate employment uses due to its access (being located on a dead-end street), location and adjacent sensitive uses; and its proximity to existing stable residential uses. In addition, the existing Official Plan designation does not align with the Zoning By-law and a revision is required to bring these documents into alignment. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area. The 2009 *Industrial and Commercial Land Use Review* also recommended that these lands be subject to re-designation to non-employment uses.

Request #15: Former Rail site south of Talbot Street east of First Avenue



Site Address	FIRST AVE
Legal Description ❑ Location map attached	ST THOMAS PLAN 77 BLK 14 PT LOT 1 TO 6
Registered Owner Name(s)	STFL REALTY INC
Site Area (ha)	2.0 ha
Existing Use	Vacant
Existing Zoning	M3 Railway Industrial Zone
Summary of Request/Proposal	Vacant land
Adjacent Land Uses	North: Commercial – St Thomas Ford/ STFL REALTY INC
	South: Residential
	East: Residential
	West: Commercial
Rationale for Conversion	Bought by Ford dealership abutting to north under separate company name They purchased for expansion or possibly different brand of dealership City has agreement on site as result of severance requiring them to do OPA and Zoning

Recommendation

The 2.0 hectare site is the former railway lands located south of Talbot Street, east of First Avenue and north of Steele Street. The subject site is currently vacant with the majority of the site designated Industrial (1.7 hectares comprising of the former railway corridor) with the portion of the site that is part of the existing CN/CP railway corridor being designated as Highway Commercial. The subject site is zoned M3 - Railway Industrial.

The subject site is surrounded by single-detached residential uses to the south, vacant former railway lands immediately to the east and west, and large lot commercial uses and personal services (such as restaurants, gas stations, and car dealerships) to the north along Talbot Street. The surrounding lands to the east are designated Industrial (privately initiated Request #4, also former railway lands) and Talbot East to the west. The lands along the south side of Talbot Street are designated Highway Commercial, while the lands to the south of the subject site are designated Residential. The subject site is being requested for conversion from Industrial to Highway Commercial, and impacts 1.7 hectares of land currently designated Industrial.

The subject site is being recommended for conversion due to: its location outside of the designated Industrial area; its isolation from surrounding designated employment lands; its limited market potential to accommodate employment uses, due to the size, limited access, surrounding sensitive uses and environmental soils conditions; and its proximity to existing stable residential uses. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area. The 2009 *Industrial and Commercial Land Use Review* also recommended that these lands be subject to re-designation to non-employment uses.

Request #16: 4 First Avenue



Site Address	4 FIRST AVE
Legal Description ❑ Location map attached	PLAN 77 BLK 14 LOT 7
Registered Owner Name(s)	STACK DEAN THOMAS
Site Area (ha)	0.06 ha
Existing Use	St Thomas Upholstery
Existing Zoning	C5-10 Secondary Commercial Zone
Summary of Request/Proposal	existing building – retail use
Adjacent Land Uses	North: Vacant
	South: Commercial
	East: Residential
	West: Commercial
Rationale for Conversion	Existing retail use. In secondary commercial zone Mapping error place in secondary commercial designation

Recommendation

The 0.06 hectare site is located south of Talbot Street and the former railway lands, east of First Avenue and north of Steele Street. The subject site is occupied by a commercial use (upholstery services) with access from First Avenue. The subject site is designated Industrial and zoned C5-10 - Secondary Commercial.

The subject site is surrounded by single-detached residential uses to the east, vacant former railway lands immediately to the north with large lot commercial to the west (such as a thrift store and hardware stores), and small lot commercial and personal uses to the south (such as a body shop and a medical centre). The surrounding lands to the north are designated Industrial (Request #15, former railway lands), Residential to the east, and Highway Commercial to the south and west. While the 2009 *Industrial and Commercial Land Use Review* recommended that these lands be subject to re-designation to non-employment uses, as part of this comprehensive review, the subject site is being requested for conversion from Industrial to Secondary Commercial to align with the existing zoning by-law and existing active use on the site.

The subject site is being recommended for conversion due to: its location outside of the designated Industrial area; its isolation from surrounding designated employment lands; its limited market potential to accommodate employment uses, due to the size, surrounding sensitive uses and existing uses; and its proximity to existing stable residential uses. In addition, the existing Official Plan designation does not align with the Zoning By-law and a revision is required to bring these documents into alignment. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area.

Request #17: 235 Wellington Street



Site Address	235 WELLINGTON ST Site 15
Legal Description ❑ Location map attached	PLAN 65 PART RES FOR SHOPS RP 11R2480 PART 4,5
Registered Owner Name(s)	PETCO FINANCIAL CORPORATION - C/O JAMES PETER COOK
Site Area (ha)	0.23 ha
Existing Use	Vacant Building
Existing Zoning	M3-15 Railway Industrial Zone
Summary of Request/Proposal	Sites 15 16 and 17 owned by same company
Adjacent Land Uses	North: Railway Museum Tourist Railway designation
	South: Residential
	East: Commercial
	West: Baseball Park
Rationale for Conversion	Existing automotive related uses and small retail small linear site on Wellington Street Isolated industrial designation Given surrounding land use and OP designations recommend extending secondary commercial designation abutting lands to east onto these properties

Recommendation

The 0.23 hectare site is located north of Wellington Street, east of Lydia Street, west of Third Avenue, and south of the Elgin County Railway Museum. The subject site is currently a vacant building, previously occupied by an automotive related use (car lease and sales) with frontage on Wellington Street. The site is designated Industrial and zoned M3-13 - Railway Industrial.

The subject site is surrounded by railway tourism uses to the north, small-lot commercial automotive-related uses to the east, single-detached residential uses to the south, and Barnes Park (with a baseball diamond and open space) to the west. The surrounding lands are designated Railway Tourism to the north, Industrial to the east (Requests #18 and 19), Residential to the south, and Open Space and Conservation to the west. To the east, beyond the cluster of lands designated Industrial, are lands designated Secondary Commercial. The subject site is being requested for conversion from Industrial to Secondary Commercial.

The former use, an automotive-related use, is a permitted use within the Industrial designation of the St. Thomas Official Plan. The Official Plan states "a wholesale or retail business may be permitted for selected areas within the "Industrial" designation provided these businesses do not conflict with the long term use of the surrounding land for industrial purposes of the commercial facilities in the "Downtown" or "Major Commercial" areas" (policy 5.10.3.2). An automobile dealership and automobile service centre (including service station and carwash) is an explicit permitted use within the Secondary Commercial designation as well (policy 5.6.3.1).

The subject site is being recommended for conversion due to: its location outside of the designated Industrial area; its limited market potential to accommodate employment uses, due to the size and surrounding sensitive uses; and its proximity to existing stable residential uses. In addition, a conversion of the subject site to Secondary Commercial would align with the City's policy planning objectives for Wellington Street and would maintain the former automotive uses as a permitted use. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area. The 2009 *Industrial and Commercial Land Use Review* also recommended that these lands be subject to re-designation to non-employment uses.

Request #18: 237 Wellington Street



Site Address	237 WELLINGTON ST
Legal Description ❑ Location map attached	PLAN 65 PART RES FOR SHOPS RP 11R2480 PART 7
Registered Owner Name(s)	PETCO FINANCIAL CORPORATION - C/O JAMES PETER COOK
Site Area (ha)	0.29 ha
Existing Use	Self Serve Car Wash
Existing Zoning	M3-15 Railway Industrial Zone
Summary of Request/Proposal	See site 15 for comments
Adjacent Land Uses	North: Railway Museum
	South: Residential
	East: Commercial
	West: Commercial
Rationale for Conversion	

Recommendation

The 0.29 hectare site is located north of Wellington Street, east of Lydia Street, west of Third Avenue, and south of the Elgin County Railway Museum. The subject site is currently occupied by an automotive related use (automotive service centre) with frontage on Wellington Street. The site is designated Industrial and zoned M3-13 - Railway Industrial.

The subject site is surrounded by railway tourism uses to the north, small-lot commercial automotive-related uses to the immediate east and west, single-detached residential uses to the south, and Barnes Park (with a baseball diamond and open space) to the west. The surrounding lands are designated Railway Tourism to the north, Industrial to the immediate east and west (Requests #17 and 19), Residential to the south, and Open Space and Conservation to the west. To the east, beyond the cluster of lands designated Industrial, are lands designated Secondary Commercial. The subject site is being requested for conversion from Industrial to Secondary Commercial.

The existing use, an automotive service centre, is a permitted use within the Industrial designation of the St. Thomas Official Plan. The Official Plan states "a wholesale or retail business may be permitted for selected areas within the "Industrial" designation provided these businesses do not conflict with the long term use of the surrounding land for industrial purposes of the commercial facilities in the "Downtown" or "Major Commercial" areas" (policy 5.10.3.2). An automobile service centre (including service station and carwash) is an explicit permitted use within the Secondary Commercial designation as well (policy 5.6.3.1).

The subject site is being recommended for conversion due to: its location outside of the designated Industrial area; its limited market potential to accommodate employment uses, due to the size and surrounding sensitive uses; and its proximity to existing stable residential uses. In addition, a conversion of the subject site to Secondary Commercial would align with the City's policy planning objectives for Wellington Street and would maintain the existing automotive service centre as a permitted use. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area. The 2009 *Industrial and Commercial Land Use Review* also recommended that these lands be subject to re-designation to non-employment uses.

Request #19: 239 Wellington Street



Site Address	239 WELLINGTON ST Site 17
Legal Description ❑ Location map attached	PLAN 65 PART RES FOR SHOPS RP 11R2480 PARTS 9,11,12
Registered Owner Name(s)	PETCO FINANCIAL CORPORATION - C/O JAMES PETER COOK
Site Area (ha)	0.39 ha
Existing Use	Car Wash
Existing Zoning	M3-15 Railway Industrial Zone
Summary of Request/Proposal	See site 15 for comments
Adjacent Land Uses	North: Railway Museum
	South: Residential
	East: Commercial
	West: Commercial
Rationale for Conversion	

Recommendation

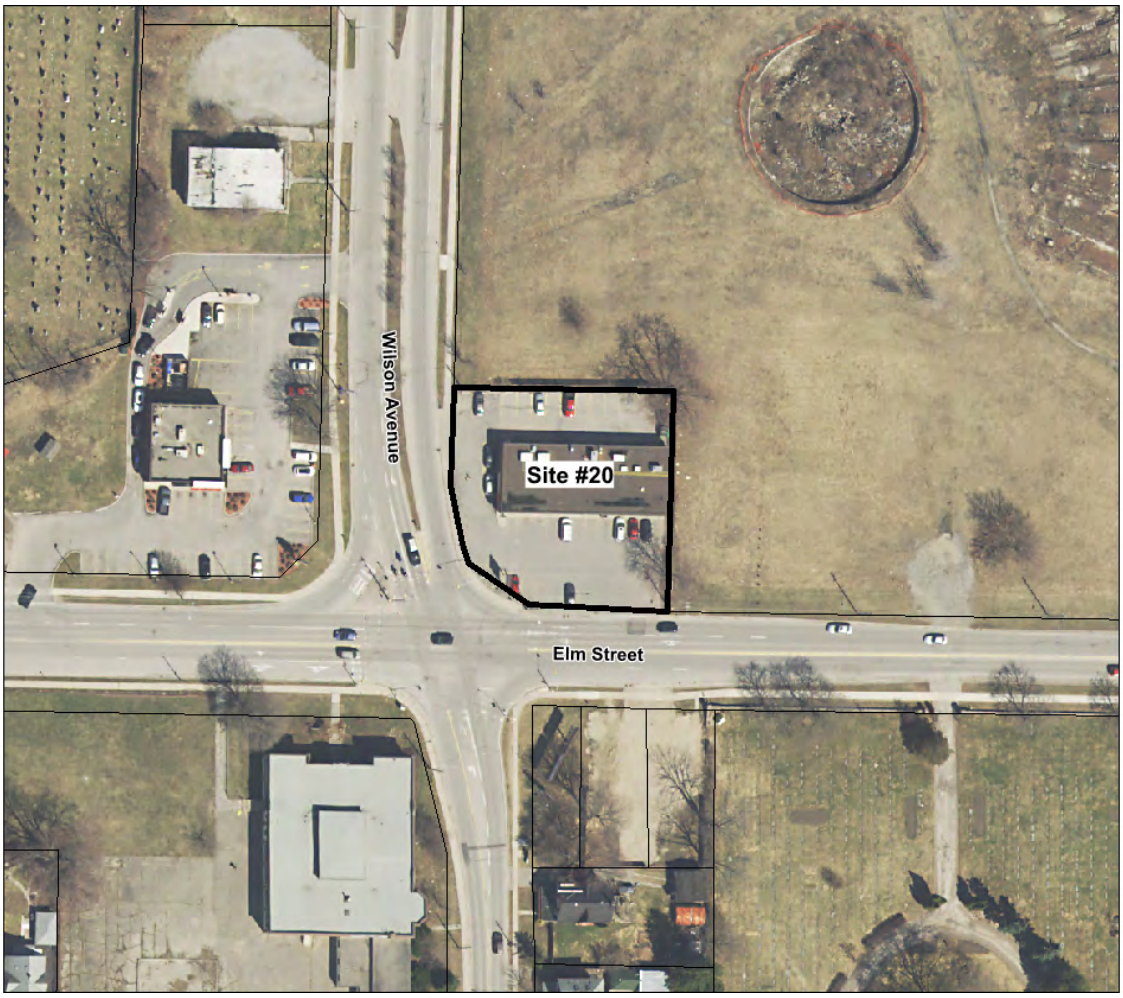
The 0.39 hectare site is located north of Wellington Street, east of Lydia Street, west of Third Avenue, and south of the Elgin County Railway Museum. The subject site is currently occupied by an automotive related use (automotive service centre and car wash) with frontage on Wellington Street. The site is designated Industrial and zoned M3-13 - Railway Industrial.

The subject site is surrounded by railway tourism uses to the north, small-lot commercial automotive-related uses to the west, single-detached residential uses to the south, and a vacant site to the east. The surrounding lands are designated Railway Tourism to the north, Industrial to the immediate west (Requests #17 and 18), Residential to the south, and Secondary Commercial to the east. The subject site is being requested for conversion from Industrial to Secondary Commercial.

The existing use, an automotive service centre and car wash, is a permitted use within the Industrial designation of the St. Thomas Official Plan. The Official Plan states "a wholesale or retail business may be permitted for selected areas within the "Industrial" designation provided these businesses do not conflict with the long term use of the surrounding land for industrial purposes of the commercial facilities in the "Downtown" or "Major Commercial" areas" (policy 5.10.3.2). An automobile service centre (including service station and car wash) is an explicit permitted use within the Secondary Commercial designation as well (policy 5.6.3.1).

The subject site is being recommended for conversion due to: its location outside of the designated Industrial area; its limited market potential to accommodate employment uses, due to the size and surrounding sensitive uses; and its proximity to existing stable residential uses. In addition, a conversion of the subject site to Secondary Commercial would align with the City's policy planning objectives for Wellington Street and would maintain the existing automotive service centre as a permitted use. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area. The 2009 *Industrial and Commercial Land Use Review* also recommended that these lands be subject to re-designation to non-employment uses.

Request #20: 100 Wilson Avenue



Site Address	100 WILSON AVE
Legal Description ❑ Location map attached	PLAN 180 PT RAILWAY BLOCK
Registered Owner Name(s)	1319660 ONTARIO INC
Site Area (ha)	0.20 ha
Existing Use	Commercial Plaza
Existing Zoning	M3-8 Railway Industrial Zone
Summary of Request/Proposal	Existing retail strip plaza
Adjacent Land Uses	North: Vacant
	South: Commercial
	East: Industrial
	West: Commercial
Rationale for Conversion	Existing use building Place in minor commercial designation

Recommendation

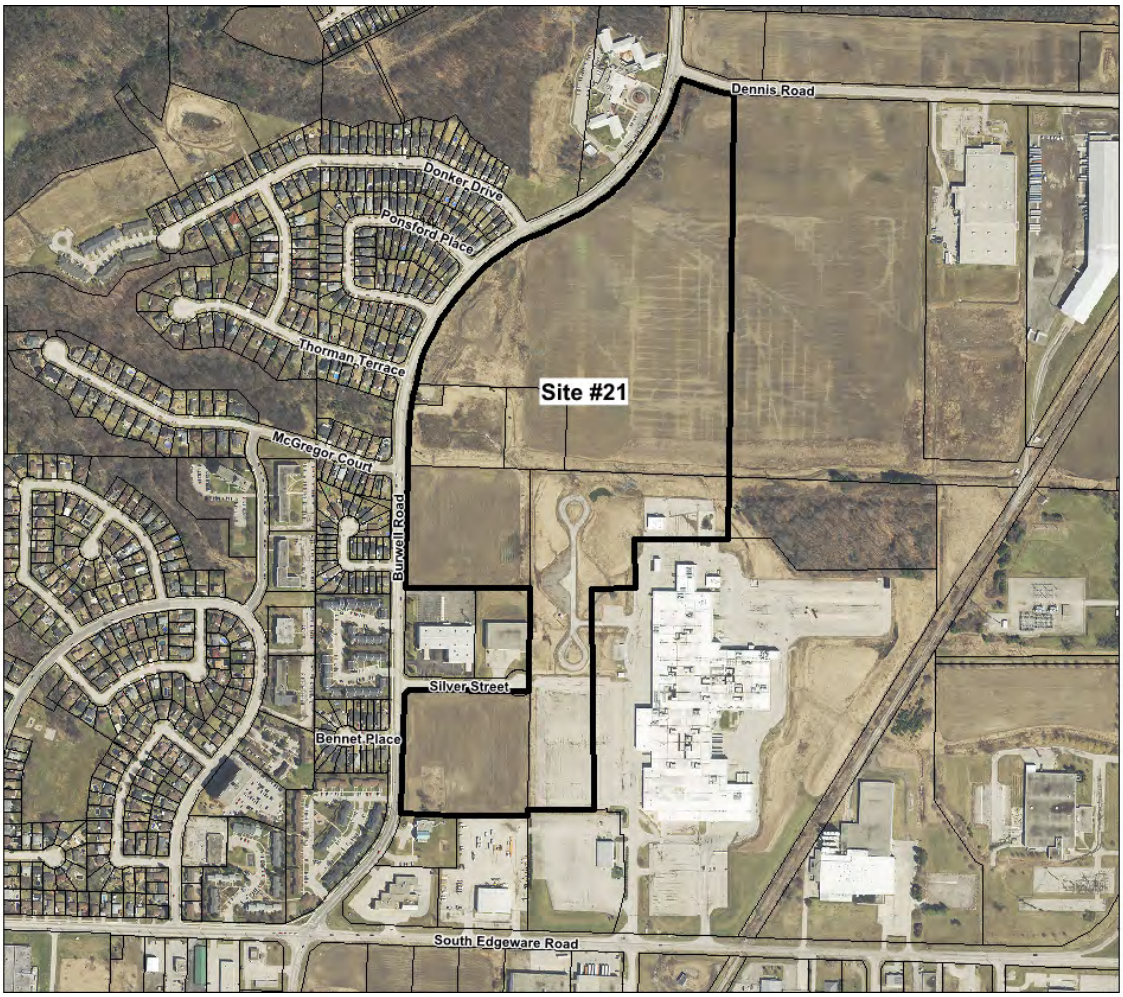
The 0.20 hectare site is located northeast of the intersection of Elm Street and Wilson Avenue. The subject site is currently an existing commercial strip plaza, including an M&M Meat Shop, a Daisy Mart, a restaurant and office use. The subject site is designated Industrial and zoned M3-8 - Railway Industrial.

The subject site is surrounded by former railway lands to the north and east (Request #29), a vacant residential site and cemetery to the south, and business and personal services to the west such as Tim Hortons and a medical pharmacy. The surrounding lands to the north and east are designated Industrial, Residential to the south, and Minor Commercial to the west. The subject site is being requested for conversion from Industrial to Minor Commercial.

The existing use, a stand-alone strip plaza, is a permitted use within the Industrial designation of the St. Thomas Official Plan. The Official Plan states "a wholesale or retail business may be permitted for selected areas within the "Industrial" designation provided these businesses do not conflict with the long term use of the surrounding land for industrial purposes of the commercial facilities in the "Downtown" or "Major Commercial" areas" (policy 5.10.3.2). The subject uses are explicitly permitted within the Minor Commercial designation as well ("retail and commercial uses of a convenience or day-to-day nature with no single use exceeding 300 square metres in size", policy 5.7.3.1).

The subject site is being recommended for conversion due to: its location outside of the designated Industrial area; its limited market potential to accommodate employment uses, due to the size and existing uses; and its proximity to existing stable residential uses. In addition, a conversion of the subject site to Minor Commercial would better align the principle of land use with the existing commercial strip plaza. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area. The 2009 *Industrial and Commercial Land Use Review* also recommended that these lands be subject to re-designation to non-employment uses.

Request #21: 355 Burwell Road



Site Address	355 Burwell Road
Legal Description ❑ Location map attached	PLAN 11M59 PT BLCK 93
Registered Owner Name(s)	ST THOMAS CITY
Site Area (ha)	31.77
Existing Use	Planned Recreational Soccer Facility
Existing Zoning	M4, M4-1, M2, OS
Summary of Request/Proposal	
Adjacent Land Uses	North: Open Space, Natural Heritage
	South: Industrial
	East: Industrial
	West: Residential, Open Space, Natural Heritage
Rationale for Conversion	

Recommendation

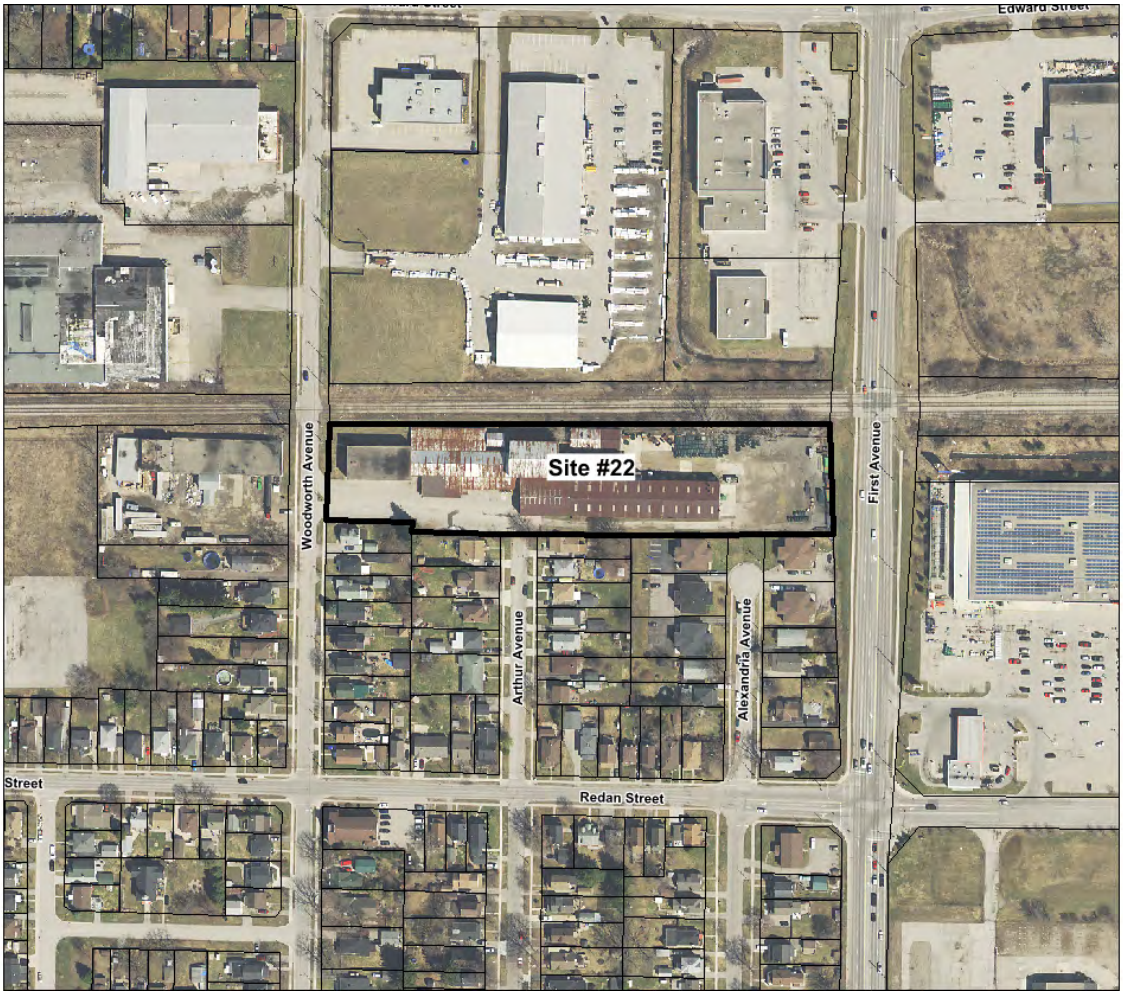
The approximately 32 hectare site is located east of Burwell Road, south of Dennis Road, north of South Edgeware Road, and west of Highbury Avenue, with access from Burwell Road. The existing uses of the subject site are vacant (with some of the land being used for interim agricultural purposes). The subject site is designated as Industrial with a range of applicable zoning including M4 - Industrial and OS - Open Space on the eastern edge of the site along Burwell Road, and M2 - General Industrial on the interior of the site. The subject site has been approved as the location of the future Recreational Soccer Facility.

The subject site is surrounded by stable residential uses to the west (on the other side of Burwell Road), existing industrial uses including the Elgin Business Resource Centre, and a Hydro One facility to the south and Masco Canada (a manufacturing facility) to the east, and vacant employment land to the north. The surrounding lands are designated Industrial to the east and south, Residential to the west, and Natural Heritage and Open Space to the north. The subject site is being requested for conversion from Industrial to a Site Specific Designation to recognize the planned soccer facility use.

The planned use, a recreational facility for soccer, is a permitted use within the Industrial designation of the St. Thomas Official Plan. The Official Plan states "other uses permitted are park and open space areas, public and institutional uses, [and] commercial recreational facilities" (policy 5.10.3.3). However, as this site is so large, maintaining the lands within the Industrial designation could inflate the overall employment land supply beyond what it really available for employment uses.

While the 2009 *Industrial and Commercial Land Use Review* recommended that the site be subject to a policy change to Light Industrial (revised to Business Employment through this study) uses, as part of this comprehensive review, the subject site is being recommended for conversion to a new site specific STORC designation to permit the planned outdoor soccer facility, similar to how the St. Thomas Education and Recreation Complex is treated in the Official Plan. The new site specific designation should recognize the location as being adjacent to the designated employment area, outline the need to manage land use compatibility, require no negative impact to the function of the employment lands and include policies to permit recreational and associated facilities; however, should those uses cease to exist, the land would revert back to an employment designation.

Request #22: 95 Woodworth Avenue



Site Address	95 Woodworth Avenue
Legal Description ❑ Location map attached	PLAN 214 PT LOTS 23 & 57
Registered Owner Name(s)	REACTION HOLDINGS INC.
Site Area (ha)	1.32
Existing Use	Waste Management Service
Existing Zoning	M1 – General Industrial Zone
Summary of Request/Proposal	
Adjacent Land Uses	North: Secondary Commercial
	South: Residential
	East: Industrial
	West: Industrial
Rationale for Conversion	

Recommendation

The 1.32 hectare site is located east of Woodworth Avenue, south of Edward Street, north of Redan Street, and west of First Avenue. The site is adjacent to active rail immediately north of the site. The site is currently occupied by a waste management service and is adjacent to Request #23. The subject site is designated as Industrial with M1 – General Industrial zoning.

The subject site is surrounded by existing residential uses to the south, existing industrial uses to the west (Request #23), large lot commercial uses to the north (including Rona and Shoppers Drug Mart), and large lot commercial uses to the east including Canadian Tire. The surrounding lands are designated Industrial to the west, Residential to the south, Secondary Commercial to the north, and Power Centre to the east.

The 2009 *Industrial and Commercial Land Use Review* recommended that these lands along the fringe of the industrial area be subject to a policy change from Industrial to Light Industrial (revised to Business Employment through this study). Notwithstanding the need to preserve employment lands in St. Thomas, the subject site is recommended for conversion based on the findings of the comprehensive review as part of this study. The subject site is recommended for conversion due to: its separation from surrounding designated employment lands that are on the east side of First Avenue; being surrounded by non-employment uses on three sides (Residential, Secondary Commercial, and Power Centre); and its proximity to existing stable residential uses. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area.

Request #23: 94-100 Woodworth Avenue



Site Address	94-100 Woodworth Avenue
Legal Description ❑ Location map attached	PLAN 59 LOT 158 LOT 159
Registered Owner Name(s)	HAY ROBERT IAN
Site Area (ha)	.56
Existing Use	Manufacturing and Used Furniture Retailer
Existing Zoning	M1 – General Industrial Zone
Summary of Request/Proposal	
Adjacent Land Uses	North: Industrial
	South: Residential
	East: Secondary Commercial
	West: Industrial
Rationale for Conversion	

Recommendation

The 0.56 hectare site is located east of Inkerman Street, south of Edward Street, north of Redan Street, and west of Woodworth Avenue. The site is adjacent to active rail immediately north of the site. The site is currently occupied by a manufacturing and used furniture retailer. The subject site is designated as Industrial with M1 – General Industrial zoning.

The subject site is surrounded by single-detached residential uses to the south, a vacant industrial building to the north (Request #24), industrial uses to the west (Request #14), and waste management company to the east (Request #22). The surrounding lands are designated Industrial to the north, west and east, and Residential to the south.

The 2009 *Industrial and Commercial Land Use Review* recommended that these lands along the fringe of the industrial area be subject to a policy change from Industrial to Light Industrial (revised to Business Employment through this study). Notwithstanding the need to preserve employment lands in St. Thomas, the subject site is recommended for conversion based on the findings of the comprehensive review as part of this study. The subject site is recommended for conversion due to: its separation from surrounding designated employment lands that are on the east side of First Avenue; being surrounded by non-employment uses on two sides (Residential and Secondary Commercial); and its proximity to existing stable residential uses. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area.

Request #24: 109-113 Inkerman Street



Site Address	109-113 Inkerman Street
Legal Description ❑ Location map attached	PLAN 59 LOTS 123-125, 160
Registered Owner Name(s)	8409137 CANADA INC.
Site Area (ha)	2.04
Existing Use	Vacant building
Existing Zoning	M1 – General Industrial Zone
Summary of Request/Proposal	
Adjacent Land Uses	North: Industrial
	South: Industrial
	East: Industrial
	West: Residential
Rationale for Conversion	

Recommendation

The 2.04 hectare site is located east of Inkerman Street, south of Edward Street, north of Redan Street, and west of Woodworth Avenue. The site is adjacent to active rail immediately north of the site. The site is occupied by a building that is currently vacant and is adjacent to Request #14, Request #23, and Request #25. The subject site is designated as Industrial with M1 – General Industrial zoning.

The subject site is surrounded by single-detached residential uses to the west, large lot commercial uses to the east including Rona, an industrial equipment supplier to the north (Request #25) with single-detached residential uses just beyond that, and an unoccupied (Request #14) and occupied (Request #23) industrial use to the south. The surrounding lands are designated Industrial to the south, east and north, and Residential to the west.

The 2009 *Industrial and Commercial Land Use Review* recommended that these lands along the fringe of the industrial area be subject to a policy change from Industrial to Light Industrial (revised to Business Employment through this study). Notwithstanding the need to preserve employment lands in St. Thomas, the subject site is recommended for conversion based on the findings of the comprehensive review as part of this study. The subject site is recommended for conversion due to: its separation from surrounding designated employment lands that are on the east side of First Avenue; and its proximity to existing stable residential uses. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area.

Request #25: 130 Woodworth Avenue



Site Address	130 Woodworth Avenue
Legal Description ❑ Location map attached	PLAN 59 LOT 163 PT LOTS
Registered Owner Name(s)	DANA CANADA CORPORATION
Site Area (ha)	1.01
Existing Use	Industrial Distribution Supply company
Existing Zoning	M1 – General Industrial Zone
Summary of Request/Proposal	
Adjacent Land Uses	North: Residential
	South: Industrial
	East: Industrial
	West: Industrial
Rationale for Conversion	

Recommendation

The 1.01 hectare site is located west of Woodworth Avenue, east of Inkerman Street, south of Edward Street, and north of Redan Street. The existing use of the subject site is an industrial distribution supply company. The subject site is designated as Industrial with M1 – General Industrial zoning.

The subject site is surrounded by single-detached residential uses to the north and west, large lot commercial uses to the east including Family and Children Services and Rona, and a vacant industrial building to the south (Request #24). The surrounding lands are designated Industrial to the south and east, and Residential to the north and west.

The 2009 *Industrial and Commercial Land Use Review* recommended that these lands along the fringe of the industrial area be subject to a policy change from Industrial to Light Industrial (revised to Business Employment through this study). Notwithstanding the need to preserve employment lands in St. Thomas, the subject site is recommended for conversion based on the findings of the comprehensive review as part of this study. The subject site is recommended for conversion due to: its separation from surrounding designated employment lands that are on the east side of First Avenue; and its proximity to existing stable residential uses. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area.

Request #26: Victor Drive E/S



Site Address	Victor Drive E/S
Legal Description ❑ Location map attached	PLAN 188 PT LOT 20
Registered Owner Name(s)	VICTORY WAREHOUSING LTD.
Site Area (ha)	1.75
Existing Use	Vacant
Existing Zoning	M3-7 – General Industrial Zone
Summary of Request/Proposal	
Adjacent Land Uses	North: Natural Heritage
	South: Industrial
	East: Natural Heritage
	West: Railway Tourism Zone
Rationale for Conversion	

Recommendation

The 1.75 hectare site is located east of Wilson Avenue, north of Elm Street, and south of Palm Street. The site is currently vacant. The subject site is designated as Industrial with M3-7 – General Industrial zoning.

The subject site is surrounded by natural heritage features to the north and east, vacant industrial land to the south (Request #27), and the railway tourism zone to the west, with a stable residential neighbourhood on the west of the rail line and vacant industrial land to the southwest (Request #29). The surrounding lands are designated Industrial to the south, Railway Tourism Zone to the west with Residential beyond that, and Natural Heritage to the north and east.

The 2009 *Industrial and Commercial Land Use Review* recommended that these lands be subject to a policy change from Industrial to Light Industrial (revised to Business Employment through this study).Notwithstanding the need to preserve employment lands in St. Thomas, the subject site is recommended for conversion based on the findings of the comprehensive review as part of this study. The subject site is recommended for conversion due to: its location far outside the designated Industrial area and being surrounded by non-employment uses; its limited market potential to accommodate employment uses due to the site size, adjacent sensitive uses, and environmental soils condition; and its proximity to existing stable residential uses and natural heritage features. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area.

Request #27: Elm St N/S



Site Address	Elm Street N/S
Legal Description ❑ Location map attached	PLAN 188 LOT 21 RP 11R3578
Registered Owner Name(s)	PINAFORE DEVELOPMENTS LTD.
Site Area (ha)	3.8
Existing Use	Vacant
Existing Zoning	M3 – General Industrial Zone
Summary of Request/Proposal	
Adjacent Land Uses	North: Industrial
	South: Residential
	East: Industrial
	West: Railway Tourism Zone
Rationale for Conversion	

Recommendation

The 3.8 hectare site is located east of Wilson Avenue, north of Elm Street, and south of Palm Street. The site is currently vacant. The subject site is designated as Industrial with M3 – General Industrial zoning.

The subject site is surrounded by vacant industrial land to the north (Request #26), active industrial to the east, single-family residential uses to the south, and the railway tourism zone to the west with vacant industrial land on the west of the rail line (Request #29). The surrounding lands are designated Industrial to the north and east, Railway Tourism Zone to the west with Industrial beyond that, and Residential to the south.

The 2009 *Industrial and Commercial Land Use Review* recommended that these lands be subject to a policy change from Industrial to Light Industrial (revised to Business Employment through this study). Notwithstanding the need to preserve employment lands in St. Thomas, the subject site is recommended for conversion based on the findings of the comprehensive review as part of this study. The subject site is recommended for conversion due to: its location far outside the designated Industrial area and being surrounded by non-employment uses; its limited market potential to accommodate employment uses, due to the site size, adjacent sensitive uses, and environmental soils condition; and its proximity to existing stable residential uses and natural heritage features. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area.

Request #28: 80 Elm Street



Site Address	80 Elm Street
Legal Description ❑ Location map attached	CON 8 YMTH PT LOT 4 AND RP 11R
Registered Owner Name(s)	MAXILL INC.
Site Area (ha)	2.76
Existing Use	Dental product factory
Existing Zoning	M3 – Railway Industrial Zone
Summary of Request/Proposal	
Adjacent Land Uses	North: Natural Heritage
	South: Residential and Open Space and Conservation
	East: Natural Heritage
	West: Vacant Industrial
Rationale for Conversion	

Recommendation

The 2.76 hectare site is located east of Wilson Avenue and north of Elm Street. The site is currently occupied by an existing employment use that produces dental products. The subject site is designated as Industrial with M3 – Railway Industrial zoning.

The subject site is surrounded by natural heritage to the north and east; vacant employment lands to the west (Request #27); and vacant residential lots, medium density residential uses, and open space to the south. The surrounding lands are designated Natural Heritage to the north and east, Industrial to the west, and Residential and Open Space and Conservation to the south.

As the subject site is an existing occupied use with land use compatibility issue in part mitigated due the Natural Heritage lands to the north and east, it is recommended that the subject site be retained within the City's employment land supply. The 2009 *Industrial and Commercial Land Use Review* also recommended that these lands be subject to a policy change from Industrial to Light Industrial (revised to Business Employment through this study).

Request #29: Wilson Avenue



Site Address	Wilson Avenue
Legal Description ❑ Location map attached	RAILWAY BLOCK RP 11R357
Registered Owner Name(s)	PINAFORE DEVELOPMENTS LTD.
Site Area (ha)	4.37
Existing Use	Vacant
Existing Zoning	M3 – Railway Industrial Zone
Summary of Request/Proposal	
Adjacent Land Uses	North: Industrial
	South: Residential
	East: Industrial
	West: Railway Tourism Zone
Rationale for Conversion	

Recommendation

The 4.37 hectare site is located east of Wilson Avenue and north of Elm Street. The site is currently vacant and formerly active railway lands. The subject site is designated as Industrial with M3 – Railway Industrial zoning.

The subject site is surrounded by occupied single-detached residential uses to the west as well as small lot commercial uses (including Tim Hortons and Daisy Mart [Request #20]), recreational uses (St. Thomas Elgin Memorial Centre) and single-detached residential uses to the north, vacant employment lands (Request #27) and active employment lands (Request #28) to the east, and single-detached residential uses to the south. The site is also bounded by the tourism railway line to the east. The surrounding lands are designated Industrial to the north and east, Residential to the south, and Railway Tourism to the west.

The 2009 *Industrial and Commercial Land Use Review* recommended that these lands be subject to a policy change from Industrial to Light Industrial (revised to Business Employment through this study). Notwithstanding the need to preserve employment lands in St. Thomas, the subject site is recommended for conversion based on the findings of the comprehensive review as part of this study. This is due to: its location far outside the designated primary area and being surrounded by non-employment uses; its limited market potential to accommodate employment uses due to the adjacent sensitive uses, and environmental soils condition; and its proximity to existing stable residential uses. Conversion of the subject site is intended to reduce future land use compatibility issues and is not anticipated to have a negative impact on the employment lands in the broader area.