

An aerial photograph showing a town with a grid of streets and several large industrial or commercial buildings. To the left is a residential area with many houses. To the right and top are large green agricultural fields. A major road with a roundabout runs through the center.

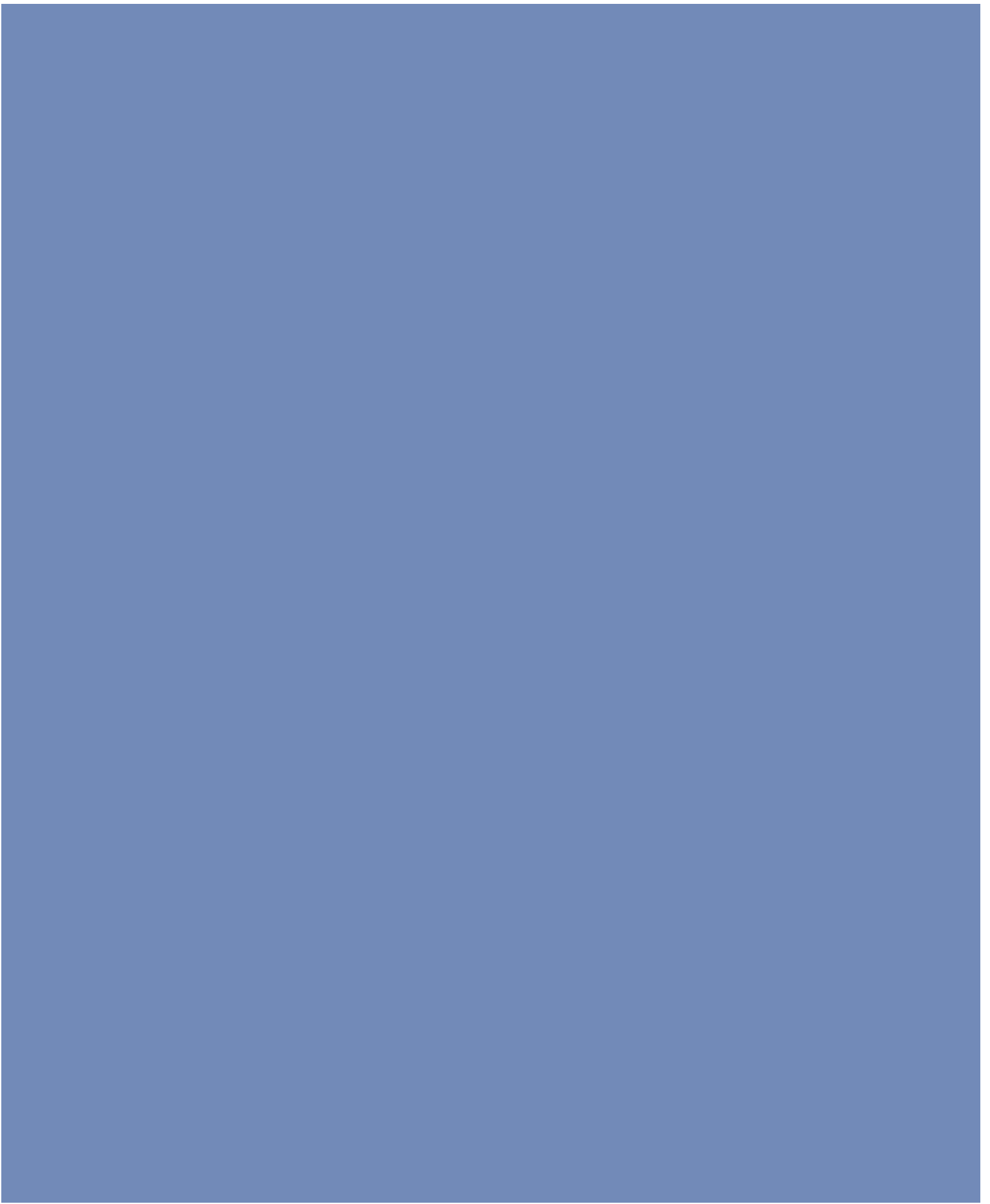
# REQUEST TO IDENTIFY PROVINCIALY SIGNIFICANT EMPLOYMENT ZONES

SUBMISSION TO PROVINCE, REVISED NOVEMBER 2019



Town of Whitchurch-Stouffville

Bing Maps, 2019



# SUMMARY

The Highway 404 Corridor provides a valuable strategic economic resource to the Province, the Region of York, and the Town, which to date has not been utilized to its full potential. The current Provincial planning framework does not provide sufficient flexibility to designate additional strategic employment lands within the Town, and Provincial intervention is required to realize these economic development opportunities.

The Town of Whitchurch-Stouffville is proactively working to promote its economic development objectives and investment readiness and has requested the Province to identify three “Provincially Significant Employment Zones” (PSEZs) along the Highway 404 Corridor, under A Place to Grow: Growth Plan for the Greater Golden Horseshoe, as shown in **Figure 1**, and include:

1. Existing Gormley Industrial Area (Highway 404 and Stouffville Road), and proposed employment expansion area;
2. Existing Vandorf Employment Area (Highway 404 and Aurora Road), and proposed employment expansion area; and
3. Davis Drive (Highway 404 and Vivian Road) proposed employment expansion area.

By identifying these areas currently designated for employment in the Town’s Official Plan, and consideration for identifying the potential employment expansion areas as PSEZs, the Town will be well positioned to protect these areas for long term employment uses and facilitate employment development. Furthermore, a multi-level government collaborative approach is required to develop a strategy to provide full municipal water and wastewater services to facilitate employment development at these strategic locations.

The purpose of this Report is to provide further planning justification for identifying these strategic areas as PSEZs; provide a summary of the current planning framework; identify landowner employment development interests; and outline a preliminary vision, goals and conceptual land use plan for advancing future planning work and employment development within the proposed Gormley employment expansion area. The identification of these areas as PSEZs are further supported by both Town Council and Regional Council motions (**Appendix A**).

Provincial policy is very supportive of the promotion of economic development and competitiveness by ensuring the provision of adequate employment lands to support job creation and the development of complete communities. However, the current Provincial policies and plans provide a barrier to effectively realize employment opportunities, particularly for strategic employment lands situated along the Highway 404 Corridor within the Town of Whitchurch-Stouffville. While the proposed Gormley, Cardico Drive, and Vandorf PSEZs are located within existing designated employment areas, the proposed employment expansion areas are located within the Greenbelt Area, however, they do not comprise environmentally significant lands. Consideration must be given to achieving an appropriate balance between the Province’s economic development and environmental interests, while promoting long-term economic development and competitiveness within the Province, Region of York, and the Town.

# SUMMARY

This Report outlines in further detail the planning justification for identifying the proposed PSEZs within the Town, which include:

- **Community Profile**

The Town of Whitchurch-Stouffville has predominately been a “bedroom community”, and has not attracted a substantial amount of employment area development, largely attributed to the land use planning and servicing constraints associated with the Highway 404 Corridor lands. The Town is becoming increasingly urbanized, and the Town's employment growth has not coincided with the increase in population growth, which is not sustainable from a number of perspectives, including the creation of complete communities, increasing the Town's non-residential tax base, the provision of municipal services, quality of life, etc.

Of the Town's employed population, 84% drive a car as a means to commute to work, and spend a significant amount of time commuting, as 61% of residents spend 30 minutes or more on their daily commute to work. The Town's municipal assessment is largely weighted towards residential taxes, which as of 2018, accounted for 87% (Residential and Multi-Residential), in comparison to the Town's industrial and commercial assessment of 7.9%. A more balanced municipal tax base is required to ensure the fiscal viability of the Town.

- **Growth Forecasts and Limited Employment Land Supply**

A major factor in the future competitiveness of the Town's economic base is the supply and quality of its vacant employment lands. The Town's Growth Management Strategy, April 2014 (GMS) identified a need for additional fully municipally serviced employment lands to the year 2031. Since the time the Town's 2014 GMS was prepared, there has been a substantial increase in the population of the Town, and further consideration of the Town's employment land needs to the planning horizon year of 2041 is required to conform to the Growth Plan, 2019. Furthermore, the identification of additional strategic employment lands beyond the 2041 planning horizon needs to be considered to protect for long term employment areas in the Town.

- **Employment Trends**

The market demand for employment lands is increasingly being driven by growth in the knowledge-based economy, which represents a shift from predominately manufacturing and warehousing type uses. These employment uses are largely office based and provide for more intensive and ‘clean’ employment uses which are ideally suited to lands along the Highway 404 Corridor, and align with the Town's economic development objectives.

- **Town's Economic Development Strategy**

The Town's Economic Development Strategy identifies actions to advance economic development, and being prepared and ready to meet the needs of existing, expanding and new businesses or investors. A key action of the Strategy, is to “look at best and highest use of all of

the Town's employment lands, feasibility/business case for servicing lands at the Highway 404/Gormley Industrial Area." The Town's Economic Development Strategy serves to develop and implement sectoral investment attraction strategies for knowledge-based industries and green industries. The Proposed PSEZs would support the advancement of the Town's economic development objectives and provide opportunity to attract these industries to the Town.

- **Highway 404 Regional Serving Employment Area**

The location of major employment areas throughout the GTHA are predominately focused along the Provincial 400 series Highways which are very desirable for employment uses as they offer convenient access, visibility, and proximity to the major transportation corridors throughout the Province. The Town of Whitchurch-Stouffville is bordered by Highway 404 on the west, and accommodates a significant amount of land directly adjacent to the highway corridor.

As the supply of vacant employment lands steadily declines in many of the larger municipalities in the Region, more northerly York Region municipalities are growing increasingly attractive for employment lands development. The Town is well-positioned geographically to benefit from this shift of employment growth on employment lands, which will necessitate "unlocking" employment lands along the Highway 404 Corridor.

- **Town's Community Structure**

The identification of PSEZs along the Highway 404 Corridor supports the planned community structure for the Town. Employment growth within the Town is envisioned to be accommodated along the Highway 404 Corridor, particularly in Gormley and Vandorf which provide convenient access to Highway 404, and aligns with the Town's planning priorities and vision for future growth.

- **Municipal Servicing**

The Town has actively been pursuing the provision of full municipal services to the Highway 404 Corridor for over 20 years. Most recently, on August 27, 2019, Town Council passed a motion requesting the Region of York to aggressively plan, design and construct infrastructure to support employment growth along the Highway 404 Corridor. A multi-level government collaborative approach is required to develop a strategy to provide full municipal water and wastewater services to facilitate the development of prestige office and business park uses at these strategic locations.

- **Preliminary Environmental Analysis**

A preliminary analysis of the environmental features and constraints within the PSEZs has been undertaken by WSP Canada Group Limited, to confirm the feasibility of accommodating additional employment development within the Proposed PSEZs (**Appendix H**). The analysis identifies the potential environmental constraints and identifies conservative development setbacks to ensure the ecological integrity of the lands are protected.

# SUMMARY

- **Landowner/Development Interests**

Town staff hosted a landowners meeting on July 18, 2019, to discuss the proposed PSEZs within the Town and to understand the potential employment opportunities and landowner development interests. The Town received a significant response from landowners in identifying these areas as PSEZs and their intentions to further employment development, which are summarized in Section 4 and included in **Appendix J**. The submissions received by the Town comprise a significant portion of the lands within the Proposed PSEZs, and identify significant employment and job creation opportunities.

- **Gormley Employment Expansion Area**

To assist in advancing the Town's employment development objectives for the Highway 404 Corridor, Town staff have prepared a conceptual land use plan for the build-out of the existing Gormley Industrial Area and potential Gormley Employment Expansion Area. The Concept Plan illustrates the feasibility of accommodating an expanded employment area surrounding Gormley. Furthermore, on October 22, 2019, Council directed staff to undertake further investigations and discussions with the Province and York Region to facilitate a settlement area boundary adjustment to include the proposed south Gormley Employment Expansion Area and determine the most appropriate "Whitebelt" areas in the Town for expanding and enhancing the Greenbelt Area, to ensure an equivalent amount of land will be maintained within the Greenbelt Area.

- **Economic Assessment**

The Town has undertaken a preliminary economic assessment for the proposed Gormley PSEZ which is included in **Appendix K** to this Report. The assessment evaluates the potential economic impact to the Town related to the development of the proposed Gormley PSEZ on the basis of full municipal services. The assessment forecasts that the Gormley PSEZ may create 10,490 new jobs, generating a total of \$27.3 million in new annual property taxes (Region, Town and Education), and new annual payroll in the amount of \$677.5 million.

Based on the information presented in this Report, the Town of Whitchurch-Stouffville is requesting the Province to recognize the potential to capitalize on developing employment uses on lands within the Town adjacent to Highway 404. By identifying these areas currently designated for employment in the Town's Official Plan, and consideration for identifying potential future employment areas as PSEZs, the Town will be well positioned to protect these areas for long term employment uses, facilitate employment development, and help prioritize the delivery of full municipal services to these areas.

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## APPENDICES

Appendix A	Council Resolutions: Town Council Resolution, December 11, 2018 Regional Council Resolution, March 21, 2019 and PSEZ Areas Town Council Resolution, August 27, 2019
Appendix B	Staff Report (DS-006-19) - Proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, February 19, 2019 (and Council Minutes)
Appendix C	Gormley Industrial Secondary Plan Official Plan Excerpts
Appendix D	Vandorf Preston Lake Secondary Plan Official Plan Excerpts
Appendix E	Cardico Drive Employment Area Special Policy 4.19.4.2 Official Plan Excerpt
Appendix F	OMB Decision (Woodbine Ave. and Bethesda Rd.)
Appendix G	Upper York Sewage Solutions Project Update (Supplemental Report)
Appendix H	PSEZs Environmental Constraint Analysis
Appendix I	PSEZs Landowner Presentation, July 18, 2019
Appendix J	Landowner Development Interest Submissions (Redacted)
Appendix K	Economic Assessment
Appendix L	Gormley Urban Settlement Area Boundary Expansion and Greenbelt Enhancement (Staff Report DS-052-19)

# PURPOSE

## 1. Purpose

The Town of Whitchurch-Stouffville is proactively working to promote its economic development objectives and investment readiness and has requested the Province to identify three “Provincially Significant Employment Zones” (PSEZs) along the Highway 404 Corridor, under A Place to Grow: Growth Plan for the Greater Golden Horseshoe. This submission further supports the Town’s request to identify PSEZs as outlined in our comments to the Province on Proposed Amendment 1 to the Growth Plan, and the Province’s subsequent request for additional information. The Proposed PSEZs within the Town are identified on **Figure 1** and include the following:

1. Existing Gormley Industrial Area (Highway 404 and Stouffville Road), and proposed employment expansion area (**Figure 2**);
2. Existing Vandorf Employment Area (Highway 404 and Aurora Road), and proposed employment expansion area (**Figure 3**); and
3. Davis Drive (Highway 404 and Vivian Road) proposed employment expansion area (**Figure 4**).

The Highway 404 Corridor provides a valuable strategic economic resource to the Province, the Region of York, and the Town, which to date has not been utilized to its full potential. The current Provincial planning framework does not provide sufficient flexibility to designate additional strategic employment lands within the Town, and Provincial intervention is required to realize these economic development objectives. Furthermore, a multi-level government collaborative approach is required to develop a strategy to provide full municipal water and wastewater services to facilitate employment development at these strategic locations. By identifying these areas currently designated for employment in the Town’s Official Plan, and consideration for identifying the potential employment expansion areas as PSEZs, the Town will be well positioned to protect these areas for long term employment uses and facilitate employment development.

The purpose of this Report is to:

- Request the Province to identify lands along the Highway 404 Corridor (including existing designated employment areas and potential future employment expansion areas) as PSEZs under the Growth Plan;
- Provide a summary of the current planning framework which poses a barrier to the Town in realizing the economic development potential associated with employment development along the Highway 404 Corridor;
- Outline the planning and economic development rationale for identifying PSEZs along the Highway 404 Corridor;
- Identify the landowner interests in identifying these areas as PSEZs, including potential employment development opportunities; and
- Identify a preliminary vision, goals and conceptual land use plan for advancing future planning work and employment development within the Gormley proposed employment expansion area.

On December 11, 2018, the Town Council passed a motion requesting the Province to consider designating appropriate lands abutting a 400-series Highway in the GTHA as “Provincially Significant Employment Areas”. In January 2019, the Province released Proposed Amendment 1 to the Growth Plan and introduced a framework to identify and protect “Provincially Significant Employment Zones” across the Greater Golden Horseshoe. On March 21, 2019, York Region Council supported the Town's request and unanimously passed a similar motion requesting the Province to designate the three areas identified on **Figure 1** as PSEZs in the Town, under the new Growth Plan.

The resolutions recognize the Highway 404 Corridor as a significant investment in Provincial infrastructure and the abutting lands are very attractive and desirable for accommodating employment growth, while still protecting significant environmentally sensitive areas. These resolutions form **Appendix A** to this Report.

Town Council has clearly identified the designation of additional lands for employment development along the Highway 404 Corridor as a strategic priority for the Town, and requests the Province to identify these areas as PSEZs. This strategic priority is also outlined in the Town's Strategic Plan (2019-2022) for this term of Council by *“Expanding the tax base through a growing, diversified economy”* with a *“focus on servicing and development of Provincially Significant Employment Zones”*.

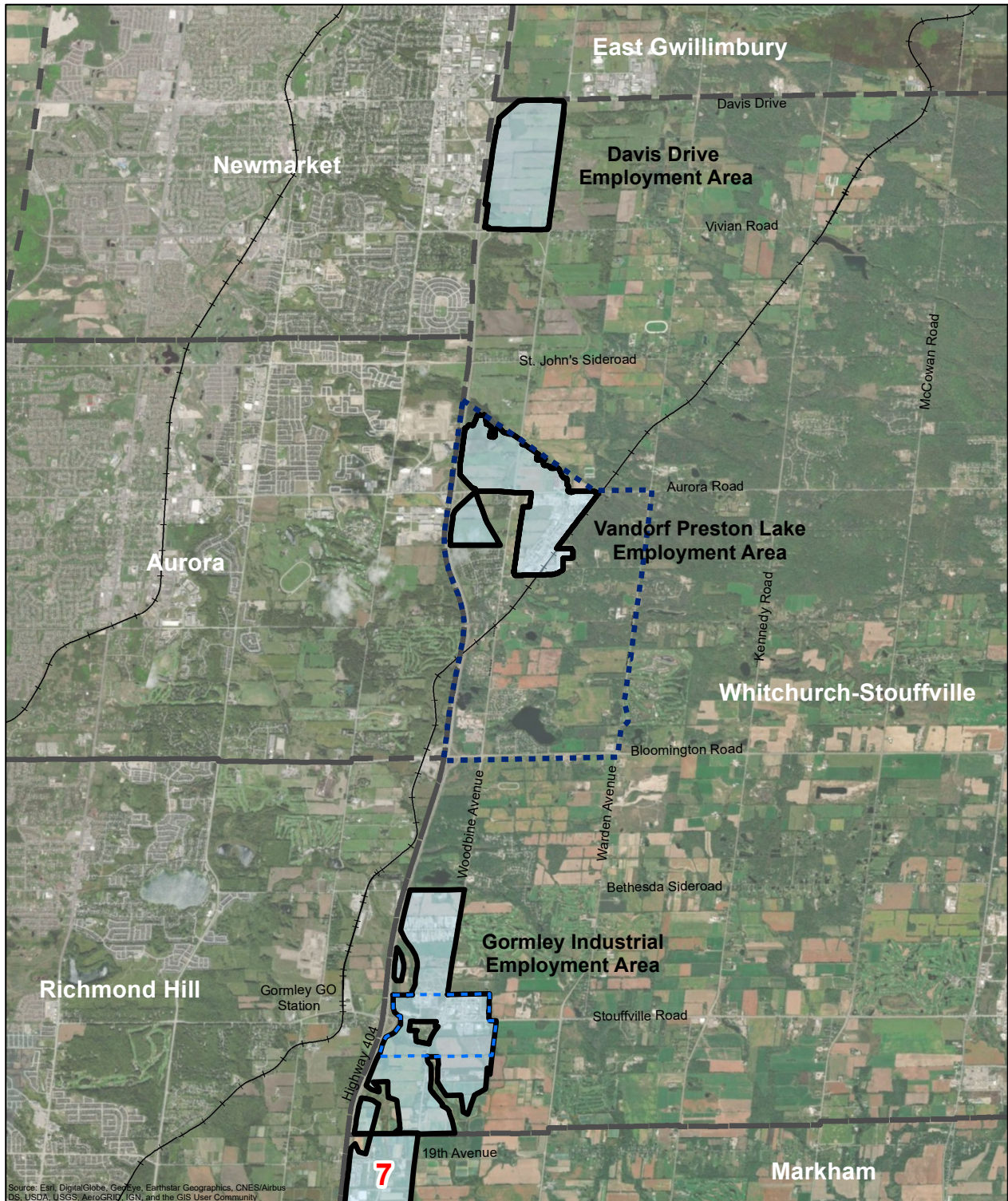
Furthermore, on August 27, 2019, Town Council passed a motion to request the Region to *“aggressively plan, design and construct infrastructure to support employment growth along the Highway 404 corridor in the Town of Whitchurch-Stouffville.”* This motion is included in **Appendix A** to this Report.

On October 22, 2019, Council endorsed Staff Report DS-052-19 and directed staff to undertake further investigations and discussions with the Province and York Region to facilitate a settlement area boundary adjustment to include the proposed south Gormley Employment Expansion Area. In doing so, staff will be undertaking further investigations to determine the most appropriate “Whitebelt” areas in the Town for expanding and enhancing the Greenbelt Area, to ensure an equivalent amount of land will be maintained within the Greenbelt Area. Furthermore, Council directed staff to request the Region of York and the City of Markham to undertake a joint Municipal Class Environmental Assessment to determine the most preferred solution for extending full municipal services to support employment growth in the area. Staff Report DS-052-19 is discussed in Section 5.6, and included in Appendix L.

This Report summarizes the planning and economic development rationale for identifying these lands along the Highway 404 Corridor as PSEZs within the Town of Whitchurch-Stouffville.

# PURPOSE

Figure 1 – Proposed PSEZs



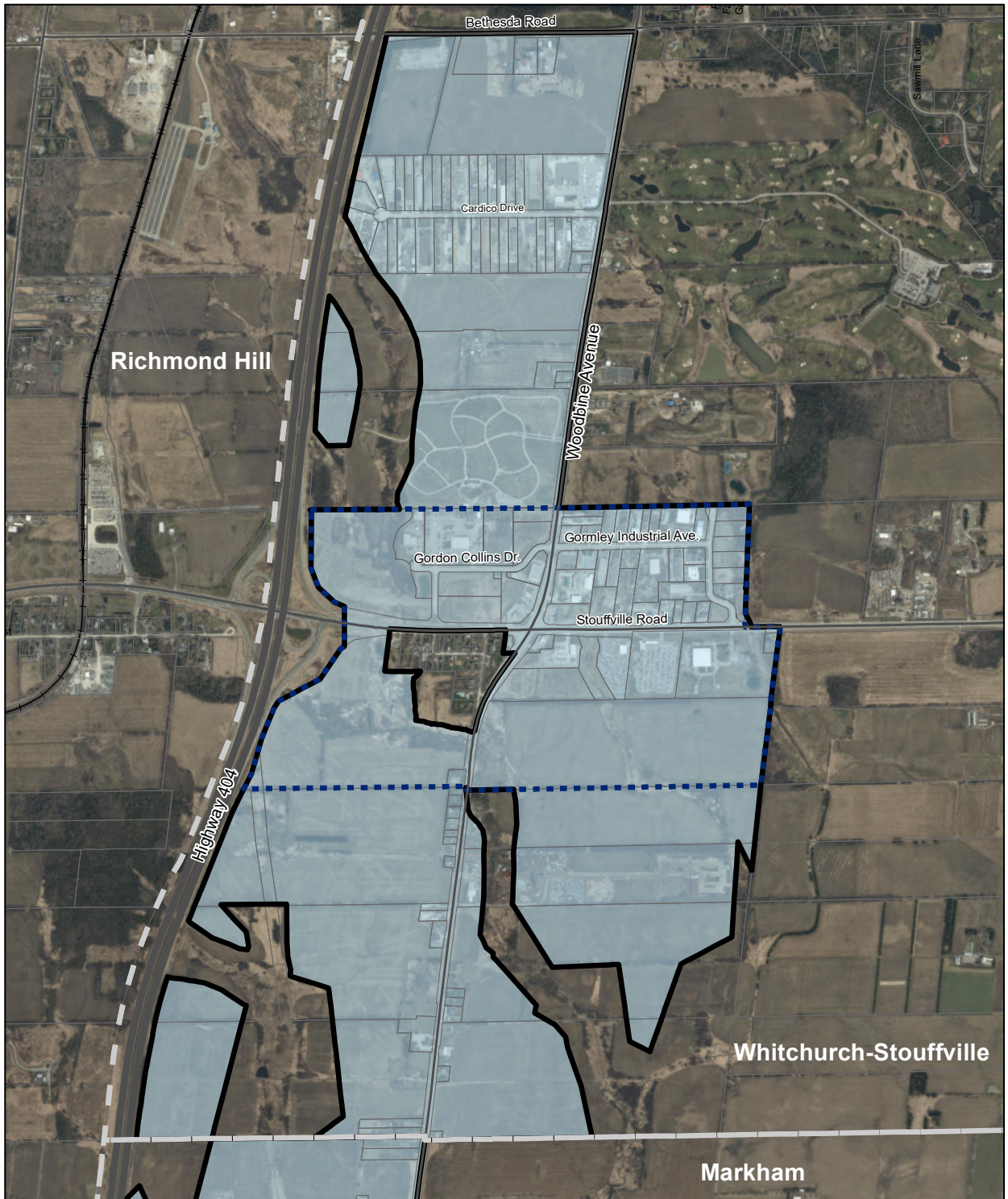
Proposed Provincially Significant Employment Zone  
Town of Whitchurch-Stouffville

Legend  
□ Provincially Significant Employment Zone □ Vandorf Preston Lake Secondary Plan Area □ Gormley Industrial Secondary Plan Area

0 1 2 4 Kilometers

Prepared February 2019  
Town of Whitchurch-Stouffville

**Figure 2 – Proposed Gormley PSEZ**



**Proposed Provincially Significant Employment Zone  
Town of Whitchurch-Stouffville (Gormley)**

Legend

- Provincially Significant Employment Zone
- Gormley Industrial Secondary Plan Area

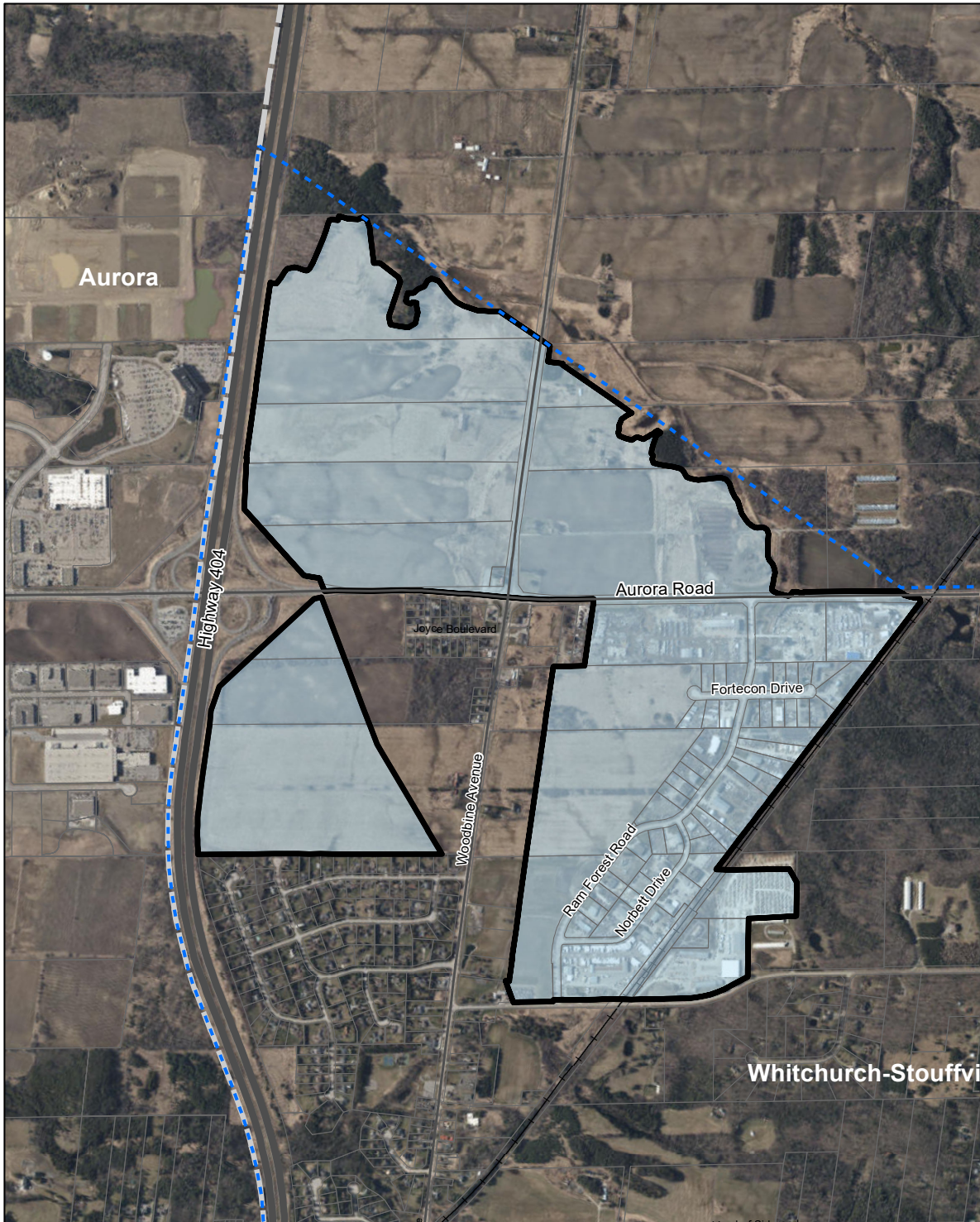
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Prepared July 2019  
Town of Whitchurch-Stouffville

# PURPOSE

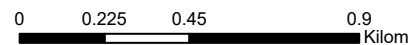
Figure 3 – Proposed Vandorf PSEZ



Proposed Provincially Significant Employment Zone  
Town of Whitchurch-Stouffville (Vandorf)

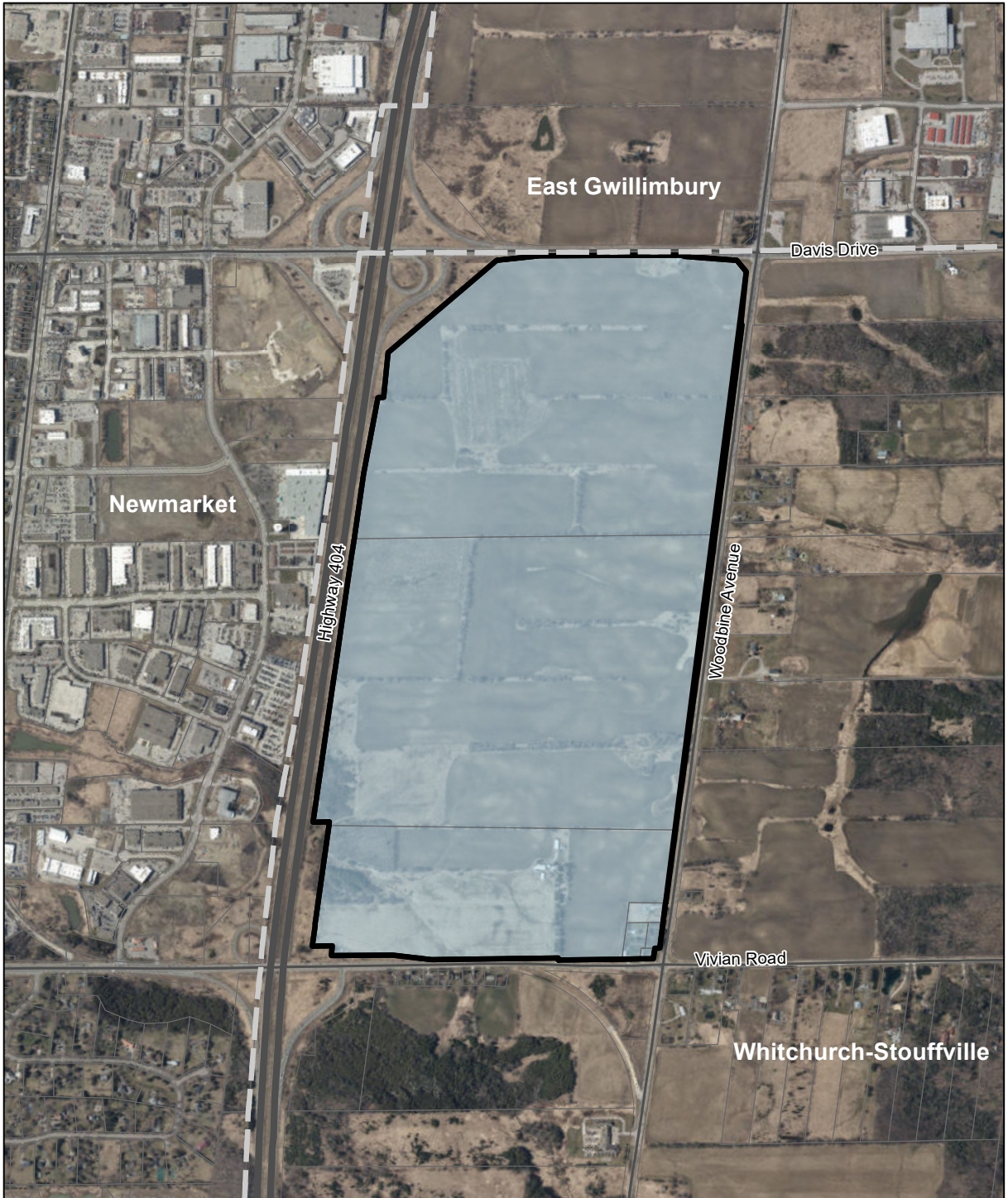
Legend

- Provincially Significant Employment Zone
- Vandorf Preston Lake Secondary Plan Area




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Town of Whitchurch-S

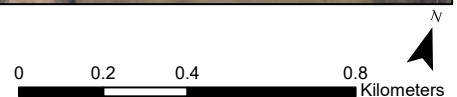
**Figure 4 – Proposed Davis Drive / Vivian Road PSEZ**



**Proposed Provincially Significant Employment Zone  
Town of Whitchurch-Stouffville (Davis Drive/Vivian Road)**

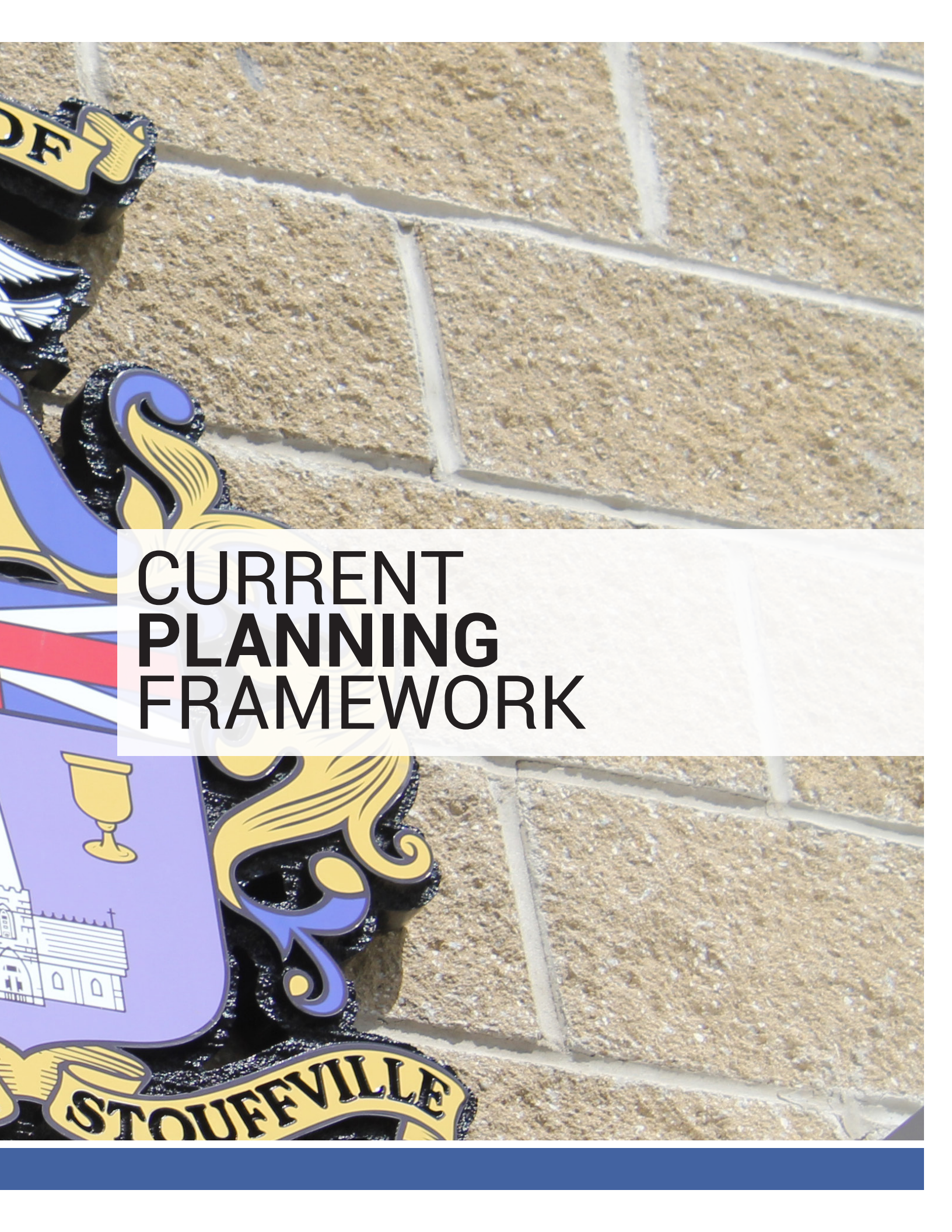
Legend

 Provincially Significant Employment Zone



Prepared JSeptember 2019  
Town of Whitchurch-Stouffville



The background of the page is a close-up photograph of a stone wall with light-colored, rectangular blocks. On the left side, a portion of the Stouffville coat of arms is visible. It features a shield with a purple field containing a white building and a golden chalice. Above the shield is a blue and yellow scrollwork crest. A banner at the bottom of the shield contains the word 'STOUFFVILLE' in black letters on a yellow background. The text 'CURRENT PLANNING FRAMEWORK' is overlaid in a white box in the center of the image.

# CURRENT PLANNING FRAMEWORK

# CURRENT PLANNING FRAMEWORK

## 2. Current Planning Framework

The current Provincial planning framework does not provide sufficient flexibility for the Town to designate the subject lands for employment uses and to capitalize on the employment opportunities associated with the Highway 404 Corridor. Provincial intervention is required to identify these areas as PSEZs to assist in furthering the designation of additional employment lands within the Town, focused on these strategic locations along the Highway 404 Corridor.

Notwithstanding the current planning framework, Provincial policy is very supportive of the promotion of economic development and economic competitiveness by ensuring the provision of adequate employment lands to support job creation and the development of complete communities. However, the current Provincial policies and plans provide a barrier to effectively realize employment opportunities, particularly for strategic employment lands situated along the Highway 404 Corridor within the Town of Whitchurch-Stouffville.

The Province's *Planning Act* identifies key matters of Provincial interest that the Province and municipalities shall have regard to in carrying out their planning responsibilities, these include: the adequate provision of employment opportunities; the adequate provision and efficient use of infrastructure; the protection of the financial and economic well-being of the Province and its municipalities; and directing growth and development to appropriate locations.

In a similar manner, the Provincial Policy Statement, 2014, establishes that planning authorities shall promote economic development and competitiveness by: providing for an appropriate mix and range of employment uses to meet long-term needs; providing opportunities for a diversified economic base, including maintaining a range and choice of suitable sites for employment uses which support a wide range of economic activities and ancillary uses; and ensuring the necessary infrastructure is provided to support current and projected needs.

The proposed changes to the Provincial Policy Statement (July 2019) further promote economic development and competitiveness through the addition of proposed policy 1.3.1 c), which provides that *"Planning authorities shall promote economic development and competitiveness by: c) facilitating the conditions for economic investment by identifying strategic sites for investment, monitoring the availability and suitability of employment sites, including market-ready sites, and seeking to address potential barriers to investment."* In implementing this policy, planning authorities must consider the identification of strategic employment sites that are suitable and market ready and remove barriers to promote economic development. Lands located along the Highway 404 Corridor in the Town are clearly strategic lands for employment development, and land use planning barriers and servicing constraints must be addressed to ensure that these areas are market-ready. Furthermore, the proposed changes to the Provincial Policy Statement will expand the planning horizon to designate employment lands up to 25 years, while also enabling the planning for infrastructure and employment areas beyond the 25 year time horizon (S. 1.1.2) (emphasis added).

Under the current planning framework, the only opportunity for the Town to expand a settlement area to accommodate additional employment lands along the Highway 404 Corridor is through the Region of York's Municipal Comprehensive Review (MCR) process, which is further constrained by the more restrictive policies of the Oak Ridges Moraine Conservation Plan (ORMCP) and the Greenbelt Plan.

The Town is very supportive of the policy intent of the Province's ORMCP and the Greenbelt Plan to protect significant natural heritage features and support the establishment of natural linkages to provide a natural heritage systems based approach to environmental protection and conservation. However, it is the Town's position that these environmental objectives must be appropriately balanced with the need to ensure the continued economic viability and competitiveness of the Town, Region, and the Province, and in consideration of other Provincial interests.

Development proposals within the PSEZs will still be required to undertake rigorous environmental studies to determine if they can be accommodated and to ensure that proper planning measures are in place so that they will pose no negative impacts to the environment.

It is important to note that the PSEZs identified by the Town do not include significant environmental areas or comprise the Greenbelt Plan's Natural Heritage System, but rather comprise existing designated employment areas and "buffer" areas which are identified as the "Countryside Area" in the ORMCP. The ORMCP "Countryside Area" designation and the Greenbelt Plan "Protected Countryside" designation (which includes lands not identified as part of the Greenbelt Plan's Natural Heritage System), do not comprise environmentally significant natural heritage features or linkage areas. It is the Town's position, that lands within these designations, should be considered for employment development within strategic locations along the Highway 404 Corridor. The Town is committed to ensuring the ecological integrity of the ORMCP and the Greenbelt Plan through the establishment of the PSEZs by directing future development to areas located outside of sensitive environmental areas, as directed by Provincial policy. Furthermore, the Town is supportive of clean industries (prestige employment/office development) and sustainable building technologies and innovative site planning which will minimize any potential negative impacts on the environment.

## **2.1 A Place to Grow - Growth Plan for the Greater Golden Horseshoe, 2019**

The Growth Plan for the Greater Golden Horseshoe, 2019, guides growth, development and land use planning within the Greater Golden Horseshoe. The Growth Plan supports goals of economic prosperity while also protecting the environment and helping communities achieve a high quality of life. A guiding principle of the Growth Plan is: *"to provide flexibility to capitalize on new economic and employment opportunities as they emerge, while providing certainty for traditional industries..."* (S. 1.2.1). The Growth Plan ensures there exists an adequate supply of employment lands for both traditional forms of employment as well as for knowledge and service based segments of the economy. The Growth Plan also recognizes the importance of connecting employment lands to transportation routes and corridors to support the collective economic success of the region.

# CURRENT PLANNING FRAMEWORK

The Growth Plan recognizes that: *“The region is experiencing a dramatic economic change. Traditional industries, such as manufacturing and agri-food businesses, continue to play an important role, but globalization and technology are also transforming the GGH’s economy. There has been a shift towards knowledge-intensive, high value-added activities that is increasing the significance of the service and knowledge-based sectors and spurring innovation in other segments of the economy. This change is providing opportunities for a variety of types of businesses to locate and grow in the GGH, which is fundamental to ensuring a more prosperous economic future. Therefore, it is important to ensure an adequate supply of land within employment areas – both for traditional industries and for service sector and knowledge-based businesses that warrant such locations – and sites for a broad range of other employment uses.”* (S. 2.1).

Furthermore, the Growth Plan seeks to maximize the benefits of land use planning as well as existing and future investments in infrastructure so that the region is well-positioned to leverage economic change. It is also critical to understand the importance of regionally significant employment areas and consider opportunities to better co-ordinate our collective efforts across municipalities to support their contribution to economic growth and improve access to transit.

The Growth Plan promotes economic development and competitiveness in the GGH by:

- a) *making more efficient use of existing employment areas and vacant and underutilized employment lands and increasing employment densities;*
- b) *ensuring the availability of sufficient land, in appropriate locations, for a variety of employment to accommodate forecasted employment growth to the horizon of this Plan;*
- c) *planning to better connect areas with high employment densities to transit; and*
- d) *integrating and aligning land use planning and economic development goals and strategies to retain and attract investment and employment* (S. 2.2.5.1).

The Growth Plan identifies that *“Linking major goods movement facilities and corridors, international gateways, and employment areas to facilitate efficient goods movement will be the first priority of highway investment.”* (S. 3.2.4.1). As such, the utilization of existing highway investments, such as the Highway 404 Corridor, to accommodate employment areas is a Provincial priority.

While a guiding principle of the Growth Plan is *“to provide flexibility to capitalize on new economic and employment opportunities as they emerge...”*, the Municipal Comprehensive Review (MCR) requirements to contemplate a settlement area expansion, does not provide sufficient flexibility for the Town in designating additional employment lands along the Highway 404 Corridor to support economic development.

The new Growth Plan which came into effect in May 2019, includes policies which allow for the Minister of Municipal Affairs and Housing to identify PSEZs which must be protected and cannot be converted outside of a MCR. To date, the Province has identified 29 PSEZs, none of which are located within the

Town of Whitchurch-Stouffville, but does include lands located along the Highway 404 Corridor in the City of Markham, which directly abut the Town of Whitchurch-Stouffville, and the Town's Proposed PSEZs. The changes also include a policy which prioritizes designating employment lands adjacent to or near major goods movement facilities and corridors, which includes major highway interchanges such as Highway 404, as areas for manufacturing, warehousing and logistics and appropriate associated uses (S. 2.2.5.5). Town staff is supportive of these policies, and also support that the Highway 404 Corridor is very attractive for higher density office uses, and should be considered for identification as PSEZs.

The Town submitted comments to the Province on Proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, and requested that the Province identify the Proposed PSEZs under the Growth Plan. The Staff Report is included in **Appendix B**.

## 2.2 Oak Ridges Moraine Conservation Plan, 2017

The Oak Ridges Moraine Conservation Plan, 2017 seeks to protect the ecological and hydrological integrity of the Oak Ridges Moraine Area. It contains several land use designations which identify the degree of concentration of key natural heritage and hydrologically significant features, with the Natural Core and Natural Linkage areas being the most restrictive land use designations. The Countryside Area designation is less restrictive in that it is intended to provide an agricultural and rural transition, or buffer area between the Natural Core Areas and Natural Linkage Areas, and the urbanized settlements areas and does permit small-scale commercial, industrial and institutional uses subject to satisfying certain criteria (S. 40).

Under the current Provincial planning framework, settlement area expansions within the ORMCP may only be contemplated through the Region's MCR (in accordance with the Growth Plan), and settlement area boundaries are not permitted to expand into Natural Core Area and Natural Linkage Areas. The Town is committed to ensuring the ecological integrity of the Oak Ridges Moraine through the identification of the Highway 404 Corridor PSEZs by directing future development to areas located outside of the Natural Core Area and Natural Linkage Area designations, and ensuring that development will not result in negative environmental impacts. As such, employment development is only contemplated within the Countryside Area designation, and not within more sensitive environmental areas.

## 2.3 Greenbelt Plan, 2017

Similar to the ORMCP, the Greenbelt Plan, 2017 seeks to protect agricultural land from fragmentation as well as protecting the Natural Heritage System and water resources. The Town is committed to ensuring the ecological integrity of the Greenbelt Plan through the establishment of the Highway 404 Corridor PSEZs by directing future development to areas located outside of the Natural Heritage System, and ensuring that development will not result in negative environmental impacts. As such, the Proposed PSEZs are not contemplated within the Greenbelt Plan's Natural Heritage System, which comprises more significant natural heritage features.

# CURRENT PLANNING FRAMEWORK

**Figure 5** identifies the Proposed PSEZ's in relation to the Province's ORMCP and Greenbelt Plan land use designations, and does not include lands within significant environmental areas.

## 2.4 Town of Whitchurch-Stouffville Official Plan

The location of the Town's Proposed PSEZs are identified on **Figures 6 - 8** which illustrates the existing land use designations in the Town's Official Plan. Two of the three Proposed PSEZs are partially located within existing designated employment areas, which include the Gormley Industrial Secondary Plan (**Figure 7**) and the Vandorf Preston Lake Secondary Plan (**Figure 8**). These Secondary Plans contain various land use designations which accommodate a range of employment uses as outlined below.

### 2.4.1 Gormley Industrial Secondary Plan

The goal of the Gormley Industrial Secondary Plan is to create a distinctive industrial and commercial area that will promote the development of a "gateway" area within the Town (S. 10.1.1). The Secondary Plan encourages a broad range of dry industrial uses including related uses that will strengthen and diversify the employment opportunities within the Town. The policies recognize the existing industrial land uses and provide opportunities for employment expansions and redevelopment, while enhancing the natural features and existing vegetation worthy of conservation. The Gormley Industrial Area provides direct access and exposure to Highway 404 via the Stouffville Road interchange.

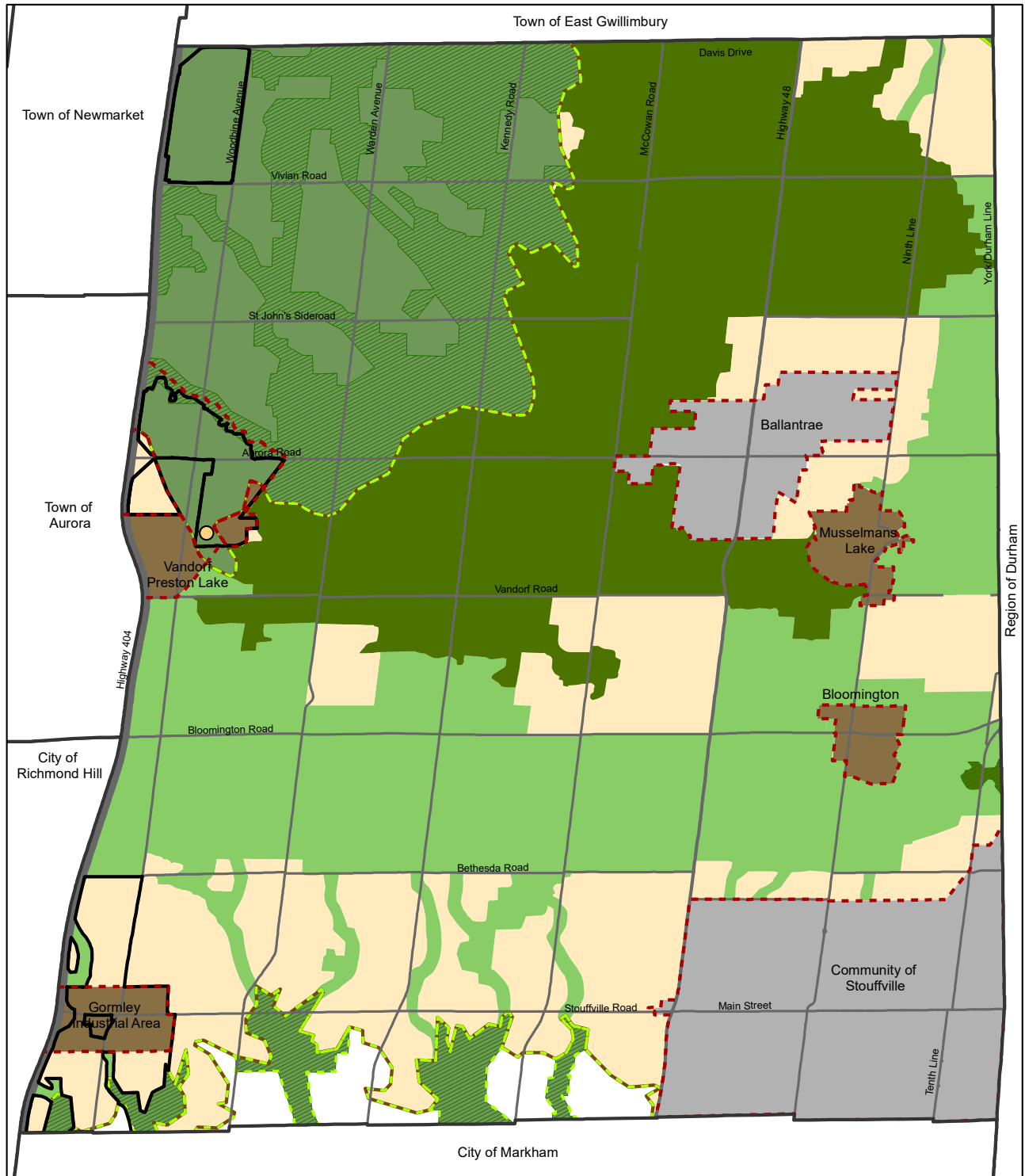
The Gormley Industrial Secondary Plan (**Figure 7**) designates certain employment lands as Prestige Industrial and Industrial. The Prestige Industrial land use designation (S. 10.2.1) permits dry industrial uses within enclosed buildings including manufacturing, processing, assembling, fabricating, repairing, packaging, warehousing and wholesaling, data processing and related uses, as well as office uses that are accessory to the main industrial use, and ancillary uses such as conference and training facilities. Limited retail sales are permitted as an accessory use to the main industrial use. Additionally, there are a number of other requirements for development within this land use designation which: prohibit outdoor storage; prohibit uses which could cause pollution; ensure good property landscaping; ensure the maintenance of the natural environmental features; and the provision of appropriate buffers between industrial and other land uses.

The Industrial land use designation (S. 10.2.2) permits similar uses as per the Prestige Industrial designation, with the exception that employment uses which have limited outside storage are permitted. The land use policies pertaining to the Industrial land use designation are consistent with the Prestige Industrial land use designation.

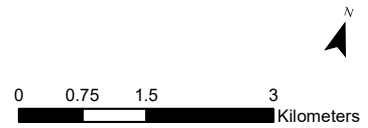
The Town supports the provision of full municipal services to accommodate more intensive employment uses in the Gormley Industrial Secondary Plan area to better utilize the Provincial investment in highway infrastructure and the economic benefits associated with the Highway 404 Corridor. As such, the provision of full municipal services to Gormley is a priority for the Town.

Relevant excerpts from the Gormley Industrial Secondary Plan are included in **Appendix C**.

Figure 5 – Provincial Plan Designations and PSEZs



- Legend**
- Settlement Area Boundaries
  - Provincially Significant Employment Zone
  - ORM Plan Boundary
  - ORM Countryside Area
  - ORM Natural Core Area
  - ORM Natural Linkage Area
  - Settlement Area
  - Rural Settlement
  - Greenbelt Plan Boundary
  - Greenbelt Protected Countryside
  - Natural Heritage System
  - Greenbelt Hamlet



# CURRENT PLANNING FRAMEWORK

Figure 6 – Official Plan Land Use (Schedule B)

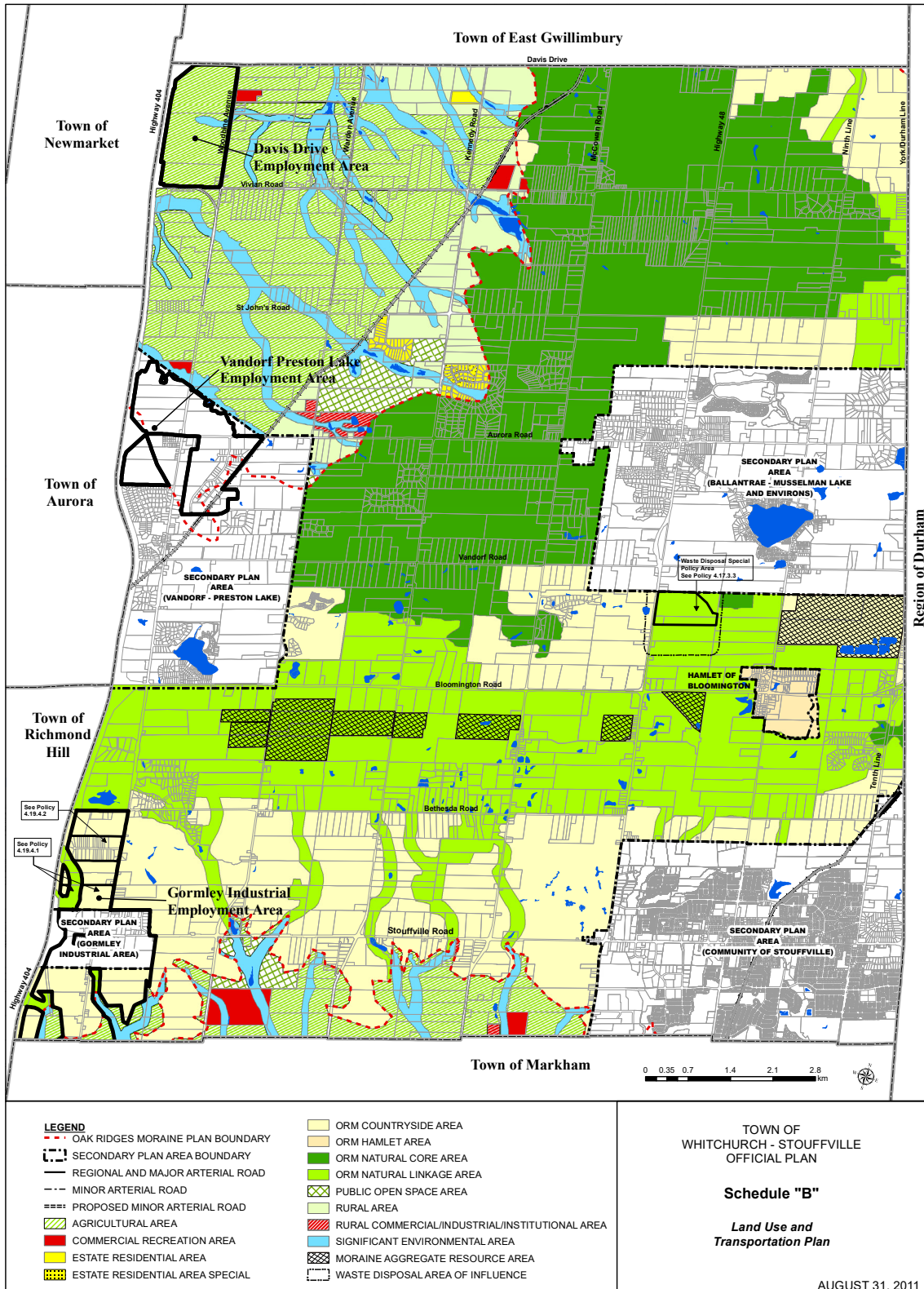
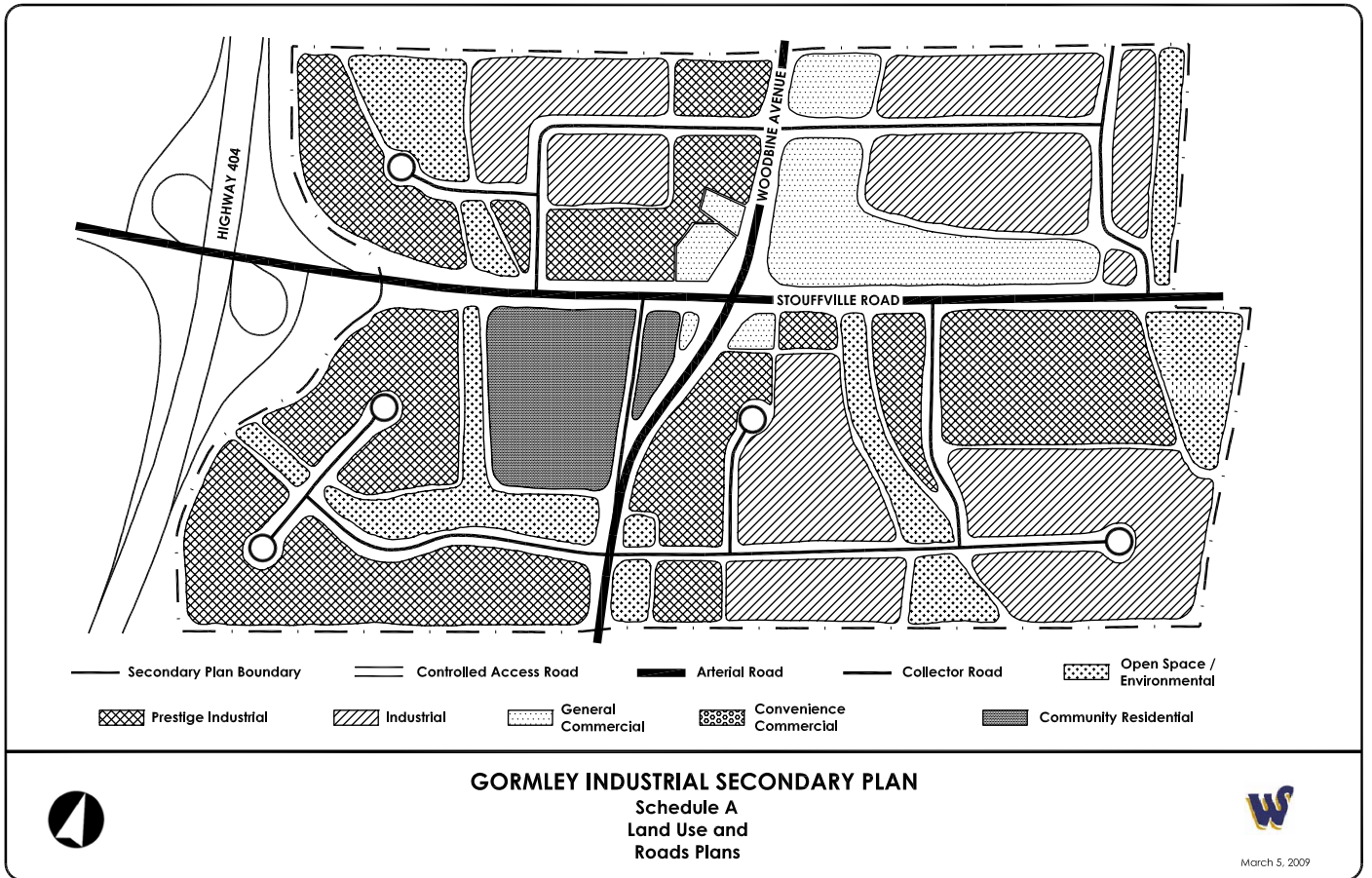


Figure 7 – Gormley Official Plan Land Use (Schedule A)



# CURRENT PLANNING FRAMEWORK

## 2.4.2 Vandorf Preston Lake Secondary Plan

The Proposed Vandorf PSEZ includes lands designated ORM Employment Area, Employment Area, Potential Employment Area, and ORM Countryside Area in the Vandorf Preston Lake Secondary Plan (**Figure 8**). The Community vision for the Secondary Plan area is to *"provide for the potential for additional employment development on full municipal services in a business campus format which will create a "gateway" to Vandorf and the Town of Whitchurch-Stouffville"* (S. 13.2.2 iii). The Vandorf Preston Lake employment areas provide direct access and exposure to Highway 404 via the Aurora Road interchange.

The ORM Employment Area land use designation (S. 13.6.7) recognizes the existing employment uses within the Community of Vandorf and ensure that it is maintained in a manner which, where possible, improves or restores the natural environment. This designation permits predominately small-scale commercial, industrial, recreational and institutional uses.

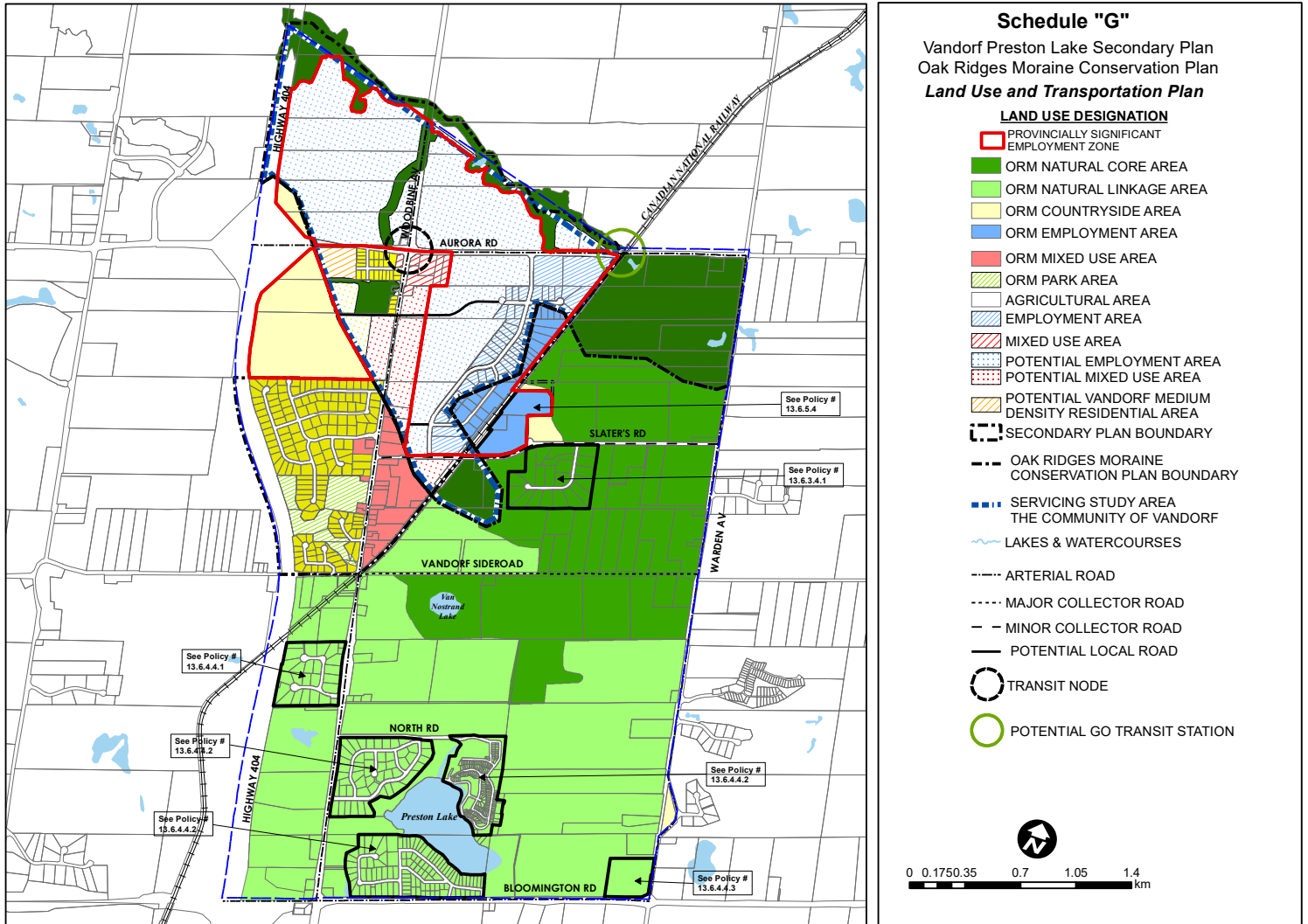
The Employment Area land use designation (S. 13.7.2) includes lands within the Greenbelt Plan area and identifies the existing employment areas and ensures that the economic vitality of the area is maintained and improved. The permitted uses in this land use designation includes a range of industrial, office, wholesale, research and development, institutional, and commercial recreation uses.

The Potential Employment Area land use designation (S. 13.7.3) includes lands within the Greenbelt Plan Area and recognizes the expansion of the existing employment development within Vandorf. The land uses permitted under this designation include those uses permitted in the Employment Area designation subject to the provision of appropriate servicing. New development within the Potential Employment Area requires the completion of a servicing study to evaluate options for servicing the entire Servicing Study Area which may include the use of communal or municipal water services and appropriate sewage services (S. 13.5.3.2).

The Town supports the provision of full municipal services to accommodate more intensive employment uses in the Vandorf Secondary Plan area and the Potential Employment Area designation.

Relevant excerpts from the Vandorf Preston Lake Secondary Plan are included in **Appendix D**.

Figure 8 – Vandorf Official Plan Land Use (Schedule G)



# CURRENT PLANNING FRAMEWORK

## 2.4.3 Cardico Drive Special Policy Area

The Official Plan includes a Special Policy Area which recognizes the existing employment area located on Cardico Drive, generally between Stouffville Road and Bloomington Road, which is designated ORM Countryside Area in the Town's Official Plan. These lands are located within the Proposed PSEZ associated with the Gormley Employment Area, as it provides for a logical expansion of the employment area. The purpose of Special Policy Area 4.19.4.2 is to recognize the existing industrial subdivision and continued employment development (refer to **Appendix E**).

## 2.4.4 Davis Drive PSEZ

While the proposed Davis Drive PSEZ is predominately comprised of agricultural and rural lands, the lands are ideally suited for employment development given their location between two major Highway 404 interchanges which include the Davis Drive and Vivian Road interchanges. As identified on **Figure 6** the lands are designated Agricultural Area in the Town's Official Plan. The lands are located within the Greenbelt Plan Protected Countryside Area; however, they do not comprise part of the Greenbelt Plan Natural Heritage System as shown in **Figure 5**, and do not include significant natural heritage features. The Davis Drive PSEZ is directly across the Highway 404 employment area in the Town of Newmarket and in proximity to the Davis Drive employment area in the Town of East Gwillimbury, which is strategically located for employment growth.

## 2.4.5 OMB Decision (Woodbine Ave. and Bethesda Rd.)

The lands located at the southwest corner of Woodbine Ave. and Bethesda Rd. (2005 Bethesda Rd. and 12934 Woodbine Ave.), directly north of the Cardico Drive Special Policy Area, are subject to an OMB Decision. Included in **Appendix F** is a Staff Report (dated August 25, 2015) regarding the status of the planning applications as it relates to 2005 Bethesda Rd., including the OMB Decision (dated November 4, 1994), and a letter from the Town regarding the 'transitional status' of the development files.

The landowners submitted applications to amend the Town's Official Plan and Zoning By-law in the early 1990's to permit industrial uses on the properties. The landowners appealed the subject applications to the OMB and were parties to the OMB proceedings concerning the Town's Gormley Industrial Secondary Plan (OPA 88). At that time, it was determined that the employment land needs assessment could not justify the proposed extent of the additional employment lands being requested by the appellants. The OMB hearing considered these applications but did not approve them, nor was a final decision rendered. The OMB decision effectively dismissed the appeals, but allowed for the reconsideration of the matter if certain conditions surrounding the supply of dry industrial land could be met (i.e., *"no request for reactivation or reinstatement of this matter should be considered by the Board until 50% or more of the land available for dry industry use at the present time elsewhere in the Town, plus 50% of that land approved for use in OPA 88, has been used up to the stage of permits to build industrial uses upon those lands..."*).

To date, the appellants have not requested the OMB to recommence the consideration of the

applications. The subject applications are considered to have “transitional status” under the ORMCP since they were submitted prior to enactment of the ORMCP under the *Oak Ridges Moraine Conservation Act, 2001*. The OMB is seized with the Official Plan and Zoning By-law Amendment applications brought by the landowners prior to the time of the OMB's 1994 decision, which are out of the Town's jurisdiction at this time. Section 19.1 of the *Oak Ridges Moraine Conservation Act, 2001*, provides the Minister with the opportunity to issue an Order to permit the Official Plan and Zoning By-law Amendments. The owner had indicated that they were working with the Ministry of Municipal Affairs and Housing concerning the possible future exercise of authority vested in the *Oak Ridges Moraine Conservation Act, 2001*, to issue an Order approving the applications before the OMB.

As recommended by Council in the meeting minutes: *“Town Council supports the consideration of a Minister's Order pursuant to Section 18(1) of the Oak Ridges Moraine Conservation Act approving the Official Plan and Zoning By-law amendments by Frank Di Costanzo, Rita Di Costanzo and John Di Costanzo at 2005 Bethesda Road and by 1483404 Ontario Limited at 12934 Woodbine Avenue for employment uses.”*





# **RATIONALE FOR IDENTIFYING NEW PSEZs**

## 3. Rationale for Identifying New PSEZs

In light of the current Provincial planning framework, evolving planning directions, and the Town's short and long-term employment needs and development interests, the Province is requested to identify the Proposed PSEZs within the Town. The following section outlines the planning rationale and justification for identifying strategic employment lands to facilitate employment development within the proposed Gormley, Vandorf and Davis Drive PSEZs.

### 3.1 Community Profile

The Town of Whitchurch-Stouffville was the third fastest growing community in Canada, and the second fastest growing municipality in Ontario, as of 2016. The Town is located within York Region in the Greater Toronto Area, just 40 kilometres from downtown Toronto within the fifth largest regional economy in North America. Since 2006, the Town has experienced a massive increase in population growth of 85% to 2016 (24,390 to 45,335 persons).

The Town of Whitchurch-Stouffville has a diverse local economy with strengths in knowledge-based industries, advanced manufacturing, building and construction as well as agriculture and tourism sectors. In 2016, the Town had 24,570 persons in the labour force, including 23,285 persons (65% of the population) employed. This equates to a Town participation rate of 68.2%, as compared to the Region's overall participation rate of 66.7%. In 2016, the Town's unemployment rate was 5.2%, compared to the Regional unemployment rate of 6.4%.

The Town of Whitchurch-Stouffville has predominately been a "bedroom community", and has not attracted a substantial amount of employment area development, largely attributed to the land use planning and servicing constraints associated with the Highway 404 Corridor lands. Although the Town is becoming increasingly urbanized; the Town's employment growth has not coincided with the increase in population growth, which is not sustainable from a number of perspectives, including the creation of complete communities, increasing the Town's non-residential tax base, the provision of municipal services, quality of life, etc.

Of the Town's employed population, 84% (17,495 persons) drive a car as a means to commute to work, and spend a significant amount of time commuting, as 61% of residents (12,830 persons) spend 30 minutes or more on their daily commute to work.

Local job opportunities are a priority of the Town, through the designation of additional employment lands which are suitably located and attractive for employment development. More local jobs will assist in reducing commuting trends, which in turn will result in environmental benefits, through reduced vehicular use and greenhouse gas emissions. Reducing the need for residents to commute outside of the community every day supports the principles of smart growth and will contribute to an overall higher quality of life for our residents.

The Town's municipal assessment is largely weighted towards residential taxes, which as of 2018,

accounted for 87% (Residential and Multi-Residential), in comparison to the Town's industrial and commercial assessment of 7.9%. A more balanced municipal tax base is required to ensure the fiscal viability of the Town.

## 3.2 Growth Forecast and Limited Employment Land Supply

The Growth Plan for the Greater Golden Horseshoe establishes population and employment forecasts to the year 2041. The Region of York, through its MCR, will establish growth forecasts and allocations to each of the lower-tier municipalities to 2041. The Growth Plan forecasts that the Region will plan to accommodate a population of 1,790,000 persons and 900,000 jobs to 2041, which represents an increase of 200,000 persons and 110,000 jobs from the 2031 forecast, and an increase of approximately 590,000 persons and 260,000 jobs from the 2016 forecast (1,200,100 persons and 640,500 jobs).

The Region's Official Plan, 2016 Office Consolidation, currently forecasts growth to 2031, which includes a total population of 1,500,000 persons and 780,000 jobs to 2031. Of this growth, 60,600 persons and 23,000 jobs have been allocated to the Town of Whitchurch-Stouffville to 2031, which represents an increase of approximately 11,200 persons and 3,800 jobs from the 2016 forecast (49,400 persons and 19,200 jobs).

It should be noted that the growth forecasts to 2041 and growth allocations to the Town, will be informed by the Region's ongoing MCR to implement the Growth Plan. The Town is anticipated to accommodate a substantial amount of population and employment growth within the Region to 2031 and 2041.

A major factor in the future competitiveness of the Town's economic base is the supply and quality of its vacant employment lands. As part of the Town's Growth Management Strategy, April 2014 (GMS), a review of the Town's employment lands was undertaken to create a long-term vision and plan for future employment lands within the Town. A key objective of the review was to assess the adequacy of the existing employment land supply within the Town to the year 2031. The GMS identified a need for additional fully municipally serviced employment lands to the year 2031. Employment lands continue to be an integral part of the Town's employment growth potential to develop a balanced and complete community. As stated in the GMS, *"through continued development of its employment base, the Town will be better positioned over the long term to build a balanced and complete community, which will increase its non-residential tax base, reduce commuting dependency and traffic congestion, improve socio-economic conditions and local quality of life."*

As part of the Region's ongoing MCR and to inform the Region's Employment Strategy, York Region prepared the "2017 Vacant Employment Land Inventory" to provide a summary of the supply and characteristics of employment lands in the Region as of mid-2017. On a Region-wide basis, the Report indicated that the supply of vacant employment lands remain healthy and needs to be protected. The Report identified that nearly 84% of vacant employment land within the Region, is within 5km of a 400 series highway. The Report recognizes that *"there is a high demand for employment lands that are strategically located within urban areas near major transportation corridors to facilitate the flow of goods and employees. The 400-series highways are extremely important for employment lands from a*

# IDENTIFYING NEW PSEZs

*strategic location and market accessibility standpoint as they facilitate goods movement and are highly visible locations for major employers."*

Since the time the Town's 2014 GMS was prepared, there has been a substantial increase in the population of the Town, and further consideration of the Town's employment land needs to the planning horizon year of 2041, is required to conform to the Growth Plan, 2019. Furthermore, the identification of additional strategic employment lands beyond the 2041 planning horizon needs to be considered to protect for long term employment areas in the Town. With the recently proposed changes to the Provincial Policy Statement (July 2019), there may be an opportunity to plan further ahead and designate additional employment lands to the proposed 25 year planning horizon, and identify strategic employment areas beyond the planning horizon.

As part of the Town's ongoing Official Plan Review, the Town is currently undertaking a Growth Management Assessment to update its employment growth forecasts and land needs to 2041, which will assist in informing the Region's MCR and Official Plan update. The Gormley Employment Expansion Area represents the most logical location for the designation of additional employment lands within the Town given its proximity to the Highway 404 Corridor, and the potential for the provision of full municipal servicing to be extended from the abutting existing and planned employment lands within the City of Markham. Further consultation with the Region and City of Markham is required to develop a servicing strategy for the Gormley Employment Expansion Area, and Highway 404 lands.

## 3.3 Employment Trends

In terms of employment trends, according to York Region's Employment and Industry Report, 2017, employment within York Region has grown faster than it has province-wide or nation-wide, growing at a rate of 3.2% per year over the past five years. The Region has a diverse employment base but a large share (78%) of the Region's workforce are employed in the services-producing sector. The Region's large share of employment in the service-producing sector is reflective of broader provincial and national trends toward a knowledge-based economy. As well, foreign-owned companies are increasingly becoming important players in the Region with many companies locating their Canadian head offices or Canadian operations on employment lands in York Region.

While manufacturing continues to represent the largest share of employment on the Region's employment lands with 23% of jobs, the market demand on employment lands has been increasingly driven by growth in the 'knowledge-based' economy including goods movement. The professional, scientific and technical services and finance and insurance sectors combined account for a 21% share of employment on employment lands demonstrating this shift to accommodate more diverse employment uses.

Of particular interest to the Town, is that the market demand for employment lands is increasingly being driven by growth in the knowledge-based economy, which represents a shift from predominately manufacturing and warehousing type uses. These employment uses are largely office based and provide for more intensive and 'clean' employment uses which are ideally suited to lands along the Highway 404 Corridor, and align with the Town's economic development objectives.

### 3.4 Economic Development Strategy

The Town's Economic Development Strategy outlines a mandate and strategy to create and support economic growth across the Town while working with the Town's regional partners and neighbouring municipalities to encourage future economic prosperity.

The economic vision for the Town is: *"Building upon the Town's regional and community partnerships, Whitchurch-Stouffville will be a premier investment location within the Greater Toronto Area. It will be a community where people and business can capitalize on both urban and rural economic opportunities, within an urban living and rural lifestyle environment."*

The Town's Economic Development Strategy identifies specific themes and actions to advance economic development. The Town's Investment Readiness, Business Retention, Expansion and Attraction Actions speak to being prepared and ready to meet the needs of existing, expanding and new businesses or investors. A key action of the Strategy, is to *"look at best and highest use of all of the Town's employment lands, feasibility/business case for servicing lands at the Highway 404/Gormley Industrial Area."*

Furthermore, the Town's Economic Development Strategy serves to develop and implement sectoral investment attraction strategies for knowledge-based industries; green industries/eco/rural; and tourism, arts culture and heritage. The Proposed PSEZs would support the advancement of the Town's economic development objectives and provide opportunity to attract these industries to the Town.

### 3.5 Highway 404 Regional Serving Employment Area

The location of major employment areas throughout the GTHA are predominately focused along the Provincial 400 series Highways. The location of major employment areas along the 400 series Highways are very desirable for employment uses as they offer convenient access, visibility, and proximity to the major transportation corridors throughout the Province. The 400 series Highways are of critical importance to accommodating strategically located employment areas to attract a broad skilled labour force and provide access to a higher order transportation system that supports vital trade markets.

The Town of Whitchurch-Stouffville is bordered by Highway 404 on the west, and accommodates a significant amount of land directly adjacent to the highway corridor. The Town offers approximately 16.5 km of direct exposure to the Highway 404 Corridor, including convenient access via five highway interchanges at Stouffville Road, Bloomington Road, Aurora Road, Vivian Road, and Davis Drive. This strategic location offers a unique opportunity to utilize the exposure and access to Highway 404 to promote economic development opportunities within the Town and across the Region. The Highway 404 Corridor provides strategically located lands to support a wide range of employment opportunities including prestige office development and employment uses which require convenient access to the 400 series Highways.

The Town is in proximity to a number of large and medium sized municipalities in York Region with which it competes for business attraction and retention. There is a large concentration of employment lands in southern York Region which is attributed to the highly marketable and competitive environment. This is largely due to the extensive transportation infrastructure of the area, including the network of 400 series highways, access to commercial air travel, freight and delivery services via Pearson International Airport, intermodal facilities and proximity to U.S employment markets. As a result, municipalities such as Vaughan, Richmond Hill, Markham, Newmarket and Aurora have traditionally been successful in attracting a steady absorption of employment development within a broad range of industrial and commercial sectors. As the supply of vacant employment lands steadily declines in many of these larger municipalities, more northerly York Region municipalities are growing increasingly attractive for employment lands development. The Town is well-positioned geographically to benefit from this shift of employment growth on employment lands, which will necessitate “unlocking” employment lands along the Highway 404 Corridor.

As illustrated in **Figure 9**, lands along the Highway 404 Corridor throughout the Town are identified as a major York Region Employment Node, although there is a very limited supply of designated employment areas on the east side of the Highway 404 Corridor, which does not utilize this existing infrastructure to its full potential.

## 3.6 Community Structure

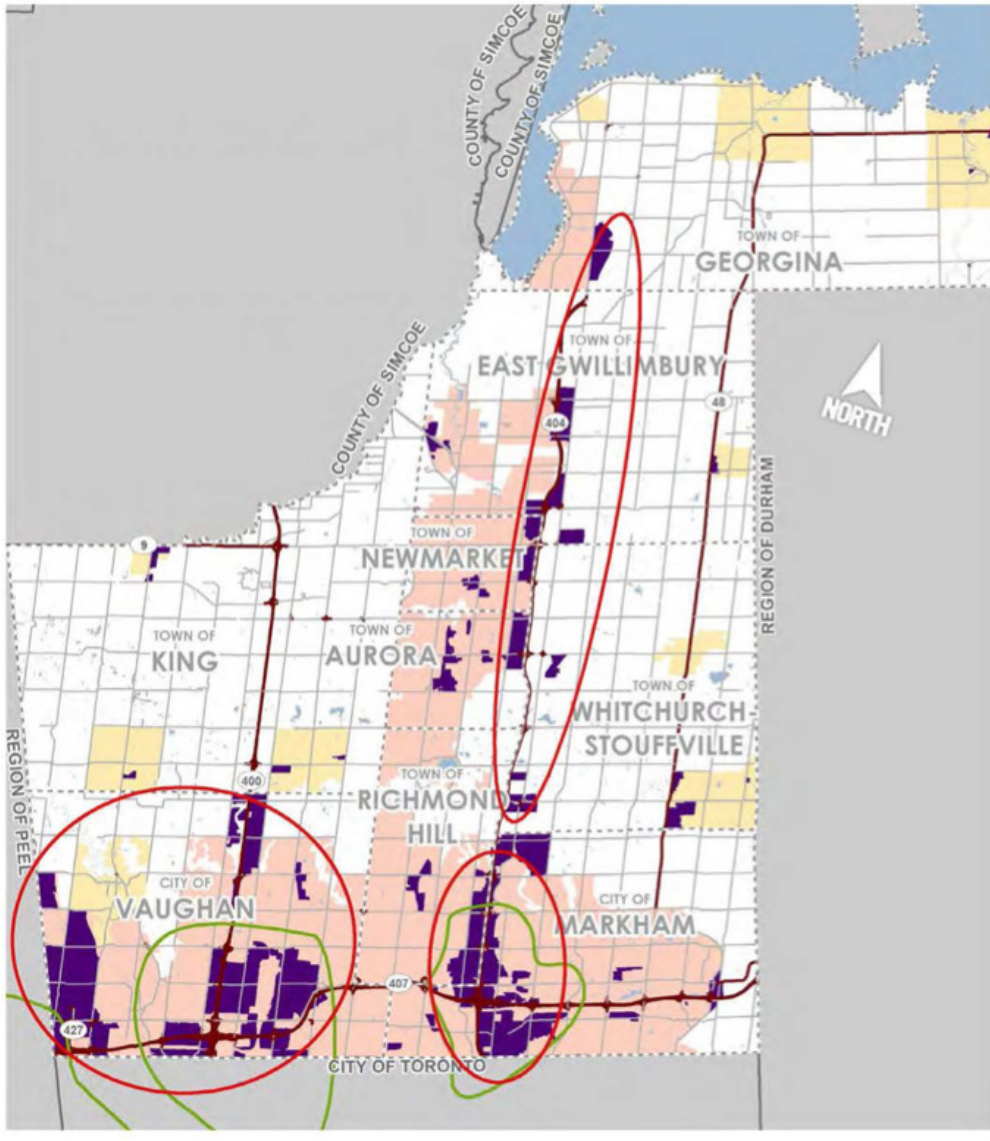
The identification of PSEZs along the Highway 404 Corridor supports the planned community structure for the Town. The Town’s primary settlement areas include the Community of Stouffville, Vandorf-Preston Lake, Gormley and Ballantrae – Musselman Lake, all of which are nested within the Oak Ridges Moraine or Greenbelt Plan areas which pose additional constraints on settlement area expansions. The majority of growth and development has historically been directed to the Community of Stouffville which comprises the largest settlement area in the Town with full municipal services.

The community structure for Stouffville, as illustrated in **Figure 10**, consists of a nodes and corridors approach for focusing growth and intensification, which includes the:

- Downtown GO Station and Community Core Area, which is being considered as a Major Transit Station Area;
- Lincolnville GO Station, which is being considered as a Major Transit Station Area;
- Mixed Use Gateway and Western Approach, along Stouffville Road and the intersection of Highway 48;
- Highway 48 Corridor which is the focus of employment growth within the Community of Stouffville; and a
- Potential Growth Area focused at Highway 48 and Hoover Park Drive, intended to accommodate a range and mix of employment, retail and residential uses.

Employment growth within the Town is envisioned to be accommodated along the Highway 404 Corridor, particularly in Gormley and Vandorf which provide convenient access to Highway 404, and aligns with the Town’s planning priorities and vision for future growth.

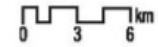
Figure 9 – York Region Employment Areas



# YORK REGION

## EMPLOYMENT AREAS, 2017

-  EMPLOYMENT AREA BOUNDARY
-  NEPTIS MEGAZONE BOUNDARY
-  YORK REGION EMPLOYMENT NODE
-  TOWNS and VILLAGES
-  URBAN AREA
-  LAKE/RIVER
-  HIGHWAY
-  ROAD
-  RAILWAY
-  MUNICIPAL BOUNDARY
-  REGIONAL BOUNDARY



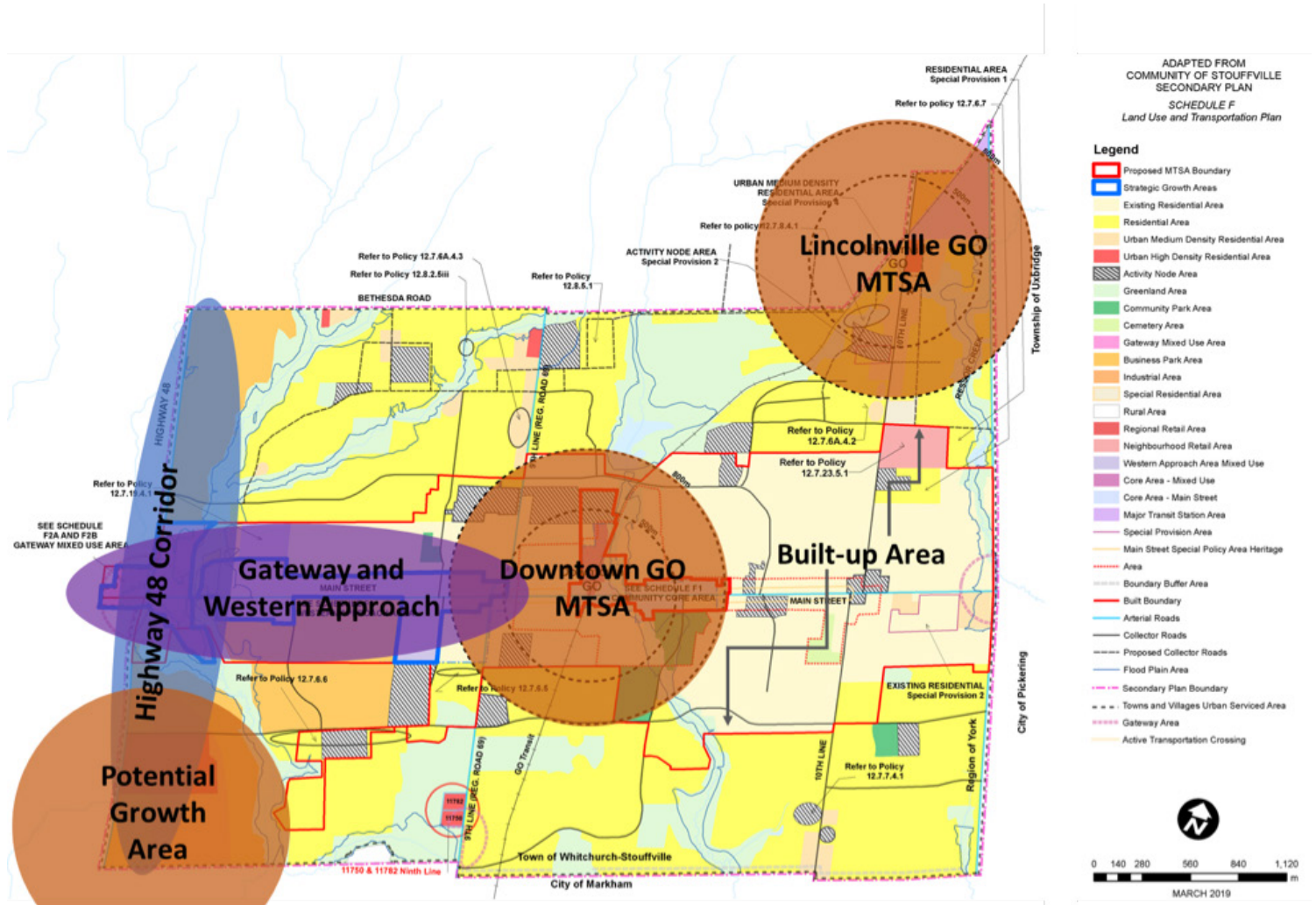
Produced by: The Regional Municipality of York,  
 Planning and Economic Development, Corporate Services  
 April 2019  
 Data: © Queen's Printer for Ontario 2003-2019

Note: Employment area boundaries are subject to change  
 through the Regional Municipal Comprehensive Review and  
 Land Needs Assessment.



# IDENTIFYING NEW PSEZs

Figure 10 – Planned Community Structure – Community of Stouffville



The Town has four main employment areas which are located in the Community of Stouffville, Gormley, Vandorf, and along Cardico Drive. Only the Stouffville Employment Area located in the Stouffville urban area is municipally serviced. The Stouffville Employment Area is the largest of the Town's employment areas and is situated within the western half of the Stouffville urban area, along the east side of Highway 48. The Stouffville Employment Area extends north to Bethesda Road and south to the Whitchurch-Stouffville/Markham boundary. The Community of Stouffville employment lands are not as ideally suited as the Highway 404 Corridor to accommodate major manufacturing, warehousing and logistics employment uses given its location and limited accessibility to Highway 404, as such these lands have not developed according to their planned land use. The Community of Stouffville employment area is better suited to accommodating population serving employment uses and a broader range and mix of uses.

The employment lands in Vandorf, Cardico and Gormley are located along the Highway 404 corridor and are serviced by private water and wastewater services. The Town's Growth Management Strategy, 2014, recognizes that *"though the Highway 404 corridor employment lands are well located geographically, the lack of municipal servicing limits their prestige appeal, land utilization and their development potential."* As such, it is a key priority of the Town to provide full municipal services to the Highway 404 Corridor employment lands to benefit from their geographical attributes and utilize the existing transportation infrastructure, in order to realize their full development potential.

As the amount of vacant employment land within the Community of Stouffville diminishes, there is a critical need to identify additional employment lands to meet the Town's long-term employment land needs. The Proposed PSEZs (including existing designated employment lands) along the Highway 404 Corridor are viewed as a strategic location to accommodate future employment growth, and is within close proximity to the Town's primary settlement areas.

### 3.7 Municipal Servicing

The Town has actively been pursuing the provision of full municipal services to the Highway 404 Corridor for over 20 years. Most recently, on August 27, 2019, Town Council passed a motion requesting the Region of York to aggressively plan, design and construct infrastructure to support employment growth along the Highway 404 Corridor. The motion is included in **Appendix A**.

Included in **Appendix G** is a Report to Regional Council, dated February 16, 2012, which explored servicing options to provide full municipal services to Vandorf-Preston Lake and the Community of East Gormley in the Town of Whitchurch-Stouffville (refer to the Supplementary Information Report).

It remains a high priority of the Town to provide full municipal services to the Highway 404 Corridor to support employment development within the Town. A multi-level government collaborative approach is required to develop a strategy to provide full municipal water and wastewater services to facilitate employment development at these strategic locations.

### **3.8 Preliminary Environmental Constraint Analysis**

A preliminary assessment of the environmental features and constraints within the PSEZs has been undertaken by WSP Canada Group Limited, to inform the feasibility of accommodating additional employment development within the Proposed PSEZs. This preliminary analysis is included in **Appendix G** to this Report. The analysis outlines the existing policy context, identifies the potential environmental constraints associated with the natural heritage features and systems, fisheries and aquatic resources, wildlife and terrestrial resources, and habitat of species at risk, and identifies conservative development setbacks to ensure the ecological integrity of the lands are protected. It is recognized that further detailed planning and environmental work would be required through more detailed site investigations.





## Policy Framework "A Place to Grow"

- Promotes economic development.
- Municipalities are to "designate and preserve lands" within settlement areas located near major good movement facilities and corridors, including major highway interchanges.
- Minister may identify additional PSEs.
- Region's MCR to allocate growth and assess need for settlement expansions.
- Current policy framework does not provide sufficient flexibility for the Town to designate additional employment lands (i.e., MCR).





# LANDOWNER DEVELOPMENT INTEREST

## 4. Landowner Development Interest

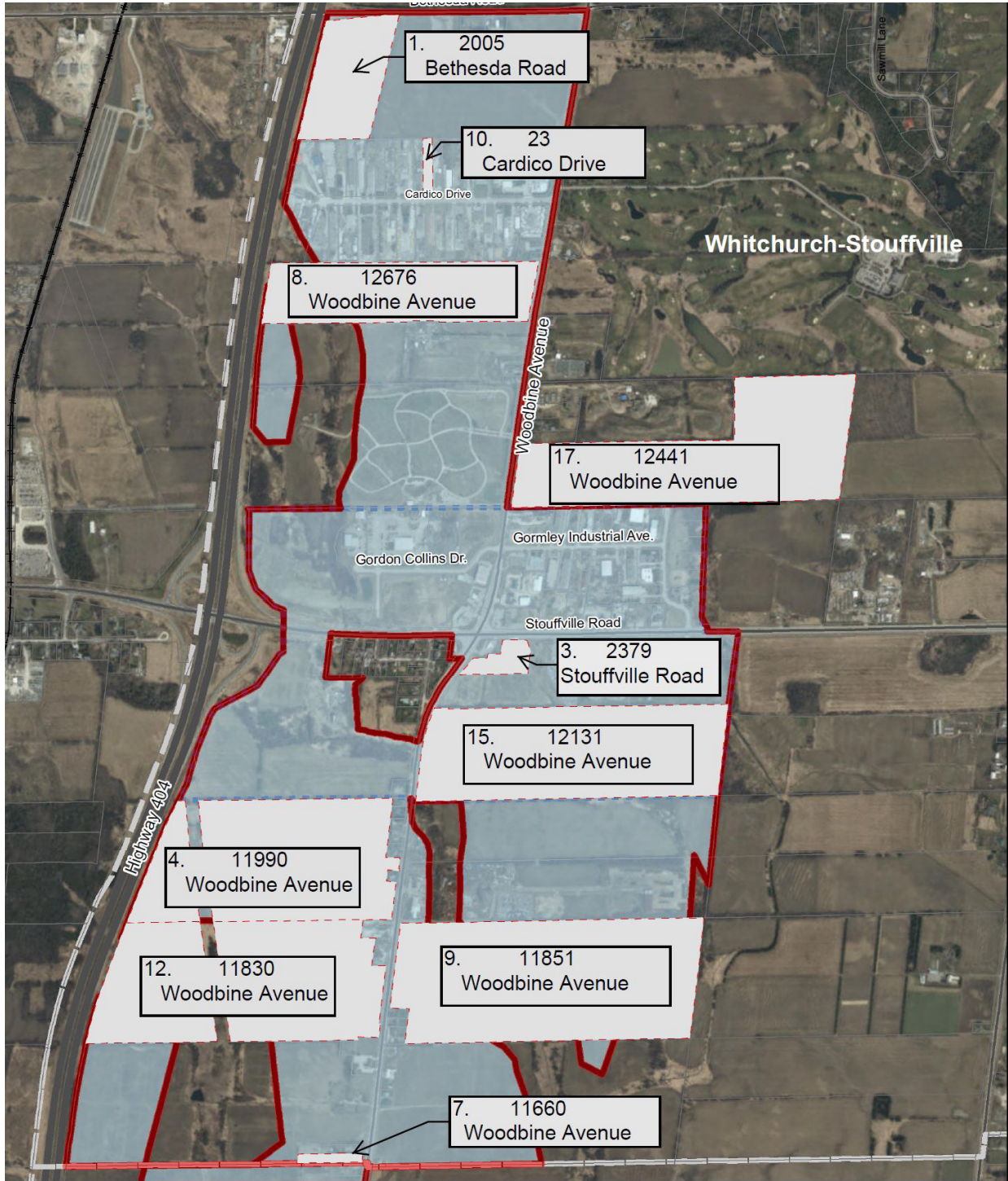
### 4.1 Landowner's Meeting

Town staff hosted a landowners meeting on July 18, 2019, to discuss the proposed PSEZs within the Town and to understand the potential employment opportunities and landowner development interests. The meeting was well attended with over 50 landowners in attendance, in addition to the Mayor and Ward Councillors. All registered landowners of properties located within the Proposed PSEZs were invited to attend this meeting. A copy of the meeting presentation is included in **Appendix I**, which provided an overview of the proposed PSEZs, the current planning framework, and the Province's process for considering the identification of additional PSEZs under the Growth Plan. A key outcome of the landowners meeting was to gauge landowner development interests and proposals for employment development within the Town's Proposed PSEZs.

### 4.2 Summary of Landowner/Development Interests

The Town has received numerous submissions from landowners and their agents expressing support for the identification of the Proposed PSEZs and outlining their development interests along the Highway 404 Corridor. A recurring theme among the comments is the need for the provision of full municipal services to realize the type of employment development which is currently being contemplated within these areas. **Figures 11-13** identify the landowner properties for which written submissions have been provided to the Town in support of the identification of the Proposed PSEZs. The submissions received by the Town are included in **Appendix J**, and comprise a significant portion of the lands within the Proposed PSEZs.

**Figure 11 – Landowner/Development Interests (Gormley PSEZ)**



Proposed Provincially Significant Employment Zone  
Town of Whitchurch-Stouffville

**Legend**

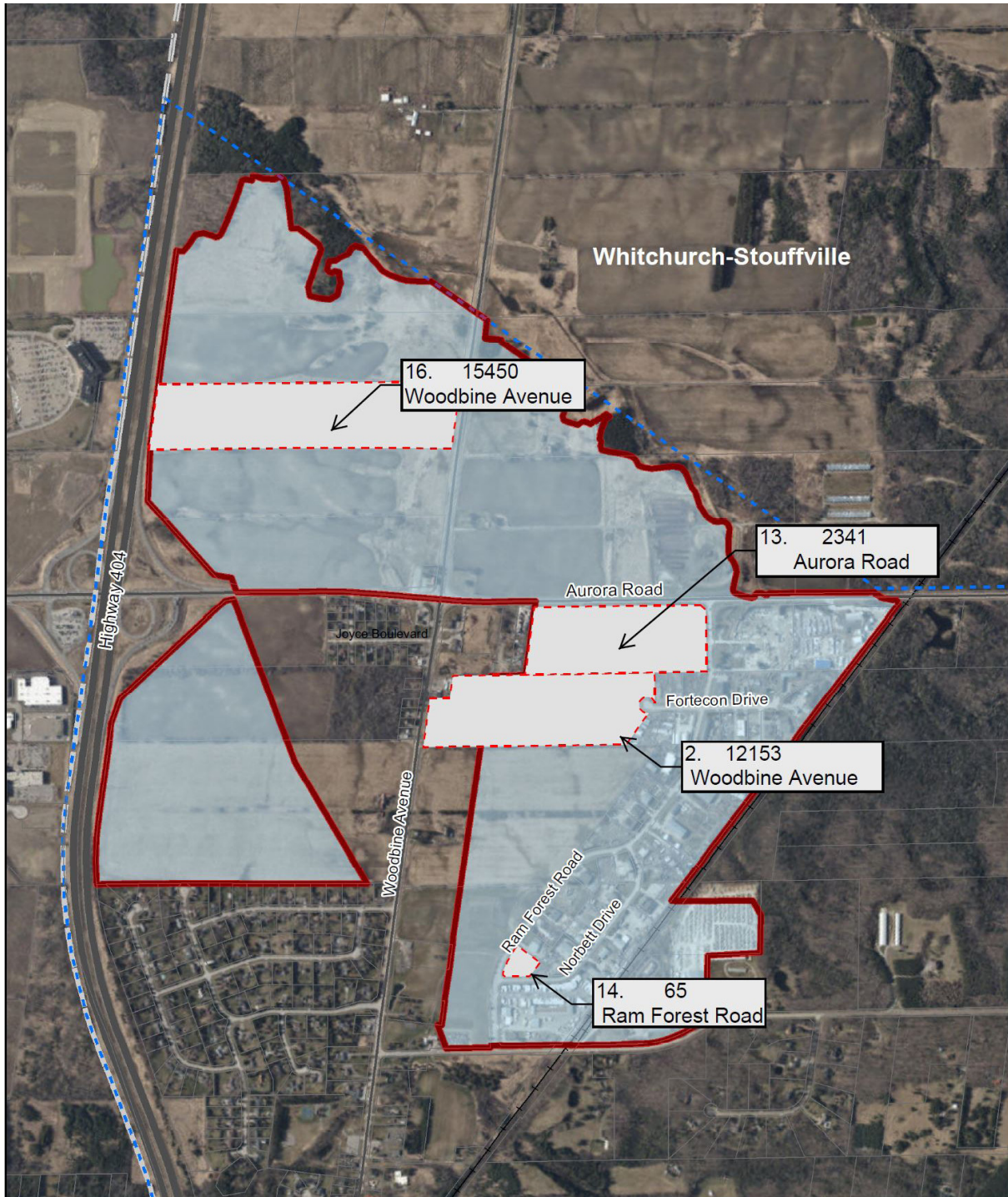
- Provincially Significant Employment Zone
- Landowner Submissions



Prepared July 2019  
Town of Whitchurch-Stouffville

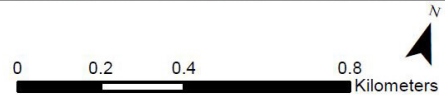
# DEVELOPMENT INTEREST

Figure 12 – Landowner/Development Interests (Vandorf PSEZ)



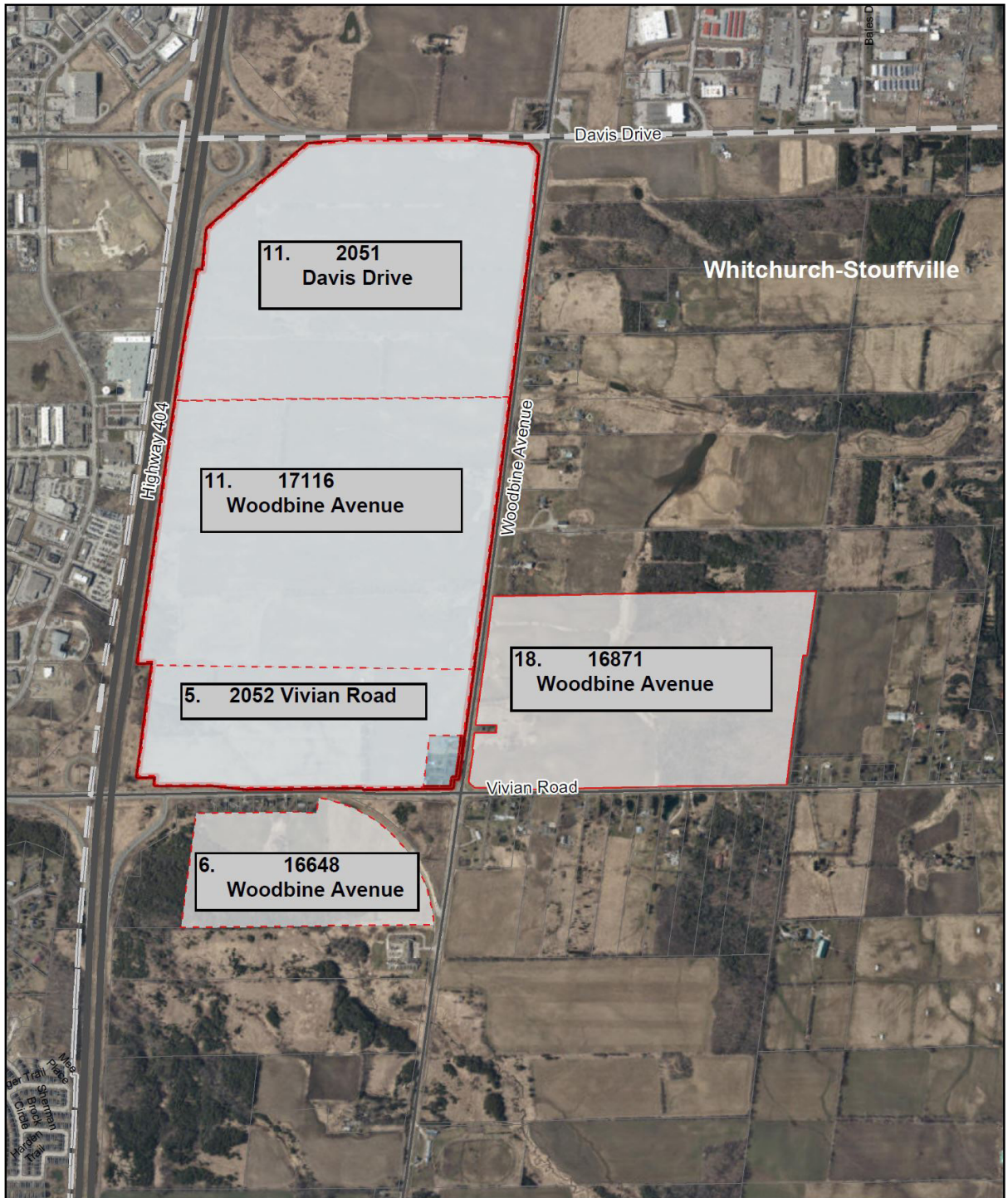
Proposed Provincially Significant Employment Zone  
Town of Whitchurch-Stouffville (Vandorf)

Legend  
[Red outline] Provincially Significant Employment Zone [Dashed red box] Landowner Submission



Prepared July 2019  
Town of Whitchurch-Stouffville

Figure 13 – Landowner/Development Interests (Davis Drive PSEZ)



Proposed Provincially Significant Employment Zone  
Town of Whitchurch-Stouffville

Legend

 Provincially Significant Employment Zone  Landowner Submissions



Prepared July 2019  
Town of Whitchurch-Stouffville

# DEVELOPMENT INTEREST

**Table 1** provides a summary of the landowner submissions received to date, copies of the correspondence are included in **Appendix I**.

**Table 1 – Summary of Landowner Development Interests**

No.	Owner/Agent	Correspondence	Subject Property	Summary of Comments
1.	John DiCostanzo,  Verdi Alliance Group of Companies  (Highway 404 and Bethesda Road)	Email January 16, 2019 (including various letters of interest)	2005 Bethesda Road (9.5ha)	<ul style="list-style-type: none"> <li>• <b>Pilosio Canada</b> - Debra Barrow-Hall, Managing Director, Pilosio Canada, letter dated April 14, 2015 to Honourable Dr. Helena Jacek, and letter from Tony Romano, Greater Toronto Marketing Alliance, dated May 7, 2015 to Honourable Dr. Helena Jacek. Pilosio Canada is looking to establish operation in the GTA. Pilosio in an international supplier and manufacturer of constriction equipment for shoring, formwork, and scaffolding systems, headquartered in Udine, Italy. The proposed North American headquarters in Whitchurch-Stouffville (preferred location at Highway 404/Bethesda Road) would include their finance department, operations and logistics department, engineering department, warehousing, and technical team.</li> <li>• <b>Candym Enterprises</b> - Allen Grinberg, Savills (Commercial Real Estate Brokers), letter dated January 8, 2019, regarding interest in from Candym Enterprises for a suitable premises to relocate their current operation by May</li> </ul>

**Table 1 – Summary of Landowner Development Interests**

No.	Owner/Agent	Correspondence	Subject Property	Summary of Comments
1.	John DiCostanzo, Verdi Alliance Group of Companies  (Highway 404 and Bethesda Road)	Email January 16, 2019 (including various letters of interest)	2005 Bethesda Road (9.5ha)	<i>Continued...</i> 2020. Expressed interest in accommodating 75 – 80,000 ft <sup>2</sup> (15,000 ft <sup>2</sup> office and 60,000 ft <sup>2</sup> industrial).  • <b>Honey Bar</b> - Jeff Mains, CEO, Honey Bar, letter dated January 3, 2019, regarding interest to locate their food manufacturing operation to the Stouffville area in early 2020 from an exist- ing plant in Ottawa. Looking to accommodate a building of 50,000 -70,000 ft <sup>2</sup> for factory and office space.
2.	O.T. Baggio Fortecon Construction Company Limited  36 Foxs Lane Tyagarah NSW Australia 2481 and Nichola & Brian Stankiewicz (Richvale York Block Inc.)	Letter August 16, 2019	15123 Woodbine Ave. (Part of Lot 20, Concession 4) (12.47ha)	• Expressing support for the identification of PSEZs. • Support for clusters of employment development at major Highway 404 interchanges and attractive employment development on municipal services. • Support for the extension of services that were oversized to accommodate employment development.
3.	F.A. Leonardi Leona Stone & Building Supply Ltd. 2379 Stouffville Rd, Gormley ON L0H 1G0	Email August 29, 2019	2379 Stouffville Rd. (1.6ha)	• Support for the provision of municipal services. • Interest from many businesses for development (but not suitable due to lack of services).

# DEVELOPMENT INTEREST

**Table 1 – Summary of Landowner Development Interests**

No.	Owner/Agent	Correspondence	Subject Property	Summary of Comments
4.	Anne Faygas,  Medallion Developments (Woodbine-404 Developments Limited),  970 Lawrence Ave- nue W, Toronto, ON M6A 3B6	Letter August 22, 2019	11990 Woodbine Avenue (24.7 ha)	<ul style="list-style-type: none"> <li>Expressing support for the identification of PSEZs.</li> <li>Large parcel in Gormley Industrial Area that abuts Highway 404 and could accommodate a large employer.</li> </ul>
5.	460368 Ontario Lim- ited (Wes Robbins)	Letter August 15, 2019	2052 Vivian Road (35ha) and 16648 Pleasantville Curve (25ha)	<ul style="list-style-type: none"> <li>Expressing support for additional uses as outlined in the correspondence.</li> </ul>
6.	Agent: Greg Dell & Associates  1370 Hurontario St. Mississauga ON L5G 3H4			
7.	██████████ ██████████ ██████████ ██████████ ██████████	Email August 15, 2019	11654 Woodbine Ave., Part of Lot 32. Concession 3 (0.7ha)	<ul style="list-style-type: none"> <li>Expressing support for the identification of PSEZ's to support office and business park development, and utilize the Highway 404 Corridor for its full potential.</li> </ul>
8.	██████████ ██████████ ██████████ ██████████	Letter August 18, 2019	12676 Woodbine Ave. (17.5 ha)	<ul style="list-style-type: none"> <li>Expressing support for the identification of PSEZs to realize the development potential.</li> <li>Property is isolated from practicable agricultural use.</li> <li>Current farming operation has become financially unviable and impractical (transporting farm equipment).</li> </ul>

**Table 1 – Summary of Landowner Development Interests**

No.	Owner/Agent	Correspondence	Subject Property	Summary of Comments
9.	Mauro Campagna, President – Bellegate Developments Ltd. P.Campagna Investments Ltd.	Letter July 25, 2019	11851 Woodbine Avenue (large supply of land in the Highway 404 and Woodbine Avenue) (39 ha)	• Expressing support for the identification of PSEZs to realize the development potential.
9.	[REDACTED] [REDACTED] [REDACTED] [REDACTED] [REDACTED]	Email August 1, 2019	11851 Woodbine Avenue (39 ha)	• Expressing the importance and support for the PSEZs and could attract appropriate businesses to the area if able to develop in strategic lands along the 404 and Woodbine corridor.
10.	Sam Perri 23 Cardico Drive Investments Ltd.	Letter July 19, 2019	23 Cardico Drive (0.6 ha)	• Expressing support for the identification of PSEZs.
11.	Catholic Cemeteries and Funeral Services, Archdiocese of Toronto  Agent: Mike Everard, Augusta National Inc. 178 Main Street, Unionville,	Email July 19, 2019	17116 Woodbine Ave., and 2051 Davis Dr. (Part of Lots 31, 32, 33, 34, and 35, Concession 3) (164 ha)	• Expressing support for the identification of PSEZs, subject to recognition of the approved ZBLA and OPA.
12.	Haifa Reda, 775840 Ontario Limited c/o Gedco, 1033 Bay Street, Suite 212, Toronto ON M5S 3A5	Letter August 15, 2019	11830 Woodbine Ave. (33 ha)	• Expressing support for utiliz- ing the Highway 404 Corridor's potential to promote economic opportunities and job creation in the Province.

# DEVELOPMENT INTEREST

**Table 1 – Summary of Landowner Development Interests**

No.	Owner/Agent	Correspondence	Subject Property	Summary of Comments
13.	Powell Contracting  180 Ram Forest Rd., Stouffville, ON L4A 2G8	Letter August 29, 2019	180 Ram Forest Rd. (9.8 ha)	<ul style="list-style-type: none"> <li>• Expressing support for the identification of PSEZ's.</li> <li>• Powell has multiple businesses that would like to move to the area, but the current zoning does not provide for it.</li> </ul>
14.	Anthony Raponi  906768 Ontario Inc. Strap Enterprises Inc. 65 Ram Forest Rd. Stouffville ON L4A 2G7	Email September 2, 2019	65 Ram Forest Rd. (0.6 ha)	<ul style="list-style-type: none"> <li>• Expressing support for the identification of PSEZ's to allow for redevelopment and expansion and new employment opportunities.</li> </ul>
15.	Tom Jones,  Property Manager, White Owl Properties Limited (formerly Miller Group)  Agent: Nick Pileggi, MSH, #202-520 In- dustrial Parkway S, Aurora, ON L4G 6W8	Letter September 11, 2019	12131 Woodbine Ave. (30 ha)	<ul style="list-style-type: none"> <li>• Highlighting Draft Plan of Subdivision approval for industrial subdivision within Gormley, and indicating significant momentum with the Owner that may lead to the short term development activity on the site.</li> <li>• Interested on working with the Town on the provision of servicing and commitment to employment uses on the property.</li> </ul>

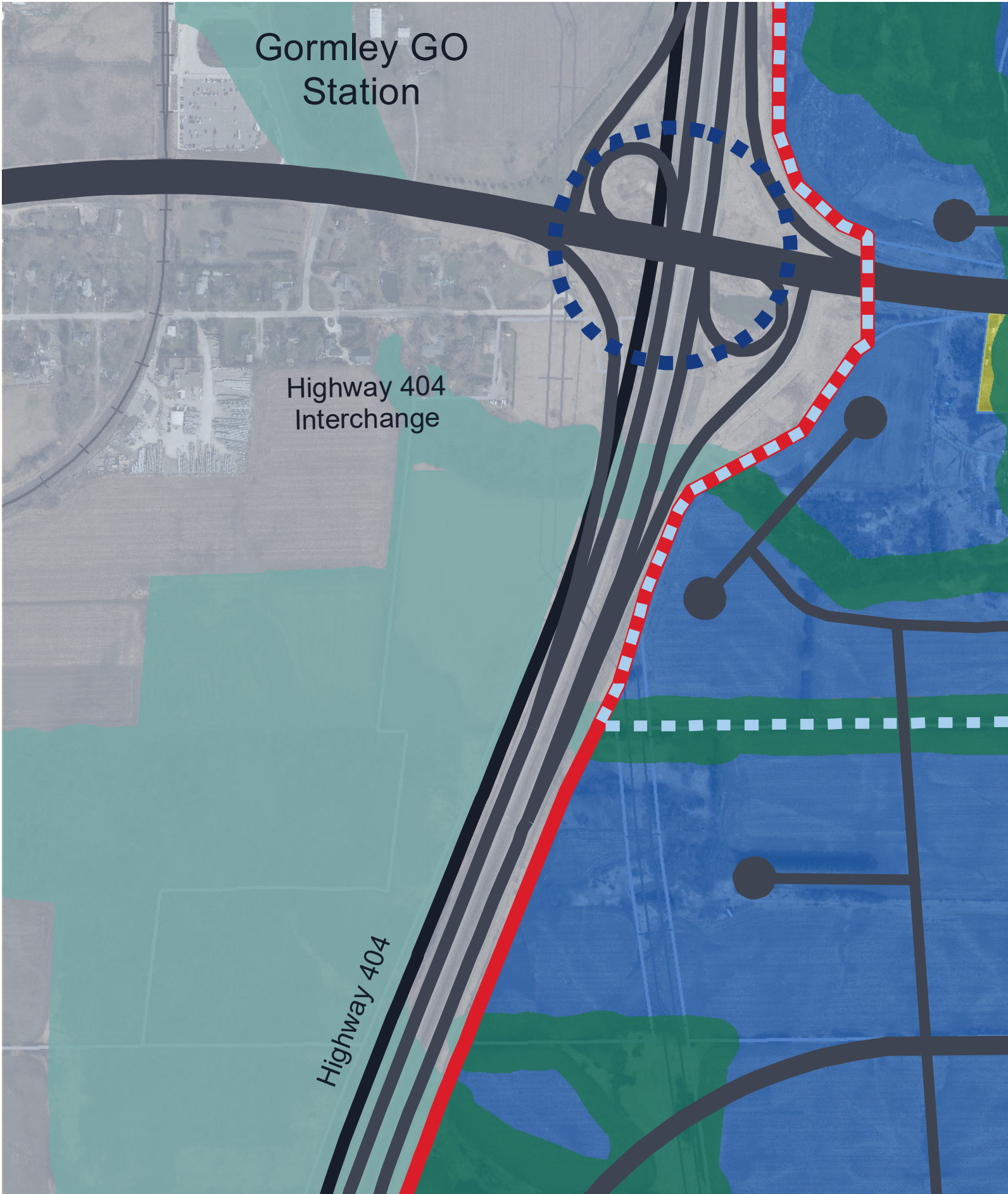
**Table 1 – Summary of Landowner Development Interests**

No.	Owner/Agent	Correspondence	Subject Property	Summary of Comments
16.	Stronach Consulting Group  Agent: MGP, Lauren Capilongo  140 Renfrew Drive, Suite 201, Markham ON L3R 6B3	Letter September 9, 2019	15450 Woodbine Ave. (16.6 ha)	<ul style="list-style-type: none"> <li>Property is identified as a “Potential Employment Area” in the Vandorf-Preston Lake Secondary Plan.</li> <li>Express general support for the principle of identifying a PSEZ to utilize the potential of the Highway 404 corridor.</li> </ul>
17.	Sourcar Investments & Alexanian Engraving Inc.,  Joanna Fast, Evans Planning Inc.	Letter September 17, 2019	12441 Woodbine Avenue (30.4 ha)	<ul style="list-style-type: none"> <li>Expressing support for the identification of PSEZ's and Gormley Employment Expansion Area Concept Plan.</li> <li>Submission of a Conceptual Development Plan for the property.</li> </ul>
18.	Urban Drywall Inc. Agent: MHBC, Eldon Theodore	Letter September 19, 2019	16871 Woodbine Avenue (60 ha)	<ul style="list-style-type: none"> <li>Request to extend the boundary of the Davis Drive/Vivian Road PSEZ to accommodate clean industrial uses.</li> </ul>

Gormley GO  
Station

Highway 404  
Interchange

Highway 404



An aerial photograph of an industrial area in Gormley, Ireland. The map is overlaid with several colored regions: a large blue area, a red area, a green area, and a yellow area. A prominent road, labeled 'Stouffville Road', runs horizontally across the middle. A dashed blue line highlights a specific area within the red region. A dashed red line runs vertically on the right side. A white box with a black border is positioned in the lower-left quadrant, containing the title text. The background is a semi-transparent blue gradient.

Stouffville Road

# GORMLEY EMPLOYMENT EXPANSION AREA

## 5. Gormley Employment Expansion Area

To assist in advancing the Town's employment development objectives for the Highway 404 Corridor, Town staff have prepared a conceptual land use plan for the full build-out of the existing Gormley Industrial Area and potential Gormley Employment Expansion Area. The Concept Plan as shown in **Figure 14**, illustrates the feasibility of accommodating an expanded employment area surrounding Gormley, in consideration of the existing and planned land uses, the protection of significant natural heritage features and systems that would comprise a connected greenlands system, the establishment of an interconnected road network, and the potential distribution of employment land uses.

The Concept Plan is preliminary and has been prepared to illustrate the Town's proposed Vision and Goals for the proposed future development of the Gormley Employment Expansion Area, as outlined below.

### 5.1 Vision and Goals

#### Vision:

*"Accommodate prestige office and employment uses in a business park setting which capitalizes on the unique locational attributes and access to the Highway 400 series and the innovative and knowledge-based labour force within the GTA; and is developed in an environmentally sustainable manner which supports complete and healthy communities and enhances the environmental features and connectivity of the Oak Ridges Moraine."*

#### Goals:

1. **Support a Vibrant and Competitive Economy** – Contribute to the overall supply of prestige employment opportunities which fosters innovative and research and development uses, and supports Provincial, Regional and Town economic development objectives.
2. **Utilize Existing Infrastructure** – Utilize the significant investment in the Highway 404 and 400 series Highways by accommodating prestige employment uses which provide convenient access to higher order transportation networks, trade markets, access to a diverse and skilled labour force, and prominent exposure and visibility.
3. **Support Mobility** – Support more intensive employment development in proximity to Provincial and Regional investments in higher order transportation and transit infrastructure and provide accessible employment opportunities along major transportation corridors. Provide for a well integrated and accessible road network that integrates existing development and provides for the efficient movement of people and goods.
4. **Enhance Environmental Sustainability** – Support the protection and enhancement of the natural environment and connectivity by ensuring development is undertaken in an environmentally sensitive manner and establishing a connected greenway system.

5. **Promote Sustainable Site and Building Design** – Ensure that employment development contributes to a high quality public realm and healthy community through: energy efficient and environmentally sustainable design, LEED certifications, green infrastructure and industries, improved air quality, waste reduction and diversion, sustainable stormwater management practices, and planning infrastructure systems to increase resilience, affordability, and adaptability.

## 5.2 Greenlands System

An interconnected greenlands system is identified to protect and conserve significant natural heritage features. The proposed Gormley Employment Expansion Area is largely comprised of the Oak Ridges Moraine Protected Countryside Area which consists predominately of rural and agricultural lands and provides a buffer between the more environmentally significant lands. The significant natural heritage features to be protected comprise the proposed greenlands system, and include the:

- Oak Ridges Moraine Natural Linkage Areas, as identified on Schedule “B” of the Town’s Official Plan;
- Natural Heritage System of the Greenbelt Plan;
- Significant Environmental Areas, as identified on Schedule “B” of the Town’s Official Plan; and
- Streams, Woodlands and Wetlands, including a 30 metre Vegetative Protection Zone (VPZ), as identified on Schedule “H” of the Town’s Official Plan.

The Oak Ridges Moraine Natural Linkage Area provide a well demarcated boundary to the north of the Gormley Employment Expansion Area, which borders Bethesda Road (Simeon Lake).

The greenlands system will accommodate an interconnected network of trails and passive recreational opportunities, augmented with the proposed road network, to serve the employment area. The greenlands system continues further south to provide natural linkages to lands within the City of Markham’s planned employment area (which extends from Highway 404 to Warden Avenue).

## 5.3 Road Network

A well connected road network has been proposed to provide appropriate access and efficient mobility patterns. The proposed road network generally follows a modified grid pattern, to minimize potential impacts on the greenlands system, while accommodating suitably sized employment development parcels.

The proposed road network facilitates connections to the existing and planned road network within the Gormley Employment Area. In instances where these roads terminate in a cul-de-sac, proposed road extensions have been identified to provide a more integrated and connected road network.

# EMPLOYMENT EXPANSION AREA

Proposed road crossings of the greenlands system have been minimized to the extent possible, to minimize the potential impacts on these environmental features while providing for a well connected and accessible road network.

New intersections with Regional Roads (i.e., Stouffville Road) have been minimized to the extent possible in order to maintain appropriate traffic operations, and provide for suitable intersection spacing. Furthermore, direct driveway access to Regional Roads from the abutting employment lands should be limited and/or consolidated to minimize transportation impacts.

Two future potential interchanges with Highway 404 have been identified at Bethesda Road and 19th Avenue in the City to Markham, to augment the existing Highway 404 interchange at Stouffville Road, and assist in distributing traffic throughout the employment area. The potential Highway 404 interchange at 19th Avenue aligns with proposed plans to service the City of Markham's employment area.

Access and connectivity to the existing Gormley GO Station on the west side of Highway 404 (along Stouffville Road) should be enhanced to support transit access for employees traveling to and from the Gormley employment area.

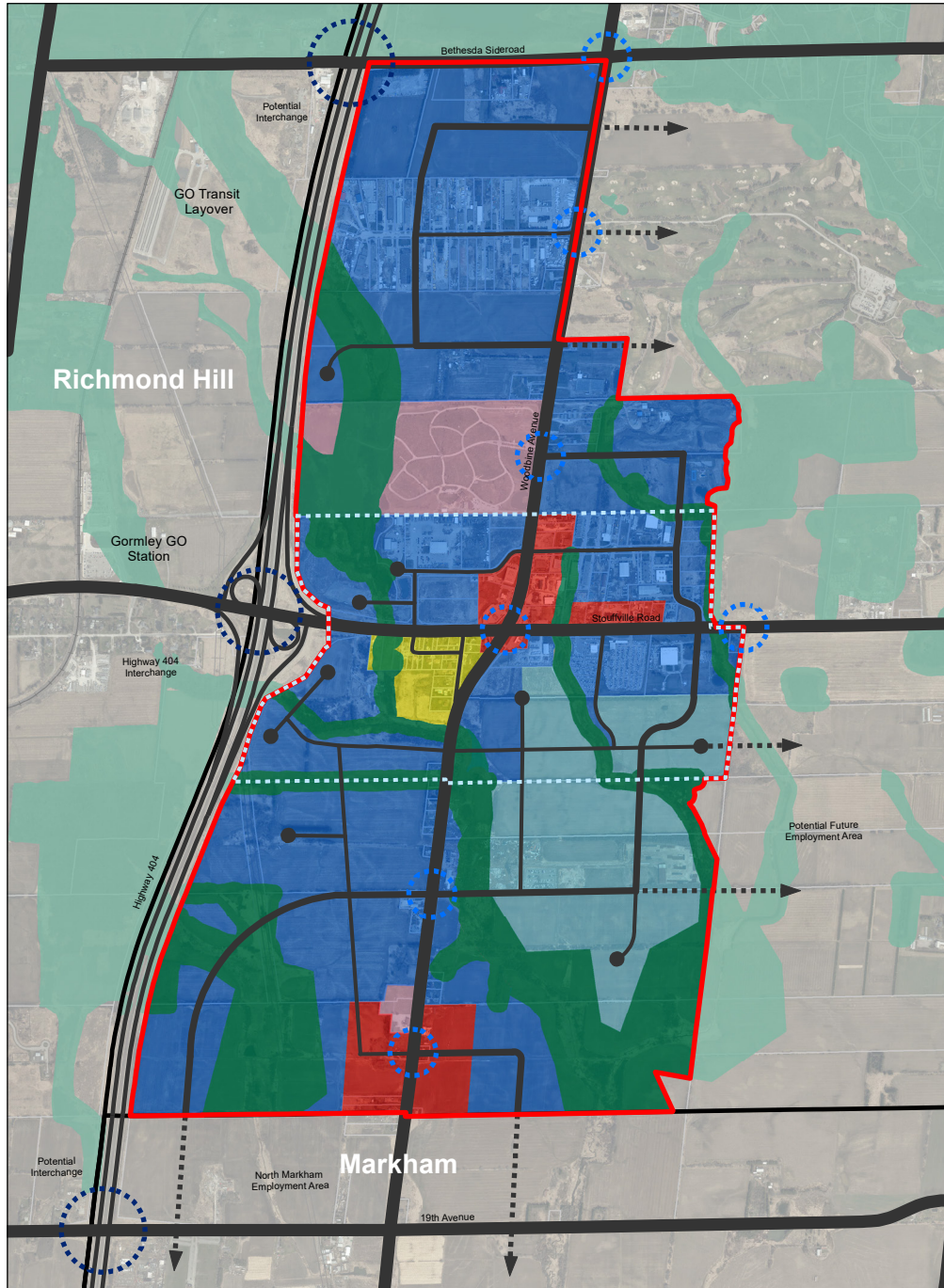
Potential future road connections have been identified to connect to the existing and planned employment area to the south in the City of Markham, as well as the potential future expansion of the Gormley Employment Area to the east, which may extend to Warden Avenue in the future. The potential future expansion of the Gormley Employment Area to Warden Avenue on the south side of Stouffville Road would align with the eastern boundary of the planned employment area in the City of Markham.

## 5.4 Land Uses

Based on the identified greenlands system and the proposed road network, the Concept Plan illustrates the potential configuration of a range of employment land uses as shown on **Figure 14**. A range of employment uses of a clean and green nature may be accommodated, this would include uses that do not pose a threat to the environment, or uses which do not require significant outdoor storage.

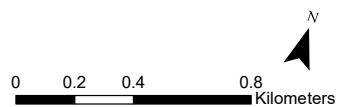
As identified by the Region, recent market demand on employment lands has been increasingly driven by growth in the knowledge-based economy including goods movement, and a growing shift to the professional, scientific and technical services and the finance and insurance sectors. It is anticipated that such employment uses would comprise the majority of the employment area, focusing on uses which support innovation, research and development, professional and business services and provide incubation space for growth in the technology sectors.

Figure 14 – Gormley Employment Area Concept Plan



Gormley Employment Expansion Area Concept Plan

- Legend
- Gormley Employment Expansion Area
  - Collector Road
  - Service Area
  - Community Residential
  - Gormley Industrial Secondary Plan Area
  - Local Road
  - Prestige Employment
  - Institutional
  - Arterial Road
  - Light Employment
  - Greenlands System



DRAFT

# EMPLOYMENT EXPANSION AREA

The Concept Plan identifies three employment land use designations in order to accommodate a broad range of employment uses and ancillary uses to serve the employment area:

- *Prestige Employment* – accommodates primarily office uses within a business park setting, which generally includes higher density development with a high degree of architectural quality. Prestige Employment uses are generally directed to highly visible lands adjacent to Highway 404 and along major arterial roads.
- *Light Employment* – accommodates manufacturing, processing, logistics, and warehousing type uses and associated office uses. Light Employment uses are generally directed to lands internal or at the periphery of the employment area where they are appropriately screened and buffered from adjacent uses.
- *Service Area* – accommodates limited service commercial and retail uses that are intended to serve the employment area, and may include such uses as: personal service establishments, financial institutions, restaurants, gas stations, and limited retail uses.

The proposed employment area would be developed on the basis of the provision of full municipal services. As such, it is anticipated that over time, existing “dry” employment uses may redevelop as more intensive employment type uses, as the employment area continues to evolve and mature.

## 5.5 Economic Assessment

The Town has undertaken a preliminary economic assessment for the proposed Gormley PSEZ which is included in **Appendix K** to this Report. The purpose of the assessment was to assess the potential economic impact to the Town related to the future development of the Gormley Employment Expansion Area, and the potential redevelopment of the existing Gormley Employment Area on the basis of full municipal services. The assessment is based on a review of comparable employment areas located along the 400 series Highways. The assessment considers the potential increase in job creation, assessment value, property taxes, and annual employee payrolls. In terms of the proposed Gormley Employment Expansion Area, the assessment forecasts that 10,490 new jobs could be created, generating a total of \$27.3 million in new annual property taxes (Region, Town and Education), and new annual payroll in the amount of \$677.5 million.

## 5.6 South Gormley Employment Area Expansion and Greenbelt Plan Enhancement

On September 25, 2019, Mayor Lovatt met with Minister Clark and senior Regional staff to discuss the potential expansion to the Gormley Industrial Area and opportunities for expanding and enhancing the Greenbelt Area within the Town’s existing “Whitebelt” areas. The Whitebelt areas include predominately agricultural lands and natural heritage features that are located outside of the Province’s Greenbelt Area, which include the ORMCP and Greenbelt Plan.

Town staff prepared Staff Report DS-052-19 which was endorsed by Council on October 22, 2019, and directed staff to undertake further investigations and discussions with the Province and York Region to facilitate a settlement area boundary adjustment to include the proposed south Gormley Employment Expansion Area and redesignate the existing Gormley Industrial Secondary Plan area to an urban settlement area. In doing so, staff will be undertaking further investigations to determine the most appropriate Whitebelt areas in the Town for expanding and enhancing the Greenbelt Area, to ensure an equivalent amount of land will be maintained within the Greenbelt Area.

Furthermore, Council directed staff to request the Region of York and the City of Markham to undertake a joint Municipal Class Environmental Assessment to determine the most preferred solution for extending full municipal services to support employment growth in the area.

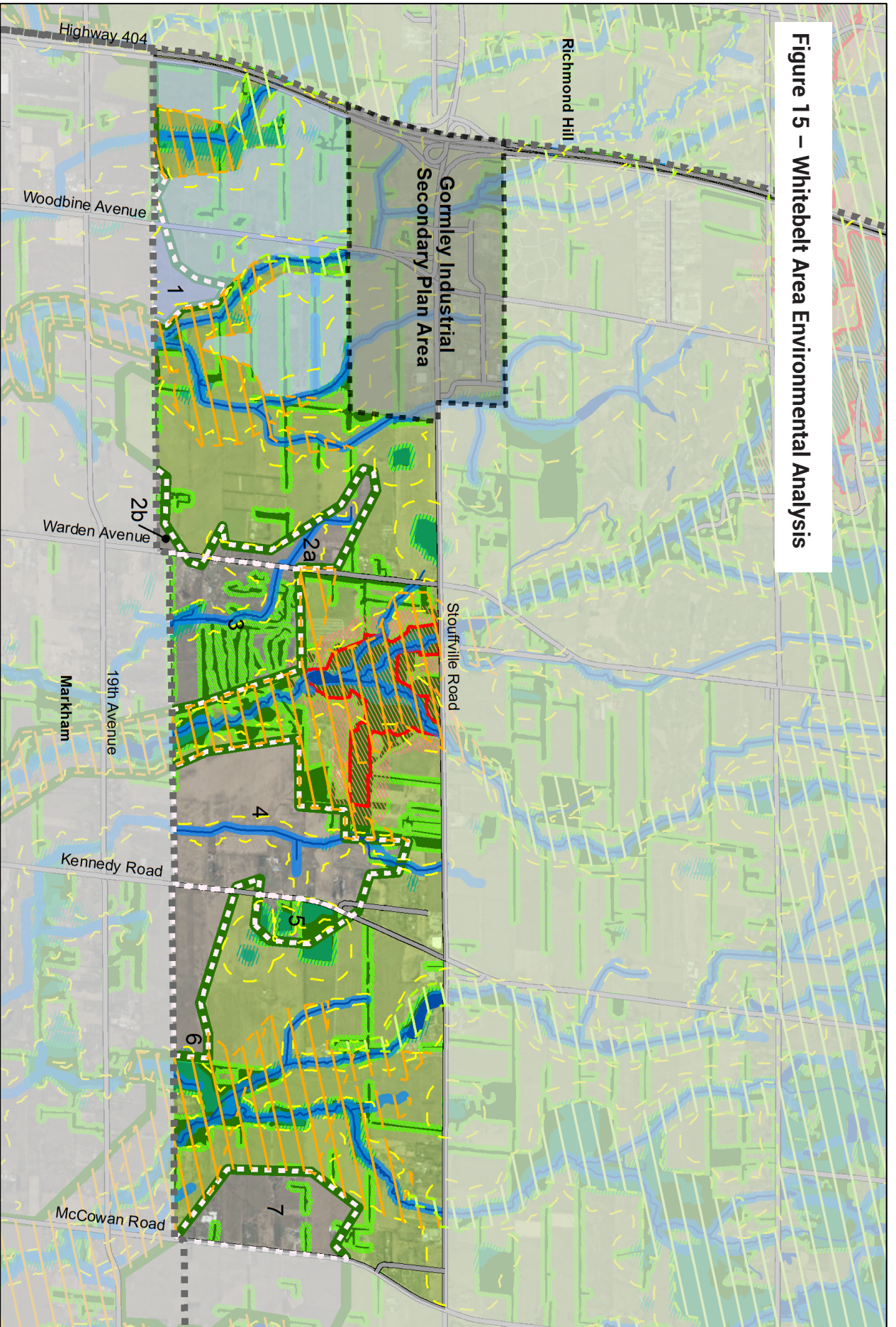
Included in **Appendix L** are the Council minutes of October 22, 2019 and Staff Report DS-052-19 which was endorsed by Council.

The Staff Report outlines a preliminary proposal to adjust the Greenbelt Area boundary in order to facilitate employment growth within the south Gormley Employment Expansion Area. The Report outlines a number of reasons which support the south Gormley Employment Expansion Area as the preferred location for a settlement area boundary adjustment to accommodate employment growth on full municipal services to the 2041 planning horizon. The Concept Plan proposes approximately 153 ha of additional employment area, between the existing Gormley Industrial Secondary Plan area and the City of Markham, to be transferred from the Greenbelt Area to the urban settlement area, while transferring a similar amount of land from the Town's Whitebelt areas to the Greenbelt Area. It further proposes that the existing Gormley Industrial Secondary Plan Area be redesignated from rural settlement area to an urban settlement area. This settlement area boundary adjustment will allow the Town to meet its forecasted employment growth to the 2041 planning horizon and bring full municipal servicing to the area.

As part of the Town's on-going Official Plan Review, the Town retained Watson and Associates Economists Ltd. to undertake a Growth Management Assessment to identify population and employment forecasts and updated land needs for the Town to the 2041 planning horizon. The updated preliminary employment land needs for the Town are forecasted to be approximately 167 gross hectares of serviced employment land that is required to the 2041 planning horizon. Based on these preliminary forecasts, the south Gormley Employment Expansion Area is justifiable from the Town's employment land needs perspective.

The Whitebelt areas and their associated natural heritage features and typical minimum vegetation protection zones are identified on **Figure 15**. The Whitebelt areas within the Town identified for a potential Greenbelt Area expansion and enhancement amount to approximately 266 hectares, which is more than sufficient to accommodate the proposed south Gormley Employment Expansion Area. Town staff will be undertaking further planning and environmental analysis and consultation to determine which of these Whitebelt areas may be most appropriate for inclusion within an enhanced Greenbelt Area. The Town will pursue all available options for designating an additional employment area with full municipal services, while ensuring that an equivalent amount of land will be maintained within the Greenbelt Area.

**Figure 15 – Whitebelt Area Environmental Analysis**



**Whitebelt Area Environmental Analysis**

**Legend**

- Greenbelt Plan NHS
- ORM Natural Linkage Area
- TRCA Regulated Area
- Areas Of Natural and Scientific Interest - ANSI
- Whitebelt Area
- Municipal Boundary
- Rural Settlement Area
- Greenbelt Area
- Southern Expansion Area
- Wooded Area
- Wooded Area 30m Minimum Vegetative Protection Zone
- Wetlands
- Wetlands 30m Minimum Vegetative Protection Zone
- Kettle Lakes
- Watercourse
- Stream 30m Minimum Vegetative Protection Zone

Prepared October 2019 © The Corporation of the Town of Whitchurch-Stouffville | © The Regional Municipality of York | © First Base Solutions

An aerial photograph of a city area. In the center, a multi-lane highway with a complex interchange system runs vertically. To the left of the highway is a dense residential neighborhood with many small houses and trees. To the right of the highway is a large area of green, agricultural fields, some with small buildings or structures. The overall scene shows a mix of urban, residential, and rural environments.

# CONCLUSION

# CONCLUSION

## 6. Conclusion

Based on the information presented in this Report, the Town of Whitchurch-Stouffville is requesting the Minister of Municipal Affairs and Housing to recognize the potential to capitalize on developing prestige employment uses on lands within the Town adjacent to Highway 404. Town staff recommend the Minister identify the Proposed PSEZs in the Town, including the existing Gormley Employment Area and the proposed Gormley Expansion Area, the existing Vandorf Employment Area and proposed employment expansion area, and the proposed Davis Drive Employment Area, to capitalize on their strategic locations along the Highway 404 Corridor and protect these lands for long term employment uses. The identification of these areas as PSEZs would facilitate the designation of these areas for employment development and help prioritize the delivery of full municipal services to these areas.

The Highway 404 Corridor provides a valuable strategic economic resource to the Province, York Region and the Town, which to date has not been utilized to its full potential. The Town has received a significant response from landowners in identifying these areas as PSEZs and desire to further their employment development objectives for their lands. The current Provincial planning framework does not provide sufficient flexibility to designate additional strategic employment lands within the Town, and Provincial intervention is required to realize these economic development objectives. A multi-level government collaborative approach is required to develop a strategy to provide full municipal water and wastewater services to facilitate the development of prestige office and business park uses at these strategic locations. By identifying these areas currently designated for employment in the Town's Official Plan, and consideration for identifying potential future employment areas as PSEZs, the Town will be well positioned to protect these areas for long term employment uses and facilitate employment development.





**APPENDIX A**  
**COUNCIL RESOLUTIONS**



**13. Resolutions from Council**

**1. Resolution from Councillor Kroon, re: Employment Growth Along Highway 404**

Moved by Councillor Kroon  
Seconded by Councillor Bartley

Whereas the Town of Whitchurch-Stouffville continues to vigorously support the intent and application of both the Greenbelt Act (2005) and the Oak Ridges Moraine Conservation Act (2001); and

Whereas the “countryside area” or “protected countryside” designations in the Oak Ridges Moraine Conservation Plan (2017) and Greenbelt Plan (2017) respectively are not sensitive environmental areas; and

Whereas all lands along the 400-series highways are very attractive to industrial development due to their ease of access to the highway network; and

Whereas not all industrial developments are a threat to the environment; and

Whereas permitting clean industrial development will not only help create jobs, but also recoup cost of the investment in and recapture the value of the 400-series highways; and

Whereas the Town of Whitchurch-Stouffville has a significant amount of land along Highway 404, that are highly attractive for employment growth; and

Whereas the Town of Whitchurch-Stouffville is in desperate need for employment growth.

Therefore be it resolved, that the Province of Ontario be requested to consider designating appropriate lands abutting a 400-series highway in the GTHA “Provincially Significant Employment Areas”; and

That the Province of Ontario be requested to amend all its applicable land use plans to permit and encourage clean industrial development on the lands designated “countryside area” or “protected countryside” generally abutting a 400-series highway, and

That the Province of Ontario be further requested to direct all affected municipalities to give high priority to servicing these lands; and

That staff be directed to report back with a detailed proposal for the Gormley lands along Highway 404 within the Town of Whitchurch-Stouffville for Council consideration and Provincial approval.

Carried

**14. By-laws**

Moved by Councillor Upton  
Seconded by Councillor Smith

That Council read the following by-laws a first, second, third time and passed:

2018-160-AP being a by-law to appoint an Alternate Member of Regional Council for the 2018-2022 Term of Council.

2018-161-AP being a by-law to appoint a Member of Council to the Lake Simcoe Region Conservation Authority Board of Directors for the 2018-2022 Term of Council, and to repeal By-law 2014-133-AP.

2018-162-AP being a by-law to appoint Deputy Mayors and Vice-Deputy Mayors and to repeal By-law 2015-105-AP.

2018-163-TX being a by-law to levy an Interim Rate for 2019 upon the taxable properties of The Corporation of the Town of Whitchurch-Stouffville and to repeal By-Law 2018-094-TX.

2018-164-FI being a by-law to to establish fees or charges for services or activities provided by the Town of Whitchurch-Stouffville (General Fees and Charges) and to repeal By-law 2018-001-FI.

2018-165-FI being a by-law to establish development charges for The Corporation of the Town of Whitchurch-Stouffville and repeal By-law 2018-142-FI.

Carried

**Moved by** Mayor Lovatt

**Seconded by** Mayor Scarpitti

Whereas Highway 404 is one of the most significant pieces of infrastructure for people and major goods movement in York Region;

Whereas the lands along the Highway 404 corridor are highly valued for employment growth;

Whereas the majority of the undeveloped lands along Highway 404 are considered a buffer between key natural heritage features and settlement areas by the provincial plans;

Whereas freezing miles of land as a buffer to protect the natural heritage features in this area is not only unnecessary, but also a huge waste of municipal and provincial investment and economic development opportunities;

Whereas not all industrial developments are a threat to the environment;

Whereas the Town has a shortage of Industrial and Commercial assessment;

Whereas York Region has a very well-established and effective land use planning system that requires proposed industrial developments to undertake rigorous studies and thorough assessments to ensure there is no adverse environmental impact; and

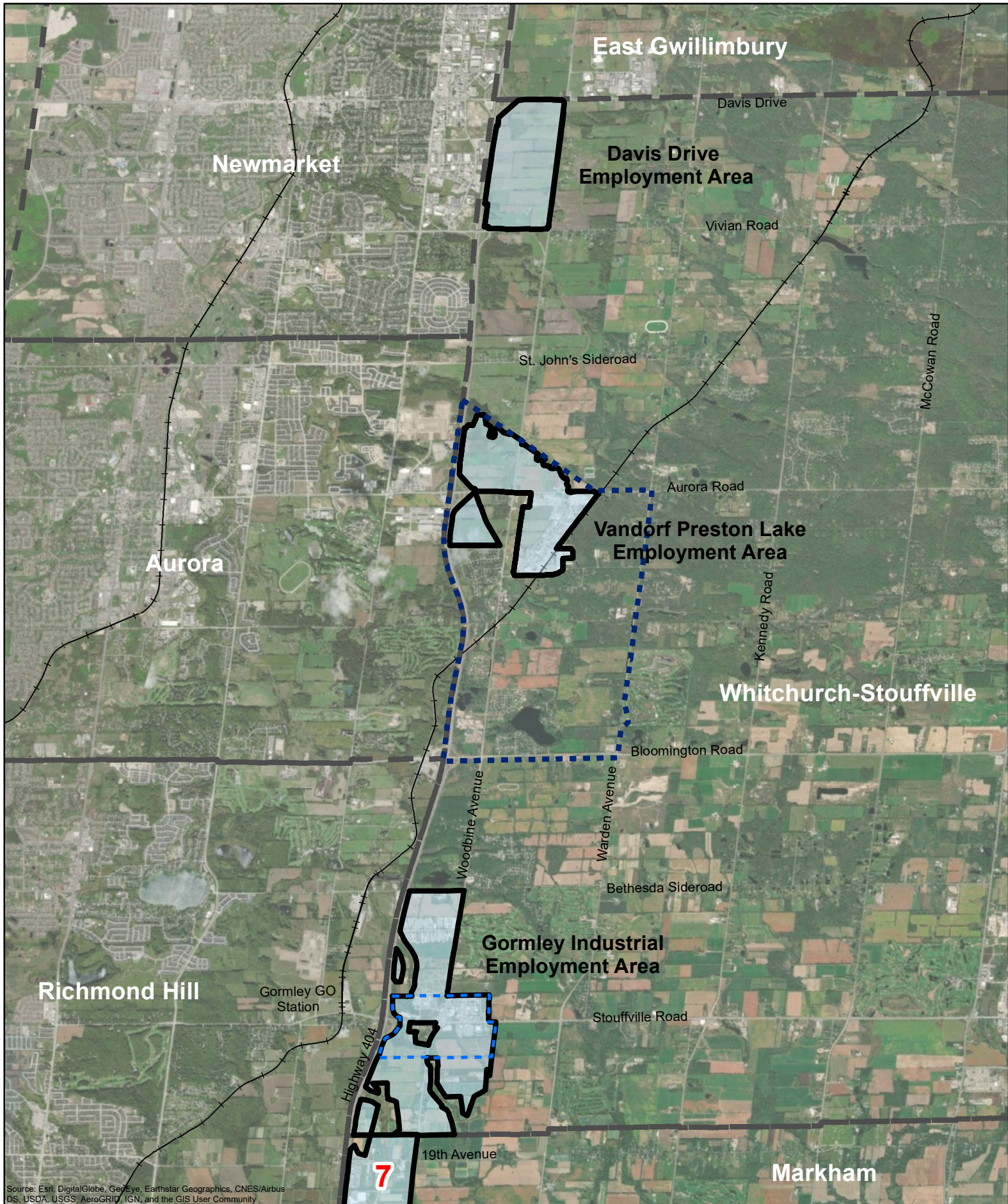
Whereas the provincial review of the Growth Plan is a superb opportunity for York Region to identify new and attractive employment lands for growth and convert existing less desirable employment lands to other uses.

Therefore be it resolved

That Regional Council request the province to designate the lands on the east side of Highway 404 in the Town of Whitchurch-Stouffville, as identified in the attached map, Provincially Significant Employment Zone through Amendment #1 to the Growth Plan for the Greater Golden Horseshoe (2017).

**Carried**

## **K. Other Business**

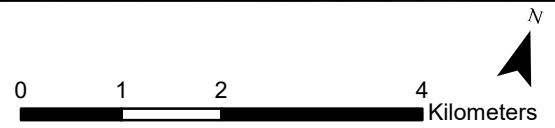


Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

## Proposed Provincially Significant Employment Zone Town of Whitchurch-Stouffville

Legend

- Provincially Significant Employment Zone
- Vandorf Preston Lake Secondary Plan Area
- Gormley Industrial Secondary Plan Area



Prepared February 2019  
Town of Whitchurch-Stouffville

**17. Resolutions from Council**

**1. Resolution from Councillor Sherban, re: Road Watch Staff Working Group Committee Terms of Reference Request**

Moved by Councillor Sherban  
Seconded by Councillor Upton

Whereas traffic speed and safety has become a heightened community concern; and

Whereas safety of our residents is paramount and a basic human right; and

Whereas ROAD WATCH is a program that provides residents the opportunity to improve road safety within their community; and

Whereas the Town of Whitchurch-Stouffville currently promotes and provides on line the Road Watch link for reporting aggressive driving.

Therefore be it resolved,

1) That Council request staff to report back on initiating a Road Watch Staff Working Group committee terms of reference for the September 24th Council meeting for Council's consideration.

Carried

**2. Resolution from Councillor Kroon, re: Employment Growth Along Highway 404 Corridor**

Moved by Councillor Kroon  
Seconded by Councillor Bartley

Whereas the Gormley area has been identified and designated for employment development for over 30 years; and

Whereas the Town has repeatedly requested for the extension of full municipal services to Gormley; and

Whereas the lands along the Highway 404 are highly valuable and attractive for employment growth; and

Whereas there are major development interests for employment growth in this area; and

Whereas the lands are not in the natural core or linkage areas of the Oak Ridges Moraine Conservation Plan; and

Whereas the Town is in a desperate need for employment growth so that it does not become a bedroom community; and

Whereas existing municipal services are only 1.2 kilometer away to the south in the City of Markham; and

Whereas York Region is presently undertaking a Municipal Comprehensive Review that will determine the future extension of municipal services; and

Whereas both the Town and York Region Councils support employment growth along the highway 404; and

Whereas the Province of Ontario has repeatedly said that it wants to create and keep jobs in Ontario.

Therefore, be it resolved,

1) That the Regional Municipality of York be requested to aggressively plan, design, and construct infrastructure to support employment growth along the highway 404 corridor in the Town of Whitchurch-Stouffville; and

2) That the Province of Ontario be encouraged to work with the Town of Whitchurch-Stouffville for job creation and economic development; and

3) That Council direct staff to send a copy of this resolution to York Region and the Ministry of Municipal Affairs and Housing.

Carried

**APPENDIX B**  
**STAFF REPORT (DS-006-19)**



**Report No. DS-004-19 - Request for Extension to Subdivision Draft Plan Approval - 19T-90001 (D12)**

Moved by Councillor Upton  
Seconded by Councillor Bartley

- 1) That Council direct staff to amend the conditions of Draft Plan Approval for 19T-90001, as outlined in this report,
- 2) That Council extend Draft Plan Approval for Subdivision File No. 19T-90001 for a period of three years, with a revised lapsing date of March 4, 2022 and,
- 3) That Council direct staff to issue a Notice of Decision for the extension to draft plan approval and revised draft plan conditions.

Carried

**Report No. DS-006-19 - Proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, 2017 (L11)**

Moved by Councillor Ferdinands  
Seconded by Councillor Smith

- 1) That the Clerk submit report DS-006-19 to the Ontario Growth Secretariat at the Ministry of Municipal Affairs and Housing, as the Town's comments on proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, 2017; and
- 2) That Council request the Minister of Municipal Affairs and Housing to extend the proposed Provincially Significant Employment Zone along the Highway 404 corridor to include the Gormley Industrial Area, Vandorf Preston Lake Employment Area, and the proposed Davis Drive Employment Area as identified in Attachment 3 of this report; and
- 3) That the Clerk forward a copy of report DS-006-19 to the Honourable Paul Calandra, MPP, and York Region for their information; and
- 4) That Council direct staff to continue to monitor proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, 2017, and report back to Council as necessary; **and**

**5) That Council direct staff to review the area of the Bloomington Road and Hwy 404 interchange and submit comments and report back to Council as appropriate.**

Carried

**12. Notices of Motion/Motions for Which Notice Has Been Given**

None

**13. Resolutions from Council**

None

**14. By-laws**

Moved by Councillor Ferdinands  
Seconded by Councillor Bartley

That the following by-laws be read a first, second, third time and passed:

2019-020-RD BEING A BY-LAW to provide for the numbering of buildings along highways and for affixing numbers to the buildings and to repeal by-law 2018-045-RD. (Plan 65M-4596) (Sam Davis Court and Ninth Line)

2019-021-RE BEING A BY-LAW to amend Delegation By-law 2016-046-RE (Schedule C) and repeal By-laws 2017-038-RE and 2018-102-RE. (Report No. DS-009-19)

2019-023-TR BEING A BY-LAW to amend By-law 2008-147-TR, to regulate traffic in the Town of Whitchurch-Stouffville.

2019-024-AP BEING A BY-LAW to authorize the appointing of Building Officials for the purpose of enforcing the Building Code Act and to repeal by-law 2018-023-AP.

2019-025-RE BEING A BY-LAW to dissolve Non-Statutory Council Advisory Committees. (Report No. CS-002-19 on Feb 5, 2019)

2019-026-RE BEING A BY-LAW to govern the organization, proceedings and administration of Council Committees and Appointees for the 2018-2022 Term of Council. (Report No. CS-002-19 on Feb 5, 2019)



## Town of Whitchurch-Stouffville Council Report

Item 7

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<b>Subject:</b>	<b>Proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, 2017 (L11)</b>
<b>Staff Report No.</b>	<b>DS-006-19</b>
<b>Department:</b>	<b>Development Services</b>
<b>Date:</b>	<b>February 19, 2019</b>

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### **Recommendation:**

- 1) That the Clerk submit report DS-006-19 to the Ontario Growth Secretariat at the Ministry of Municipal Affairs and Housing, as the Town's comments on proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, 2017; and**
- 2) That Council request the Minister of Municipal Affairs and Housing to extend the proposed Provincially Significant Employment Zone along the Highway 404 corridor to include the Gormley Industrial Area, Vandorf Preston Lake Employment Area, and the proposed Davis Drive Employment Area as identified in Attachment 3 of this report; and**
- 3) That the Clerk forward a copy of report DS-006-19 to the Honourable Paul Calandra, MPP, and York Region for their information; and**
- 4) That Council direct staff to continue to monitor proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, 2017, and report back to Council as necessary.**

### **1. Purpose:**

The purpose of this Report is to:

- provide an overview of the key changes proposed to the Growth Plan for the Greater Golden Horseshoe, 2017;
- highlight the potential planning implications on the Town; and

- provide Town staff's comments on proposed Amendment 1 to the Growth Plan, for submission to the Province and York Region for consideration.

## 2. Executive Summary:

On January 15, 2019, the Province released proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, 2017 (Growth Plan), which has been posted to the Environmental Registry for consultation and comments until February 28, 2019.

The proposed changes are intended to address implementation challenges with the Growth Plan that were identified by the municipal and development sectors and other stakeholders and respect the ability of local governments to make decisions about how they grow.

The changes are intended to provide greater flexibility for local municipalities to address pressing planning matters related to settlement area expansions, planning for major transit station areas, and employment area conversions, in advance of the Region's Municipal Comprehensive Review (MCR) and Official Plan update to conform to the Growth Plan by 2022.

While staff are generally supportive of the proposed changes, there are a few concerns relating to the following proposed changes:

- **Provincially Significant Employment Zones** – The Province has not identified any provincially significant employment zones within the Town of Whitchurch-Stouffville. Based on Council's December 11, 2018 resolution, the Province is requested to include the following areas as provincially significant employment zones as identified in Attachment 3 to this report:
  - Gormley Industrial Area and the proposed employment expansion area;
  - Vandorf Preston Lake Employment Area; and the
  - Proposed Davis Drive Employment Area.

It is a priority of the Town to designate the existing Gormley Industrial Area and proposed employment expansion area as a provincially significant employment zone.

- **Employment Area Conversions** – The proposed Amendment introduces a new policy that provides a one-time window for municipalities to convert employment lands for non-employment uses prior to the approval of the Region's MCR. Staff is supportive of the proposed changes, which will allow the Town to respond quickly to employment growth opportunities.
- **Settlement Area Boundary Expansions** – The proposed Amendment introduces new policies to allow municipalities a one-time window to undertake a minor settlement area boundary expansion (i.e., no greater than 40 hectares) or a minor

settlement area boundary adjustment (provided there is no net increase in land within the settlement area), prior to the approval of the Region's MCR.

Staff believes the proposed policies do not provide sufficient flexibility for the Town to contemplate minor settlement area boundary expansions or adjustments, as all the Town's settlement areas are located within the Greenbelt Area. The Province should be requested to provide municipalities with some flexibility to allow minor settlement area boundary expansions and adjustments for settlement areas and rural settlements within the Greenbelt Area, prior to the approval of the Region's MCR, provided that these minor expansions will not pose a threat to the environment.

Town staff will continue to monitor the proposed changes to the Growth Plan for the Greater Golden Horseshoe, 2017, and report back to Council as necessary.

### **3. Background:**

On January 15, 2019, the Province released proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, 2017 (Growth Plan), which has been posted to the Environmental Registry for consultation and comments until February 28, 2019.

The Growth Plan provides a long-term framework for managing growth within the Greater Toronto and Hamilton Area (GTHA), which aims to:

- Increase and promote economic growth; reduce congestion and provide residents easy access to businesses and services; and
- Build communities that maximize infrastructure investments, while balancing local needs for the agricultural industry and natural areas.

The proposed Amendment 1 to the Growth Plan is available on the [Environmental Registry](#).

The proposed changes are intended to address implementation challenges with the Growth Plan that were identified by the municipal and development sectors and other stakeholders based on input the Ministry of Municipal Affairs and Housing received from a stakeholder forum and ten implementation working groups held in the fall of 2018.

The proposed changes are intended to provide greater flexibility and address barriers to building homes, creating jobs, attracting investments and putting in place the right infrastructure while protecting the environment. Furthermore, the proposed changes are intended to respect the ability of local governments to make decisions about how they grow. The proposed policy changes maintain existing protections for agricultural lands and the natural heritage systems within the Greenbelt Area including the Oak Ridges Moraine.

The Province has identified six broad categories to which the proposed changes apply, which include:

- 1) *Employment Planning* – A modernized employment area designation system that ensures lands used for employment are appropriately protected while unlocking land for residential development.
- 2) *Settlement Area Boundary Expansions* – A system that enables local municipal decisions on reasonable changes to settlement area boundaries in a timely manner so as to unlock land faster for residential and commercial development and support more jobs and housing.
- 3) *Small Rural Settlements* – A system that recognizes small rural settlements as areas that are not expected to face significant growth pressures.
- 4) *Intensification and Density Targets* – A simplified approach to meeting minimum intensification and density targets that reflects the objective of supporting provincial transit investments, planned growth rates and local realities, including market demand for housing.
- 5) *Major Transit Station Areas* – A streamlined approach that enables the determination of major transit station areas to happen faster so that zoning and development can occur sooner.
- 6) *Natural Heritage and Agricultural Systems* – Greater Golden Horseshoe regional mapping systems that are factual and reflect the local mapping realities, while providing for the appropriate level of protections for natural resources and continuing to build the economic viability of the agri-food industry.

The *Planning Act* requires that a municipal council decision, in respect of the exercise of any authority that affects a planning matter shall conform with the Provincial Growth Plan that is in effect on that date, or shall not conflict with the Plan, as the case may be.

York Region is currently undertaking a Municipal Comprehensive Review (MCR), which will comprehensively apply the policies and schedules of the Growth Plan. The Region is required to complete their MCR and update their Official Plan by 2022. Local municipalities are required to update their Official Plan to conform to the Region's Official Plan and the Growth Plan within one-year following the approval of the Region's Official Plan by the Minister. The Town will be launching its Official Plan review in early spring this year.

It is anticipated that proposed amendments to the Ontario *Planning Act* and the Provincial Policy Statement, 2014, will also be forthcoming.

## Proposed Modifications to Regulations

Proposed Amendment 1 to the Growth Plan is also supported by the following proposed modifications to existing Regulations, in order to implement the changes to the Growth Plan:

1) *Proposed Modifications to O. Reg. 311/06 (Transitional Matters -Growth Plans)*

The proposed modifications to the Growth Plan transition regulation is to align with proposed Amendment 1 to the Growth Plan, 2017, to delete provisions that had been added to the regulation to support implementation of a phased-in designated greenfield area density target; and delete the provisions that had been added to support implementation of a standard methodology to calculate the amount of land needed for development to the horizon of the Growth Plan, known as a land needs assessment.

The Minister is also seeking feedback as to whether there are any specific planning matters in process that should be addressed through the transition regulation, which may include, official plans or official plan amendments that have been adopted and are currently under appeal. Prescribing such matters or types of matters in the regulation could allow them to be approved in conformity with an earlier version of the Growth Plan and/or provide for an exemption from some policies in the Growth Plan as amended by Amendment 1, if approved.

Town staff have identified the following Official Plan Amendments which have been adopted by the Town and are currently subject to appeals:

1. **OPA 136 (Ballantrae-Musselmans Lake Secondary Plan Area)** - Adopted by Council in January 2014, and currently under appeal due to the Region's non-decision. There are currently five appellants to the OPA.
2. **OPA 137 (Community of Stouffville Phase 3 Lands)** - Adopted by Council in April 2014 and approved by the Region on July 26, 2016. The OPA was appealed by four appellants in August of 2016. Through a series of Ontario Municipal Board prehearing conferences, the appeals have been scaled back to site-specific appeals, limited to the properties of three remaining appellants.

2) *Proposed Modifications to O. Reg. 525/97 (Exemption from Approval – Official Plan Amendments)*

The purpose of the regulation is to facilitate the proposed amendments to the Growth Plan that would allow municipalities the flexibility to make changes to their official plan to implement the Agricultural System for the Greater Golden Horseshoe mapping or the Natural Heritage System for the Growth Plan mapping before their next MCR, and subject to the Minister's approval. This flexibility is

aimed at addressing the mapping of the systems that was imposed on municipalities in February 2018 that did not allow for a transition period from the existing official plan mapping.

## **4. Analysis and Options:**

The following section provides an overview and discussion of the key changes proposed to the Growth Plan, the potential implications on planning policy in the Town, and Town staff's comments on the proposed changes for consideration by the Province and York Region.

### **4.1 Employment Planning**

Significant changes are proposed to the employment policies of Section 2.2.5 of the Growth Plan, which are intended to ensure that employment lands are appropriately protected for employment uses, which includes the identification of provincially significant employment zones by the Minister, while providing some flexibility for municipalities to undertake an employment area conversion in advance of the approval of the Region's MCR.

#### ***4.1.1 Provincially Significant Employment Zones***

The Province has proposed a new policy which allows the Minister to identify provincially significant employment zones to support co-ordination of planning for jobs and economic development at a regional scale and require the protection of provincially significant employment zones through appropriate official plan policies and designations (Policy 2.2.5.12). Provincially significant employment zones may not be converted to non-employment uses through proposed Policy 2.2.5.10 which provides a one-time window to allow local municipalities to undertake an employment area conversion prior to the approval of the Region's MCR.

Provincially significant employment zones, although not defined in the Growth Plan, are intended to support industrial activities and the needs of the emerging economy. The proposed changes would delete policies related to the identification of prime employment areas, which may be identified in municipal official plans, and were intended to protect land extensive employment uses with low employment densities that require locations adjacent to or near major good movement facilities and corridors (i.e., manufacturing, warehousing, and logistics employment uses).

The Province's Proposed Framework for Provincially Significant Employment Zones would apply to employment areas that:

- are designated employment areas and include lands within existing settlement areas (i.e., no Greenbelt lands are included in provincially significant employment zones);
- may be vulnerable to conversion pressures (e.g. to residential conversion);

- may be facing encroachment by sensitive land uses that could threaten the existing employment uses; or
- are needed in the region to attract new investment and retain existing industries.

Additional criteria related to the use of provincially significant employment zones may include:

- they are located near highways, railways, intermodal facilities, transit and/or other major transportation infrastructure to support the movement of people and goods;
- have a high concentration of employment and/or economic output, and play an economically strategic role to the region;
- support industrial uses, which are sensitive to encroachment; or
- are contiguous zones and contain large continuous developable, constraint-free lands (e.g. >10 acres).

The proposed mapping of provincially significant employment zones as identified by the Minister is shown in Attachment 1 to this report. The Minister has not identified any provincially significant employment zones within the Greenbelt Area. As such, there are no provincially significant employment zones identified in the Town of Whitchurch-Stouffville as the Town's existing settlement areas and employment areas are located within the Greenbelt Area, which includes the Oak Ridges Moraine Conservation Plan Area. A provincially significant employment zone is identified within the Highway 404/Highway 407 area (zone No. 7) which includes existing designated employment lands within Richmond Hill, Markham and Toronto, and extends north to the municipal boundary between the City of Markham and the Town of Whitchurch-Stouffville. Attachment 2 to this report provides a more detailed map showing the delineation of proposed provincially significant employment zone No. 7.

### Comments:

Town staff recommends that the Province identify provincially significant employment zones within the Town of Whitchurch-Stouffville which includes the following:

- **Existing Gormley Industrial Area** – located at the interchange of Highway 404 and Stouffville Road. These lands comprise existing designated employment areas located within the Gormley Industrial Secondary Plan Area. Furthermore, the Town requests that the Province identify the extent of the provincially significant employment zone to include the abutting lands along the Highway 404 corridor, extending from the municipal boundary between Markham and the Town of Whitchurch-Stouffville, to Bethesda Road to the north, and generally east to Woodbine Avenue, and mid-concession block between Woodbine Avenue and Warden Avenue on the south side of Stouffville Road.
- **Existing Vandorf Preston Lake Employment Area** – located at the interchange of Highway 404 and Aurora Road. These lands comprise existing designated employment areas located within the Vandorf Preston Lake Secondary Plan Area; and the

- **Proposed Davis Drive Employment Area** – located at the interchange of Highway 404 and Davis Drive. The Proposed Davis Drive Employment Area along Highway 404 is bound by Davis Drive to the north, Woodbine Avenue to the east, and Vivian Road to the south. These lands abut existing designated employment areas to the west in the Town of Newmarket, and existing designated employment areas to the north in the Town of East Gwillimbury.

A map showing the extent of the proposed provincially significant employment zones within the Town is identified in Attachment 3 to this report.

The identification of provincially significant employment zones along the Highway 404 corridor is consistent with Council's resolution of December 11, 2018, to request the Province to consider designating appropriate lands abutting the Highway 404 corridor as a "Provincially Significant Employment Area". Furthermore, it is a priority of the Town to designate the existing Gormley Industrial Area and proposed employment expansion area as a provincially significant employment zone. The full Council resolution is included in Attachment 4 to this report.

All of the Town's settlement areas and employment lands are currently located within the Greenbelt Area. In order to ensure the future viability of employment lands and support economic development opportunities within the Town, there is a need to identify and protect a long-term supply of employment lands, particularly adjacent to the Highway 404 corridor. The Town is seeking greater flexibility for the Minister to identify provincially significant employment zones in the Town.

The Town's proposed provincially significant employment zones would satisfy a number of the Province's criteria, including:

- A portion of the lands are currently located within the Town's settlement areas, and are designated employment area and targeted for employment growth;
- The Town needs employment growth to promote the development of complete communities;
- The lands provide an attractive location along the Highway 404 corridor, and are located at key Highway 404 interchanges;
- The lands contain large continuous developable parcels (e.g. >10 acres);
- There are major employment development interests in the areas;
- A majority of the lands are designated Countryside Area in the Oak Ridges Moraine Conservation Plan, which is considered a buffer zone, between rural settlement areas and key natural heritage features, and the lands do not comprise sensitive environmental areas;
- The lands located within the Greenbelt Plan are designated Protected Countryside, and do not include lands within the Greenbelt's Natural Heritage System which comprise sensitive environmental areas; and,
- Extending full municipal services to the areas will help ensure that the lands are serviced in an environmentally responsible manner.

As such, staff recommend that the Province consider extending the proposed provincially significant employment zones to include the Town's existing employment areas and the proposed employment expansion areas along the Highway 404 corridor, as identified in Attachment 3 to this report.

#### **4.1.2 Employment Area Conversions for Non-Employment Uses**

The employment policies regarding the conversion of employment areas to permit non-employment uses through the Region's MCR have not been revised (Policy 2.2.5.9); however, the Province has introduced a new policy that creates a one-time window to allow municipalities to undertake an employment area conversion between the effective date of the proposed amendments to the Growth Plan and the Region's next MCR (Policy 2.2.5.10). The criteria for assessing an employment area conversion prior to the Region's next MCR is also subject to more limited criteria. The new policy would also require that the conversion would "*maintain a significant number of jobs on those lands.*"

The criteria for assessing an employment area conversion through the one-time window, would need to satisfy that:

- There is a need for the conversion;
- The proposed uses would not adversely affect the overall viability of the employment area or the achievement of the minimum intensification and density targets in the Growth Plan, as well as the other policies of the Plan;
- There are existing or planned infrastructure and public service facilities to accommodate the proposed uses; and
- The conversion would maintain a significant number of jobs on those lands.

Unlike an employment area conversion undertaken through the Region's MCR, the Town would not need to satisfy that:

- The lands are not required over the horizon of the Plan for the employment purposes for which they are designated; and
- The municipality will maintain sufficient employment lands to accommodate forecasted employment growth to the horizon of the Plan.

The conversion of provincially significant employment zones, as identified by the Minister, would not be permitted prior to the Region's MCR (Policy 2.2.5.12).

#### **Comments:**

The Town is supportive of the proposed changes to the employment area conversion policies (Policy 2.2.5.10) which would provide the Town with a one-time window to consider an employment area conversion prior to the Region's MCR being approved. Town staff recommends that only municipally-initiated employment conversions should be considered through this policy.

At the time this report was drafted, Town staff had been approached by two landowners seeking an employment area conversion in the Highway 48 and Hoover Park Drive

area. Staff are currently assessing the merit of these requests to ensure a significant number of jobs would be retained. A staff report will be brought forward soon to seek Council direction.

The proposed changes to the Growth Plan will allow the Town to proceed with the employment area conversion requests, if justifiable, in a timely manner.

#### **4.1.3 Employment Density Targets**

Revised policies are proposed that would allow upper-tier municipalities in consultation with lower-tier municipalities to establish multiple density targets for all employment areas rather than a single density target (Policy 2.2.5.13). Employment density targets are to be measured in jobs per hectare and reflect the current and anticipated type and scale of employment uses and opportunities for intensification within the employment area. Furthermore, the establishment of employment density targets are to be implemented through official plan policies and designations and zoning by-laws, which may occur in advance of the Region's MCR.

#### **Comments:**

Town staff are supportive of the proposed changes to Policy 2.2.5.13 to establish multiple density targets for all employment areas which would better reflect the type of employment uses contemplated within the various employment designations and assist in supporting more intensive development within employment areas. Furthermore, Town staff support the proposed changes to provide greater flexibility in establishing employment density targets in advance of the approval of the Region's MCR.

#### **4.1.4 Employment Areas Adjacent to Major Corridors**

A new policy is proposed which states that: *"Municipalities should designate and preserve lands within settlement areas located adjacent to or near major goods movement facilities and corridors, including major highway interchanges, as areas for manufacturing, warehousing and logistics, and appropriate associated uses and ancillary facilities."* (Policy 2.2.5.5).

#### **Comments:**

Town staff is supportive of directing certain types of industrial employment uses to locate near or adjacent to major goods movement facilities and corridors, including major highway interchanges (Policy 2.2.5.5). However, greater flexibility should be provided for the types of employment uses which may be accommodated in these locations to recognize the changing employment trends and land needs, as the nature of employment uses evolve towards more knowledge-based, professional and service industry sectors. These locations are also attractive for accommodating more intensive office employment uses as they are more accessible to a broader skilled labour force.

In staff's opinion, these locations should be permitted to accommodate more intensive office employment development, which will generate more jobs, and increase the density of employment development, and better utilize investments in existing transportation infrastructure, particularly in the Countryside Area designation of the Oak Ridges Moraine Conservation Plan, where there are still opportunities to ensure key natural heritage features are not adversely impacted.

#### **4.1.5 Designation of Employment Lands**

Upper-tier municipalities, in consultation with lower-tier municipalities are still required to designate all employment areas in the upper-tier official plan and protect them for the long-term (Policy 2.2.5.6). This policy has been revised to clarify that the employment designations may be incorporated into the upper-tier official plan by amendment at any time in advance of the Region's MCR.

#### **Comments:**

Town staff are supportive of these changes as they provide greater flexibility in incorporating the Town's employment designations in the Region's Official Plan prior to the approval of the Region's MCR.

#### **4.1.6 Employment Lands Outside of Employment Areas**

A new policy is proposed which states that: "*Outside of employment areas, the redevelopment of any employment lands should retain space for a similar number of jobs to remain accommodated on site*" (Policy 2.5.5.14). It is staff's understanding that this new policy is intended to protect a similar number of jobs, when considering the redevelopment of employment uses within an area that is not designated as an employment area, and would not be considered an employment area conversion.

#### **Comments:**

Further clarification from the Province is needed as to what would constitute "employment lands" located outside of employment areas.

### **4.2 Settlement Area Boundary Expansions and Adjustments**

Significant changes are proposed to Section 2.2.8 of the Growth Plan regarding settlement area boundary expansions, which are intended to enable local municipalities to undertake limited expansions or adjustments to settlement area boundaries prior to the approval of the Region's MCR. The provincial intent of these changes is to allow municipalities to "*unlock land faster for residential and commercial development that supports more jobs and housing*" in a timely manner.

These new policies as proposed, would not allow a municipality to adjust or expand settlement area boundaries outside of the Region's MCR, where the affected settlement

area is located within the Greenbelt Area (which includes lands within the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan). Furthermore, these policies would not be applicable to rural settlement areas, which is discussed in sub-section 3 below.

Currently, all of the Town's settlement areas and rural settlements are located within the Greenbelt Area. Staff recommend that the Province provide some flexibility for minor settlement area boundary adjustments and expansions, outside of the Region's MCR, while the Town will ensure its policies for the protection of the natural environment and agricultural resources are not compromised.

#### ***4.2.1 Municipal Comprehensive Review Settlement Area Boundary Expansion***

Minor policy revisions are proposed to Policy 2.2.8.3 of the Growth Plan for undertaking a settlement area expansion through a MCR. The policy has been revised to clarify the policy to focus on the intended outcomes for justifying the feasibility and location of the settlement area boundary expansion, rather than specifying the types of studies which are required. These requirements include: that the settlement area expansion will make available sufficient lands to the year 2041, based on the minimum intensification and density targets; justification that sufficient existing or planned infrastructure and public service facilities will be available; that prime agricultural areas will be avoided where possible; that significant natural features are protected; and that the applicable requirements of the Greenbelt Plan and the Oak Ridges Moraine Conservation Plan are met.

In the context of the Region's MCR, the criteria for assessing settlement area boundary expansions within the Oak Ridges Moraine and the Protected Countryside of the Greenbelt Area have not changed (Policy 2.2.8.3 j) and k)).

For settlement area boundary expansions within the Oak Ridges Moraine, in addition to satisfying the policies of 2.2.8.2 and 2.2.8.3, settlement area boundary expansions through the Region's MCR are not permitted to expand into the Natural Core Area and Natural Linkage Area designations of the Oak Ridges Moraine Conservation Plan (Implementation: Settlement Area Expansions).

#### **Comments:**

The proposed changes to policy 2.2.8.3 of the Growth Plan do not materially change the intent of the requirements for justifying a settlement area boundary expansion through the Region's MCR.

It is Town staff's understanding that the settlement area boundary expansion policies related to the Protected Countryside of the Greenbelt Area would not be applicable to the Town, since the Protected Countryside is only identified in the Greenbelt Plan, and there are no settlement areas within the Town that are identified as a Town/Village in the Greenbelt Plan (only a Hamlet is identified in the Greenbelt Plan). The existing

policies would still provide consideration for a settlement area boundary expansion within the Oak Ridges Moraine Conservation Plan, through the Region's MCR, provided the expansion is not permitted within the Natural Core Area and Natural Linkage Area designations, and subject to meeting the policies of 2.2.8.2 and 2.2.8.3.

#### **4.2.2 Settlement Area Boundary Adjustments**

A new policy is proposed that may allow municipalities to adjust settlement area boundaries outside the Region's MCR provided there is no net increase in land within the settlement area, and subject to more limited criteria (Policy 2.2.8.4). This policy, as currently proposed, would not apply where the settlement area is a rural settlement or within the Greenbelt Area.

As such, minor boundary adjustments to settlement areas within the Oak Ridges Moraine Conservation Plan may only be considered through the Region's MCR, in accordance with Policy 2.2.8.3.

#### **Comments:**

Staff recommends that the Province re-consider this policy to allow some flexibility for minor settlement area adjustments within the Greenbelt Area to occur, outside of the Region's MCR, and that only municipally-initiated settlement area adjustments be allowed.

In keeping with the intent of the MCR settlement area boundary expansion policies (Policy 2.2.8.3), proposed settlement area boundary expansions are required to meet any applicable requirements of the Greenbelt Plan and Oak Ridges Moraine Conservation Plan, as per Policy 2.2.8.3 j) and k). Within the Oak Ridges Moraine, settlement area boundary expansions are not permitted to expand into the Natural Core Area and Natural Linkage Area designations of the Oak Ridges Moraine Conservation Plan, as such, they may only be contemplated within the Countryside Area designation.

Staff recommends the Province re-consider proposed Policy 2.2.8.4, whereby, a minor settlement area boundary adjustment may be contemplated provided the affected settlement area does not expand into the Natural Core Area or Natural Linkage Area designations of the Oak Ridges Moraine Conservation Plan, or the Natural Heritage System of the Greenbelt Plan. This would allow municipalities to contemplate minor boundary adjustments within the Countryside Area designation of the Oak Ridges Moraine and the Protected Countryside Area designation of the Greenbelt Plan (consistent with the existing Policies of 2.2.8.3), without compromising the existing policies to protect sensitive environmental areas and natural heritage systems.

Town staff recommends that Policy 2.2.8.4 be revised to read:

- d) *the affected settlement areas are not rural settlements, or in the Natural Core Area or Natural Linkage Area designations of the Oak***

***Ridges Moraine Conservation Plan, or the Natural Heritage System of the Greenbelt Plan.***

**4.2.3 Minor Settlement Boundary Expansions (40 ha)**

A new policy is proposed that may allow municipalities to undertake a minor settlement area boundary expansion outside of the Region's MCR provided that the expansion area is no larger than 40 hectares, and subject to more limited criteria (Policy 2.2.8.5 and 2.2.8.6). This policy, as currently proposed, would not apply where the settlement area is a rural settlement or in the Greenbelt Area.

**Comments:**

Consistent with staff's comments above (sub-section 2.2), staff recommends that Policy 2.2.8.5 be revised to read:

- c) *the affected settlement area is not a rural settlement area, or in the Natural Core Area or Natural Linkage Area designations of the Oak Ridges Moraine Conservation Plan, or the Natural Heritage System of the Greenbelt Plan.***

**4.3 Rural Settlements**

**4.3.1 Rural Settlement Definition**

The proposed policy changes introduce a new term for "rural settlements" as a subset of "settlement areas" and removes reference to "undelineated built-up areas". Rural settlements are generally defined to include existing hamlets or small settlement areas that are identified in official plans and serviced by individual private on-site water and wastewater systems. All settlement areas that are identified as hamlets in the Greenbelt Plan or, as rural settlements in the Oak Ridges Moraine Conservation Plan, are considered rural settlements.

The communities of Vandorf-Preston Lake, Musselman Lake, Bloomington, and Gormley are identified as rural settlements in the Oak Ridges Moraine Conservation Plan, and considered rural settlements in interpreting the Growth Plan policies. The policy revisions clarify that rural settlement areas would no longer be considered part of the municipality's designated greenfield areas, and the minimum density requirements for designated greenfield areas would not apply.

**Comments:**

Town staff is supportive of the new definition of rural settlements and the policy clarification that rural settlements are not considered as part of the municipality's designated greenfield area, and as such the minimum density targets would not apply.

#### **4.3.2 Rural Settlement Minor Boundary Adjustments**

A new policy is proposed that may allow minor adjustments to the rural settlement boundaries in keeping with the rural character of the area, and subject to more limited criteria (Policy 2.2.9.7). This policy, as currently proposed, would not apply where the rural settlement area is located in the Greenbelt Area (Policy 2.2.9.7 a)). Since all of the Town's rural settlements are located within the Greenbelt Area, the proposed policy would not apply to the Town.

#### **Comments:**

Town staff recommends that some flexibility be provided to allow for the minor rounding out of rural settlements within the Greenbelt Area to occur, outside of the Region's MCR. Town staff recommends that only municipally-initiated minor rural settlement boundary adjustments should be considered. In keeping with the intent of the MCR settlement area boundary expansion policies (Policy 2.2.8.3), proposed settlement area expansions would only be contemplated within the Countryside Area designation of the Oak Ridges Moraine Conservation Plan.

Consistent with staff's comments above (sub-section 2.2), staff recommends that Policy 2.2.9.7 be revised to read:

- a) ***the affected rural settlement area is not in the Natural Core Area or Natural Linkage Area designations of the Oak Ridges Moraine Conservation Plan, or the Natural Heritage System of the Greenbelt Plan.***

The Province should further clarify what constitutes a minor boundary adjustment to a rural settlement and the minor rounding out of existing development, to assist in interpreting and applying the Growth Plan policies.

#### **4.4 Intensification and Density Targets**

Revised policies are proposed to provide a simplified approach to implementing the Growth Plan minimum intensification targets and the minimum designated greenfield area density targets that reflects the objective of supporting provincial transit investments, the planned growth rates and local realities of different communities in the region, including market demand for housing. The application of different intensification and density targets recognizes that "one-size does not fit all" and are intended to make it easier to understand and measure the impacts of growth in the region.

##### **4.4.1 Designated Greenfield Area Density Targets**

New policy 2.2.7.2 is proposed to establish revised minimum designated greenfield area density targets for municipalities, which varies by upper- and single-tier municipalities. The revised minimum designated greenfield area density targets would take effect by

the time the next MCR is approved and in effect, and apply to the entire designated greenfield area. York Region is proposed to achieve a minimum designated greenfield area density target of 60 residents and jobs per hectare (Policy 2.2.7.2).

Under the current Growth Plan policies, existing designated greenfield areas in the inner-ring municipalities (which includes York Region) are to achieve a density target of 60 residents and jobs combined per hectare, or alternative, and new designated greenfield areas are to achieve a target of 80 residents and jobs combined per hectare, at the time of approval of the Region's MCR.

The current designated greenfield area density target is 50 residents and jobs combined per hectare, which would continue to apply until such time as the Region's MCR is approved.

The proposed policy would also allow all upper-tier or single-tier municipalities to apply for an alternative designated greenfield area density target, with simplified criteria, and subject to approval by the Minister (Policy 2.2.7.4).

The minimum density target is to be measured over the entire designated greenfield area of the Region, excluding certain exempted lands (Policy 2.2.7.3). This allows for minimum density targets to vary between each local municipality. The application of the minimum density target in the Town would only apply to any new designated greenfield areas intended for residential purposes, and would not include the Phase 3 lands.

#### **Comments:**

Town staff are supportive of the proposed policy changes to provide a simplified approach to measuring the minimum greenfield density targets. It is anticipated that the Region of York will be able to achieve an overall minimum greenfield density target of 60 residents and jobs combined per hectare.

#### **4.4.2 Intensification Targets**

New policy 2.2.2.1 is proposed to establish revised minimum intensification targets for lands within the delineated built-up areas of municipalities, which varies by upper- and single-tier municipalities. The minimum intensification targets would take effect by the time the next MCR is approved, with no further increase of the intensification target in 2031. York Region is proposed to plan for a minimum intensification target of 60%.

The delineated built-up area represents the limits of the developed urban area as defined by the Minister for the purposes of measuring the minimum intensification target (the delineated built-up area has not been revised since the 2006 Growth Plan was implemented). The only delineated built-up area in the Town is within the Community of Stouffville, as shown on Schedule "F" of the Town's Official Plan (Attachment 5).

Under the current Growth Plan policies, the minimum intensification target is 50% to the year 2031, and 60% after 2031. This transition target would no longer apply, and the 60% target would apply at the time the Region's MCR is approved.

The current minimum intensification target is 40% of all residential development occurring annually to be within the Region's delineated built-up areas, which would continue to apply until the Region's MCR is approved.

While this is an overall Region-wide target, the implication is that a greater level of intensification would be required within the delineated built-up areas by the time the Region's MCR is approved. As such, a greater amount of the Town's overall annual residential growth may need to be accommodated within the delineated built-up area in the Community of Stouffville. The Growth Plan prioritizes intensification within strategic growth areas, which includes the Downtown GO major transit station area and lands which may accommodate other major opportunities for infill and redevelopment (i.e., the Gateway Mixed Use Area and Western Approach Area).

#### **Comments:**

Town staff are supportive of the proposed policy changes to provide a simplified approach to measuring the minimum intensification targets. It is anticipated that the Region of York will be able to achieve a minimum intensification target of 60% of all residential development occurring annually to be within the Region's delineated built-up areas. The Town's Official Plan review will assess opportunities for intensification within the strategic growth areas and delineated built-up area of the Community of Stouffville, and provide updated policies for managing growth.

#### **4.5 Major Transit Station Areas**

Revised policies are proposed to provide a more streamlined approach that enables municipalities to delineate and set density targets for major transit station areas (MTSAs) to happen faster so that zoning and development can occur sooner (Policy 2.2.4). The proposed changes also include revised policies that simplify the process and criteria for the Minister to approve an alternative intensification target for MTSAs (Policy 2.2.4.4).

No changes to the existing minimum density targets for MTSAs have been proposed. For MTSA's on priority transit corridors as identified by the Growth Plan, the minimum density target is still 150 residents and jobs combined per hectare for those MTSAs served by the GO Transit Rail network. While the Downtown Stouffville and Lincolnville GO stations are not identified as on a "priority" transit corridor, the minimum 150 residents and jobs combined per hectare is planned to be achieved through the Region's MTSA planning.

The Town is currently undertaking the Lincolnville MTSA study which will result in a land use plan and policy directions for accommodating intensification within this designated

greenfield area of the Town, and will provide further input to the Region's MCR regarding the intensification potential for the Lincolnville MTSA. Intensification potential within the Downtown MTSA will be further considered through the Region's MCR and the Town's Official Plan review. Intensification within the Downtown GO MTSA will also take into consideration the cultural heritage resources, as the Growth Plan policies provide that cultural heritage resources are to be conserved in order to foster a sense of place and benefit communities, particularly in strategic growth areas (Policy 4.2.7.1).

New policy 2.2.4.5 is proposed which would allow York Region to delineate and set density targets for MTSA's in advance of the approval of the Region's MCR, and provided the Protected Major Transit Station Area tool under the *Planning Act* is used. These revisions to the Growth Plan may provide greater flexibility in delineating MTSA's and may allow development to happen sooner.

The definition of a MTSA is proposed to be revised, which would identify an MTSA to generally include the lands within an approximate 500 to 800 metre radius of a transit station (intended to be equivalent to a 10-minute walk), as opposed to just a 500 metre radius. This proposed change could potentially increase the size of MTSA's, resulting in much greater intensification opportunities surrounding the GO Stations. Attachment 6 identifies the location of the Downtown GO and Lincolnville GO Stations and a 500 to 800 metre radius of the station, which provides the basis for delineating the MTSA boundary.

#### **Comments:**

Town staff is supportive of the proposed changes to the transit corridor and station area policies which will provide greater flexibility in delineating the MTSA's and the potential intensification which may be accommodated within a larger MTSA. Town staff is supportive of the changes to delineate and set density targets for MTSA's in advance of the approval of the Region's MCR to assist in expediting the timing for development within MTSA's (Policy 2.2.4.5). The Town anticipates that a minimum intensification target of 150 residents and jobs per hectare will be achieved within the MTSA's. The Town will continue to work closely with the Region in delineating the MTSA boundaries and establishing minimum intensification targets for these areas, which will be further informed through the Town's Official Plan review and the Lincolnville MTSA Study.

#### **4.6 Natural Heritage and Agricultural Systems**

Revised policies are proposed in Sections 4.2.2 and 4.2.6 of the Growth Plan regarding the mapping of the provincial Natural Heritage System for the Growth Plan and the Agricultural System. The proposed changes establish a framework to update the mapping to ensure it is factual and reflects the local mapping realities, while providing the appropriate level of protection for natural resources and supporting the agri-food industry.

Of particular importance are the proposed changes to policies 4.2.2.4 and 4.2.6.8 which specify that the provincial mapping of the Natural Heritage System for the Growth Plan and the agricultural land base would not apply until they have been implemented in the upper and single-tier official plans. The mapping of the Natural Heritage System and Agricultural System under the Growth Plan was issued by the Province in February 2018, and is currently in force, and may only be revised and updated through the upper-tier or single-tier MCR. Concerns have been expressed that the mapping of these systems does not accurately reflect existing circumstances and designations in municipal official plans. The proposed changes would provide that the Natural Heritage System for the Growth Plan and the provincial mapping of the agricultural land base would not apply until they have been implemented through the upper-tier or single-tier official plan, and until such time, the natural heritage systems and prime agricultural areas identified in official plans that were approved and in effect as of July 1, 2017 would continue to apply.

The Natural Heritage System for the Growth Plan applies to lands located outside of the Greenbelt Plan Area, since lands within the Greenbelt Plan Area (including the Oak Ridges Moraine) already have a defined natural heritage system. Therefore, the mapping of the Natural Heritage System for the Growth Plan is less applicable to the Town. However, the mapping of the Agricultural System is relevant to the Town, and Town staff have been working with the Region to more accurately identify the prime agricultural areas and rural lands within the Town.

The proposed policy changes would also allow the Region to refine the mapping at the time of initial implementation in its Official Plan, which may be done separately for each lower-tier municipality, and prior to the Region's MCR being approved (Policy 4.2.6.9). However, once the provincial mapping has been implemented in the Region's Official Plan, any further refinements to the mapping may only occur through the Region's next MCR.

### **Comments:**

The Town is supportive of the proposed policy changes to the implementation of the provincial mapping of the agricultural land base to provide greater certainty in accurately mapping the agricultural system and undertaking any refinements prior to it being implemented through the Growth Plan (Policy 4.2.6.8). Town staff will continue working with the Region to refine the agricultural land base mapping through the Region's MCR process.

Furthermore, the Town is supportive of proposed policy changes to provide greater flexibility to refine the provincial mapping, which may be done separately for each lower-tier municipality and prior to the Region's MCR being approved (Policy 4.2.6.9). Town staff is of the opinion that the mapping of the agricultural land base should be primarily an upper-tier and local municipal led exercise in order to most accurately define the mapping based on local knowledge and experience, and supporting background information.

#### **4.7 Infrastructure to Support Growth**

The proposed amendment to the Growth Plan includes only modest revisions to the Policies for Infrastructure to Support Growth (Section 3.2). These policies recognize the need for integrated planning and the provision of appropriate infrastructure to support growth, including transportation systems, public transit, water and wastewater facilities, stormwater management and planning for public service facilities.

#### **Comments:**

Well planned infrastructure, including transportation and transit systems, municipal water and wastewater infrastructure, and public service facilities are critical to the development of healthy, complete and compact communities.

There is currently a critical need for the timely provision of full municipal water and wastewater services to support planning and managing growth within the Town. This would ensure that the required infrastructure and municipal water and wastewater services are available to accommodate the anticipated growth and intensification within strategic growth areas in a timely manner, and achieve the Town's minimum intensification targets.

In planning for employment areas, full municipal water and wastewater services to the Town's existing designated employment areas are required to accommodate more intensive employment development, and in consideration of the expanded provincially significant employment zones along the Highway 404 corridor.

The Town strongly supports the provision of Regional transit services within the Town, including the GO rail lines and Regional bus services. Improvements to the public transit services, including increased service times should be considered in planning for growth and intensification within the Town.

The Town requests that the Province and Region consider the timely provision of infrastructure a high priority to accommodate growth, especially employment growth within the Town.

#### **Next Steps**

The Province is accepting comments on proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, 2017, until February 28, 2019. Town staff will continue to monitor the proposed changes to the Growth Plan, and report back to Council as necessary.

Town staff will be initiating a work program to undertake the Town's Official Plan review, concurrently with the Region's ongoing MCR work program. The proposed amendment

may have implications on the timing and provincial policy directions for undertaking the required work to comprehensively implement the policies of the Growth Plan. Town staff will continue to monitor and provide input into the Region's MCR work program as it relates to the Town's Official Plan review process.

## **5. Financial Implications:**

None

## **6. Attachments:**

- Attachment 1: Mapping of Provincially Significant Employment Zones
- Attachment 2: Detailed Mapping of Provincially Significant Employment Zone 7
- Attachment 3: Proposed Provincially Significant Employment Zones
- Attachment 4: Council Resolution dated December 11, 2018
- Attachment 5: Delineated Built-up Area, Official Plan Schedule F
- Attachment 6: Proposed Major Transit Station Areas (Downtown and Lincolnville GO Stations)

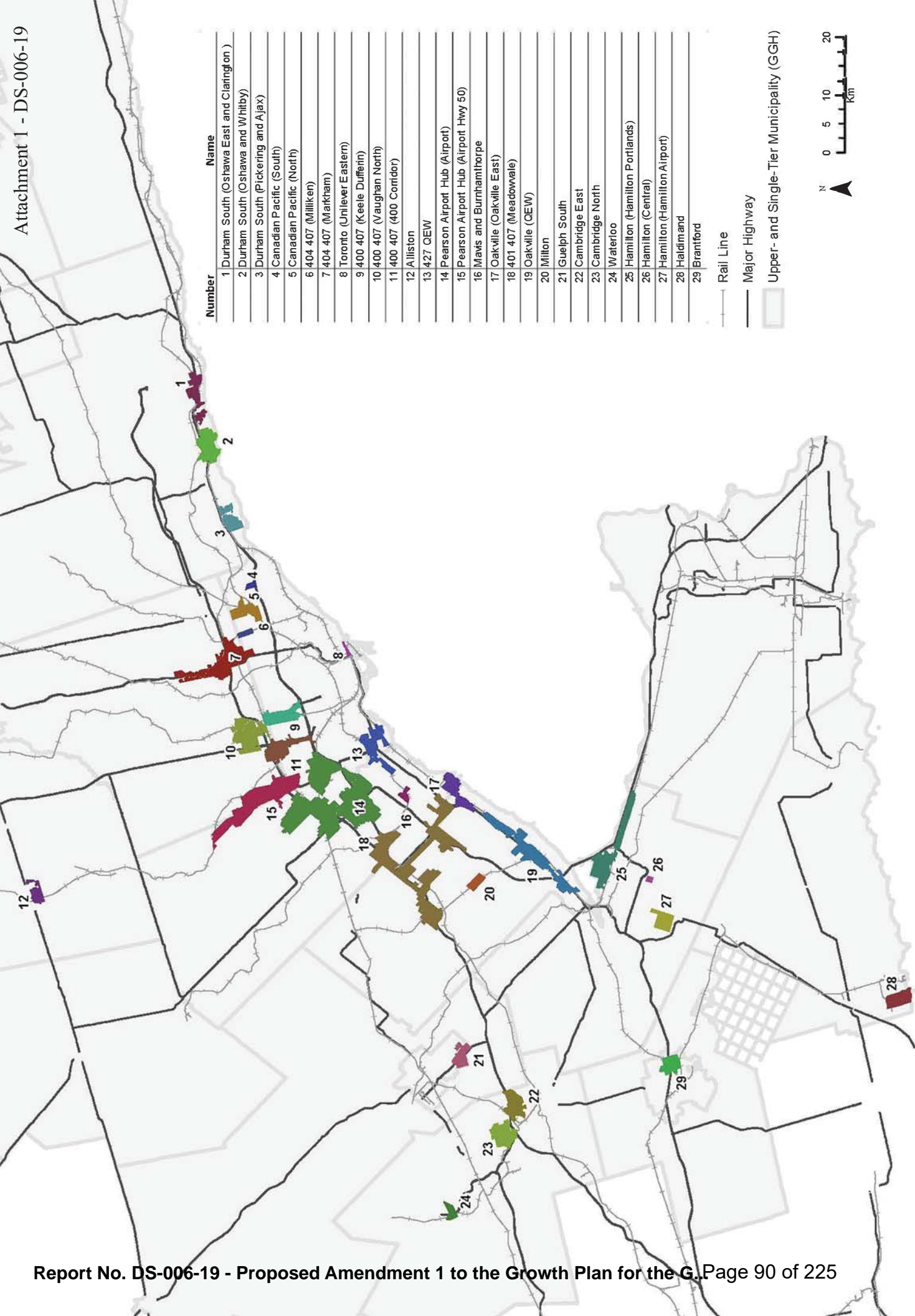
## **7. Related Reports:**

None

**Authors:** Randall Roth, Senior Policy Planner  
Meaghan Craven, Manager Policy Planning

**Department Head:** Haiqing Xu, Director of Development Services

**For further information on this report, please contact:** Randall Roth, Senior Policy Planner, Development Services at 905-640-1910 ext. 2260 or via email at [randall.roth@townofws.ca](mailto:randall.roth@townofws.ca)



Number	Name
1	Durham South (Oshawa East and Clarington)
2	Durham South (Oshawa and Whitby)
3	Durham South (Pickering and Ajax)
4	Canadian Pacific (South)
5	Canadian Pacific (North)
6	404 407 (Milliken)
7	404 407 (Markham)
8	Toronto (Unilever Eastern)
9	400 407 (Keele Duffield)
10	400 407 (Vaughan North)
11	400 407 (400 Corridor)
12	Alliston
13	427 QEW
14	Pearson Airport Hub (Airport)
15	Pearson Airport Hub (Airport Hwy 50)
16	Mavis and Burnhamthorpe
17	Oakville (Oakville East)
18	401 407 (Meadowdale)
19	Oakville (QEW)
20	Milton
21	Guelph South
22	Cambridge East
23	Cambridge North
24	Waterloo
25	Hamilton (Hamilton Portlands)
26	Hamilton (Central)
27	Hamilton (Hamilton Airport)
28	Haldimand
29	Brantford

Rail Line  
 Major Highway  
 Upper- and Single-Tier Municipality (GGH)

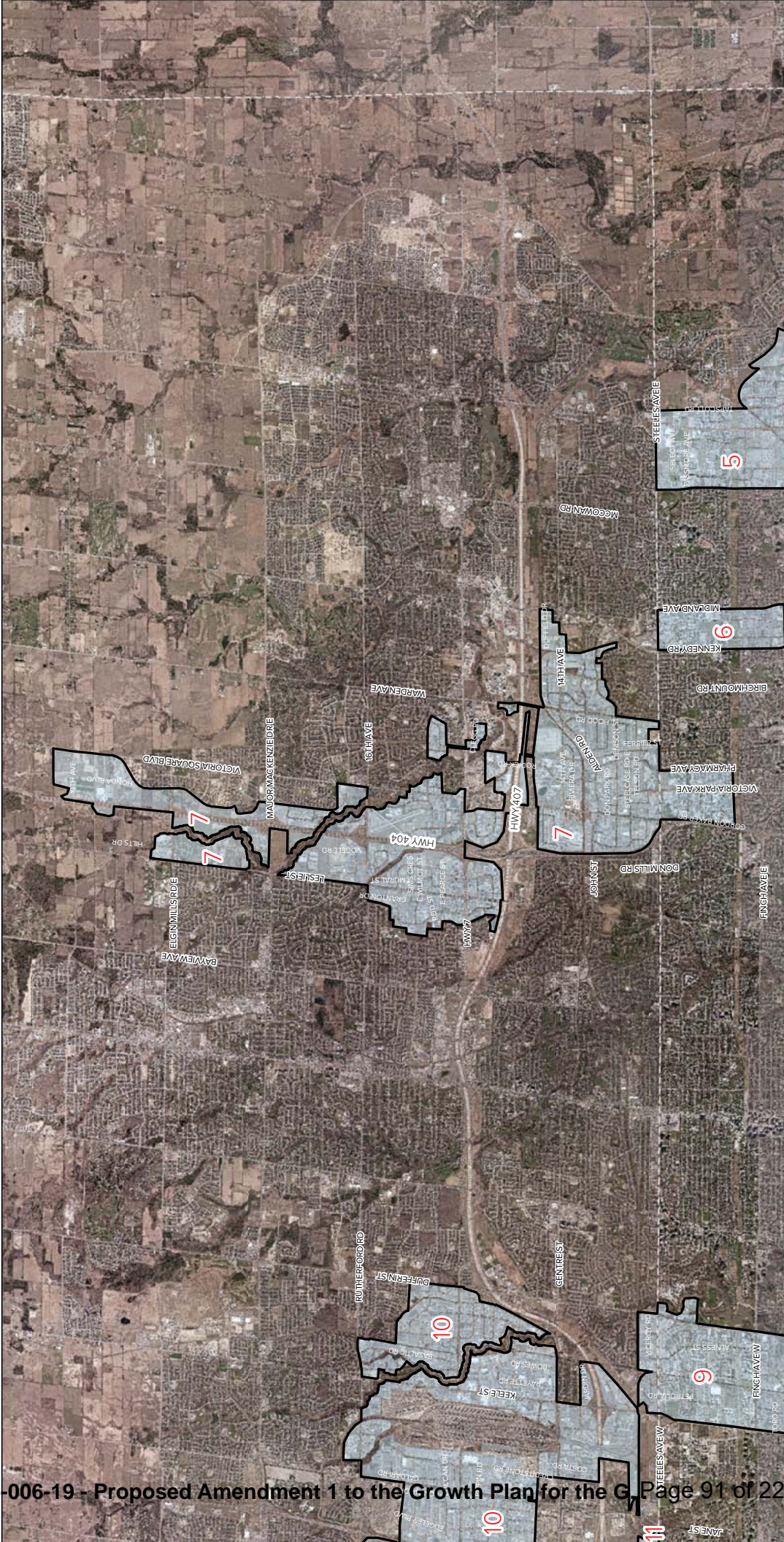


# Proposed Provincially Significant Employment Zones

# Proposed Provincially Significant Employment Zones for Consultation

## Proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, 2017 (2019)

Attachment 2 - DS-006-19

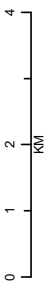
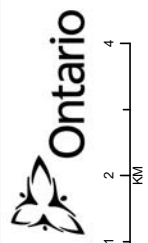


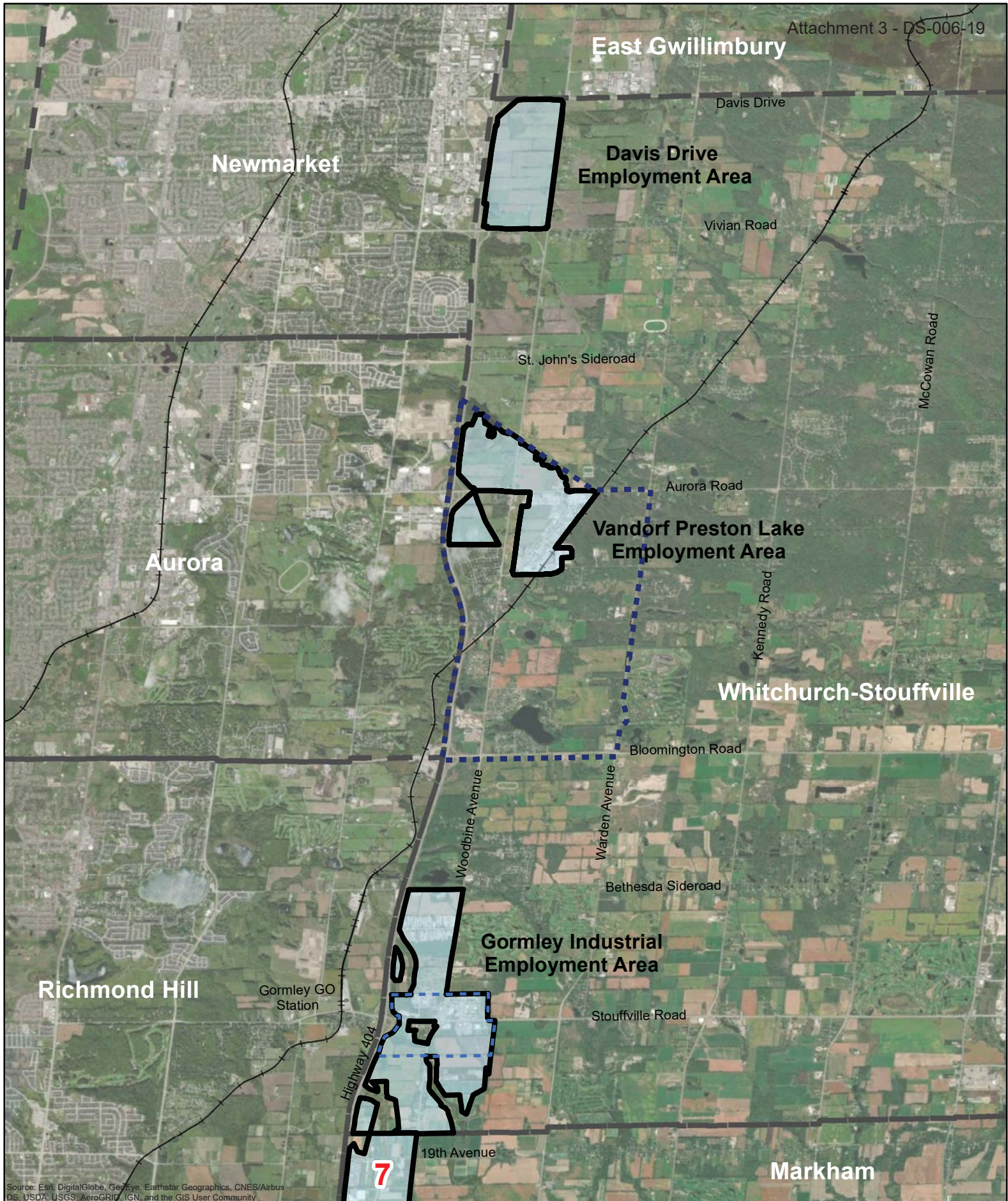
-  Proposed PSEZ
-  Municipally Designated Employment Area (2013)
-  Municipal Boundary

Data Sources: Ministry of Municipal Affairs and Housing, Ministry of Natural Resources and Forestry.

### Zone Name: 404 407 (Markham)

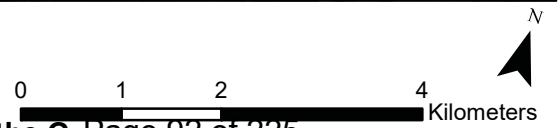
Zone Number: 7  
Upper- or Single-Tier Municipality: TORONTO, YORK





Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

### Proposed Provincially Significant Employment Zone Town of Whitchurch-Stouffville



Provincially Significant Employment Zone
  Vandorf Preston Lake Secondary Plan Area
  Gormley Industrial Secondary Plan Area

### 13. Resolutions from Council

#### 1. Resolution from Councillor Kroon, re: Employment Growth Along Highway 404

Moved by Councillor Kroon  
Seconded by Councillor Bartley

Whereas the Town of Whitchurch-Stouffville continues to vigorously support the intent and application of both the Greenbelt Act (2005) and the Oak Ridges Moraine Conservation Act (2001); and

Whereas the “countryside area” or “protected countryside” designations in the Oak Ridges Moraine Conservation Plan (2017) and Greenbelt Plan (2017) respectively are not sensitive environmental areas; and

Whereas all lands along the 400-series highways are very attractive to industrial development due to their ease of access to the highway network; and

Whereas not all industrial developments are a threat to the environment; and

Whereas permitting clean industrial development will not only help create jobs, but also recoup cost of the investment in and recapture the value of the 400-series highways; and

Whereas the Town of Whitchurch-Stouffville has a significant amount of land along Highway 404, that are highly attractive for employment growth; and

Whereas the Town of Whitchurch-Stouffville is in desperate need for employment growth.

Therefore be it resolved, that the Province of Ontario be requested to consider designating appropriate lands abutting a 400-series highway in the GTHA “Provincially Significant Employment Areas”; and

That the Province of Ontario be requested to amend all its applicable land use plans to permit and encourage clean industrial development on the lands designated “countryside area” or “protected countryside” generally abutting a 400-series highway, and

That the Province of Ontario be further requested to direct all affected municipalities to give high priority to servicing these lands; and

That staff be directed to report back with a detailed proposal for the Gormley lands along Highway 404 within the Town of Whitchurch-Stouffville for Council consideration and Provincial approval.

Carried

**14. By-laws**

Moved by Councillor Upton  
Seconded by Councillor Smith

That Council read the following by-laws a first, second, third time and passed:

2018-160-AP being a by-law to appoint an Alternate Member of Regional Council for the 2018-2022 Term of Council.

2018-161-AP being a by-law to appoint a Member of Council to the Lake Simcoe Region Conservation Authority Board of Directors for the 2018-2022 Term of Council, and to repeal By-law 2014-133-AP.

2018-162-AP being a by-law to appoint Deputy Mayors and Vice-Deputy Mayors and to repeal By-law 2015-105-AP.

2018-163-TX being a by-law to levy an Interim Rate for 2019 upon the taxable properties of The Corporation of the Town of Whitchurch-Stouffville and to repeal By-Law 2018-094-TX.

2018-164-FI being a by-law to to establish fees or charges for services or activities provided by the Town of Whitchurch-Stouffville (General Fees and Charges) and to repeal By-law 2018-001-FI.

2018-165-FI being a by-law to establish development charges for The Corporation of the Town of Whitchurch-Stouffville and repeal By-law 2018-142-FI.

Carried

COMMUNITY OF STOUFFVILLE  
SECONDARY PLAN


































SCHEDULE F

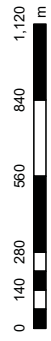
Land Use and Transportation Plan

Legend

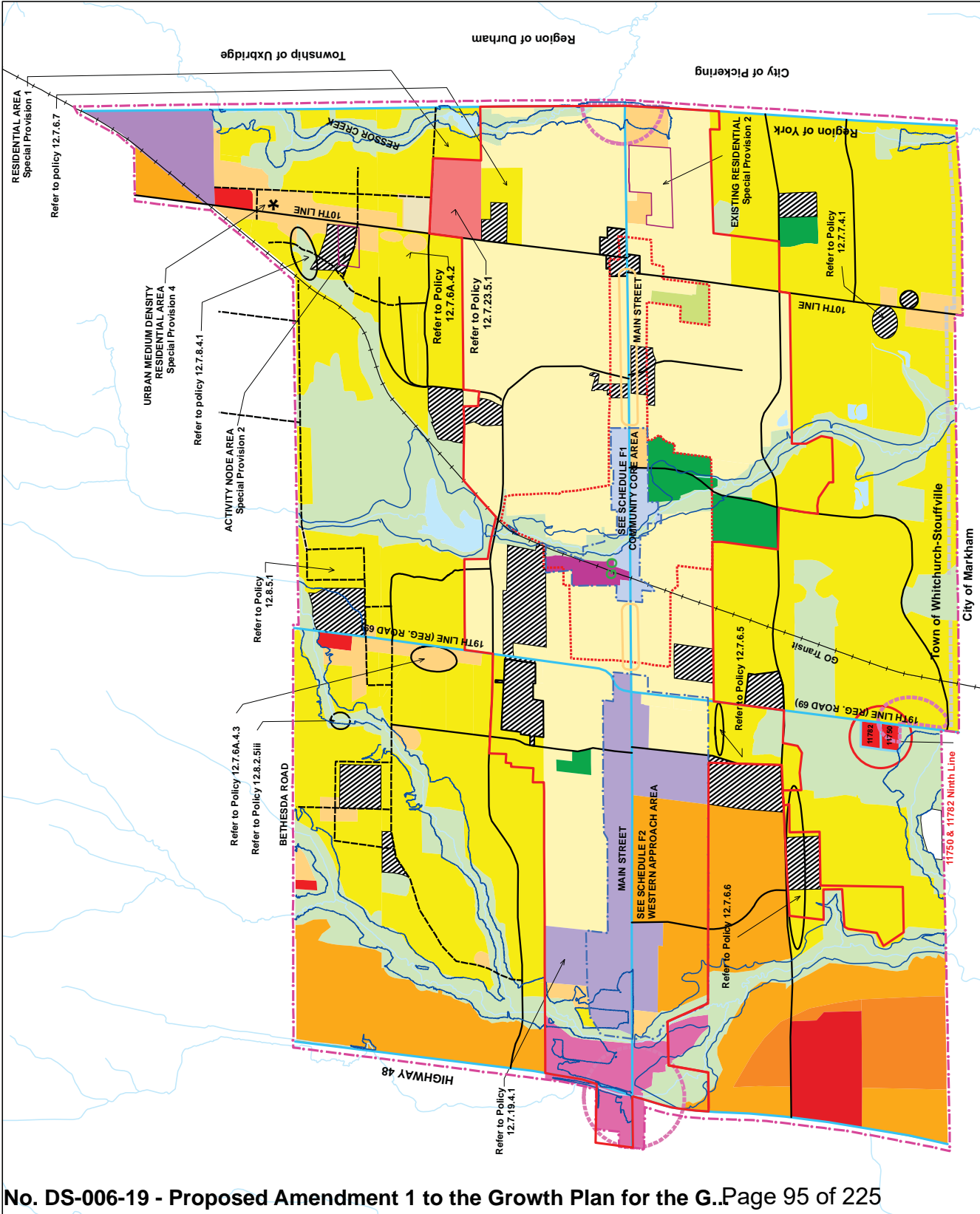
Schedule F

Official Plan Designation

-  Existing Residential Area
-  Residential Area
-  Urban Medium Density Residential Area
-  Urban High Density Residential Area
-  Activity Node Area
-  Greenland Area
-  Community Park Area
-  Cemetery Area
-  Gateway Mixed Use Area
-  Business Park Area
-  Industrial Area
-  Special Residential Area
-  Rural Area
-  Regional Retail Area
-  Neighbourhood Retail Area
-  Western Approach Area - Mixed Use
-  Core Area - Mixed Use
-  Core Area - Main Street
-  Major Transit Station Area
-  Water Body
-  Special Provision Area
-  Main Street Special Policy Area
-  Heritage Area
-  Boundary\_Buffer\_Area
-  Built Boundary
-  Arterial\_Roads
-  Collector Roads
-  Proposed Collector Roads
-  Flood Plain Area
-  Secondary Plan Boundary
-  Towns and Villages Urban Serviced Area
-  Gateway Area
-  Active Transportation Crossing



SEPTEMBER 2018





**APPENDIX C**  
**GORMLEY INDUSTRIAL**  
**SECONDARY PLAN**

**OFFICIAL PLAN EXCERPTS**



## 10. GORMLEY

### 10.1 DEVELOPMENT GOALS

The Plan is intended to promote the following goals for the Gormley Industrial Area:

#### 10.1.1 General

To create a distinctive, industrial and commercial area which will promote the development of a “gateway” location within the Town compatible with the established land uses within the Gormley Community and the findings of the Settlement Capability Study and its location on the Oak Ridges Moraine Plan Area.

#### 10.1.2 Land Use

To ensure the proper functioning of an integrated and cohesive planning area, through the arrangement of land uses.

To ensure that land uses develop in a manner which is compatible with adjacent land uses, including the provision of adequate separation distances between industrial/ commercial and residential land uses in accordance with all applicable standards.

To encourage a broad range of dry industrial uses including related uses such as conference and training facilities that will strengthen and diversify the employment opportunities within the Town of Whitchurch-Stouffville.

To continue to recognize the existing commercial land uses, and allow limited opportunities for infill and new commercial development that services the needs of the employees of the Gormley Industrial Area and the residents of the Gormley Community.

To continue to recognize the existing industrial land uses and allow opportunities for expansions and redevelopment.

To create an attractive streetscape for the Town by ensuring a high quality of land uses, building design, and on-site amenities of properties with frontage or exposure along major roads.

To permit limited outdoor storage in conjunction with industrial operations, at appropriate locations, subject to provisions related to separation distances, height, buffering and screening of outdoor storage.

#### 10.1.3 Environment

To maintain and, where feasible, enhance natural features and existing vegetation considered worthy of protection or conservation as identified through completion of the

studies described in Section 10.6.1 a)1).

To ensure that the servicing of the community minimizes impacts on the natural environment and the water supply systems on adjacent lands and is undertaken in accordance with the findings of the Settlement Capability Study.

To maintain and, where feasible, enhance the fishery resources of the Rouge River and its tributaries.

To minimize any negative impacts on the existing or future residential land uses.

To reflect the objectives of the Oak Ridges Moraine Conservation Act as referenced in Appendix ORM Objectives to the Official Plan.

#### **10.1.4 Transportation**

To develop an efficient road and traffic system which properly meets the needs of the existing and future uses of the area.

To ensure that any necessary improvements to the road system occur at a rate and scale commensurate with the demands placed upon the system by the development of the industrial area.

#### **10.1.5 Servicing**

To ensure the provision of adequate water, sanitary, and storm drainage facilities to meet the needs of the existing and future uses of the area.

## 10.2 LAND USE POLICIES

This Amendment to the Official Plan of the Town of Whitchurch-Stouffville establishes a Secondary Plan for the Gormley Industrial Area, and the following land use categories are hereby incorporated into the Secondary Plan:

- a) Prestige Industrial
- b) Industrial
- c) Community Residential
- d) General Commercial
- e) Convenience Commercial
- f) Open Space – Environmental

The general location of the land use designations, roads, and other features are depicted on Schedule 'D' hereto. Those locations are diagrammatic and may be altered provided that the general intent of the Plan is maintained. Where use, and/or lot size requirements, would dictate modification of a Collector Road pattern, or deletion of these roads, such modifications may be made without Amendment to this Plan.

The following policies pertain specifically to each of the land use designations indicated on Schedule 'D', the Land Use and Roads Plan:

### **10.2.1 Prestige Industrial**

Dry Prestige Industrial uses shall be developed on landscaped lots in a park-like setting in locations that are sensitive to the range of permitted uses due to their proximity to residential land uses or because of their exposure to major roads.

#### **10.2.1.1 Permitted Uses**

Uses permitted in Prestige Industrial Areas are:

- i) Dry Industrial uses within enclosed buildings including manufacturing, processing, assembling, fabricating, repairing, packaging, warehousing and wholesaling, data processing, and related uses.
- ii) Office uses provided that they are located on the same lot, and are related or accessory to the main permitted industrial use. Ancillary uses to the Office and permitted Industrial uses such as employee conference and training centre facilities and day care facilities shall also be permitted.
- iii) Limited gross floor area devoted to retail sales of a minor portion of the goods manufactured, processed, assembled, or packaged on the

industrial premises.

#### **10.2.1.2 Policies**

- i) Only dry uses as defined in Section 10.4.1 (b) shall be permitted.
- ii) All permitted uses shall be carried out within enclosed buildings.
- iii) Outside storage shall be prohibited.
- iv) Uses that are likely to cause air or water pollution, odour, or a level of noise which causes an adverse impact on adjacent sensitive land uses, shall be prohibited.
- v) A high standard of building design and appearance shall be encouraged, with undeveloped portions of lots being landscaped in a manner which augments and reinforces the intended prestige image.
- vi) Existing vegetation and other natural features, considered worthy of protection or conservation, shall be maintained and, if possible, incorporated within the Prestige Industrial uses and between other types of uses to act as buffers and separators.
- vii) The overall density of development shall comply with the conclusions of the Settlement Capability Study. Increases to the density may be permitted subject to the review and approval of additional detailed servicing information by the Ministry of the Environment and Energy and the Region of York. Specific by-law standards and provision shall be utilized to establish density, minimum lot sizes and other provisions as deemed necessary by the Town of Whitchurch-Stouffville. The minimum lot size shall be approximately 2.0 hectares (5.0 acres) with a maximum lot coverage of 35%.
- viii) Specific by-law standards and provisions shall be utilized where Prestige Industrial uses are to be situated in proximity to existing or proposed residential development, in order to mitigate impacts on the amenity of the residential area.

### **10.2.2 Industrial**

Lands designated Industrial shall be for industrial uses that may have limited outdoor storage.

#### **10.2.2.1 Permitted Uses**

Uses permitted in the Industrial Areas are:

- i) Dry Industrial uses within enclosed buildings including manufacturing,

processing, assembling, fabricating, repairing, packaging, warehousing and wholesaling, data processing, and related uses.

- ii) Office uses provided that they are situated on the same lot, and are related and accessory to the main industrial use. Ancillary uses to the Office and permitted Industrial uses, such as employee conference and training centre facilities and day care facilities shall also be permitted.
- iii) Limited gross floor area devoted to retail sales of a minor portion of the goods manufactured, processed, assembled, or packaged on the industrial premises.

#### **10.2.2.2 Policies**

- i) Only dry uses as defined in Section 10.4.1(b) shall be permitted.
- ii) All permitted uses shall be carried out within enclosed buildings.
- iii) Limited outdoor storage accessory to permitted industrial uses may be permitted, provided it is located only in rear yards, is effectively screened from public view, and is fenced where required to ensure safety.
- iv) Uses that are likely to cause an unacceptable measure of air or water pollution, odour, or excessive noise shall be prohibited.
- v) A minimum standard of building design and landscaped area shall be encouraged for those portions of a lot which front or flank onto a public road.
- vi) Buffering and adequate separation distances may be required to ensure visual compatibility between Industrial uses and other uses.
- vii) Existing vegetation and other natural environmental features shall be maintained and, if possible, incorporated within the Industrial uses and/or between other uses to act as buffers and visual screens.
- viii) The overall density of development shall comply with the conclusions of the Settlement Capability Study. Increases to the density may be permitted subject to the review and approval of additional detailed servicing information by the Ministry of the Environment and Energy and the Region of York. Specific by-law standards and provisions shall be utilized to establish density, minimum lot sizes, and other provisions as deemed necessary by the Town of Whitchurch-Stouffville. The minimum lot size shall be approximately 2.0 ha (5.0 ac) with a maximum lot coverage of 35% which includes, for example, buildings and open storage areas.

- ix) Specific by-law standards and provisions shall be utilized to establish density, minimum lot sizes, and other provisions as deemed necessary by the Town of Whitchurch-Stouffville.
- x) Specific by-law standards and provisions shall be utilized where Industrial uses are to be situated in proximity to existing or proposed Prestige Industrial uses or other land use designations, in order to mitigate impacts on the amenity of nearby land uses.
- xi) Notwithstanding the provisions of Sections 10.2.2, 10.2.2.1, and 10.2.2.2, it is intended that existing outdoor storage uses continue to be permitted and recognized provided that these uses are legally zoned for such use at the time of adoption of this Secondary Plan.

### **10.2.3 Community Residential**

#### **10.2.3.1 Policies**

- i) New residential development shall be single-detached dwellings with a minimum lot size of approximately one hectare (2.5 acres). Reductions in the lot size may be permitted subject to the review and approval of additional detailed servicing information by the Ministry of the Environment and Energy and the Region of York.
- ii) Any lotting configuration and/or subdivision design for the new residential development, if proposed, shall consider the established residential uses, in order to provide for development to occur in a manner so as to minimize negative impacts on adjacent uses.
- iii) For lots of record, development will be permitted in accordance with the provisions of Section 4.2 iv) of the Town's Official Plan.

### **10.2.4 General Commercial**

#### **10.2.4.1 Policies**

- i) Lands designated "General Commercial" shall be subject to the policies of Section 12.7.18 "Western Approach Area – Mixed Use" of the Community of Stouffville Secondary Plan except for those uses prohibited by Section 10.2.4.1 c).
- ii) Notwithstanding the policies of this Section, those lands described as part Lot 35, Concession 4, west of Woodbine Avenue, shall be used only for business offices, professional offices and an accessory dwelling unit and shall not require water for any commercial processing operation.
- iii) Commercial uses within either the General or Convenience Commercial designations which utilize or discharge significant amounts of water shall

**APPENDIX D**  
**VANDORF PRESTON LAKE**  
**SECONDARY PLAN**

**OFFICIAL PLAN EXCERPTS**



## 13. VANDORF-PRESTON LAKE SECONDARY PLAN

### 13.1 INTRODUCTION

#### 13.1.1 Purpose

The Vandorf-Preston Lake Secondary Plan establishes the principles, objectives and general policies, as well as specific strategies with respect to community structure, community improvement, servicing, land use and transportation to guide the planning of these two communities and the adjacent lands. The Plan provides a planning framework for all levels of government, as well as existing and future residents, landowners and other interested groups. This initial portion of the Plan applies to those lands in the Oak Ridges Moraine.

#### 13.1.2 Secondary Plan Area

The Secondary Plan Area is bounded by:

- i) North Wesley Creek and Aurora Road;
- ii) East Warden Avenue (Regional Road 65);
- iii) South Bloomington Road (Regional Road 40); and,
- iv) West Highway 404

#### 13.1.3 Secondary Plan Structure

The Secondary Plan includes:

- i) Figure 1 Concept Plan;
- ii) Schedule 'G' Land Use and Transportation Plan;
- iii) Schedule 'G1' Trail System and Gateways;
- iv) Schedule 'G2' Oak Ridges Moraine Conservation Plan Area Key Natural Heritage and Hydrological Features;
- v) Schedule 'G3' Oak Ridges Moraine Conservation Plan Area Landform Conservation Areas;
- vi) Schedule 'G4' Oak Ridges Moraine Conservation Plan Area Areas of High Aquifer Vulnerability; and,
- vii) Schedule 'G5' Wellhead Protection Areas

The text of the Plan is structured as follows:

- i) Section 13.2 Community Vision, Principles and Objectives
- ii) Section 13.3 Community Structure
- iii) Section 13.4 Community Improvement Structure
- iv) Section 13.5 Servicing Strategy
- v) Section 13.6 Land Use Strategy – Oak Ridges Moraine Conservation Plan Area
- vi) Section 13.7 Land Use Strategy – Lands Outside the Oak Ridges Moraine
- vii) Section 13.8 Transportation Strategy
- viii) Section 13.9 Development Review
- ix) Section 13.10 Implementation and Interpretation

## 13.2 COMMUNITY VISION, PRINCIPLES AND OBJECTIVES

### 13.2.1 Purpose

The community vision, principles and objectives upon which the Secondary Plan is based are outlined in the following sections. The vision, principles and objectives provide general guidelines for the planning of the Vandorf-Preston Secondary Plan Area, which are put into effect by the policies of the Plan.

### 13.2.2 Community Vision

#### **VANDORF-PRESTON LAKE: COMMUNITY AND NATURE IN HARMONY**

The Vandorf-Preston Lake Area will be a friendly and environmentally aware community which is designed to protect and enhance its natural setting, while promoting a sense of community among its residents. In particular;

- i) new development will be designed, and existing development will be maintained, in a manner which protects and enhances the natural environment, reflecting the location of this area on or in proximity to the Oak Ridges Moraine;
- ii) Vandorf will be developed as a “village” with small scale commercial, recreational and institutional facilities which will allow it to serve as a meeting place for residents and visitors;
- iii) Vandorf will also provide for the potential for additional employment development on full municipal services in a business campus format which will create a “gateway” to Vandorf and Whitchurch Stouffville.

### 13.2.3 Community Development Principle: Preserve and Enhance the Integrity of the Natural Environment

**Principle:** Any change in the Vandorf-Preston Lake Secondary Plan Area should be undertaken in a manner which will preserve and enhance the integrity of the natural environment of the area.

#### **Objectives:**

The following objectives support this community development principle:

- i) To maintain, and where possible improve or restore the ecological integrity of the Vandorf-Preston Lake Secondary Plan Area.
- ii) To maintain and enhance surface and groundwater resource quality and quantity to serve existing and future uses on a sustainable basis.
- iii) In the Oak Ridges Moraine Conservation Plan Area on Schedule ‘G’ to:

- a) protect the ecological and hydrological integrity of the Oak Ridges Moraine Area;
- b) to ensure that only land and resources that maintain, improve or restore the ecological and hydrological functions of the Oak Ridges Moraine Area are permitted;
- c) to maintain, improve or restore all the elements that contribute to the ecological and hydrological functions of the Oak Ridges Moraine Area, including the quality and quantity of its water and its other resources;
- d) to ensure that the Oak Ridges Moraine Area is maintained as a continuous natural landform and environment for the benefit of present and future generations;
- e) to provide for land and resource uses and development that are compatible with the other objectives of the Oak Ridges Moraine Conservation Plan;
- f) to recognize the existing hamlet of Vandorf and permit infill, subject to the availability of services;
- g) to provide for a continuous recreational trail through the Oak Ridges Moraine Area that is accessible to all including persons with disabilities; and,
- h) to provide for other public recreational access to the Oak Ridges Moraine Area.

**13.2.4 Community Development Principle: Preston Lake and Natural Area Enhancement and Vandorf Village Character**

**Principle:** To enhance existing development outside Vandorf through community action and to provide an opportunity for limited additional development in Vandorf, recognizing servicing constraints, which will enhance its “village” character and make it a focal point for this area.

The majority of the land in the Secondary Plan Area is located on the Oak Ridges Moraine and the potential for new development is limited. The focus must be on the enhancement of the natural environment and existing uses. This principle is intended to recognize that any new development in the Secondary Plan Area will be limited and to direct such development to Vandorf, provided sewer and water services can be provided. The new development should enhance Vandorf as a meeting place for residents and visitors to the area. It will also provide employment opportunities.

**Objectives:**

- i) To create a partnership between residents, the Town, Region and Province, as well as other public agencies to improve and enhance the natural environment and existing uses.

- ii) To explore creative options for the improvement of the area.

### **13.2.5 Community Development Principle: Financial Feasibility**

**Principle:** Any change in the Vandorf-Preston Lake Secondary Plan Area should be financially feasible for the Town of Whitchurch-Stouffville and York Region both with respect to capital and operating costs.

#### **Objectives:**

The following objectives support this community development principle:

- i) To keep the capital and operating costs of public sector development in the Vandorf-Preston Lake Secondary Plan Area at a level that can be borne financially by residents and businesses.
- ii) To ensure that the capital costs of new development are covered by charges both Town and Regional, derived from that new development.
- iii) To enhance the community's economic viability through the provision of opportunities for employment uses and the promotion of development provided such development can be serviced.

## **13.5 SERVICING STRATEGY**

### **13.5.1 Purpose**

Existing development in the Vandorf Secondary Plan Area is presently serviced by private septic tank and tile bed systems and private wells. Three stormwater management facilities were identified, but only one provides any enhancement of water quality. The remaining developed areas drain uncontrolled via ditches and/or storm sewers to their respective receiving drainage systems.

No major problems have been identified with the current private sewage systems. However, there are significant concerns with water quantity. There appears to be adequate water for domestic water supplies, however a number of existing private wells are vulnerable to large water takings. It would appear that any new wells would also be subject to the same well interference potential. The construction of new wells will need to be carefully considered and the potential for interference will need to be evaluated. This will require the completion of detailed hydrogeological studies, and new wells will have to be constructed to maximize the amount of hydraulic head to minimize the effects of seasonal pumping.

The Servicing Strategy is designed to provide direction with respect to servicing of the Secondary Plan Area in a manner which will ensure the health and safety of residents and the environment, and conform with Provincial and Regional policies. The Servicing Study Area on Schedule 'G' - Land Use and Transportation Plan establishes the area which will require a detailed assessment of servicing options prior to permitted any significant new development.

### **13.5.2 Development Outside the Servicing Area**

- i) All development outside the Servicing Study Area on Schedule 'G' shall be serviced by private wells and sewage systems.
- ii) Approval of any new wells shall require the submission of a hydrogeological study which will evaluate the potential for well interference. Approval of a new well may be refused if concerns with well interference are identified. In addition, new wells shall be required to be constructed to maximize hydraulic head.
- iii) Approval of new private sewage systems will require the submission of an assessment of the potential impact on the shallow soil and groundwater conditions and the susceptibility of the groundwater resource to contamination.

### **13.5.3 Servicing Study Area**

#### **13.5.3.1 Existing Development**

Existing development, changes to those uses and new uses on a lot of record or infill lots in the Servicing Study Area on Schedule 'G' shall be subject to the policies of Section 13.5.2.

### 13.5.3.2 New Development

Any new development in the Servicing Study Area in the “Potential Vandorf Residential Area”, “Potential Vandorf Medium Density Residential Area”, “Potential Employment Area”, and “Potential Mixed Use Area” on Schedule ‘G’ will require:

- i) The submission of a Functional Servicing Study in accordance with the provisions of Section 13.9.2.1 of this Plan, which will evaluate options for servicing the entire Servicing Study Area designated on Schedule ‘G’, including construction of a communal water system or connection to a municipal water system. The Functional Servicing Study shall include a water hydraulic analysis to demonstrate that the proposal will provide the required pressure/supply to service the land. An evaluation of the feasibility of private sewage treatment facilities and individual wells requires a Settlement Capability Study carried out to the satisfaction of the Town and York Region. Terms of Reference for the Settlement Capability Study will be provided by York Region to the Town of Whitchurch- Stouffville who will administer the study. The Settlement Capability Study will reference/include a variety of groundwater investigation studies including:
  - a) MOE Hydrogeological Technical Information Requirements for Land Development (1995);
  - b) Aquifer capability assessment;
  - c) Groundwater pumping tests;
  - d) Monitoring of wells in the vicinity; and,
  - e) Map of zone of influence that may extend beyond the boundaries of OPA 120
- ii) The Functional Servicing Study will detail the environmental, servicing and drainage requirements necessary to identify specific stormwater, sanitary, water supply and transportation needs including roads, transit, pedestrian and bicycle facilities, prior to any development. The submission of a Fiscal Impact Study Plan in accordance with the provisions of Section 13.9.2.1 of this Plan, which will review the financing of the recommended servicing scheme to ensure that no costs will be incurred by the Town;
- iii) Approval by the Town of a servicing and financial plan
- iv) Completion of any required Environmental Assessment to implement the preferred servicing solution.

## **13.5.4 Stormwater Management**

### **13.5.4.1 Existing Development**

In accordance with the policies of Section 13.4.3.7 of this Plan, the Town will consider strategies to retrofit stormwater treatment technologies in existing developments in conjunction with the Conservation Authorities.

### **13.5.4.2 Servicing Study Area**

The Functional Servicing Study required in Section 13.5.3, will also address stormwater management.

### **13.5.4.3 New Development**

Stormwater from any proposed development shall generally be treated and retained on site or within a specific area approved by the Town. Water quality and quantity criteria shall be to the satisfaction of the Town, in consultation with the relevant Conservation Authority. Regard shall also be had, where applicable to, the East Holland River Subwatershed Plan and the Oak Ridges Moraine Conservation Plan.

## **13.5.5 Utilities**

For any significant new development in the Servicing Study Area on Schedule 'G', the Town shall work with the landowners, utility providers and other agencies to:

- i) Ensure that adequate utility networks are, or will be, established to serve the planned development and that the networks can be phased in a manner which is cost-effective and efficient;
- ii) Ensure that all large, above ground utility infrastructure and utility cluster sites have been appropriately located and are designed to be compatible with surrounding development; and,
- iii) Support the coordinated planning and installation of utilities in initial common trenches, wherever possible.

with Section 3.2 and Table 3.1 of this Plan.

### **13.6.7 ORM Employment Area**

#### **13.6.7.1 Purpose**

The ORM Employment Area designation recognizes an existing employment area in the Community of Vandorf. The purpose of the designation is to recognize that existing development and ensure that it is maintained in a manner which, where possible, improves or restores the natural environment.

#### **13.6.7.2 Permitted Uses**

The following uses are permitted in the ORM Employment Area designation subject to the policies of Section 3.2, 5.8.3 (Water Services) and 8.16 (Watershed Plans) of this Plan:

- i) Fish, wildlife and forest management;
- ii) Conservation projects and flood and erosion control projects;
- iii) Transportation, infrastructure, and utilities as described in Section 3.2.5 of this Plan;
- iv) Low intensity recreational uses as described in Section 3.2.6 of this Plan;
- v) Unserviced parks;
- vi) Agriculture-related uses;
- vii) Small-scale commercial, industrial, recreational and institutional uses; and,
- viii) Uses accessory to the uses in subsections i) to vii).

#### **13.6.7.3 Land Use Policies**

- i) With respect to existing uses, the provisions of Section 13.6.2.3 shall apply.
- ii) Permitted commercial, industrial, recreational and institutional uses may include those uses permitted in the applicable zoning by-law on November 15, 2001. Other commercial, industrial, recreational and institutional uses permitted by Section 13.6.7.2 shall require a zoning by-law amendment and shall generally:
  - a) not require large-scale modifications of terrain, vegetation or both or large-scale buildings or structure; and,

- b) will be planned, designed and constructed so as to not adversely affect the ecological integrity of the Moraine Area in accordance with Section 3.2 of this Plan and Table 3.1 of this Plan.

### **13.6.8 ORM Mixed Use Area**

#### **13.6.8.1 Purpose**

The ORM Mixed Use Area designation recognizes the existing core area of the Community of Vandorf. The purpose of the designation is to:

- i) recognize the existing development which serves as a focal point for the community with a mix of uses including residential, institutional and commercial;
- ii) ensure that the function of the area as the community core is enhanced; and,
- iii) ensure that it is maintained in a manner which, where possible, improves or restores the natural environment.

#### **13.6.8.2 Permitted Uses**

The following uses are permitted in the ORM Mixed Use Area designation subject to the policies of Section 3.2, 5.8.3 (Water Services) and 8.16 (Watershed Plans) of this Plan:

- i) Low and medium density residential uses;
- ii) Small scale commercial and institutional uses, including offices;
- iii) Fish, wildlife and forest management;
- iv) Conservation projects and flood and erosion control projects;
- v) Transportation, infrastructure, and utilities as described in Section 3.2.5 of this Plan;
- vi) Home businesses;
- vii) Home industries;
- viii) Bed and breakfast establishments;
- ix) Low intensity recreational uses as described in Section 3.2.6 of this Plan;
- x) Unserviced parks; and,
- xi) Uses accessory to the uses in subsections i) to viii).

## **13.7 LAND USE STRATEGY - LANDS OUTSIDE THE OAK RIDGES MORaine**

### **13.7.1 Purpose**

The land use designations on Schedule 'G' establish a general pattern of development for the existing and future use of the area during the planning period. This section sets out the policies for the area outside the Moraine Plan Area.

### **13.7.2 Employment Area**

#### **13.7.2.1 Purpose**

The Employment Area designation recognizes an existing employment area in the Community of Vandorf. The purpose of the designation is to recognize that existing development and ensure that the economic viability of the area is maintained and improved.

#### **13.7.2.2 Permitted Uses**

The permitted uses in the Employment Area designation are a full range of employment uses including:

- i) industrial;
- ii) office;
- iii) wholesale;
- iv) research and development;
- v) institutional;
- vi) commercial recreation; and,
- vii) accessory uses.

#### **13.7.2.3 Land Use Policies**

- i) Permitted uses may include those uses permitted in the applicable zoning by-law on June 30, 2006. Other uses permitted by Section 13.7.2.2 shall require a zoning by-law amendment and shall:
  - a) be restricted to dry uses, until the completion of the servicing studies in Section 13.5.3.2;
  - b) require that open storage be screened;
  - c) limit retail and service commercial uses to products produced and/or

assembled on the premises provided that the retail operation occupies less than 20 % of the area of the main building;

- d) be in keeping with the character of the existing areas of the Community of Vandorf; and,
  - e) reflect the directions in Sections 13.4, Community Improvement Strategy of this Plan.
- ii) Notwithstanding any other policies of this Plan, the Town shall not permit industrial uses which are considered to be a significant health or safety concern to residents or to the natural environment. Where there is a concern with the potential impact of an industrial use, an evaluation report shall be prepared by the Town, at the cost of the applicant based on terms of reference approved by the Town and the applicant. The report shall evaluate the impacts of the proposed use and whether appropriate mitigation measures can be developed to reduce the impacts to a level acceptable to the Town. Where the concern includes the potential for impact on the natural environment, the evaluation report shall include an Environmental Impact Statement (EIS) to demonstrate that there will be no negative impacts on the natural features or their ecological functions. The EIS shall be scoped and approved by the Town in consultation with the Lake Simcoe Region Conservation Authority.

### **13.7.3 Potential Employment Area**

#### **13.7.3.1 Purpose**

The Potential Employment Area designation recognizes a potential employment area which provides for the completion of the existing employment development in the Community of Vandorf. The purpose of the designation is to establish the provisions for the development of the lands in this designation.

#### **13.7.3.2 Permitted Uses**

The permitted uses in the Potential Employment Area designation are:

- i) Agricultural uses, with the exception of intensive livestock operations;
- ii) Fish, wildlife and forest management;
- iii) Conservation projects and flood and erosion control projects;
- iv) Low intensity recreational uses;
- v) Public parks and open space uses;
- vi) Those uses permitted in Section 13.7.2.2, subject to the policies of

Section 13.7.2.3; and,

vii) accessory uses.

### **13.7.3.3 Land Use Policies**

- i) The uses permitted in Section 13.7.2.2 shall only be permitted subject to;
  - a) the provision of servicing in accordance with the provisions of Section 13.5.3.2 of this Plan;
  - b) open storage shall be screened and shall be prohibited adjacent to watercourses and natural features; and,
  - c) the provisions of Section 13.7.2.3 with the exception of subsection b).

In addition, where lots front on Highway 404, Aurora Road or Woodbine Avenue such lands shall be zoned to permit only prestige employment uses. The zoning by-law will require enhanced landscaping and all elevations facing a street shall be required to present a “front” elevation. Loading and open storage areas will not be permitted in any yard facing a street.

## **13.7.4 Vandorf Residential Area**

### **13.7.4.1 Purpose**

The Vandorf Residential Area designation recognizes existing residential areas in the Community of Vandorf. The purpose of the designation is to recognize that existing development and ensure that it is maintained in a manner which enhances the existing character of the area.

### **13.7.4.2 Permitted Uses**

The permitted uses in the Vandorf Residential Area designation are:

- i) Low density residential uses;
- ii) Home businesses;
- iii) Bed and breakfast establishments;
- iv) Public parks and open space; and,
- v) Uses accessory to the uses in subsections i) to iv).

### **13.7.4.3 Land Use Policies**

- i) Development shall take the form of minor infill or minor rounding out of the Community of Vandorf.



**APPENDIX E**  
**CARDICO DRIVE**  
**EMPLOYMENT AREA**

**SPECIAL POLICY OFFICIAL PLAN EXCERPTS**



### **4.19.3.3 Major Recreation Uses**

Major Recreation Uses shall also be subject to the provisions of Section 4.11, Commercial Recreation Area of this Official Plan and the provisions of the Moraine Plan, particularly Part IV, Section 38. However, in cases of conflict, the policies of Section 38 of the Moraine Plan will prevail.

## **4.19.4 Special Policies**

### **4.19.4.1 Special Policy - Part Lot 2, Concession 3**

In addition to any other policies of this Plan, the lands designated as “Special Policy Area” in Part Lot 2, Concession 3 as identified on Schedule ‘B’ shall only be used for institutional uses including:

- i) cemeteries, and associated facilities including but not limited to mausoleum, crematorium and columbaria;
- ii) places of worship and chapels; and,
- iii) related uses including service buildings, administrative offices and buffering requirements.

All institutional uses shall be regulated by the provisions in the Zoning By-law and developed through site plan approval. Phasing of development shall be permitted. The development of the cemetery shall have regard for:

- i) access to the road system such that traffic hazards are not created;
- ii) provision of adequate on-site parking facilities; and,
- iii) screening and landscaping to complement the plot plan and permitted uses.

### **4.19.4.2 Special Policy - Part Lot 4, Concession 3**

In addition to any other policies of this Plan, the lands designated as “Special Policy Area” in Part Lot 4, Concession 3 as identified on Schedule ‘B’ is an existing industrial subdivision and may continue to be zoned for uses appropriate to such a development. However, the property shall be subject to site plan control to ensure that future development brings the use of the lands into closer conformity with the Oak Ridges Moraine Conservation Plan.



# APPENDIX F

# **OMB DECISION**

(WOODBINE AVE. AND BETHESDA RD.)



4. **REQUEST FOR EXEMPTION FROM DRAFT PLAN OF CONDOMINIUM, 50 INNOVATOR INC. AND PHILLIPS INVESTMENTS INC., 50 INNOVATOR AVENUE, COMMUNITY OF STOUFFVILLE, PART OF BLOCKS 7 & 8, PLAN 65M-4142, PART OF LOT 1, CONCESSION 8, FILE NO. CDM15.001 (D07)**

Council in Committee recommends:

- 1) THAT the Request for Exemption from Application for Draft Plan of Condominium in accordance with the provisions of Section 9 of the Condominium Act, 1998 (Approval of Standard Condominium, 13 industrial units, 47 parking spaces, 13 loading spaces) located within Part of Blocks 7 & 8, Plan 65M-4142, designated as Parts 14 & 15 on Plan 65R-33965, be approved.

CARRIED

5. **STATUS OF PLANNING APPLICATIONS FOR EMPLOYMENT PURPOSES BY VERDI ALLIANCE AT 2005 BETHESDA ROAD (D09)**

MOVED by Councillor Kroon  
SECONDED by Councillor Smith

- 1) **THAT Town Council supports the consideration of a Minister's Order pursuant to Section 18(1) of the Oak Ridges Moraine Conservation Act approving the Official Plan and Zoning By-law amendments by Frank Di Costanzo, Rita Di Costanzo and John Di Costanzo at 2005 Bethesda Road and by 1483404 Ontario Limited at 12934 Woodbine Avenue for employment uses;**
- 2) **AND THAT staff be authorized to attend any meetings with the Ministry of Municipal Affairs and Housing in support of this matter.**

**CARRIED AS AMENDED**

Council in Committee Report  
August 25, 2015

**STATUS OF PLANNING APPLICATIONS FOR EMPLOYMENT PURPOSES  
BY VERDI ALLIANCE AT 2005 BETHESDA ROAD (D09)**

Report prepared by: Director of Development Services

**RECOMMENDATION:**

The Director of Development Services recommends:

- 1) **THAT the staff report on the status of Planning Applications for Employment purposes by Verdi Alliance at 2005 Bethesda Road be received for information.**

**1. PURPOSE:**

The purpose of this report is to respond to the direction of Council to prepare an information report regarding the planning applications by Verdi Alliance Group at 2005 Bethesda Road and related issues concerning the development of the lands for Employment purposes

**2. EXECUTIVE SUMMARY:**

Verdi Alliance is the owner of a 9.51 hectare property at the southeast corner of Highway 404 and Bethesda Road. Attachment No. 1 shows the location of the property. Attachment No. 2 shows a site development layout of a subdivision on the site.

The Owner and other Gormley landowners submitted applications to amend the Town Official Plan and Zoning By-law to permit industrial uses in the early 1990's. The Owner and other landowners in the Gormley Area appealed the subject applications to the Ontario Municipal Board (OMB) and were parties to OMB proceedings concerning the Gormley Industrial Secondary Plan which was also under appeal.

A 1994 OMB hearing considered these applications but did not approve them. The subject applications were never finally approved, nor was a final decision rendered. The Owner has indicated that he is working with the Ministry of Municipal Affairs concerning the possible future exercise of authority vested with the Minister in the Oak Ridges Moraine Conservation Act to issue an Order

approving applications before the Ontario Municipal Board. In the interim period, the owner has made inquiries to the Town concerning the possibility of a Temporary Zoning By-law to permit the development of a portion of the site to accommodate a specific user- Pilosio. Pilosio is a manufacturer and distributor of concrete construction equipment such as forms and scaffolding.

There are a number of issues surrounding the temporary and long term use of the lands for Employment purposes. As part of the process to obtain an order from the Minister of Municipal Affairs the owner is seeking the support of Town Council for the development of the site for Employment purposes. This report provides the background for Council to consider such support and the issues surrounding a temporary zoning by-law on the site.

### **3. BACKGROUND:**

#### **3.1 Subject Site**

The subject site comprises an area of approximately 9.51 hectares and is relatively flat. It is used predominately for agricultural purposes and contains rows of planted trees along the western boundary of the site abutting Highway 404. There is no interchange or access to Highway 404 at Bethesda Road. There are no known environmental features on the site.

To the north beyond Bethesda Road is Simeon Lake and associated Features which are considered collectively to form part of an Provincially designated Area of Natural and Scientific Interest (ANSI). To the south are vacant rural lands beyond which is the Cardico Drive Industrial Area. To the east are vacant rural lands and converted single detached dwellings along the south side of Bethesda Road. To the west is Highway 404. The subject site is located approximately 500 metres north of the boundary of the Gormley Industrial Area.

#### **3.2 Town Official Plan and Zoning By-law**

The subject site is designated as Oak Ridges Moraine Countryside in the Town Official Plan. The Oak Ridges Moraine Countryside designation reflects the corresponding classification in the Oak Ridges Moraine Conservation Plan (ORMCP). This designation generally applies to rural lands outside of settlement areas absent any specific major environment features or linkage corridors such as valley systems. The Oak Ridges Moraine Countryside designation permits a limited range of rural, agricultural and passive open space / recreational uses in addition to limited residential uses on existing lots of record. Lot creation is generally not permitted in this designation and Employment uses are generally restricted to Home Occupations or Home Industries associated with existing single detached dwellings. Generally there is no permissibility for the development of rural employment areas in the Oak Ridges Moraine Area of the Town.

The Gormley Industrial Secondary Plan Area is considered a rural settlement under the ORMCP. The Town Official Plan is in conformity with the ORMCP.

Zoning By-law 2010-001-ZO zones the subject lands as Oak Ridges Moraine Countryside (ORM-C). The ORM-C zone permits a list of uses consistent with that in the Town Official Plan. Employment uses are restricted to Home Occupations or Home Industries associated with existing single detached dwellings.

### **3.3 Region of York Official Plan**

The Region of York Official Plan (YROP) designates the subject site as Countryside Area consistent with the ORMCP on Map 1 Regional Structure. The subject site is also identified as Rural Area on Map 8 - Agricultural and Rural Area. The YROP recognizes the countryside designation of the site under the ORMCP and does not consider the site as a significant part of the agricultural system of the Region.

Policies in the YROP direct the location of Industrial Employment uses into Hamlets and Settlement Areas. The Gormley Industrial Area to the south is considered a Settlement Area under the YROP. The YROP doesn't contain provisions that allow for the development of small scale commercial, industrial or institutional uses in Oak Ridges Moraine Countryside Areas as permitted by the ORMCP. In this respect the YROP is more restrictive than the ORMCP. Official Plans are permitted to be more restrictive than the ORMCP.

### **3.4 Coordinated Review of Provincial Plans**

The Province is in the process of reviewing the ORMCP, the Niagara Escarpment Plan, Greenbelt Plan and Places to Grow - Growth Plan for the Greater Golden Horseshoe. On May 19, 2015, Town Council endorsed a staff report on this matter and provided comments into the review process. Central to the Town's comments was that the Province needed to reconcile the inconsistency between the Growth Plan, which seeks to maximize investments in infrastructure to promote economic development, and the ORMCP and Greenbelt Plans. In the case of the Town, these Provincial Plans serve to severely restrict development along the 404 corridor and the area surrounding the existing interchanges. While the subject site is not located adjacent to an existing or planned interchange with Highway 404, the same general principle applies.

The Town position further recommended that the provisions of the ORMCP and Greenbelt Plan concerning transitional applications be maintained. The Regional Council position is to sunset these provisions in the respective plans, save and except for the subject site.

### **3.5 Ontario Municipal Board Decision - 1994**

The subject lands were part of an Ontario Municipal Board hearing process associated with the preparation of the Gormley Industrial Secondary Plan in the early 1990's. A copy of the decision of the OMB dated November 4, 1994 forms Attachment No. 3 to this report. The subject lands were included in the appeal of the Secondary Plan and related Official Plan Amendment applications. The subject hearing led to the final approval of the Gormley Industrial Secondary Plan as it is currently constituted. Earlier proposals by the Town preceding the approved Secondary Plan sought to designate a wider extent of Employment Area extending generally to Bethesda Road to the North and to the Markham-Whitchurch-Stouffville boundary to the south. The initiative by the Town to designate this larger extent of Employment land was opposed by the Region of York and the Province of Ontario. In the end, the initiative did not succeed. Central to the hearing was the issue of Employment land needs. The decision reflects the fact that a land needs analysis could not justify the proposed extent of Employment lands represented by the secondary plan boundaries sought by the Town and the appellants who applied for the area specific official plan amendments.

The decision of the OMB effectively dismissed the appeals, but allowed for the reconsideration of the matter if certain conditions surrounding the supply of dry industrial land could be met. The appellants have never requested the OMB to recommence the consideration of the applications.

### **3.6 Transitional Application Status**

The applications by Verdi Alliance are considered to have "transitional status" under the ORMCP since they were submitted prior to the enactment of the ORMCP by the Oak Ridges Moraine Conservation Act (ORMC Act) in 2001. Transitional status means that only a limited number of policies from the ORMCP actually apply. These policies are referred to as the "Prescribed Provisions" and are described under Section 48 of the ORMCP. These Prescribed Provisions address a number of specific environmental issues exclusively, but do not extend to the other restrictions in the Plan.

Transitional status under the ORMCP does not obviate the responsibility or onus to comply or conform with other applicable planning policies and regulations of the planning process outside the framework of the ORMCP. The Ontario Municipal Board is seized with the Official Plan Amendment and Zoning By-law amendment applications brought by the landowners prior to the time of the Board's 1994 decision, which are out of the Town's jurisdiction at this time. Attachment No. 4 is a copy of a letter dated July 28, 2004, from the Town to Verdi Alliance recognizing the Transitional Status of the subject applications.

#### **4. ANALYSIS & OPTIONS:**

##### **4.1 Employment Land Needs**

In 2014 the Town completed its Growth Management Strategy (GMS) examining land needs in the Town to implement the 2031 population and employment targets established in the York Regional Official Plan for the Town of 60,600 persons and 23,000 jobs respectively. The conclusion of that process was that in order to meet the 2031 employment targets the Town would require an additional 66 hectares of serviced employment land. The GMS also determined that there was a surplus of "unserved" or dry employment lands of 23.1 hectares in the year 2031.

The Region of York is currently undertaking a Municipal Comprehensive Review and is examining land needs across the Region to 2041. This review addresses the Places to Grow Growth Plan which allocates additional population and employment to the various Golden Horseshoe Regions. To this point the review has concluded that no additional employment lands are required from Provincial Plan areas (such as the area covered by the ORMCP) to meet the employment needs of the Region to the year 2041.

Although there are significant methodological differences between the analyses conducted by the Town and the Region, the conclusions applicable to the supply of dry employment lands are similar. The projections do not point to a need to designate additional land for dry employment uses to the year 2031. This is due in part to the supply of dry employment land currently draft approved in the Miller and Gateway North draft plans of subdivision.

##### **4.2 Minister's Order**

Section 18.(1) of the ORMC Act provides "that if a matter relating to land to which the Oak Ridges Moraine Conservation Plan applies was appealed to the Ontario Municipal Board, whether before or after December 16, 2003, the Minister may do one or both of the following:

1. Amend the relevant official plan or zoning by-law with respect to the matter, by order.
2. Notify the Board that its consideration of the matter should be deferred."

On this basis, the Minister has the authority to issue an Order which effectively approves the subject Official Plan Amendment and creates a site specific exception permitting the development of the site for Employment Uses.

The owner is currently in discussions with the Ministry of Municipal Affairs and Housing concerning the status of the subject site and the possible issuance of an order under the authority of Section 18(1) of the ORMC Act.

The Owner has indicated that the Ministry has suggested that the Town provide its position with respect to the subject request by Verdi Alliance so the Minister can consider the matter fully.

### **4.3 Temporary Zoning**

Section 39(1) of the Planning Act allows for the passage of a Temporary Zoning By-law for a period of up to three years. Extensions for further periods of up to three years are permissible thereafter.

Section 8.2.3 of the Town Official Plan governs the use of temporary zoning in the Town. It provides that by-laws may be passed to permit the temporary use of land buildings or structures which may not conform to this Plan in areas other than the Oak Ridges Moraine Area, provided that the following requirements are complied with.

- i) that the use is compatible with surrounding land uses and activities
- ii) adequate water supply and waste disposal services are available to the satisfaction of the Town and the Region of York Health Services Department
- iii) that such temporary uses or activities do not result in a hazardous condition for either vehicular or pedestrian traffic and that the relevant parking area requirements are complied with
- iv) the Town is satisfied that the nature of the use is temporary and that any buildings or structures are kept to a minimum and can be easily dismantled.

The subject site is in the ORMCP Area. The Town Official Plan was brought into conformity with the ORMCP with Amendment Nos. 112, and 114 approved by the Minister of Municipal Affairs and Housing. The Town Official Plan represents the implementation of the ORMCP in the Town. All of that being the case, if Council were to entertain the passage of a temporary use by-law on the subject site, it would first need to determine that the restriction imposed by section 8.2.3 on the passage of temporary use by-laws in the Oak Ridges Moraine Area does not apply to the subject lands. On the basis that they are transitioned pursuant to the ORMC Act and the ORMCP, and are therefore only subject to the prescribed provisions in Section 48 of the ORMCP.

The Owner has indicated a desire to pursue the temporary zoning of the site in advance of a decision by the Minister of Municipal Affairs and Housing on a request for an Order under Section 18(1) of the ORMC Act. A pre-consultation application has been made by the Owner for a temporary zoning By-law Amendment.

Based on information available it appears that from a specific site development perspective, the site could be made to work for dry industrial uses. Visibility from Highway 404 of the related open storage component of such uses would need to be managed. The Town would require a range of studies to understand the hydrogeology of the lands, a site servicing concept, transportation and access management and various other related issues to conclude whether the concept as presented is feasible from a site development perspective.

A temporary zoning process follows the steps for a rezoning in the Planning Act and is subject to public input and appeal.

#### **4.4 Planning Issues**

Many of the same fundamental planning parameters that were in place in the early 1990's preventing the expansion of Gormley and the designation of the subject site for Employment uses remain today. Settlement Area expansions are not possible under the current ORMCP. Furthermore, the lack of forecasted demand for dry industrial uses would not permit a settlement area expansion utilizing the methodology of the Provincial Growth Plan. As well the restrictions on small scale industrial uses in the ORM Country side designation set out in the York Region Official Plan would prohibit the proposed use.

Despite this, the Section 18.1 of the ORMC Act provides the Minister with the opportunity to effectively override the planning system to issue orders to permit Official Plan and Zoning By-law amendments. These types of overrides are rarely utilized and are political by their very nature. They provide a mechanism to allow for development on a site specific basis. Should Council wish the Minister to approve the outstanding Official Plan and Zoning By-law amendments by Verdi they can express this position by resolution. Consideration should also be given to the merits of permitting the use on the site through a temporary zoning in advance of a Minister's Order.

#### **5. FINANCIAL IMPLICATIONS:**

There are no financial implications associated with this report.

#### **6. ALIGNMENT WITH STRATEGIC PLAN:**

This report is aligned with the Town's Strategic Plan in the following manner:

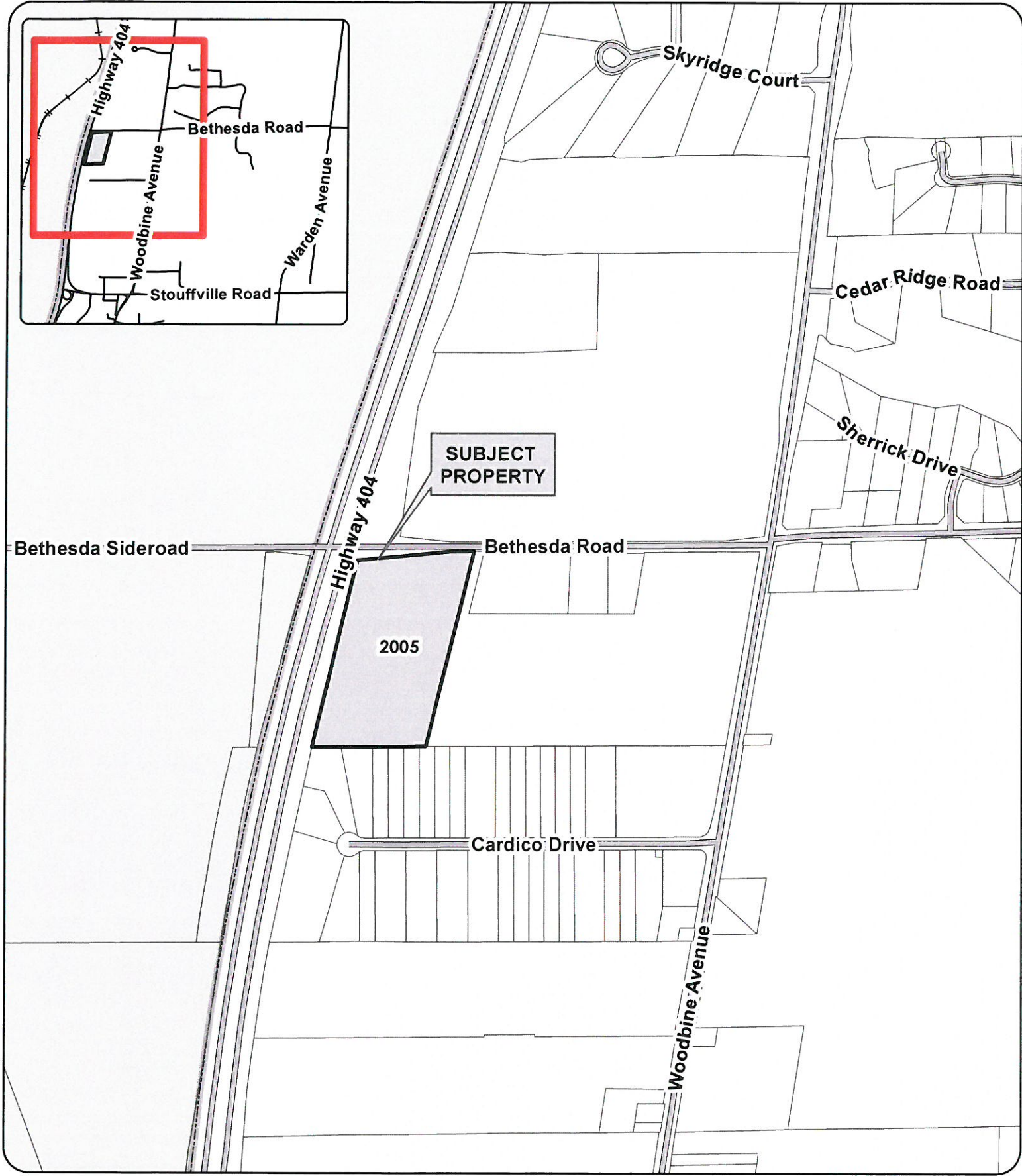
1. *Community Prosperity and Sustainability*  
*Balanced growth, environmental protection, economic development, tourism, community character and identity*
  - 1.1 *Preserve and enhance community rural/urban character, beauty and heritage*

- 1.2 *Balanced land use planning – environment, economic and social considerations*
- 1.3 *Orderly/phased development*
- 1.4 *Economic development and job creation*
- 1.5 *Tourism development*

**7. ATTACHMENTS:**

- 1. Subject Site
- 2. Proposed Subdivision Plan
- 3. OMB Decision - November 4, 1994
- 4. Letter dated July 28, 2004 - Transitional Status

**For further information on this report, please contact Steven Kemp, Director of Development Services at 905-640-1910 or 905-895-5299 Ext. 2359 or via email at [steven.kemp@townofws.ca](mailto:steven.kemp@townofws.ca)**



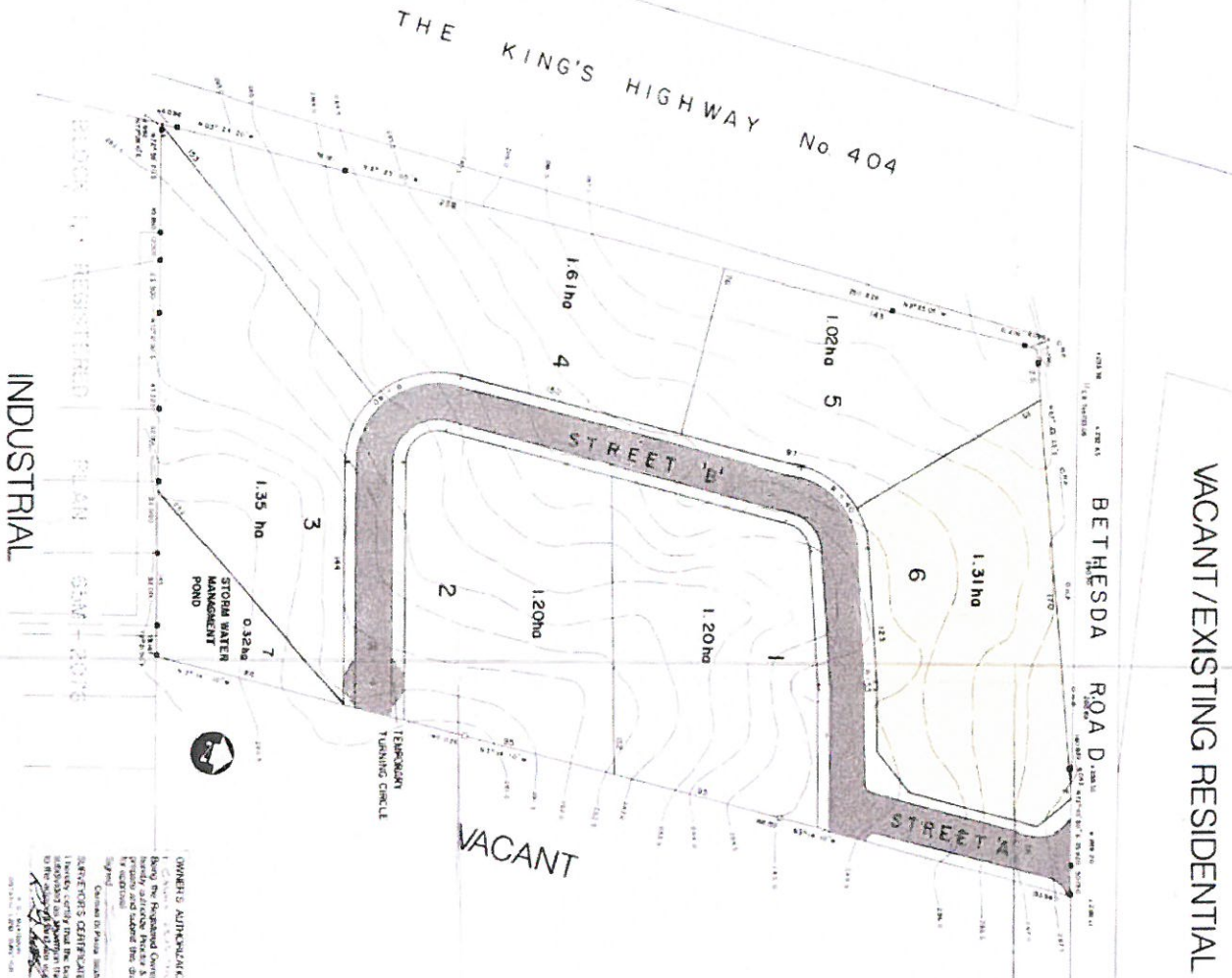
**Town of Whitchurch-Stouffville**  
**Location Map**

2005 Bethesda Road  
 Part of Lot 5, Concession 3



Produced By: Development Services  
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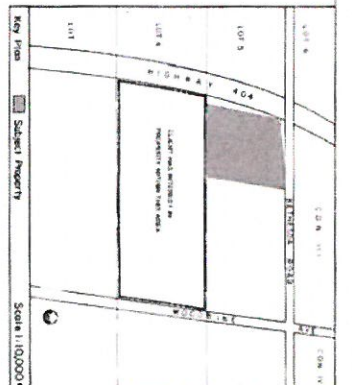
VACANT/EXISTING RESIDENTIAL

BETHESDA

ROAD

VACANT

INDUSTRIAL



STATISTICS

Prestige Industrial, Blocks 4-6	3.94 ha
Industrial, Blocks 1-3	3.75 ha
Roads, 26m R.O.W.	1.50 ha
Storm Water Management Pond, Blk 7	0.32 ha
<b>Total</b>	<b>9.51 ha</b>

Length of Road 563m

ADDITIONAL INFORMATION REQUIRED UNDER SECTION 50(2) OF THE PLANNING ACT

- a) Chases a, b, c, d, e, f, g, i, j, k shown on Draft Plan
- b) Municipal piped water to be installed, in term wells
- i) Clay Loom Soil
- k) Septic Sanitary Systems & Storm Ditches

**OWNER'S AUTHORIZATION**  
 I, the undersigned, being the Registered Owner of the subject lands hereon depicted, do hereby authorize the preparation and submission of this application and the draft plan of subdivision hereon depicted.  
 Dated: \_\_\_\_\_  
**SIGNER'S CERTIFICATE**  
 I hereby certify that the particulars of the land to be subdivided as shown on this plan and the relative areas of the lots are true and correct to the best of my knowledge and belief, and that the same are in conformity with the provisions of the Planning Act, R.S.O. 1990, Chapter P.3.

PROPOSED DRAFT PLAN OF SUBDIVISION  
 PART OF LOT 5, CONCESSION 3  
 TOWN OF WHITCHURCH-STOUFFVILLE  
 Formerly The Township of Whitchurch, County of York  
 REGIONAL MUNICIPALITY OF YORK

191-89061

**Dillon**

OWNER'S DRAW	SCALE: 1:5000
PRELIMINARY DRAWING	DATE: NOVEMBER 1999
APPROVAL BY: P.J.S.	PROJECT NO: 2000-01

103	FOLIO# 292
ORDER ISSUE DATE	
NOV 04 1994	
OB# 994-6	FOLIO# 249



Ontario

## Ontario Municipal Board

Commission des affaires municipales de l'Ontario

RECEIVED NOV 7 1994

O 920104	Z 920021
Z 940019	O 940201
Z 940020	O 940200

At the request of Cardico Developments Limited, carried on by John DiCostanzo, Frank DiCostanzo, Rita DiCostanzo, Aniello DiCostanzo and Giovanna DiCostanzo, the Honourable Minister of Municipal Affairs has referred to the Ontario Municipal Board under subsection 22(1) of the Planning Act, 1983, Council's refusal or neglect to adopt a proposed amendment to the Official Plan for the Town of Whitchurch-Stouffville to redesignate lands at the southeast corner of Bethesda Road and Highway 404 from "Rural" to "Prestige Industrial" and "General Industrial" to establish specific land use policies for those lands Minister's File No. 19-OP-0032-A16  
O.M.B. File No. O 920104

Cardico Developments Limited, carried on by John DiCostanzo, Frank DiCostanzo, Rita DiCostanzo, Aniello DiCostanzo and Giovanna DiCostanzo has appealed to the Ontario Municipal Board under subsection 34(11) of the Planning Act, 1983, from Council's refusal or neglect to enact a proposed amendment to Zoning By-law 87-34 of the Town of Whitchurch-Stouffville to rezone the lands comprising Part Lot 5, Concession 3, from "Rural" to "Industrial General" and "Industrial Prestige" to permit a broad range of industrial uses on the east portion of the property away from Highway 404 and provide for prestige industrial uses closest to Highway 404.  
O.M.B. File No. Z 920021

William Engel Realty Ltd. has appealed to the Ontario Municipal Board under subsection 34(11) of the Planning Act, R.S.O. 1990, c. P.13, from Council's refusal or neglect to enact a proposed amendment to Zoning By-law 87-34 of the Town of Whitchurch-Stouffville to rezone land respecting Part of Lot 5, Concession 3, from Rural (RU) to

Industrial General (IG) to permit a broad range of industrial uses  
O.M.B. File No. Z 940019

William Engel Realty Ltd. has requested the Minister of Municipal Affairs to refer to the Ontario Municipal Board under subsection 22(1) of the Planning Act, R.S.O. 1990, c.P.13, from Council's refusal or neglect to enact a proposed amendment to the Official Plan for the Town of Whitchurch-Stouffville to redesignate 20.51 hectares with frontage on Bethesda Road and Woodbine Avenue from "Rural" to "General Industrial" to permit a broad range of industrial uses

Minister's File No. (Pending)  
O.M.B. File No. O 940201

John Fragale has appealed to the Ontario Municipal Board under subsection 34(11) of the Planning Act, R.S.O. 1990, c. P.13, from Council's refusal or neglect to enact a proposed amendment to Zoning By-law 87-34 of the Town of Whitchurch-Stouffville to rezone land respecting Part of Lot 5, Concession 3, from Rural (RU) to Industrial General (IG) to permit a broad range of industrial uses

O.M.B. File No. Z 940020

John Fragale has requested the Minister of Municipal Affairs to refer to the Ontario Municipal Board under subsection 22(1) of the Planning Act, R.S.O. 1990, c.P.13, from Council's refusal or neglect to enact a proposed amendment to the Official Plan for the Town of Whitchurch-Stouffville to redesignate 20.51 hectares with frontage on Bethesda Road and Woodbine Avenue from "Rural" to "General Industrial" to permit a broad range of industrial uses

Minister's File No. (Pending)  
O.M.B. File No. O 940200

**COUNSEL:**

- |                        |   |  |
|------------------------|---|--|
| Harold G. Elston       | - | John DiCostanzo<br>John Fragale<br>and William Engel Realty Ltd.   |
| Paul W.J. Mingay, Q.C. | - | Town of Whitchurch-Stouffville                                     |
| Suzanne L. Graves      | - | Ministry of Municipal Affairs<br>and Ministry of Natural Resources |
| Isabelle O'Connor      | - | Ministry of Environment and<br>Energy                              |
| Phyllis L. Carlyle     | - | Regional Municipality of York                                      |

**DECISION delivered by T. F. BAINES and ORDER OF THE BOARD**

This decision is procedural only in nature, but requires background information. The parties hereto are Mr. DiCostanzo, Mr. Engel, Mr. Fragale, Cardico Developments Ltd, the Region of York, the Ministries of Municipal Affairs, Natural Resources, Environment and Energy, Agriculture and Food and Rural Affairs, and the Town of Whitchurch-Stouffville.

The application at this stage is for a Section 22 private O.P.A. to redesignate from Rural (agricultural uses) to Industrial Prestige and Industrial General, to rezone from RU Rural to IG Industrial General and Industrial Prestige, Section 34(11), at the request of the first four parties and is opposed by all the other parties as well as some participants not named. A plan of subdivision is also contemplated. For convenience, the applicants will be described as Cardico as some of these applicants are also the principals in Cardico. Their properties are all abutting, totalling 50 acres along the south side of Bethesda Road and abut a previous Cardico 50 acre industrial development to the south.

Historically, the Town sought to redesignate a much larger parcel of land for industrial purposes, stretching from Bethesda Road in the north to the Town boundary in the south, abutting Highway 404 on the west, all as O.P.A. 60. Cardico and several other landowners in that defined area sought site specific referrals to attempt to get the exact designation they sought, along with accompanying zoning under Section 34(11) and plans of subdivision. There was a great amount of opposition from the Region and the above noted Ministries. The Town, on the advice of its consultants, submitted a further, much reduced, O.P.A. 88, which includes within its boundaries, only those lands found outlined in Schedule "H" of the Town's existing approved O.P. This took place in the fall of 1992, and the Town rescinded its O.P.A. 60 application at the same time.

The lands in Schedule "H" include what is generally known as the "community" of Gormley and does not include the Cardico lands or several other "would be" parties who had become parties in the O.P.A. 60 matter. All but two of the landowner parties from outside O.P.A. 88, withdrew their applications either before commencement of the O.P.A. 88 hearing on September 8, 1994, or on that date, leaving only Cardico, four full Town lots to the north of O.P.A. 88 lands, and one other applicant seeking the same thing essentially, but with the difference that that other applicant's land abutted the O.P.A. 88 lands on its southern boundary and they sought to have the boundary extended to include their land (Benedetto brothers).

Because of the common elements of access, location, present designation being the same as present designation within O.P.A. 88, common C.L.I Class land, willingness to be also governed by any relevant policy to be established for O.P.A. 88 lands, willingness to be required to supply perhaps greater buffering provisions than applied elsewhere within O.P.A. 88, willingness to have their road access from other than Woodbine Avenue to "improve" appearances, the Board heard the Benedetto application consolidated with and at the same time as O.P.A. 88.

A very substantial issue in the O.P.A. 88 matter was the establishment of "need" for the amount of Industrial land proposed. That would only be for those industries that

do not use water as part of their process or discharge effluent, other than for the domestic purposes of their employees. In the decision issued October 3, 1994 on the O.P.A. 88 matters, the Board concluded that there was presently, and for the twenty year period contemplated by O.P.A. 88 which is a full Secondary Plan, no more need existing than was sufficient to fill the O.P.A. 88 (Gormley) area. Based on that, counsel has, very wisely the Board feels, advised his clients (Cardico) to seek adjournment of the hearing of that portion of the hearing which would now, otherwise, immediately follow. The Town are agreeable to whatever suits the rest of the parties.

The Ministries and the Region, all urge the Board to approve nothing save a withdrawal, given the lengthy time this matter (Cardico) has been on the Board's files (April/92) and their records prior to that. If adjourned sine die, there is no certainty to the matter. The Board suggested, to which the appellant/applicant agreed, that perhaps closing the file without prejudice to reopening it to continue at a later date at the request of Cardico would be better. It would serve to preserve that work already done by all the parties on the matter, it would avoid the necessity of running the matter back through the regular process with likely the same result. It would avoid the fairly regular checking that the Board staff make with parties on an adjournment sine die to determine if it is by then ready. It would cease to be statistically part of the Board's backlog. It would avoid an order dismissing the matter which has the appearance of a decision on the merits. The Board, when questioned, indicated that it would be the intention of Cardico, and confirmed by its counsel, that the appropriate policies and law to then apply, would be that which applied for a new matter being dealt with by the Board for the very first time as of the same date that the request for reinstatement was made. That would save all of the parties the necessity of going through the preliminary stages at the municipality, Region and Ministries unless they preferred to start fresh.

Counsel for the Region points out, quite properly, that there may be some doubt as to the Board's power to stipulate which law and policy would apply. Given the discretionary nature of these proceedings and given the specific undertaking of counsel

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for Cardico that his clients undertake in these circumstances to be bound by whatever law and policies apply at that time, the Board seriously doubts this ruling will create problems. The law and policies are unlikely to have changed that much in the private landowner's favour to effect a result that will negatively impact the Ministries, the Region or the Town. The Board and the applicant will be saved the necessity of duplication, itself a worthy objective administratively.

The Region requested that costs be assessed against Cardico. When one weighs up the lateness of the request for adjournment (the day the second portion of the hearing was to commence) and the efforts to which the Region and the Ministries had been put in dealing with these matters when the subdivision matters had been brought on at the last minute, and only just getting completed as of the date of the start of this part of the hearing, a basis for the request is made out and is cited as unreasonable conduct on the part of Cardico. Cardico's counsel did advise other counsel of his intentions verbally prior to the day of the motion but no motion record or other document was circulated.

Cardico were represented until July 1994 by an agent who is also one of their professional consultant witnesses. Legal counsel was then retained and at that point certain extra steps were necessary which made the request for expeditious treatment to fit with the then stipulated hearing schedule, understandable. The steps then taken by counsel to get instructions to seek adjournment without the apparent waste of time for the Board and other parties, given the Board's prior decision on 'need' is, in the Board's view, reasonable. As all the parties know, the test to be made in considering an award of costs before this Board is the reasonableness of the actions of the parties. (See the Board's published and circulated Guideline on Costs). Given the changing nature of the proceedings as between O.P.A. 60 and O.P.A. 88, the change in its legal representative, the changes made during the several prehearing conferences, particularly as to the formatting of the hearing, this has been a difficult hearing to remain abreast of.

The Board therefore will direct that this file be closed and that all exhibits from the first phase of the hearing be retained with the file. This matter may be brought back on

- 7 -

O 920104

at the request of the then owner of the lands in question, at which point it will then take its place at the end of the hearing queue, with other matters deemed ready for hearing. Specifically, the Board states, and Cardico through their legal counsel agree, that the law and any applicable policies to then apply shall be those in force as of the date the Board reactivates or reinstates the files as a result of such request. Cardico, through their counsel, renounce what rights to law and policies which may now exist but do not survive to the date of requested reinstatement or reactivation. This was requested by counsel for the Ministries.

The Board hereby stipulates that no request for reactivation or reinstatement of this matter should be considered by the Board until 50 per cent or more of the land available for dry industry use at the present time elsewhere in the Town, plus 50 per cent of that land approved for use in O.P.A. 88, has been used up to the stage of permits to build industrial uses upon those lands having been issued by the Town. The acreage in O.P.A. 88 is 175 acres, the acreage presently in the rest of the Town is that set forth for dry industry in the study performed for this hearing on the subject of need, Exhibit 30.

The Board orders the relevant files endorsed accordingly. This member will remain seized so long as available.

DATED at TORONTO this 4th of November 1994.

"T. F. Baines"

T. F. BAINES  
VICE-CHAIRMAN



TOWN OF  
**WHITCHURCH-STOUFFVILLE**  
"COUNTRY CLOSE TO THE CITY"

37 SANDIFORD DRIVE, 4TH FLOOR  
STOUFFVILLE, ONTARIO L4A 7X5

MAIN SWITCHBOARD (905) 640-1900  
(905) 895-2423  
AUTOMATED LINES (905) 640-1910  
(905) 895-5299  
FAX (905) 640-7957

July 28<sup>th</sup>, 2004

Bethesda Rd. / Hwy 404 Landowners' Group  
c/o Mr. John DiCostanza  
Verdi Group Ltd.  
4001 Weston Road  
Weston, Ontario M9L 2S8

Dear Sir:

**Re: 'Transitional' Status of Development Files  
Oak Ridges Moraine Conservation Act, 2001 & ORM Conservation Plan**

In consideration of the Ontario Municipal Board's letter of January 28<sup>th</sup>, 2003 and the earlier decision of the Board related to your development files (Board Order, dated November 4/94) arising from the Hearing associated with the approval of the Gormley Secondary Plan, we would deem your files to have "transitional" status with respect to the *Oak Ridges Moraine Conservation Act, 2001*.

The Town as part of conformity exercise to bring our Official Plan / Secondary Plans into compliance with the Oak Ridges Moraine Conservation Plan do not propose to identify all files that have "transitional" status. Rather, the Town has indexed all known files and they are available for review by Staff as required. The Board Case Nos. as identified in the November 4/94 decision affecting the lands that we refer to as the Bethesda Rd. / Hwy 404 Landowners' Group are included in this listing.

Please be advised that the Ontario Municipal Board remains seized of the files, and as such, the Board will be the approval authority for any planning applications.

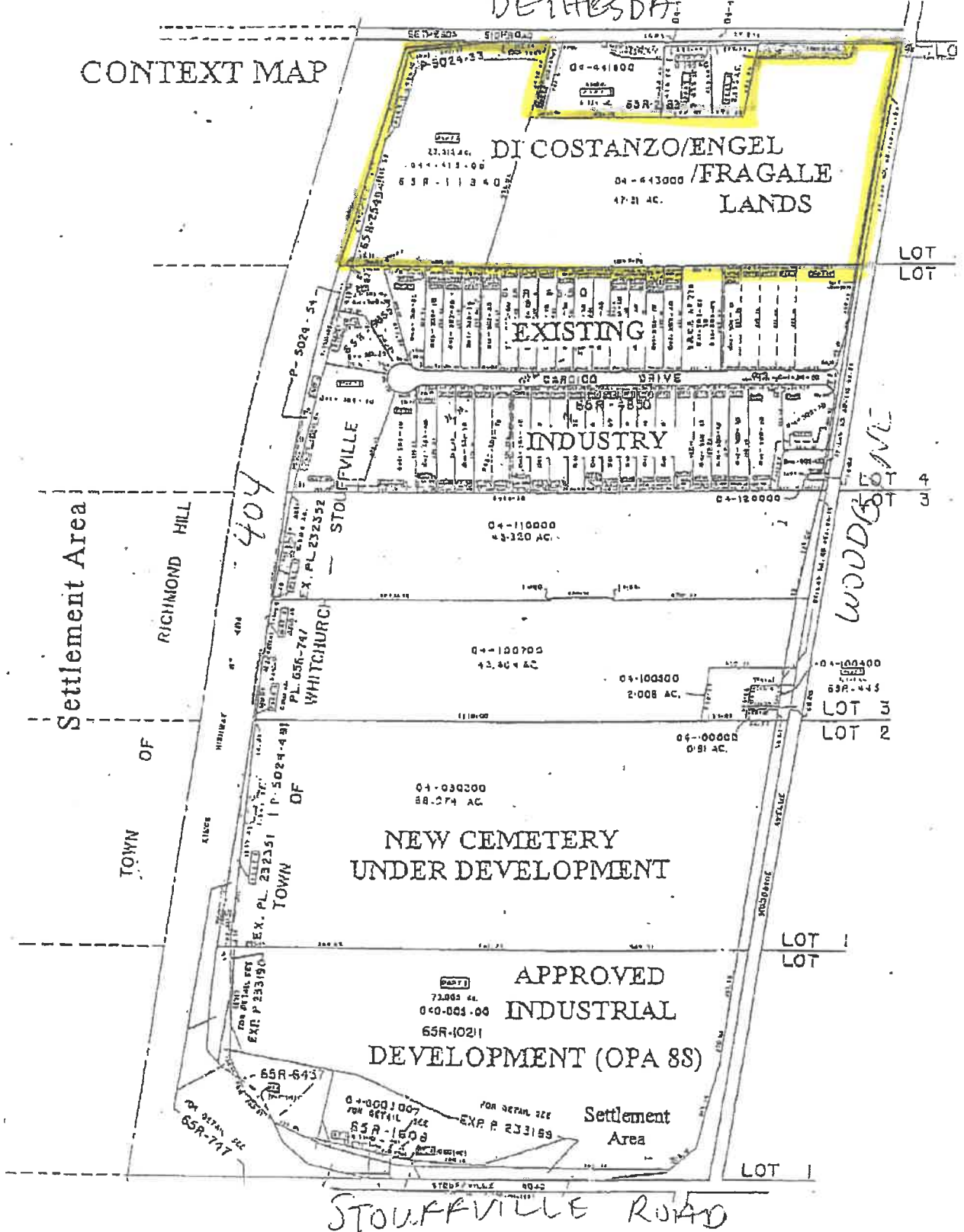
I trust that the foregoing clarifies and reaffirms the present status of your development files in the context of the Oak Ridges Moraine Conservation Act, 2001.

Yours truly,

Andrew McNeely, MCIP, RPP  
Manager of Planning Services

BETHESDA

CONTEXT MAP



Settlement Area

TOWN

OF

RICHMOND HILL

WHITCHURCH

STOUKVILLE

INDUSTRY

NEW CEMETERY

APPROVED INDUSTRIAL

DEVELOPMENT (OPA 88)

Settlement Area

STOUKVILLE ROAD

**APPENDIX G**  
**UPPER YORK SEWAGE**  
**SOLUTIONS PROJECT**  
**UPDATE**

(SUPPLEMENTAL REPORT)



## **Supplementary Information Report Servicing Options for Vandorf-Preston Lake, East Gormley and West Gormley Communities**

**This supplementary report provides an overview of potential water and wastewater servicing options for the three subject communities outside of the Upper York Sewage Solutions service area.**

**A report entitled “*Planning Policy Context related to Servicing Communities outside the Upper York Sewage Solutions Service Area*”, was presented to Regional Council on September 22, 2011. The Report outlined outstanding planning requirements that need to be addressed with respect to provision of water and wastewater services to the above mentioned communities.**

**Following Regional Council, staff representatives from the Town of Whitchurch-Stouffville and the Region met to review the Report and applicability of Regional policies, Provincial regulations and local Official Plan requirements. Follow-up meetings are proposed to continue the dialogue in order to address the planning requirements for servicing strategies for the Communities outside of the Upper York Sewage Solutions service area. Further updates with respect to these matters will be provided to Committee/Council as appropriate.**

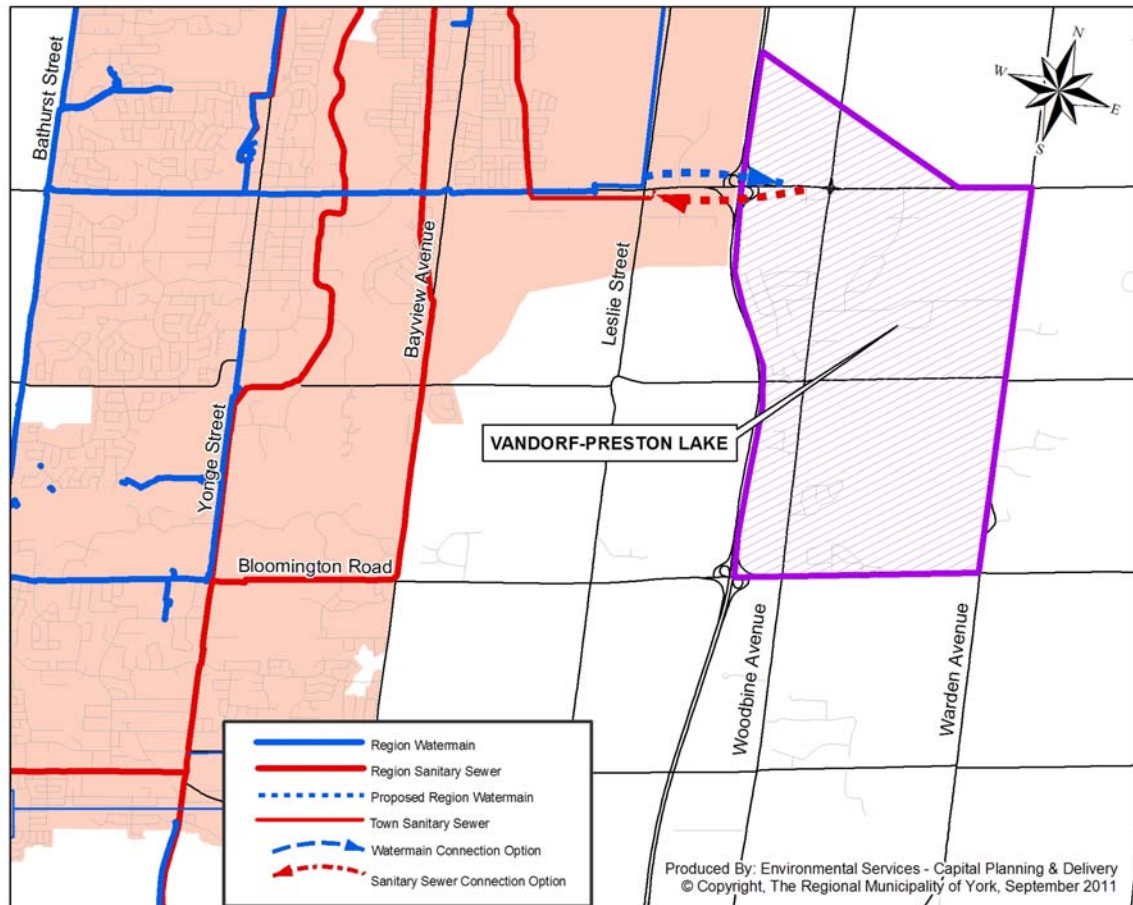
**Subject to achieving compliance with all planning requirements and policies and completion of any Environmental Assessment studies as required, servicing of the three communities can potentially be addressed through the following options:**

### **Vandorf-Preston Lake – Town of Whitchurch-Stouffville**

Vandorf-Preston Lake is located between Highway 404 and Warden Avenue and extends from Bloomington Road to north of the Vandorf Sideroad. Location and potential options for servicing Vandorf-Preston Lake are illustrated in **Figure 1**.

Wastewater service can be extended to Vandorf-Preston Lake through connection to an existing Town of Aurora sewer along Wellington Street which currently terminates east of Leslie Street. This sewer is connected to the regional East Holland Trunk Sewer which in turn discharges to the Aurora Pumping Station. Capacity of Aurora Pumping Station is constrained. Additional wastewater capacity will not be available to service Vandorf-Preston Lake until such time as the Upper York Sewage Solutions is implemented with flows being diverted to the Water Reclamation Centre to free up capacity in the Aurora Pumping Station.

Water service can be extended to Vandorf-Preston Lake through connection to the newly constructed Leslie Street watermain at Wellington Street. Subject to detailed design and the boundary of the service area, local booster pump station(s) may be required in areas of high ground elevations.



**Figure 1 - Vandorf-Preston Lake location and servicing options**

### **East Gormley – Town of Whitchurch-Stouffville**

East Gormley is located on both sides of Stouffville Road from Highway 404 to east of Woodbine Avenue. Location and potential options for servicing East Gormley are illustrated in **Figure 2**.

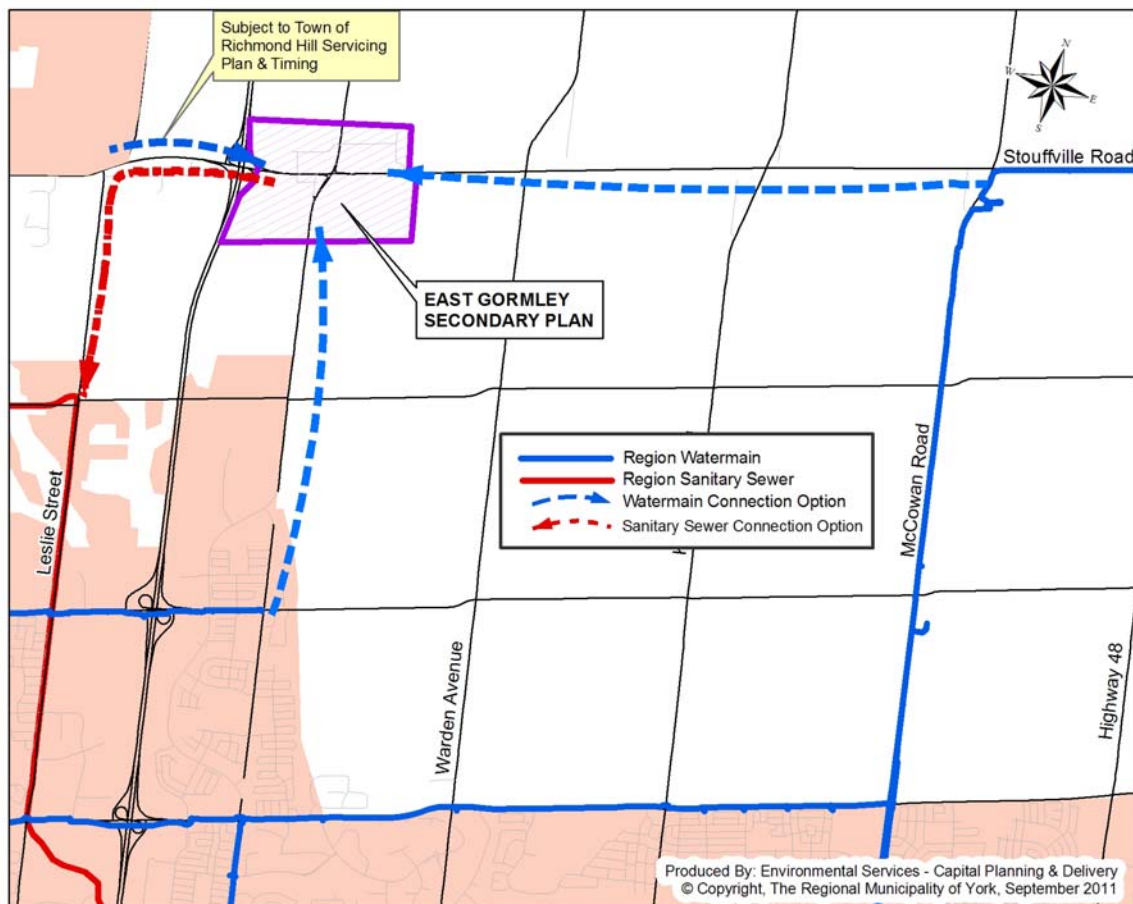
Wastewater service to East Gormley can be achieved through connecting to the York Durham Sewage System at 19th Avenue and Leslie Street, which is approximately 4 km away from the community.

For water service, there are three potential options to extend York Water System to East Gormley:

- 1) Connection to the Stouffville water system located at McCowan Road and Stouffville Road which is approximately 5 km away from the community.

- 2) Connection to the PD7 watermain on Elgin Mills Road east of Highway 404. This connection is approximately 4 km away from the community.
- 3) Connection to the PD9 system via the Town of Richmond Hill water system. While this connection is closest to the community, it requires crossing of Highway 404 and coordination with the Town of Richmond Hill.

Detailed analysis is required to determine the preferred option and identify if any additional upgrade is required in the regional water system as well as, in the case of Option 3, the Town of Richmond Hill system. Local booster pump station(s) may also be required in areas of high ground elevations.



**Figure 2 – East Gormley location and servicing options**

### **West Gormley – Town of Richmond Hill**

The West Gormley Secondary Plan is bounded by Leslie Street, Bayview Avenue, Stouffville Road and Bethesda Sideroad. The community also includes a hamlet located south of Stouffville Road between Leslie Street and Highway 404. Location and potential options for servicing West Gormely are illustrated in **Figure 3**.

Two major developments are planned for the West Gormley Secondary Plan:

- West Gormley (Rouge) in the east
- West Gormley (Humber) in the west

In support of the above developments, the developer groups submitted two separate functional servicing reports to York Region for review in 2009.

#### West Gormley (Humber)

The preferred wastewater servicing solution, as identified in the developer's functional servicing report for West Gormley (Humber), is to reconstruct the existing Town's sewage pumping station at Bayview Avenue and Sunset Beach Road and connect the subject land to the regional sewer on Yonge Street via the new pumping station. As such, any preferred alternative adopted for the Upper York Sewage Solutions should have no impact on the servicing strategy for this development.

The preferred water servicing solution is to expand the local water system which is currently connected to the Region's PD9 system.

#### West Gormley (Rouge)

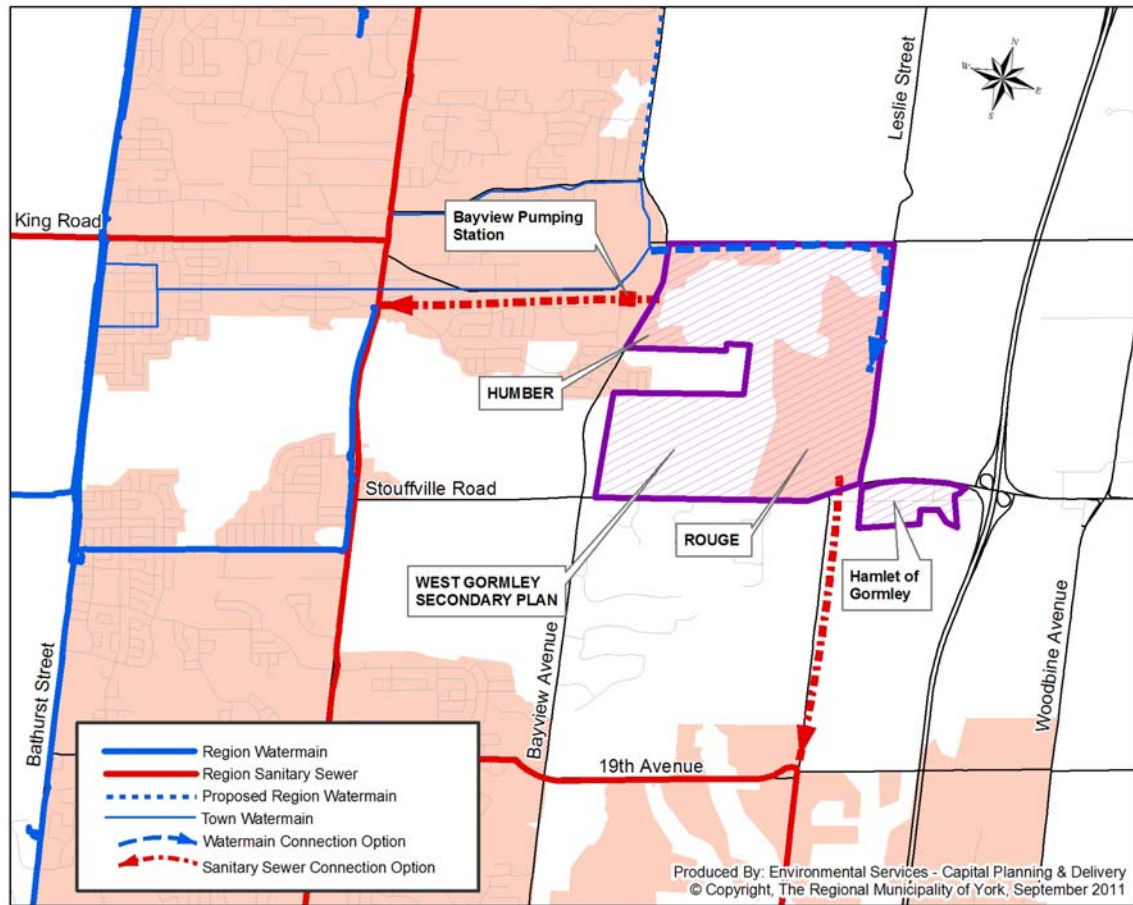
The preferred wastewater servicing solution, as identified in the developer's functional servicing report for West Gormley (Rouge), contemplates the preferred alternative for Upper York Sewage Solutions to be a sanitary trunk sewer along Leslie Street or Highway 404 and servicing of the land facilitated through connection to the trunk sewer.

With the preferred alternative for Upper York Sewage Solutions now identified as the Lake Simcoe Water Reclamation Centre with York Durham Sewage System improvements, sewage servicing of this development will require construction of a sanitary sewer connecting the subject land to the York Durham Sewage System at 19th Avenue and Leslie Street. Subject to detailed design, a portion of this new sewer can be used to service East Gormley also.

Similar to West Gormley (Humber), the preferred water servicing solution is to expand the local PD9 water system. As identified in the functional servicing report, this development requires completion of Region's PD9 watermain on Bloomington Road and Bayview Avenue, which is expected to be constructed in two phases with the first phase on Bloomington Road scheduled for completion in late 2012 and the second phase on Bayview Avenue in late 2014.

#### Hamlet – south of Stouffville Road

Hamlets are normally serviced by individual private on-site water and wastewater systems. Provision of water and wastewater services to the hamlet south of Stouffville Road requires Regional Official Plan amendment. In the event that full services are to be provided, servicing options similar to West Gormley (Rouge) can be adopted.



**Figure 3 – West Gormley location and servicing options**



**APPENDIX H**  
**PSEZs ENVIRONMENTAL**  
**CONSTRAINT ANALYSIS**





## MEMO

**TO:** Randall Roth, Senior Planner, Town of Whitchurch-Stouffville

**FROM:** Margaret Pugh, Senior Ecologist, WSP and Gregory Bender, Manager, Municipal Planning, WSP

**SUBJECT:** Natural Environment Constraints Analysis for Proposed PSEZ Davis, Vandorf and Gormley, in the Town of Whitchurch-Stouffville

**DATE:** September 16, 2019

**WSP Ref:** 19M-00972-00

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### 1.0 INTRODUCTION

WSP Canada Group Limited (WSP), has been retained by the Town of Whitchurch-Stouffville to complete a Natural Environment Constraints Analysis for three proposed Provincially Significant Employment (PSEZ) lands, noted as Davis Drive, Vandorf, and Gormley, located in the Town of Whitchurch-Stouffville, Region of York, Ontario.

The proposed Davis PSEZ is bound to the north by Davis Drive, to the east by Woodbine Avenue, to the south by Vivian Road, and to the west by Highway 404.

The proposed Vandorf PSEZ is within the Vandorf-Preston Lake Secondary Plan Area, bound to the north by Bogart Creek, to the east by the rail line, to the south by the Oak Ridges Moraine Conservation Plan (ORMCP) area, and to the west by Highway 404.

The proposed Gormley PSEZ is bound to the north by Bethesda Road, to the east by Woodbine Road, extending east to the limits of the Gormley Industrial Secondary Plan Area, to the south by the ORMCP, and to the west by Highway 404.

The Natural Environment Constraints for each proposed PSEZ location, including a review of applicable policies, the identification of environmentally sensitive lands and associated buffers, and areas where further study would be triggered, are discussed below and presented in Figures 1-3, attached.

### 2.0 APPROACH

This Technical Memo documents a desktop review of secondary source information, which is intended to provide an understanding of potential ecological constraints and limitations for development with respect to the following policies:

- Provincial Policy Statement (PPS) (2014)
- Greenbelt Plan (GBP) (2017)
- Oak Ridges Moraine Conservation Plan (ORMCP) (2017)
- Growth Plan for the Greater Golden Horseshoe (GGH) (2019)



- York Region Official Plan (YR-OP) (2010)
- Town of Whitchurch-Stouffville Official Plan (WS-OP) 2017
- Conservation Authorities Act (1990)
- Federal Fisheries Act (1985)
- Endangered Species Act (2007)
- Species at Risk Act (2002)

The following online database tools were used in this assessment:

- Natural Heritage Information Centre Database (NHIC)
- Aquatic Species at Risk Mapping, Fisheries and Oceans Canada (DFO)
- Fish ON-Line, Ministry of Natural Resources and Forestry
- eBird, Cornell Lab of Ornithology
- Ontario Breeding Bird Atlas (OBBA)
- Reptile and Amphibian Atlas, Ontario Nature
- Lake Simcoe Region Conservation Authority (LSRCA) Watershed Explorer
- Toronto Region Conservation Authority (TRCA) Watershed Explorer
- Google Earth imagery
- Lands Information Ontario (LiO, Province of Ontario)

## 3.0 POLICY OVERVIEW

### 3.1 PROVINCIAL POLICY STATEMENT (2014)

The Provincial Policy Statement (PPS 2014) is an overarching policy document for the Province of Ontario which provides policy direction on matters pertaining to land use planning and development. Under the PPS, significant natural heritage features are protected from development and site alteration. In general, the following features are protected under the PPS:

- Significant wetlands;
- Coastal wetlands;
- Significant woodlands;
- Significant valleylands;
- Significant wildlife habitat;
- Significant Areas of Natural and Scientific Interest (ANSI); and
- Fish habitat (except in accordance with provincial and federal requirements).

The PPS states that development and site alteration shall not be permitted in habitat of endangered species and threatened species, except in accordance with provincial and federal requirements. Development and site alteration shall not be permitted on adjacent lands to the natural heritage features unless the ecological function of the adjacent lands has been evaluated and it has been demonstrated that there will be no negative impacts on the natural features or on their ecological functions.



A natural heritage evaluation and/or hydrological evaluation, such as an Environmental Impact Study (EIS), is required for a site within 120 m of a significant natural heritage feature to identify the impacts of development or site alteration may have on the feature.

### 3.2 GROWTH PLAN FOR THE GREATER GOLDEN HORSESHOE (2019)

The Growth Plan includes mapping of *Natural Heritage System* (NHS) features in order to protect the region's natural heritage and biodiversity. The Growth Plan is consistent with policies as outlined in the Greenbelt Plan, however NHS policies only apply. The following features receive protection under the Growth Plan:

- Habitat of endangered species and threatened species;
- Fish habitat;
- Life science areas of natural and scientific interest (ANSIs);
- Significant valleylands;
- Significant woodlands;
- Significant wildlife habitat (including habitat of special concern species);
- Sand barrens, savannahs, and tallgrass prairies;
- Alvars;
- Permanent streams;
- Intermittent streams;
- Inland lakes and their littoral zones;
- Seepage areas and springs;
- Wetlands; and
- Natural heritage corridors/ linkages.

Note that the Natural Heritage System for the Growth Plan excludes lands within settlement area boundaries that were approved and in effect as of July 1, 2017. Provincial mapping of the NHS for the Growth Plan does not apply until it has been implemented in the applicable upper-or single tier Official Plan.

### 3.3 GREENBELT PLAN (2017)

The Greenbelt Plan, together with The Growth Plan builds on the Provincial Policy Statement to establish a land use planning framework for the GGH. The Greenbelt consists of the Oak Ridges Moraine, the Niagara Escarpment, and Protected Countryside areas. Under the Greenbelt Plan, areas of the NHS with Key Natural Heritage Features (KNHF) and Key Hydrologic Features (KHF) receive protection, however the Natural Heritage System for the Growth Plan excludes lands within settlement area boundaries that were approved and in effect as of July 1, 2017. Provincial mapping of the Natural Heritage System for the Growth Plan does not apply until it has been implemented in the applicable upper- or single-tier official plan. Until that time, the policies in the Greenbelt Plan that refer to the Natural Heritage System for the Growth Plan apply outside settlement areas to the natural heritage systems identified in official plans that were approved and in effect as of July 1, 2017.

The NHS policies protect areas of natural heritage, hydrologic and/or landform features, which are often functionally inter-related and which collectively support biodiversity and overall ecological integrity. The following is a list of protected KNHF and KHF identified in the Greenbelt Plan, 2017:

Key natural heritage features include:

- Habitat of endangered species and threatened species;
- Fish habitat;



- Wetlands;
- Life science areas of natural and scientific interest (ANSIs);
- Significant valleylands;
- Significant woodlands;
- Significant wildlife habitat (including habitat of special concern species);
- Sand barrens, savannahs and tallgrass prairies; and
- Alvars.

Key hydrologic features include:

- Permanent and intermittent streams;
- Lakes (and their littoral zones);
- Seepage areas and springs; and
- Wetlands.

The policies set out within the Greenbelt Plan identify that development or site alteration is not permitted in those features including any associated vegetation protection zone. A natural heritage evaluation and/or hydrological evaluation, such as an Environmental Impact Study (EIS), is required for a site within 120 m of a NHS, KNHF or KHF to identify the vegetation protection zone and the effects development or site alteration may have on the feature.

Development within the NHS, but outside KNHF and KHF must demonstrate that:

- No negative effects will occur to the NHS function;
- Connections between KNHF and KHF within 240 m of each other are maintained or where possible enhanced;
- Removal of other related natural areas associated with the NHS is avoided;
- The disturbed area does not exceed 25%;
- The impervious surface does not exceed 10%; and
- 30% percent of the developable area will return to natural self-sustaining vegetation.

The proposed Davis PSEZ is designated Protected Countryside under the Greenbelt Plan, with minor area of NHS with Key Natural Heritage Features (KNHF; wetlands, potential habitat of endangered and threatened species) and Key Hydrologic Features (KHF; permanent/intermittent streams, wetlands).

The proposed Vandorf PSEZ is designated primarily as Protected Countryside of the Greenbelt Plan, with Key KNHF and KHF. The northern area borders a NHS feature, which may be within the 120m area of influence. Bogart Creek PSW complex and riparian corridor in the northeast corner of the proposed Vandorf PSEZ, which consists of a permanent watercourse (tributary to Bogart Creek), ravine vegetation, and the area within 120 m of the NHS are all subject to the Greenbelt Plan and would require further study prior to development. Specifically, detailed field investigations to establish Existing Conditions onsite, an Impact Assessment and consultation with the Town and regulatory agencies will be necessary to define the limits of the KNHFs and KHF within the NHS on the proposed Vandorf PSEZ.

The proposed Gormley PSEZ is located in the ORMCP area and is discussed below.



### 3.4 OAK RIDGES MORaine CONSERVATION PLAN (2017)

Oak Ridges Moraine is an ecologically and hydrologically unique landform located in the Greenbelt. The Oak Ridges Moraine Conservation Plan area (ORMCP) is also subject to the Greenbelt Plan. The Greenbelt Plan, together with the Growth Plan for the Greater Golden Horseshoe, builds on the Provincial Policy Statement to establish a land use planning framework for the GGH. The Plan identifies key natural heritage features (such as wetlands and woodlands) and key hydrologic features (such as kettle lakes and springs). In Natural Core Areas, Natural Linkage Areas and Countryside Areas, only very restricted new resource management, recreational and infrastructure uses are permitted within these features. Lands designated as Countryside Areas provide an agricultural and rural transition and buffer between the Natural Core Areas and Natural Linkage Areas and the urbanized Settlement Areas. Development near these key natural heritage features and key hydrologic features is only allowed if it will not adversely affect these features. In areas with significant landscape character (called landform conservation areas) in Natural Core Areas, Natural Linkage Areas and Countryside Areas, development will have to meet particularly stringent review and approval standards to ensure that the Moraine is protected. Lands considered to be within the area of influence for key natural heritage features and linkages, that is within 120m, are subject to a Natural Heritage Evaluation. Key natural heritage features of the ORM include:

- Wetlands;
- Habitat of endangered species and threatened species;
- Fish habitat;
- Life science areas of natural and scientific interest (ANSIs);
- Significant valleylands;
- Significant woodlands;
- Significant wildlife habitat (including habitat of special concern species); and
- Sand barrens, savannahs and tallgrass prairies.

Key Hydrologic Features of the ORM include:

- Permanent and intermittent streams;
- Wetlands;
- Kettle lakes; and
- Seepage areas and springs.

The proposed Davis PSEZ is wholly outside of the ORMCP. A parcel in the south west of the Vandorf PSEZ is designated Oak Ridges Moraine Countryside Area, however it contains no mapped, protected features. The proposed Gormley PSEZ is located within the Oak Ridges Moraine, and is mostly designated Countryside Area. There is a Rural Settlement Area designation (Gormley). While there are no Natural Linkage Areas or Natural Core Areas within the proposed PSEZ, these lands are located immediately adjacent in multiple locations and development proposed within the 120m area of influence may be subject to the ORMCP. A tributary to Berczy Creek extends south of Stouffville Road into the proposed PSEZ. The Tributary would be considered a Key Hydrologic feature under the ORMCP.



### 3.5 REGION OF YORK OFFICIAL PLAN (2010)

The policies of the York Region Official Plan are designed to identify, protect, and enhance a linked Greenlands System (YR-OP Map 2) and the policies of YR-OP protect key natural heritage features and key hydrologic features and the adjacent lands necessary to maintain these features in a linked system.

Key natural heritage features include:

- Significant habitat of endangered species and threatened species;
- Fish habitat;
- Wetlands;
- Life science areas of natural and scientific interest (ANSIs);
- Environmentally Significant Areas;
- Significant valleylands;
- Significant woodlands;
- Significant wildlife habitat (including habitat of special concern species);
- Sand barrens, savannahs and tallgrass prairies;
- Permanent and intermittent streams;
- Lakes (and their littoral zones);
- Seepage areas and springs deemed valuable or sensitive surface water features; and
- Lake Simcoe shoreline.

There are two tributaries identified as permanent or intermittent streams on YR-OP Map 4 (key hydrologic features), and several areas identified as woodlands on YR-OP Map 5 (woodlands) within the proposed Davis PSEZ.

The majority of the proposed Vandorf PSEZ is identified as Greenbelt Protected Countryside with a Hamlet area (YR-OP Map 1). The southwest portion overlaps into the Oak Ridges Moraine and is designated ORMCP Area, and in the southeast lobe there is an ORM Hamlet land use designation. There is a woodland hedgerow (Map 5) that is contiguous with a larger woodlot in the area between the two southern lobes of the proposed Vandorf PSEZ. This woodland/hedgerow area is unlikely to be considered Significant woodland, per Section 2.2.48 c/d the woodland does not meet criteria in Section 2.2.45 [size/location]; the woodland is a cultural and regenerating woodland, that is part of a hedgerow associated with an agricultural field. There are two tributaries identified as permanent or intermittent streams on YR-OP Map 4 (key hydrologic features), one associated with the Bogart Creek Wetland Complex, and one just north of Aurora Road, also associated with a wetland complex.

The proposed Gormley PSEZ is primarily Oak Ridges Moraine Countryside Area with one Hamlet area (YR-OP Map 1). There are several woodlands identified on YR-OP Map 5, which appear to be hedgerows associated with agricultural fields. Berczy Creek and Bruce Creek, identified as key hydrologic features on Map 4, abuts the boundaries, a portion of Berczy Creek and a tributary to Berczy Creek flow through the PSEZ. There is one mapped wetland associated with Berczy Creek within the proposed PSEZ, and several associated with the watercourses abutting the boundaries which may trigger a requirement for evaluation.

### 3.6 TOWN OF WHITCHURCH-STOUFFVILLE OFFICIAL PLAN (2017)

The Town of Whitchurch-Stouffville Official Plan outlines a Natural System that builds upon the Oak Ridges Moraine Natural Areas, which functions to protect key natural features and water resources. The OP directs that the existing Natural System, as outlined on Schedule 2, will be maintained in accordance with the Greenbelt Plan and,



where possible, improved or restored. The WS-OP also outlines applicable Greenlands System Policies, which includes the following protected features, also described as Significant Environmental Areas:

- Areas of Natural and Scientific Interest (ANSI's);
- Locally and Provincially Significant Wetlands;
- Significant portions of the habitat of endangered or threatened species;
- Environmentally Significant Areas (ESAs); and
- Significant Wildlife Habitat.

Additional features receiving protection under the WS-OP include:

- Watercourses and Fish Habitat (minimum 30m vegetated buffer shall be required on each side of the staked edge of all coldwater streams, with a preference for 50m);
- Natural Corridor Linkages;
- Significant Environmental Areas;
- Water Management Areas;
- Major Woodland Areas and associated Environmental Buffers; and
- Tableland Woodlot Area and associated Environmental Buffers.

The proposed Davis PSEZ is situated within the Agricultural area in Schedule B – Land Use and Transportation Plan of the Town of Whitchurch-Stouffville Official Plan. There is a tributary that intersects Woodbine Avenue (flowing east) that is designated Significant Environmental Area, and a woodland located just north of Vivian Road and east of Highway 404 that is designated Tableland Woodlot Area (Schedule A – Greenlands System).

The proposed Vandorf PSEZ is situated within the Vandorf-Preston Lake Secondary Plan Area. The majority of the site is Potential Employment Area; the southeast section, south of Aurora Road and abutting Highway 404, is designated as Oak Ridges Moraine Countryside Area. There is a significant environmental area in the northern portion of the Vandorf PSEZ, appearing to be a tributary to Bogart Creek and associated with the Bogart Creek PSW complex.

The proposed Gormley PSEZ is situated within the Oak Ridges Moraine Countryside Area in Schedule B – Land use and Transportation Plan of the Town of Whitchurch-Stouffville Official Plan. One concession north and south of Stouffville Road contains the Gormley Industrial Area Secondary Plan area. The entire area is within the Rouge River watershed area.

### **3.7 CONSERVATION AUTHORITIES ACT, 1990**

The proposed Davis and Vandorf PSEZ locations fall within LSRCA's regulated area and are subject to Ontario Regulation (O. Reg.) 179/06 – Regulation of Development, Interference with Wetlands and Alterations to Shorelines and Watercourses. To ensure that development has regard for flooding and erosion hazard features and the natural environment, while conforming to watershed development policies, LSRCA is authorized under Section 28 of the Conservation Authorities Act to implement and enforce their own regulation. Under the regulation, no person shall undertake development or permit another person to undertake development in or on the areas within the jurisdiction of a Conservation Authority. It is anticipated that a permit will be required to undertake development or site alteration within the regulated area in the proposed Davis and Vandorf PSEZ locations.

The proposed Gormley PSEZ falls within TRCA's regulated area and are subject to Ontario Regulation (O. Reg.) 166/06 – Regulation of Development, Interference with Wetlands and Alterations to Shorelines and Watercourses.



To ensure that development has regard for flooding and erosion hazard features and the natural environment, while conforming to watershed development policies, TRCA is authorized under Section 28 of the Conservation Authorities Act to implement and enforce their own regulation. Under the regulation, no person shall undertake development or permit another person to undertake development in or on the areas within the jurisdiction of a Conservation Authority. Along Bethesda Side Rd to the North, and where Berczy Creek flows south along the east portion of the PSEZ, there is overlap of TRCA regulated lands into the proposed PSEZ. In addition, TRCA regulations apply to the reach of Berczy Creek south of Stouffville Road. O. Reg 166/06 would apply to the watercourse, the associated riparian and wetland habitats, and the PSW. The extent of TRCA Regulated Lands are shown on Figure 3. It is anticipated that a permit will be required to undertake development or site alteration within the regulated area in the proposed Gormley PSEZ.

### **3.8 FISHERIES ACT, 1985**

The focus of the Fisheries Act is to protect the productivity of recreational, commercial and Aboriginal fisheries by focusing protection on real and significant threats to the fisheries and the habitat that supports them. The Act sets clear standards and guidelines for routine projects. This applies to work being conducted in or near waterbodies that support fish that are part of or that support a commercial, recreational or Aboriginal fishery.

There are two mapped watercourses in the proposed Davis PSEZ, a small tributary to Bogart Creek in the southwest corner, and a tributary intersecting Woodbine Avenue (flowing east). No available fisheries information was identified for these watercourses so it is unknown whether they support fish or fish habitat. Development that is proposed adjacent to the tributaries should be reviewed under the Act.

There is no fish community information for the tributary within the proposed Vandorf PSEZ, however records for Bogart Creek, located downstream of this tributary supports a fish community consistent with a warm-water thermal regime (MNRF Fish Online). Satellite imagery and MNRF mapping suggests a direct connection between the tributary and Bogart Creek for at least part of the year, and as such development that is proposed adjacent to the tributary should investigate fish community within the tributary, confirm thermal regime, and be reviewed under The Act.

Berczy Creek is located in the Gormley PSEZ, and is a known warm-water system supporting fish and fish habitat. DFO Aquatic SAR mapping tool identified Redside Dace south of Stouffville Road within the study area. Development proposed adjacent to the watercourses should be reviewed under The Act.

### **3.9 ENDANGERED SPECIES ACT, 2007**

SAR are species designated under the provincial Endangered Species Act, 2007 (ESA) or under the federal Species at Risk Act, 2002 (SARA) as either Extirpated (EX), Endangered (END), Threatened (THR) or Special Concern (SC) depending on level of risk. Under Federal and/or Provincial legislation, species and their habitat are required to be protected if classified as END or THR. There is no legal protection for species ranked as Special Concern or conservation status ranks by the NHIC including provincially rare (S-Rank), or regionally/locally rare (L-Rank). However, their preservation, when found, is encouraged to assist with preserving Ontario's biodiversity.

The presence of species designated as Threatened or Endangered under the ESA is part of the criteria to establishing whether habitats are considered "Significant" under the PPS, GGH, GB, ORMCP, YR-OP, and WS-OP. Significant woodlands, for example, are subject to enhanced protection/vegetative protection zones/buffers under the policies.



## 4.0 DESKTOP REVIEW OF EXISTING CONDITIONS

Descriptions below are based on a detailed review of available background information, including the Ministry of Land Information Ontario (LIO), Southern Ontario Land Resource Information System (SOLRIS) 2.0, satellite imagery, Natural Resources and Forestry Natural Heritage Information Centre (NHIC) database, Ontario Breeding Bird Atlas, Ontario Reptile and Amphibian Atlas, Ministry of Natural Resources and Forestry (MNR) fish community information (Fish-ONline), and DFO SAR screening tool.

### 4.1 FISHERIES AND AQUATIC RESOURCES

A general description of available fisheries information and aquatic resources is provided for Policy context and guidance. For example, many designations under applicable policies require fish community and thermal regime determination to establish protection under the respective policies. The information provided below is based on a desktop review of available information; detailed site investigation to confirm/and or provide enough detail for proper review under the Fisheries Act is likely to be required.

#### 4.1.1 DAVIS

Located in Lake Simcoe Watershed, a significant portion of the Proposed Davis PSEZ functions as agricultural fields with little land devoted to residential property. There is a small tributary to Bogart Creek in the southwest of the area, and a tributary intersecting Woodbine Avenue (flowing east). There was no available data identified using the MNR Fish ON-line tool, and DFO Aquatic SAR mapping did not identify critical habitat for SAR in these tributaries. There is a record of Redside Dace in the NHIC mapping, however it is likely an artifact of overlap between NHIC squares with adjacent habitat areas, as the DFO SAR mapping tool did not indicate that this species was known from a watercourse in the proposed PSEZ.

#### 4.1.2 VANDORF

Located in the Lake Simcoe Watershed and East Holland Subwatershed, the northern and western portion of the proposed Vandorf PSEZ function as agricultural fields with some cultural meadow and a residential property. The eastern portions contain agricultural lands as well as commercial/industrial development areas. Based on aerial imagery, Bogart Creek Wetland Complex, a Provincially Significant Wetland (PSW) follows the northern boundary, adjacent to agricultural lands. A portion of the wetland complex extends south into the proposed Vandorf PSEZ.

There was no available data provided by the MNR Fish ON-line tool, and DFO Aquatic SAR mapping identified no critical habitat for SAR and no SAR found or potentially found within the study area. MNR Fish ON-Line has records for Bogart Creek, which has a direct connection to the tributary, that include Largemouth Bass (*Micropterus salmoides*), Pumpkinseed (*Lepomis gibbosus*) and White Sucker (*Catostomus commersonii*). Largemouth Bass and Pumpkinseed can be present in cool or warm water systems, however are most often associated with warm water streams in this area of Ontario. White sucker is a generalist and does not provide insight into the thermal regime.

#### 4.1.3 GORMLEY

The Proposed Gormley PSEZ is located in the Rouge River Watershed. The study area contains a combination of agricultural fields with condensed areas of commercial/industrial businesses. Based on aerial imagery a portion of Berczy Creek is excluded from the PSEZ area northwest of Stouffville Road but is included as it reaches Stouffville Road and continues south of the Road, which is part of the existing Gormley Secondary Plan Area. Berczy Creek is a known warm water system. A review of MNR Fish ON-line identified six species in the project area: Brown Bullhead (*Ameiurus nebulosus*), Brown Trout (*Salmo trutta*), Pumpkinseed (*Lepomis gibbosus*), Rainbow Trout



(*Oncorhynchus mykiss*), Rock Bass (*Ambloplites rupestris*) and White Sucker (*Catostomus commersonii*). All of which are widely distributed in Ontario. DFO Aquatic SAR mapping tool identified Redside Dace south of Stouffville Road within the study area.

## **4.2 GENERAL WILDLIFE AND TERRESTRIAL RESOURCES**

A general description of the vegetation, wildlife and wildlife habitat provides context for Policy guidance. For example, many designations under applicable policies require evaluation of natural features on the site, to establish whether significance criteria are met, which in turn affords protection under the respective Plans. The information provided below is based on desktop review and will require detailed site investigation to confirm/and or provide enough detail for proper evaluation of significance criteria.

### **4.2.1 VEGETATION**

Vegetation descriptions provided herein are based on aerial satellite imagery, SOLRIS data, and applicable policy mapping and/or schedules. Insights into vegetation communities provide the basis for whether potential habitat for Species at Risk and/or Significant Wildlife Habitat may present.

#### **4.2.1.1 DAVIS**

The vegetation of the proposed Davis PSEZ consists of predominately agricultural field surrounded by hedgerows. There are several woodland features scattered throughout the agricultural lands, which appear from aerial imagery to be hedgerows. There is an approximately 6ha tableland woodland adjacent to Highway 404, located approximately 170m north of Vivian Road. SOLARIS data indicates that this is a predominantly deciduous forest with areas of treed swamp.

#### **4.2.1.2 VANDORF**

The vegetation of the proposed Vandorf PSEZ is predominately agricultural field surrounded by hedgerows and cultural meadow edges. Only one of the hedgerows, located in the southwest area, is mapped as a woodland area (SOLRIS), and it extends into a tableland woodlot area to the east, outside of the proposed PSEZ boundary. The Significant Environmental Area (Whitchurch-Stouffville – OP) that extends south from the Bogart Creek PSW appears from satellite imagery to be primarily cultural meadow, with pockets of mixed/deciduous forest and likely treed swamp, which characterizes the feature to the north.

#### **4.2.1.3 GORMLEY**

The vegetation of the proposed Gormley PSEZ consists of agricultural fields, cultural meadows and hedgerows, intermixed with areas of development. The SOLRIS data shows mixed forest, deciduous forest, and hedgerows in the northern areas. Lands associated with Berczy Creek are noted as treed swamps and marsh. Lands around Stouffville Road are more developed, with areas of hedgerows which are likely to be of low ecological value. Cultural meadows, tilled agricultural area and deciduous hedgerows characterize the southern portions of the proposed Gormley PSEZ.

### **4.2.2 WILDLIFE**

Based on the desktop review of site conditions, the avifauna species expected to be present throughout all of the proposed PSEZ locations are primarily common, disturbance-tolerant species typically associated with forest edge or shrub habitats (e.g., American Goldfinch, American Robin, Black-capped Chickadee, Cedar Waxwing, European

Starling, Song Sparrow) or road-side marsh / wetland patches (e.g., Common Yellowthroat, Red-winged Blackbird). Species associated with a variety of other habitats may also occur in the proposed Davis PSEZ, including: agricultural fields / cultural meadows (e.g., Killdeer, Savannah Sparrow); forest interior habitats or riparian forest areas (e.g., American Redstart, Baltimore Oriole, Hairy Woodpecker, Red-eyed Vireo).

In the predominantly agricultural areas of the proposed PSEZ locations, herpetofauna species expected to be present are limited to common disturbance tolerant species (e.g., Eastern Gartersnake, Green Frog, Northern Leopard Frog). Common, disturbance-tolerant mammal species may also be present in the areas within or immediately adjacent to the sites (e.g., Raccoon, Grey Squirrel, White-tailed Deer).

#### 4.2.2.1 DAVIS

The tableland woodlot provides higher quality habitat opportunities. The following record for SAR avifauna were identified through the Ontario Breeding Bird Atlas Records for the area (square 17PJ27):

- Eastern Wood-Pewee (*Contopus virens*) (SC)

The following records for SAR herpetofauna were identified through the Ontario Reptile and Amphibian Atlas Records for the area (square 17PJ27):

- Blanding's Turtle (*Emydoidea blandingii*) (THR)
- Midland Painted Turtle (*Chrysemys picta marginata*) (SC)
- Snapping Turtle (*Chelydra serpentina*) (SC)

#### 4.2.2.2 VANDORF

In the Significant Environmental Area in the northern portion of the proposed PSEZ there is potential for higher-quality herpetofauna habitat. Amphibian surveys are recommended if development is proposed in this area to determine habitat use and SAR potential. The Western Chorus Frog (*Pseudacris triseriata*) Great Lakes–St. Lawrence population (east and north of Hamilton) is known to the area, and is listed as Threatened under the federal Species at Risk Act (SARA); is currently listed as Not at Risk under the Ontario Endangered Species Act, 2007. Mitigation may be required if this species is present. Investigations should include basking turtle surveys and evaluation for overwintering habitat.

#### 4.2.2.3 GORMLEY

In the wetlands associated with the tributary south of Stouffville Road, there is potential for higher-quality habitat for reptiles and amphibians. The Ontario Reptile and Amphibian Atlas has 221 records for this geographic square, including green frog, American toad, Northern leopard frog, American bullfrog, wood frog, grey tree frog and spring peeper, which suggests the presence of amphibian breeding habitat in the area. The ORAA also includes records include the following SAR:

- Blanding's Turtle (*Emydoidea blandingii*) (THR)
- Midland Painted Turtle (*Chrysemys picta marginata*) (SC)
- Snapping Turtle (*Chelydra serpentina*) (SC)



## 5.0 SPECIES AT RISK SCREENING

A preliminary screening for potential SAR was completed using the NHIC Database, eBird, and Ontario Reptile and Amphibian Atlas Records for each of the proposed PSEZ locations. Only those species listed as Threatened or Endangered under either the ESA and/or SARA receive species and/or habitat protection that would require consideration for an ESA Registration, ESA Permit and/or SARA Permit. A discussion of potential habitat for each species is provided below.

### 5.1 DAVIS

From these sources, fourteen (14) species have been identified that may find suitable habitat within the vicinity and/or within the Proposed Davis PSEZ, including:

Occurring in the vicinity of the Proposed Davis PSEZ

- Eastern Meadowlark (*Sturnella magna*) (THR)
- Bobolink (*Dolichonyx oryzivorus*) (THR)
- Eastern Wood-Pewee (*Contopus virens*) (SC)

Potential to occur on the Proposed Davis PSEZ:

- Butternut (*Juglans cinerea*) (END)
- Barn Swallow (*Hirundo rustica*) (THR)
- Eastern Small-footed Myotis (*Myotis leibii*) (END)
- Little Brown Myotis (*Myotis lucifugus*) (END)
- Northern Myotis (*Myotis septentrionalis*) (END)
- Tri-colored Bat (*Perimyotis subflavus*) (END)
- Monarch (*Danaus plexippus*) (SC)
- Blanding's Turtle (*Emydoidea blandingii*) (THR)
- Midland Painted Turtle (*Chrysemys picta marginata*) – Note: This species is no longer provincially listed
- Snapping Turtle (*Chelydra serpentina*) (SC)
- Redside Dace (*Clinostomus elongatus*) (END)

### 5.2 VANDORF

Eleven (11) species have been identified that may find suitable habitat within the vicinity and/or within the Proposed Vandorf PSEZ, including:

Occurring in the vicinity of the Proposed Vandorf PSEZ

- Barn Swallow (*Hirundo rustica*) (THR)
- Bobolink (*Dolichonyx oryzivorus*) (THR)
- Blanding's Turtle (*Emydoidea blandingii*) (THR)
- Midland Painted Turtle (*Chrysemys picta marginata*) – Note: This species is no longer provincially listed
- Snapping Turtle (*Chelydra serpentina*) (SC)

Potential to occur on the Proposed Vandorf PSEZ:

- Butternut (*Juglans cinerea*) (END)
- Eastern Small-footed Myotis (*Myotis leibii*) (END)
- Little Brown Myotis (*Myotis lucifugus*) (END)
- Northern Myotis (*Myotis septentrionalis*) (END)
- Tri-colored Bat (*Perimyotis subflavus*) (END)
- Monarch (*Danaus plexippus*) (SC)

### 5.3 GORMLEY

Fifteen (15) species have been identified that may find suitable habitat within the vicinity and/or within the Proposed Gormley PSEZ, including:

Occurring in the vicinity of the Proposed Gormley PSEZ

- Barn Swallow (*Hirundo rustica*) (THR)
- Bobolink (*Dolichonyx oryzivorus*) (THR)
- Chimney Swift (*Chaetura pelagica*) (THR)
- Eastern Meadowlark (*Sturnella magna*) (THR)
- Jefferson Salamander (*Ambystoma jeffersonianum*) (END)
- Redside Dace (*Clinostomus elongatus*) (END)
- Blanding’s Turtle (*Emydoidea blandingii*) (THR)
- Midland Painted Turtle (*Chrysemys picta marginata*) – Note: This species is no longer provincially listed
- Snapping Turtle (*Chelydra serpentina*) (SC)

Potential to occur on the Proposed Gormley PSEZ:

- Butternut (*Juglans cinerea*) (END)
- Eastern Small-footed Myotis (*Myotis leibii*) (END)
- Little Brown Myotis (*Myotis lucifugus*) (END)
- Northern Myotis (*Myotis septentrionalis*) (END)
- Tri-colored Bat (*Perimyotis subflavus*) (END)
- Monarch (*Danaus plexippus*) (SC)

### 5.4 HABITAT DESCRIPTIONS AND IMPLICATIONS

Barn Swallow habitat includes agricultural buildings associated with meadows/cultural meadow foraging habitat. As this is a Threatened species, nesting habitat is protected under the ESA (2007). Provisions outlined within Section 23.5 of Ontario Regulation 242/08 under the ESA, allow for exemptions to policies of the ESA that protect the species and their habitat. This proponent-led approach allows for alteration or demolition of buildings used by



nesting Barn Swallows provided specific conditions are satisfied. This approach typically includes the construction of artificial nesting structures onsite or in close proximity provided there is suitable foraging habitat in the vicinity.

Blanding's Turtle habitat includes shallow water, usually in large wetlands and shallow lakes with lots of water plants. They have a natural range of hundreds of metres from the nearest water body, especially while they are searching for a mate or traveling to a nesting site. Blanding's Turtles hibernate in the mud at the bottom of permanent water bodies from late October until the end of April. Habitat removal for this species requires an Overall Benefit Permit (C-Permit) under the ESA, which requires development of a plan to provide Overall Benefit to the species, and must be developed in consultation with MECP.

Butternut trees are common on forest edges and hedgerows of agricultural fields. Development adjacent to and/or proposing tree removal should involve a survey for the presence of Butternut.

Chimney Swift habitat includes tree cavities in old growth forests and most commonly urban areas where they nest and roost (rest or sleep) in chimneys and other manmade structures.

Eastern Meadowlark and Bobolink prefer to nest in large grassland habitats and may be present in agricultural areas where wheat or grasses are the dominant crop cover. Grassy fields greater than 5 ha are typically required for suitable Bobolink / Eastern Meadowlark breeding habitat (COSEWIC 2010, 2011). As this is a Threatened species, nesting habitat is protected under the ESA (2007). Provisions outlined within Section 23.5 of Ontario Regulation 242/08 under the ESA, allow for exemptions to policies of the ESA that protect the species and their habitat. This proponent-led approach allows for destruction of breeding habitat used by nesting Bobolink/Eastern Meadowlark provided specific conditions are satisfied. This approach typically includes implementation of a Compensation Plan which includes Habitat creation/ enhancement activities and 20-year commitment to habitat maintenance.

Eastern Small-footed Myotis, Little Brown Myotis, Northern Myotis, and Tri-colored Bats typically utilize mature, deciduous forests with the Ecotype FOD or FOM, where cavity trees suitable for day-roosting or maternal colonies are present. Mature, individual trees of DBH >25cm containing cavities can be used by SAR bats for day-roosting are typical of hedgerows and forest edges. Removal of potential bat habitat trees should be completed outside of the sensitive period for bats, between November 1 and March 31 of any given year, and may require consultation with the Ministry of Environment, Conservation, and Parks (MECP). Buildings containing suitable cavities/openings should undergo "exit surveys" and consultation with MECP prior to demolition, to determine whether they are being used by SAR bats.

Jefferson Salamander general and overwintering habitat is deciduous, coniferous or mixed woodlands and swamps. Their breeding habitat includes permanent swamps, temporary ponds, marshes, and roadside ditches. Spring wetland searches are recommended for Jefferson Salamander (*Ambystoma jeffersonianum*) for development adjacent to wetland. Habitat removal for this species requires an Overall Benefit Permit (C-Permit) under the ESA, which requires development of a plan to provide Overall Benefit to the species, and must be developed in consultation with MECP.

Midland Painted Turtle and Snapping Turtle find suitable habitat in small tributaries and small to large wetlands with an abundance of floating vegetation. However as Special Concern species, they do not receive habitat protection and have no legislative setback requirements, though protection of their habitat is encouraged.

Monarch habitat includes cultural meadows and agricultural field margins, particularly where Milkweed is abundant. However as Special Concern species, they do not receive habitat protection and have no legislative setback requirements, though protection of their habitat is encouraged.



Redside Dace: If the tributary is confirmed as occupied Redside Dace habitat, a permit will be required for development or site alteration within protected habitat. Consultation with MECP and DFO are recommended for any development within the 120m area of influence of the tributary south of Stouffville Road.

## 6.0 DISCUSSION, CONSTRAINTS AND RECOMMENDATIONS

Based on the preliminary background review of the proposed Davis, Vandorf and Gormley PSEZ locations, there are ecological features that present or have potential to present constraints for development. A description of the potential setbacks for these features is provided below. Setbacks presented are conservative and are based on the policy review in Section 3.0 of this memo. **Ultimate feature limits and setbacks must be determined through consultation with relevant permitting agencies, and detailed site investigations.**

### 6.1 DAVIS

The proposed Davis PSEZ is located within the Greenbelt, with a designation of Protected Countryside. The area is predominantly active agricultural land, with an approximately 6ha mapped deciduous tableland woodlot/woodland/treed swamp adjacent to Highway 404, approximately 170m north of Vivian Road. There are several woodland features scattered throughout the agricultural lands, which SOLARIS identifies only as hedgerows. There are four small mapped wetlands which appear to be associated with the larger wetland complex to the east and/or intermittent/permanent streams mapped in the area, which will require detailed assessment for significance through an EIS, based on criteria found in the Provincial Policy Statement (PPS), Region of York (2016) and Town of Whitchurch-Stouffville (2017). There are no Areas of Natural Scientific Interest (ANSIs) or Provincially Significant Wetlands (PSW) within the Proposed Davis PSEZ.

#### Woodlands/Woodlots

The Town of Whitchurch-Stouffville OP outlines that an Environmental Impact Study (EIS) is required for development within 50-m of the staked edge of woodlands, which would provide recommendations for appropriate vegetation protection zones. Under the York Region OP, the woodlands would require assessment for significance through a detailed EIS, subject to criteria provided in Section 2.2.45; significant woodlands located in the protected countryside of the Greenbelt Plan are provided a vegetative protection zone of no less than 30m. The Tableland woodlot has potential to meet these significance requirements. The other mapped woodlands, which appear to be hedgerows associated with agricultural fields, are unlikely to be considered Significant, per Section 2.2.48 c-d “*the woodland does not meet criteria in section 2.2.45 [size/location]; the woodland is a cultural and regenerating woodland...*”.

#### Watercourses and Drainage Features

Pursuant to O. Reg. 179/06 the LSRCA regulates lands adjacent to watercourses and drainage features, as indicated by Regulated Lands mapping. It is anticipated that a headwater drainage feature assessment will be necessary to determine the hydrological significance and management recommendations for the two tributaries. Additionally, development adjacent to the tributaries should address fish community and include a determination of thermal regime, and if works are proposed within regulated lands, may require a permit under the from the Lake Simcoe Region Conservation Authority. The Whitchurch-Stouffville OP outlines a 30-m minimum vegetated buffer applied from the edge of the bank full channel for cool / cold water systems. Any works that may affect Fish Habitat would also be subject to review under the Fisheries Act. Typical activities such as road crossings / buried service (i.e. sewers, watermains, removal of drainage features etc.), storm-water outlets, etc. would be subject to the review.



## Wetlands

The LSRCA also regulates lands adjacent to wetlands under O. Reg. 179/06, as identified through regulated lands mapping. One mapped wetland is identified through LSCRA mapping, east of Highway 404 and just north of Vivian Road which appears to be associated with the Tableland Woodlot. There are four small wetlands which appear to be associated with the larger wetland complex to the east and/or intermittent/permanent streams mapped in the area, these wetlands will need to be confirmed through detailed site assessment, and may require assessment for significance through an EIS, based on criteria found in the Provincial Policy Statement (PPS), Region of York OP (2016), and the Town of Whitchurch-Stouffville OP (2017).

## Greenbelt

A proposal for development within 120 m of a KNHF or KHF anywhere within the Protected Countryside requires a natural heritage evaluation and hydrological evaluation. This evaluation would identify a Vegetation Protection Zone for significant features. This zone can range from anywhere between 30 m to 120 m depending on the expected impacts of the proposed works. An EIS will be required to define the limits of these features and appropriate buffers.

## Species at Risk

Eastern Meadowlark / Bobolink: The cultural meadow habitats within the proposed Davis PSEZ's has low breeding habitat suitability for these species.

Eastern Wood-Pewee: The tableland woodland adjacent to Highway 404 within the proposed Davis PSEZ's has moderate breeding habitat suitable for this species. Forest clearings and edges of deciduous and mixed forests are typically required. As a species of Special Concern, they do not receive habitat protection and have no legislative setback requirements, though protection of their habitat is encouraged.

Butternut: There were no records of Butternut identified in the NHIC database, however this species is known to the general area. A detailed survey for Butternut during the leaf-on period (May 15 – August 31) is recommended to determine presence/absence where tree removals are planned.

SAR Bats: The tableland woodlot presents potential to contain SAR bat habitat, that is habitat for Eastern Small-footed Myotis, Little Brown Myotis, Northern Myotis, and Tri-colored Bat. Removal or impact to this woodlot be proposed, an assessment for SAR bat habitat is recommended, and consultation with MECP may be required.

Blanding's Turtle: Wetlands within the proposed Davis PSEZ are limited in size but the much larger wetland complexes to the east and west are within the normal geographic range of Blanding's so it is possible that the species is present in the area. This Threatened species may be found within tributaries or wetlands in the proposed PSEZ, however these smaller wetlands are unlikely to be significant habitat for the species. Blanding's Turtle habitat surveys, including basking surveys, are recommended for development within 120m of wetlands in this proposed PSEZ.

Snapping Turtle and Midland Painted Turtle: These Special Concern species may find suitable habitat within the tributaries or wetlands on the proposed Davis PSEZ. As a species of Special Concern, they do not receive habitat protection and have no legislative setback requirements, though protection of their habitat is encouraged.

## 6.2 VANDORF

The proposed Vandorf PSEZ is located primarily within the Greenbelt, with a designation of Protected Countryside. There is one area, the parcel south of Aurora Road that abuts Highway 404, that is part of the Oak Ridges Moraine Countryside Area. The proposed PSEZ is predominantly active agricultural land, with a Significant Environmental



Area in the northern parcel, which projects from part of the Greenbelt NHS to the north. This area contains LSRCA regulated lands, a permanent stream which may support fish habitat, and an unevaluated wetland which may complex with the adjacent Bogart Creek PSW, should an evaluation be completed. This Significant Environmental Area would be subject to an EIS, should development within 120m of the feature be proposed, based on criteria found in the Provincial Policy Statement (PPS), Region of York (2016) and Town of Whitchurch-Stouffville (2017). There is one mapped woodland, which appears to be a hedgerow associated with an agricultural field and is not of sufficient size to provide suitable habitat for typical woodland species. There are no Areas of Natural Scientific Interest (ANSIs).

### Significant Environmental Area

The Town of Whitchurch-Stouffville Buffer Requirement (Section 3.4.7.2) for development within 120m of a Significant Environmental Area requires an EIS to determine the extent of the environmental buffers, the form they take and the uses permitted within the buffer area. Minimum Environmental Buffer Areas outlined in the OP are as follows: wetlands (50m), woodlands (30 m), watercourses and fish habitat (30m), coldwater streams (50m), and valley/stream corridors (10m). Development proposed in this area should be preceded by detailed field surveys such as Ecological Land Classification, botanical inventories, fish and aquatic habitat assessment, wetland delineation, tree surveys etc, to determine the extent of the natural features in the area, in order to inform setback requirements.

### Watercourses and Drainage Features

The LSRCA regulates lands adjacent to watercourses, wetlands and drainage features under O. Reg. 179/06, as indicated by the Regulated Lands mapping on Figure 2. The regulated lands within the proposed Vandorf PSEZ are primarily related to the Bogart Creek PSW to the north, as well as the tributary/wetland arm of the PSW that extends south into the proposed PSEZ. Development within regulated lands would be subject to permit requirements of the LSRCA under O. Reg 179/06. The presence of Largemouth Bass and Pumpkinseed suggest a warm water regime in Bogart Creek downstream of the site, however, development adjacent to the tributary should address fish community through an EIS, and include a determination of thermal regime, as the Whitchurch-Stouffville OP outlines a 50m environmental buffer from the edge of the bank full channel for cool / cold water systems, or 30m for warm water regimes, for watercourses abutting an Environmentally Sensitive Area.

Any works that may affect Fish Habitat would also be subject to review under the Fisheries Act. Typical activities such as road crossings / buried service (i.e. sewers, watermains, removal of drainage features etc.), storm-water outlets, etc. would be subject to the review.

### Wetlands

The LSRCA also regulates lands adjacent to wetlands under O. Reg. 179/06, as identified as LSRCA regulated lands on the attached mapping. There is one wetland, associated with the southern projection of the Bogart Creek PSW, in the proposed PSEZ. Should development be proposed for this area, the extent of this wetland, and the extent of wetlands on adjacent properties with the potential to overlap the proposed Vandorf PSEZ (north and north-east boundaries), should be determined through an EIS.

### Greenbelt

A proposal for development within 120 m of a KNHF or KHF anywhere within the Protected Countryside requires a natural heritage evaluation and hydrological evaluation. This evaluation would identify a Vegetation Protection Zone for significant features. This zone can range from anywhere between 30 m to 120 m depending on the expected impacts of the proposed works. This policy applies to the Bogart Creek PSW complex and riparian



corridor in the northeast corner of the proposed Vandorf PSEZ, which consists of a permanent watercourse (a tributary to Bogart Creek), riparian/wetland vegetation, and the area within 120 m of the NHS. Additional field work and consultation with the Town and regulatory agencies will be necessary to define the limits of the KNHFs and KHF within the NHS on the proposed Vandorf PSEZ.

### Species at Risk

Barn Swallow: The Proposed Vandorf PSEZ appears to contain buildings such as barns and accessory structures that could provide nesting habitat. Given that the observation for this species was recorded (eBird, 2019) during breeding season, development proposed that includes removal of structures, a nest search is recommended prior to removal. Breeding Bird surveys are also recommended to verify habitat use.

Bobolink: The abundance of agricultural land and cultural meadows provides low quality habitat opportunities for these species. Breeding Bird surveys are recommended where cultural meadows or margins of agricultural fields >5ha in size are to be impacted.

Butternut: No Butternut were recorded on NHIC, however there is potential for this species to be present in hedgerows within the PSEZ or on woodland edges adjacent to the PSEZ. A detailed survey for Butternut during the leaf-on period (May 15 – August 31) is recommended to determine presence/absence where development is planned.

Blanding's Turtle: This species may find suitable habitat within creek or wetlands on the proposed Vandorf PSEZ as it is directly connected to the Bogart Creek Wetland PSW to the north, and is within the normal geographic range of Blanding's Turtle. Blanding's Turtle habitat surveys, including basking surveys, are recommended for development within 120m of wetlands in this proposed PSEZ.

Eastern Small-footed Myotis, Little Brown Myotis, Northern Myotis, and Tri-colored Bats: There are no large woodland areas identified in the proposed Vandorf PSEZ to provide potential for SAR bat habitat. SAR bat habitat is likely present to the north, as part of the Bogart Creek Wetland Complex, and may be within the 120m area of the PSEZ boundary. Should removal or impact to this woodlot be proposed, an assessment for SAR bat habitat is recommended, and consultation with MECP may be required.

## 6.3 GORMLEY

The proposed Gormley PSEZ is located within the Oak Ridges Moraine, consisting of lands designated Countryside Area and Rural Settlement Area. Land use in the proposed Gormley PSEZ is primarily agricultural, with some areas of industrial/commercial development. Berczy Creek and a tributary to Berczy Creek are present in the proposed PSEZ, and have been identified by DFO as SAR fish habitat. Two Provincially Significant Wetlands, the Rouge River headwater wetland complex and the Bruce & Berczy Creek Wetland Complex abut the boundaries of the proposed PSEZ. Three woodlands appear to meet significance criteria under the ORMCP. There are no Areas of Natural Scientific Interest (ANSIs).

### Woodlands

The Town of Whitchurch-Stouffville OP outlines that an Environmental Impact Study (EIS) is required for development within 50-m of the staked edge of woodlands, which would provide recommendations for appropriate vegetation protection zones. Under the York Region OP, the woodlands would require assessment for significance through a detailed EIS, subject to criteria provided in Section 2.2.45. The ORMCP specifies minimum vegetative buffer zones for significant woodlands of 30m, and specifies that a Natural Environment Assessment is required within 120m, which would address the significance of the features. The majority of the mapped woodlands in the proposed Gormley PSEZ appear to be hedgerows associated with agricultural fields and are unlikely to be



considered Significant under ORMCP guidelines; development that would impact features designated YR-OP woodlands should include a detailed evaluation of significance to ensure compliance with ORMCP policies. Three woodland areas appear to meet significance criteria under the ORCMP; this should be confirmed through Natural Environment Assessment, which would be triggered should development be proposed within 120m.

### Watercourses and Drainage Features

Berzy Creek is known to be a warm water system, and Redside Dace are known to be present in the reaches of the tributary south of Stouffville Road, within the proposed PSEZ. Development adjacent to this area should confirm fish community and thermal regime determination, as the Whitchurch-Stouffville OP outlines a 50m environmental buffer from the edge of the bank full channel for cool / cold water systems, or 30m for warm water regimes, for watercourses abutting an Environmentally Sensitive Area. Consultation with MECP and DFO should be undertaken to confirm the presence of occupied habitat or contributing habitat for Redside Dace in this reach. Confirmed presence may require detailed fluvial analysis to determine meander belt which has setback implications for development. Habitat regulation for this species identifies protected habitat as the meander belt width, as well as the vegetated area or agricultural lands within 30 m. For the purpose of this due diligence exercise, WSP took a conservative approach and assumed that the reach within the Proposed Gormley PSEZ is occupied habitat. Protected habitat on the attached figure is shown using a 100-m meander belt with a 30-m buffer on each side; however, the extent of the protected habitat would be based on consultation with MECP, DFO, and the results of the fluvial analysis (if deemed necessary).

Any works that may affect Fish Habitat would also be subject to review under the Fisheries Act. Typical activities such as road crossings / buried service (i.e. sewers, water mains, removal of drainage features etc.), storm-water outlets, etc. would be subject to the review.

Along Bethesda Side Rd to the North, and where Berzy Creek flows south along the east portion of the PSEZ, there is overlap of TRCA regulated lands into the proposed PSEZ. In addition, TRCA regulations apply to the reach of the tributary south of Stouffville Road. O. Reg 166/06 would apply to the watercourse, the associated riparian and wetland habitats. The extent of TRCA Regulated Lands are shown on Figure 3. It is anticipated that a permit will be required to undertake development or site alteration within the regulated area in the proposed Gormley PSEZ.

Watercourses traversing the Gormley Secondary Plan area are protected by a maximum of a 30m vegetative buffer zone along both streambanks, unless otherwise approved as part of the Master Drainage Plan or site-specific studies, such as an EIS. Appropriate setbacks of proposed development adjacent to features subject to erosion, slope instability, and flooding shall require further investigation, to the satisfaction of the Toronto Region Conservation Authority.

### Wetlands

Pursuant to O. Reg. 166/06 the TRCA regulates lands adjacent to wetlands. In the southwest area of the proposed PSEZ, the Bruce & Berzy Creek Wetland Complex is excluded from the boundaries, however overlap of TRCA regulated lands, and the 120m Area of Influence appear to overlap the boundary. Within the proposed PSEZ, small wetlands are mapped as associated with the tributary to Berzy Creek south of Stouffville Road. TRCA's policy recognizes a 15m setback from wetland edges. As these features are located within the Oak Ridges Moraine, a setback of 30m is typically required for wetlands. The Gormley Lands designated "Open Space-Environmental" under the Gormley Secondary Plan area (WS-OP) are subject to the "Significant Environmental Area" provisions. Wetlands in the proposed PSEZ along the tributary, as well as wetlands associated with Berzy Creek that are close to the boundaries, may require a more conservative setback of 50m, subject to an EIS.



## Oak Ridges Moraine and Greenbelt

A proposal for development within 120 m of a KNHF, such as potentially significant woodlands on or adjacent to the proposed PSEZ or KHF anywhere within the Countryside Area, such as the tributary watercourse south of Stouffville Road requires a natural heritage evaluation and hydrological evaluation. This evaluation would identify a Vegetation Protection Zone for significant features. This zone can range from anywhere between 30 m to 120 m depending on the expected impacts of the proposed works. An EIS will be required to define the limits of these features and appropriate buffers.

## Species at Risk

Barn Swallow: The Proposed Gormley PSEZ provides buildings such as barns that provide nesting opportunities for this species. Development proposed that includes removal of structures such as barns, bridges or culverts where nesting may occur, a nest search is recommended prior to removal. Breeding Bird surveys are also recommended to verify habitat use.

Chimney Swift: The industrial/historical areas of this PSEZ are likely to contain structures with large, open chimneys with potential breeding habitat. Breeding Bird surveys and a nesting potential survey are recommended to verify habitat use where these structures are planned for removal.

Bobolink and Eastern Meadowlark: The proposed PSEZ has an abundance of agricultural lands which have low suitability for these species. Where development has the potential to impact grassy fields or meadows greater than 5 hectares (ha), a Breeding Bird survey is recommended to verify habitat use.

Blanding's Turtle: This Threatened species may find suitable habitat within creek or wetlands. Blanding's Turtle habitat surveys, including basking surveys, are recommended for development within 120m of wetlands in this proposed PSEZ.

Jefferson Salamander: The wetlands/ swamps and woodlands present in and adjacent to this PSEZ provide potential for habitat opportunities for this species. Spring salamander surveys searches are recommended for development adjacent to wetlands.

Butternut trees are common on forest edges and hedgerows of agricultural fields. No Butternut were recorded on NHIC, however a detailed survey for Butternut during the leaf-on period (May 15 – August 31) is recommended to determine presence/absence, should tree removal be proposed.

Eastern Small-footed Myotis, Little Brown Myotis, Northern Myotis, and Tri-colored Bats: There are no larger woodland areas identified in the proposed PSEZ to provide potential for SAR bat habitat, however habitat is potentially present in adjacent areas, such as treed swamps associated with the Berczy Creek Wetland Complex and the Bruce and Berczy Creek Wetland Complex. Trees within 120m of potential habitat should be assessed for potential bat habitat to inform removal timing.

Snapping Turtle, Midland Painted Turtle may find suitable habitat within the tributary or wetlands in the area. However as Special Concern species, they do not receive habitat protection and have no legislative setback requirements, though protection of their habitat is encouraged.

Monarch are likely to find suitable habitat in the cultural meadows/agricultural field margins of this area, particularly where Milkweed is abundant. However as Special Concern species, they do not receive habitat protection and have no legislative setback requirements, though protection of their habitat is encouraged.



Redside Dace: If the tributary is confirmed as occupied Redside Dace habitat, a permit will be required for development or site alteration within protected habitat. Consultation with MECP and DFO are recommended for any development within the 120m area of influence of the tributary south of Stouffville Road.

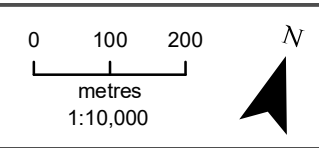
## 7.0 CLOSING

In summary, this report provides a preliminary determination of the potential constraints associated with the ecological features in the proposed Davis, Vandorf, and Gormley PSEZ locations in the Town of Whitchurch-Stouffville. Setbacks presented are conservative and are based on the policy review in Section 3.0 of this memo; there is potential for refinement of setback areas surrounding the ecological features based on the findings of detailed site investigations, Environmental Impact Studies, and consultation with LSRCA, MECP, MNRF, and the Town based on the current policies and legislation.

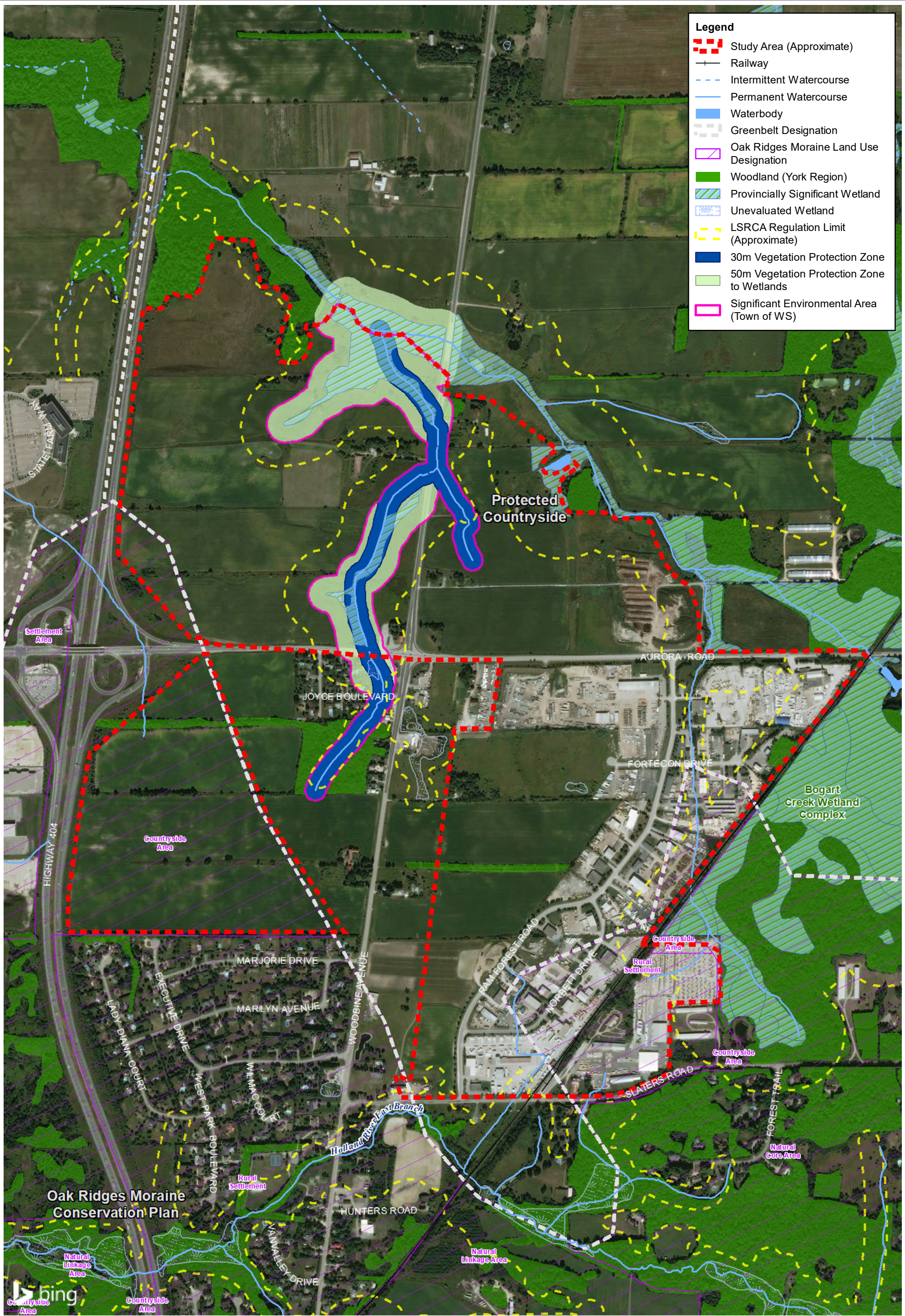
WSP Ref# 19M-00972-00

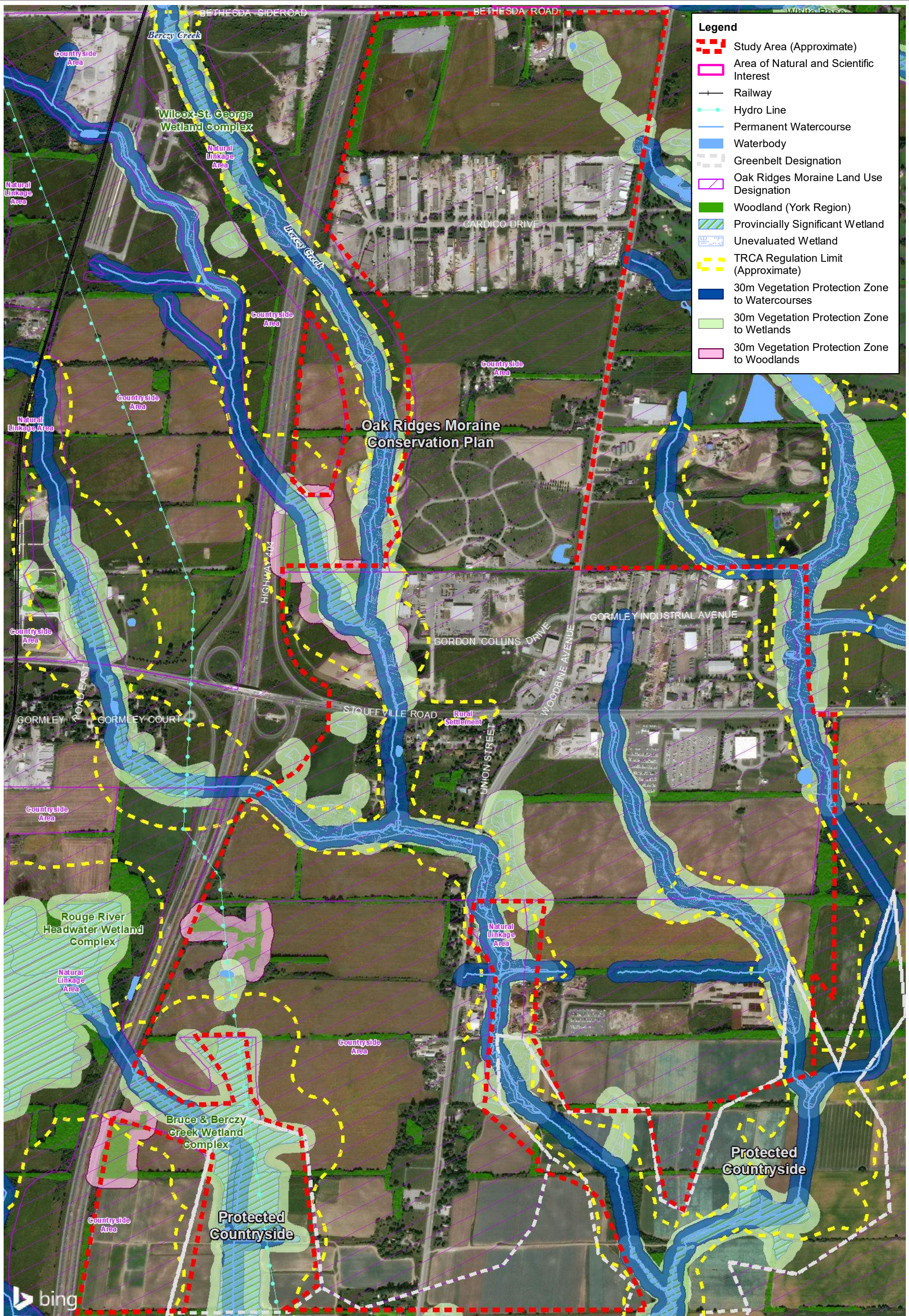


**WHITCHURCH STOUFFILLE**  
Davis Drive Employment Area  
**Constraints**



Date: September 2019  
Project No: 19M-00972-00  
Figure No: 1





**Legend**

- Study Area (Approximate)
- Area of Natural and Scientific Interest
- Railway
- Hydro Line
- Permanent Watercourse
- Waterbody
- Greenbelt Designation
- Oak Ridges Moraine Land Use Designation
- Woodland (York Region)
- Provincially Significant Wetland
- Unevaluated Wetland
- TRCA Regulation Limit (Approximate)
- 30m Vegetation Protection Zone to Watercourses
- 30m Vegetation Protection Zone to Wetlands
- 30m Vegetation Protection Zone to Woodlands



**APPENDIX I  
PSEZs LANDOWNER  
PRESENTATION**



Vandorf

Lemonville

Preston Lake

# Highway 404 Corridor:

## Provincially Significant Employment Zones

Gormley

### Landowner's Meeting

Town of Whitchurch-Stouffville  
Development Services

OFFICIAL  
PLAN  
REVIEW



July 18, 2019





### 13. Resolutions from Council

#### 1. Resolution from Councillor Kroon, re: Employment Growth Along Highway 404

Moved by Councillor Kroon  
Seconded by Councillor Bartley

Whereas the Town of Whitchurch-Stouffville continues to vigorously support the intent and application of both the Greenbelt Act (2005) and the Oak Ridges Moraine Conservation Act (2001); and

Whereas the "countryside area" or "protected countryside" designations in the Oak Ridges Moraine Conservation Plan (2017) and Greenbelt Plan (2017) respectively are not sensitive environmental areas; and

Whereas all lands along the 400-series highways are very attractive to industrial development due to their ease of access to the highway network; and

Whereas not all industrial developments are a threat to the environment; and

Whereas permitting clean industrial development will not only help create jobs, but also recoup cost of the investment in and recapture the value of the 400-series highways; and

Whereas the Town of Whitchurch-Stouffville has a significant amount of land along Highway 404, that are highly attractive for employment growth; and

Whereas the Town of Whitchurch-Stouffville is in desperate need for employment growth.

Therefore be it resolved, that the Province of Ontario be requested to consider designating appropriate lands abutting a 400-series highway in the GTHA "Provincially Significant Employment Areas"; and

That the Province of Ontario be requested to amend all its applicable land use plans to permit and encourage clean industrial development on the lands designated "countryside area" or "protected countryside" generally abutting a 400-series highway, and

That the Province of Ontario be further requested to direct all affected municipalities to give high priority to servicing these lands; and

That staff be directed to report back with a detailed proposal for the Gormley lands along Highway 404 within the Town of Whitchurch-Stouffville for Council consideration and Provincial approval.

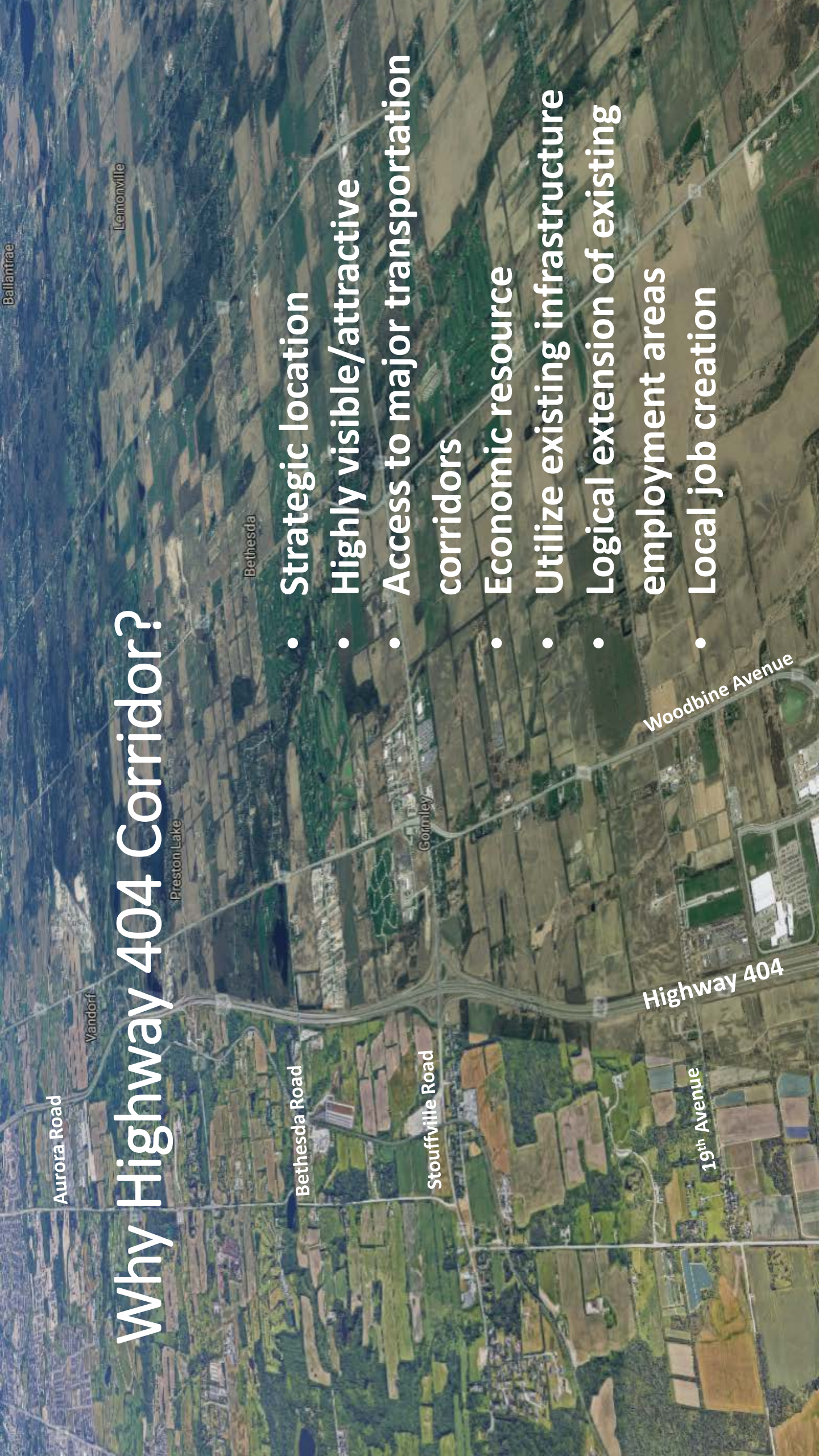
Carried

# Background

- Town Council Resolution, December 2018
- Proposed Growth Plan Amendment, January 2019
- Town comments on Proposed Growth Plan, February 2019
- Regional Council Resolution, March 2019
- New Growth Plan, May 2019:
  - Did not identify any PSEZs in the Town
  - Province committed to reviewing requests and may identify additional PSEZs in Fall, 2019

# Why Highway 404 Corridor?

- Strategic location
- Highly visible/attractive
- Access to major transportation corridors
- Economic resource
- Utilize existing infrastructure
- Logical extension of existing employment areas
- Local job creation



# Policy Framework

## “A Place to Grow”

- Promotes economic development.
- Municipalities are to “designate and preserve lands” within settlement areas located near major good movement facilities and corridors, including major highway interchanges.
- Minister may identify additional PSEZs.
- Region’s MCR to allocate growth and assess need for settlement expansions.
- **Current policy framework does not provide sufficient flexibility for the Town to designate additional employment lands (i.e., MCR).**

Provincially Significant Employment Zones:

*“Areas defined by the Minister in consultation with affected municipalities for the purpose of long-term planning for job creation and economic development. Provincially significant employment zones can consist of employment areas as well as mixed-use areas that contain a significant number of jobs.”*

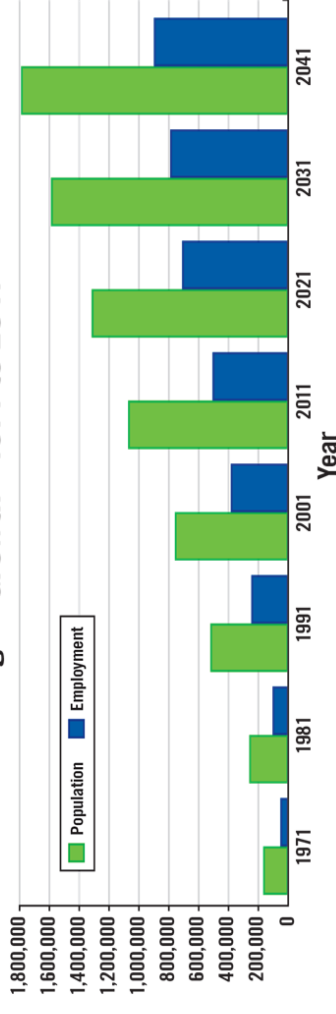
York Region’s population is expected to grow from

1.2 MILLION in 2017 to 1.8 MILLION in 2041

York Region’s employment is expected to grow from

621 THOUSAND in 2017 to 900 THOUSAND in 2041

York Region Growth - 1971 to 2041





Search: Find address or place

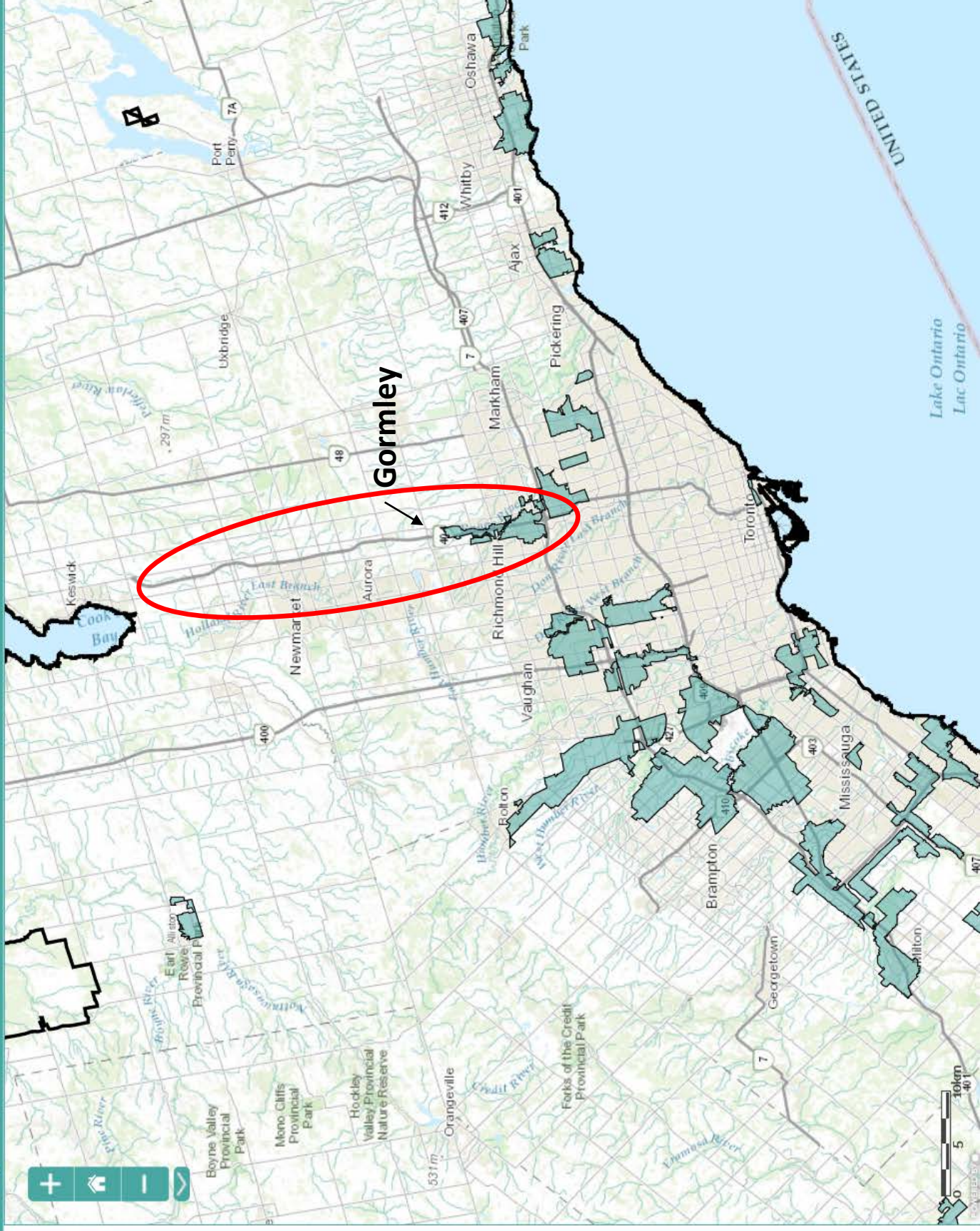
Details

As part of [A Place to Grow: Growth Plan for the Greater Golden Horseshoe](#), the Minister released a new policy framework for protecting employment areas that are critical to the region's economy. These changes provide flexibility by allowing municipalities to consider employment area conversions prior to the municipal comprehensive review while ensuring protections are in place to protect key employment areas as needed.

To ensure important employment areas are not converted during this window, the province introduced a policy that allows the Minister to identify [provincially significant employment zones](#) which are employment areas that cannot be converted prior to the municipal comprehensive review without a more comprehensive assessment approved by the province.

### In addition to the mouse you may:

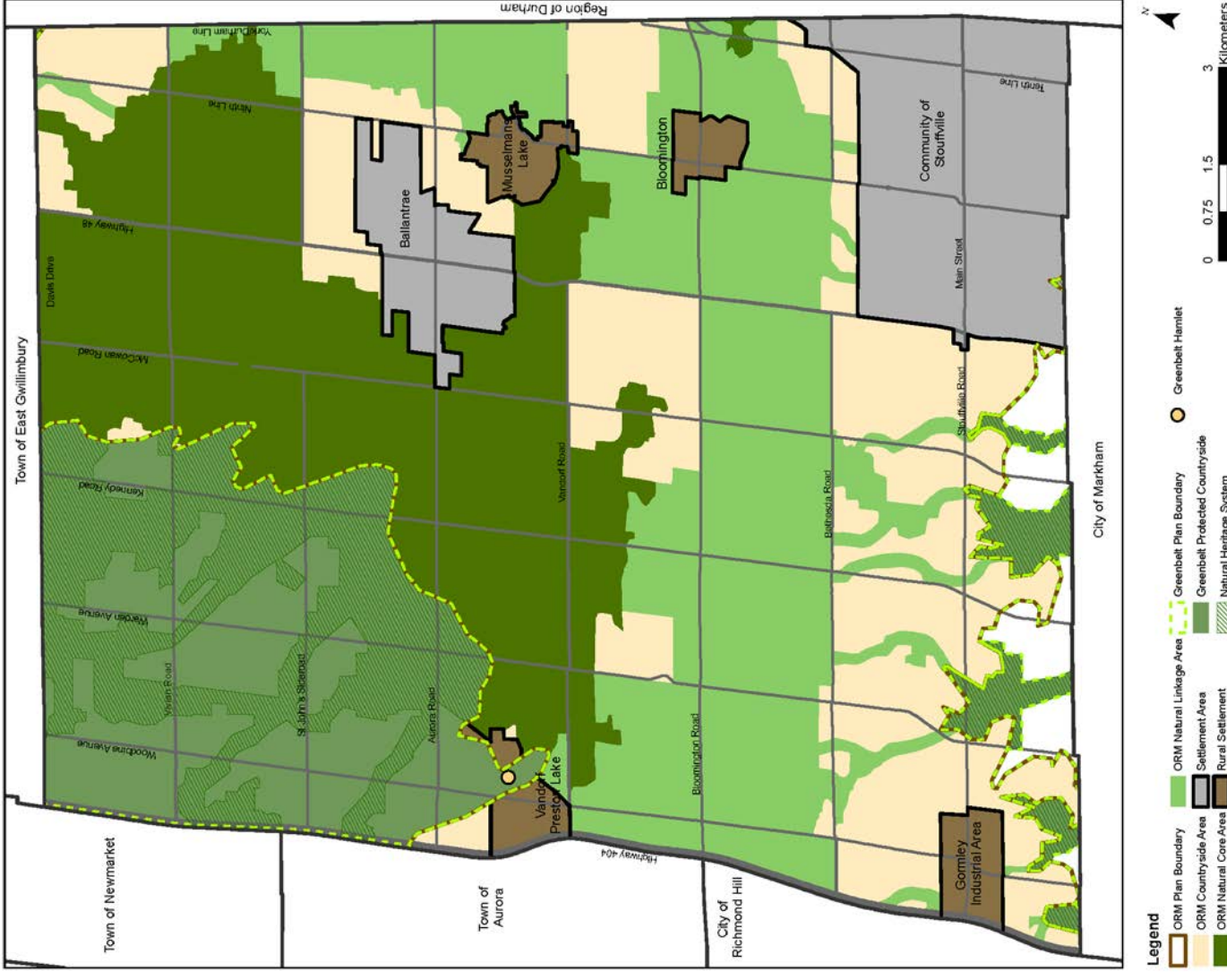
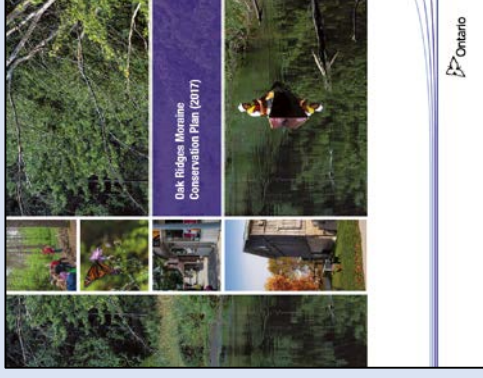
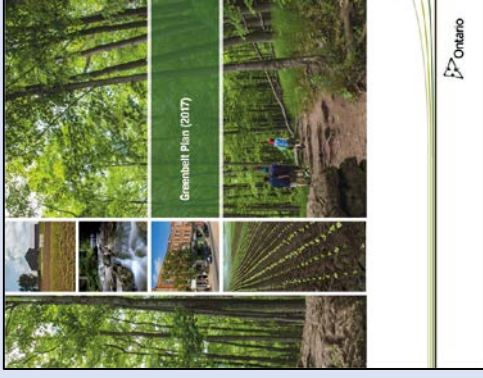
- Use **Tab** key to navigate from item to item.
- Use **SHIFT Tab** to navigate backwards.
- Hit **SPACE bar** to toggle a focused check box.
- Press **ENTER** to activate the focused item.
- Press **Alt + Arrow-Down** to expand a combo box.
- Use **Alt** with a number to fast navigate (hint will display).
- Use **ESCAPE** to go to the parent of the focus



# Policy Framework

## Greenbelt Area

- Official Plans must conform to Greenbelt Plan and Oak Ridges Moraine Conservation Plan:
- Natural heritage system
- Agricultural system
- Additional criteria on settlement area expansions



# York Region Official Plan

## Municipal Comprehensive Review

- The MCR is a process that the Region is undertaking to update their official plan to conform to the Growth Plan.
- Anticipate Regional Council Adoption by end of 2020.
- Region's MCR to provide policy direction on:
  - growth allocations to the local municipalities
  - need for settlement boundary expansions
  - employment area conversions
  - employment density targets



# Town's Official Plan Review

- Updates to the Town's Official Plan are required:
  - Conform to Provincial Plans
  - Conform to Region's new Official Plan
  - Direct growth and development to 2041
- Last comprehensive update in 2004
- Official Plan is required to be updated within 1 year of approval of the Region's new Official Plan

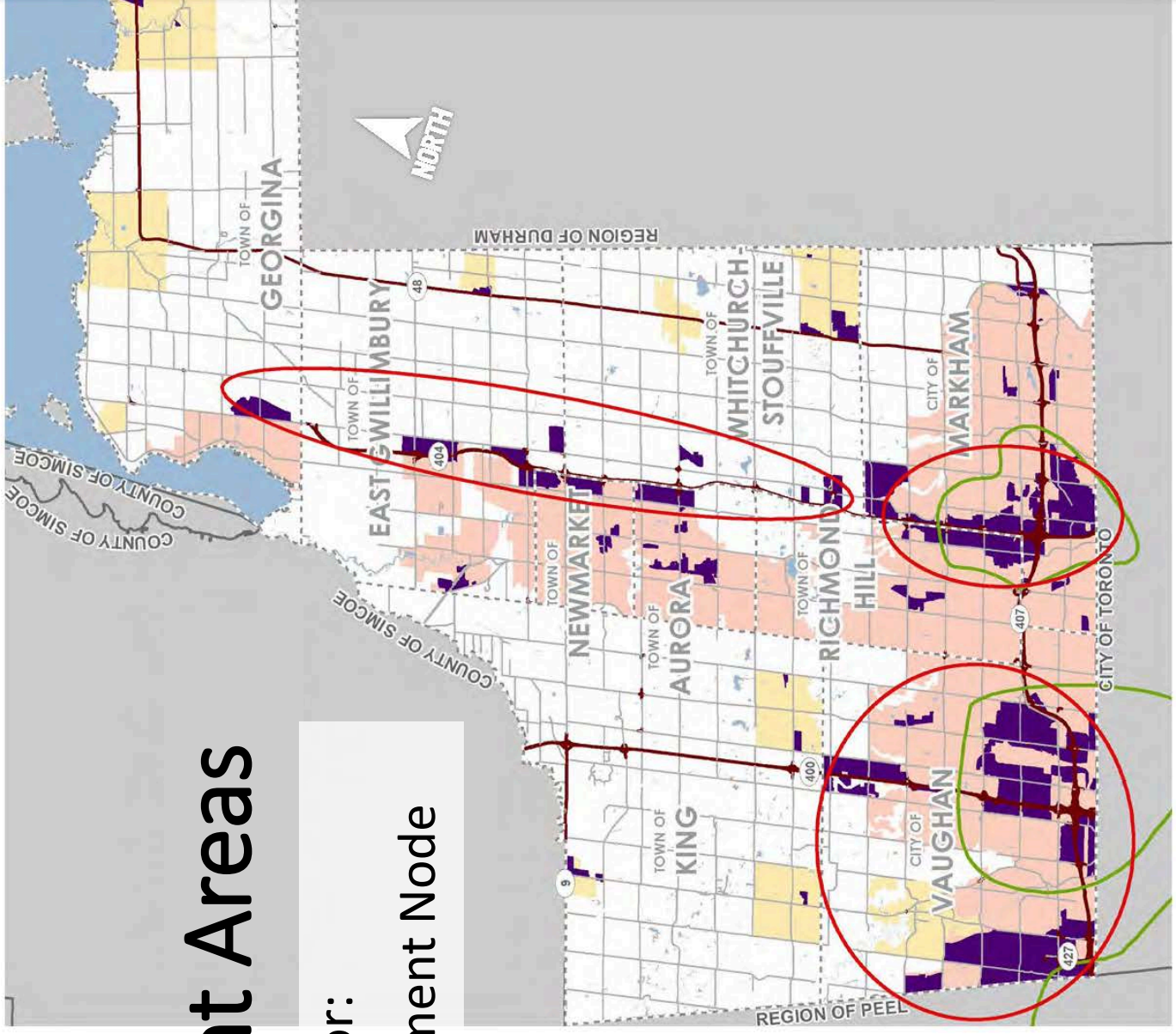


[www.townofws.ca/opr](http://www.townofws.ca/opr)

# Existing Employment Areas











Highway 404 Corridor:

York Region Employment Node



# YORK REGION

## EMPLOYMENT AREAS, 2017

-  EMPLOYMENT AREA BOUNDARY
-  NEPTIS MEGAZONE BOUNDARY
-  YORK REGION EMPLOYMENT NODE
-  TOWNS and VILLAGES
-  URBAN AREA
-  LAKE/RIVER
-  HIGHWAY
-  ROAD
-  RAILWAY
-  MUNICIPAL BOUNDARY
-  REGIONAL BOUNDARY



Produced by: The Regional Municipality of York,  
 Planning and Economic Development, Corporate Services  
 April 2019  
 Data: © Queen's Printer for Ontario 2003-2019

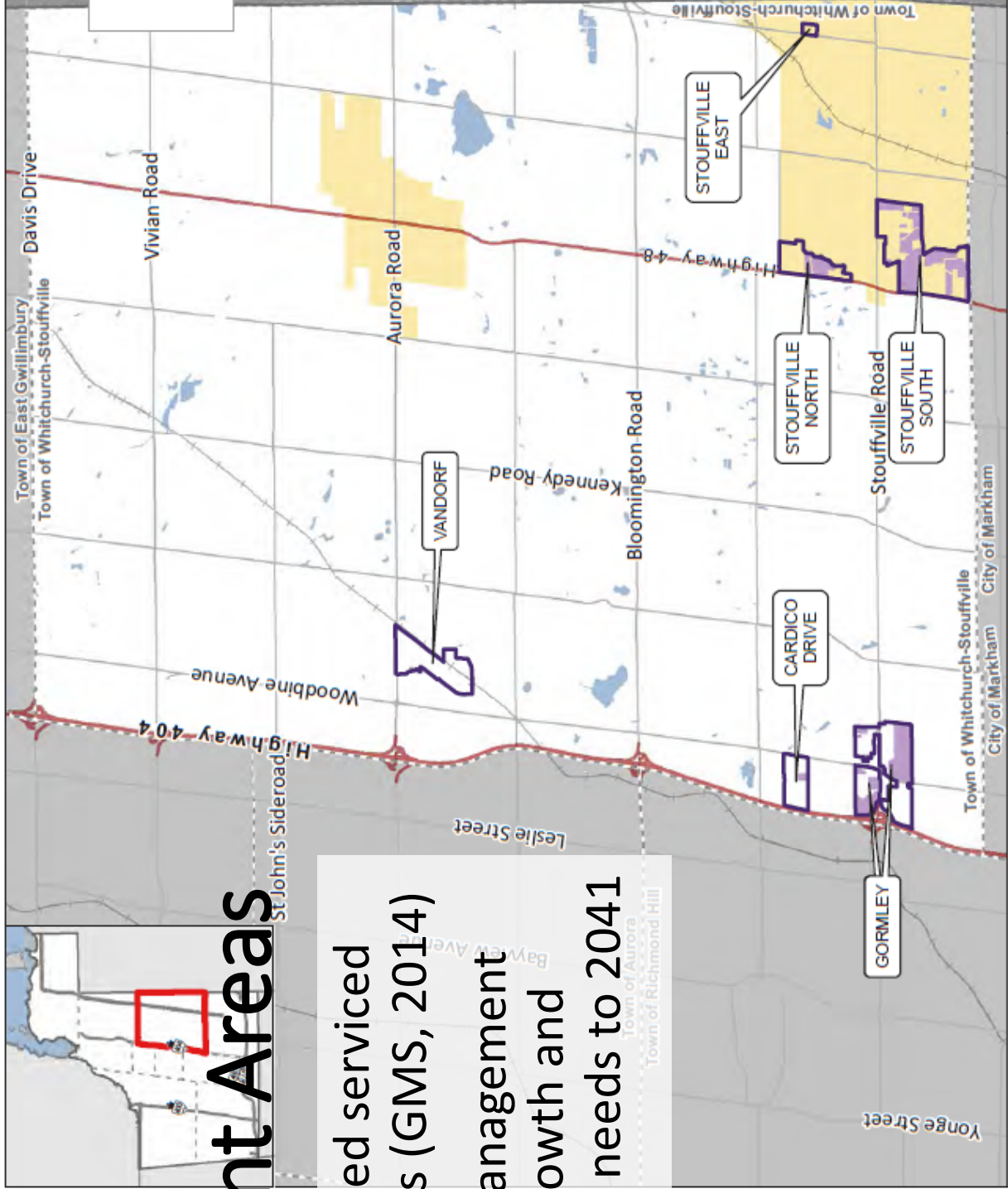
Note: Employment area boundaries are subject to change through the Regional Municipal Comprehensive Review and Land Needs Assessment.



# Existing Employment Areas

- Need for designated serviced employment lands (GMS, 2014)
- Town's Growth Management Study to assess growth and employment land needs to 2041

**2017 Vacant Employment Land**  
119 net hectares



**TOWN OF WHITCHURCH-STOUFFVILLE**  
York Region 2017 Vacant Employment Land Inventory

Produced by:  
The Municipality of York  
Planning and Economic Development,  
Corporate Services  
March 2018  
Data © Queen's Printer for Ontario  
2003-2018

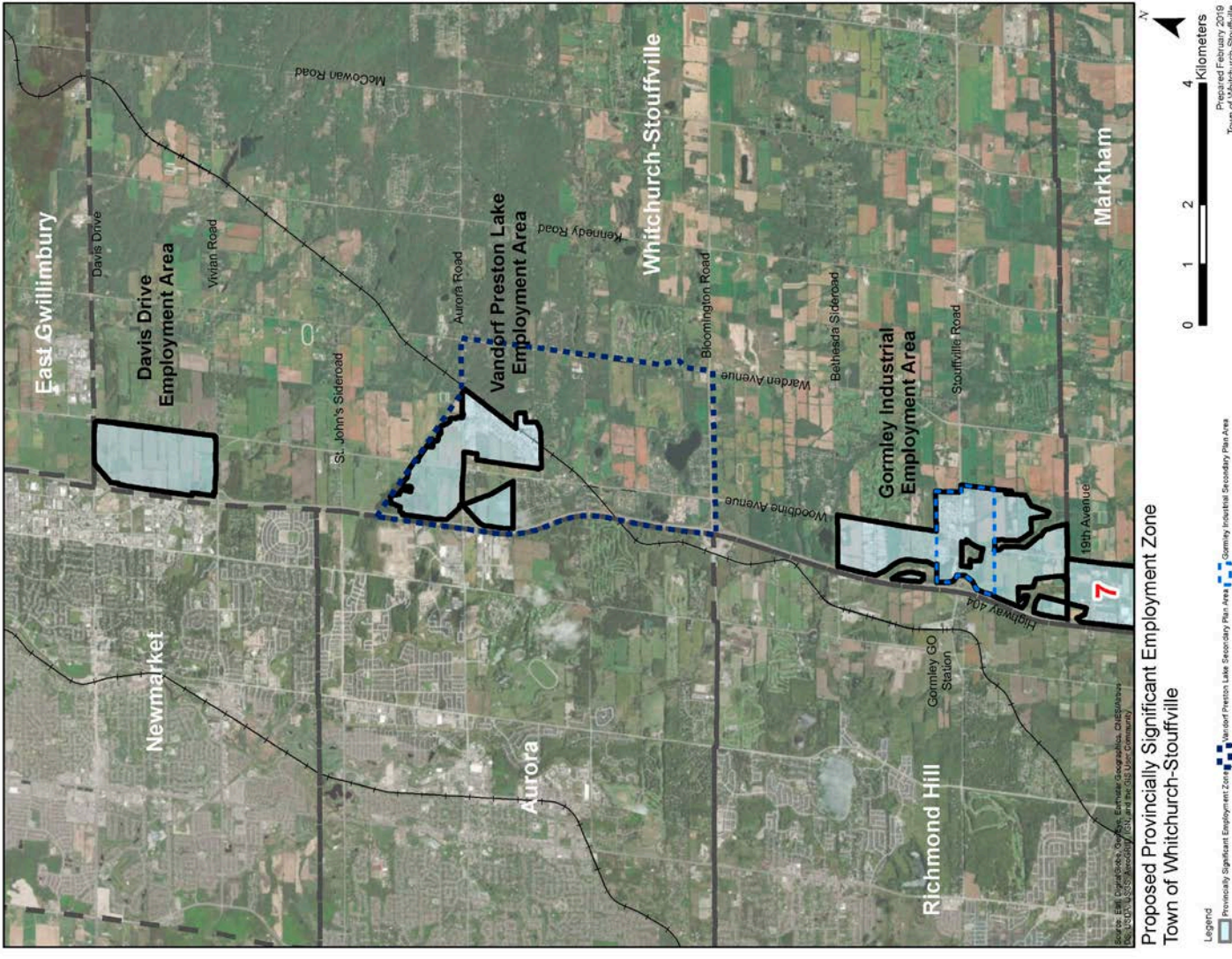
**Legend**

- Employment Area
- Boundary
- Vacant Parcels
- Towns and Villages
- Urban Area
- Highway
- Road
- Railway
- Municipal Boundary
- Regional Boundary
- Lake/River

Scale: 0 1 2 Km

# Proposed Provincially Significant Employment Zones

- Town requested the Province to identify 3 PSEZs:
  - Gormley (Stouffville Road)
  - Vandorf Preston Lake (Aurora Road)
  - Davis Drive (Davis Drive & Vivian Road)
- Located at key interchanges
- Least sensitive environmental areas
- May accommodate “clean” industrial development on full municipal services (office and business park uses)
- Large contiguous parcels
- Includes existing designated employment areas

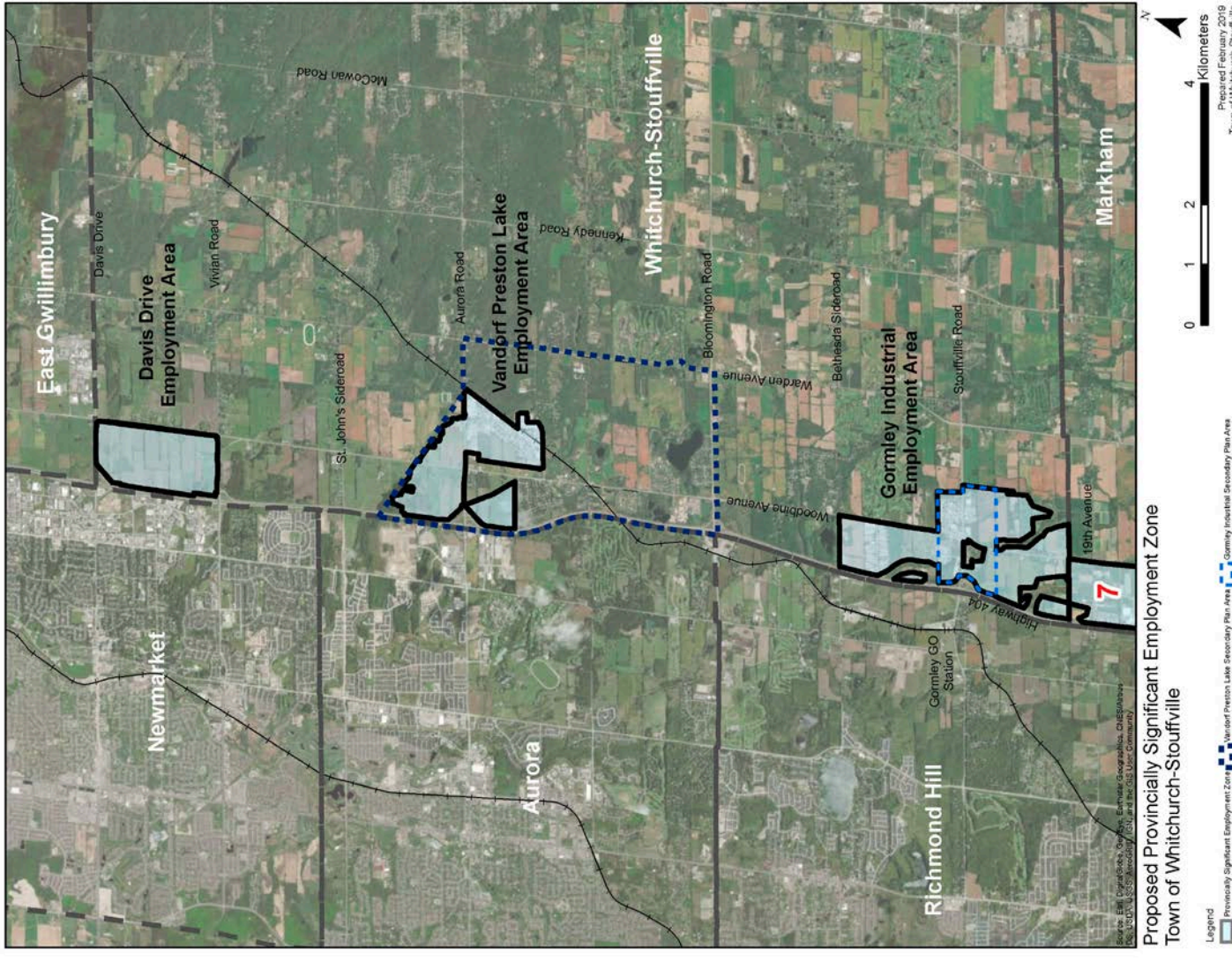






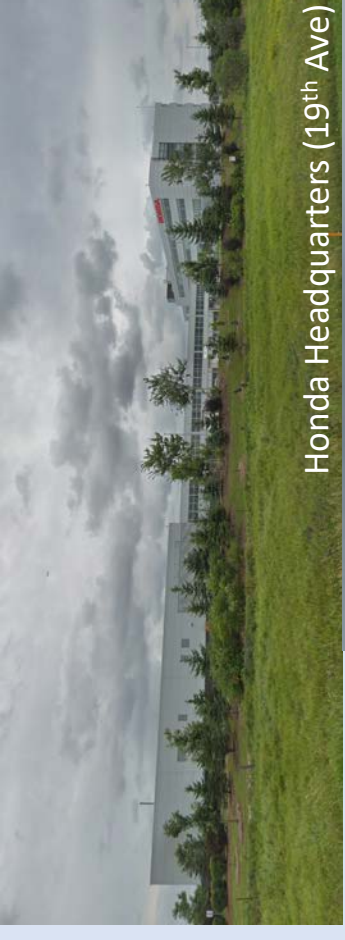
# Submission to Province

- Growth Management Study (on-going):
  - Justify need for additional employment lands
  - Assess employment potential
  - Assess fiscal impact (tax base, development charges)
  - Assess suitability of lands (environmental evaluation)
- Servicing Investigations:
  - Assess opportunities for providing full municipal services
- Landowner/Development Interest



# Landowner Request

- Express support for identification of additional PSEZs
- Identify employment development interest:
  - Letters of interest/intent
  - Long-term development plans
  - Major employment uses
  - Type of employment (GFA, number of jobs)
- Sensitive to existing residential areas



Honda Headquarters (19<sup>th</sup> Ave)



BMW Centre (Major Mackenzie)



Dejardins Office (Aurora Rd)



GE GRID IQ Global Innovation Centre



# Thank you

## Contact:

**Meaghan Craven MCIP RPP, Manager, Planning Policy**

e: [meaghan.craven@townofws.ca](mailto:meaghan.craven@townofws.ca)

p: 905-640-1910 Ext. 2359

**Randall Roth MCIP RPP, Senior Policy Planner**

e: [randall.roth@townofws.ca](mailto:randall.roth@townofws.ca)

p: 905-640-1910 Ext. 2260

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PLAN  
R E V I E W



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**APPENDIX J**  
**LANDOWNER DEVELOPMENT**  
**INTEREST SUBMISSIONS**  
**(REDACTED)**



**APPENDIX K**  
**ECONOMIC ASSESSMENT**



Proposed

# GORMLEY PSEZ ECONOMIC ASSESSMENT



Office of Economic Development  
Corporate Services



Proposed

# GORMLEY PSEZ ECONOMIC ASSESSMENT

## Goals

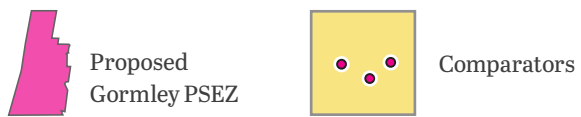
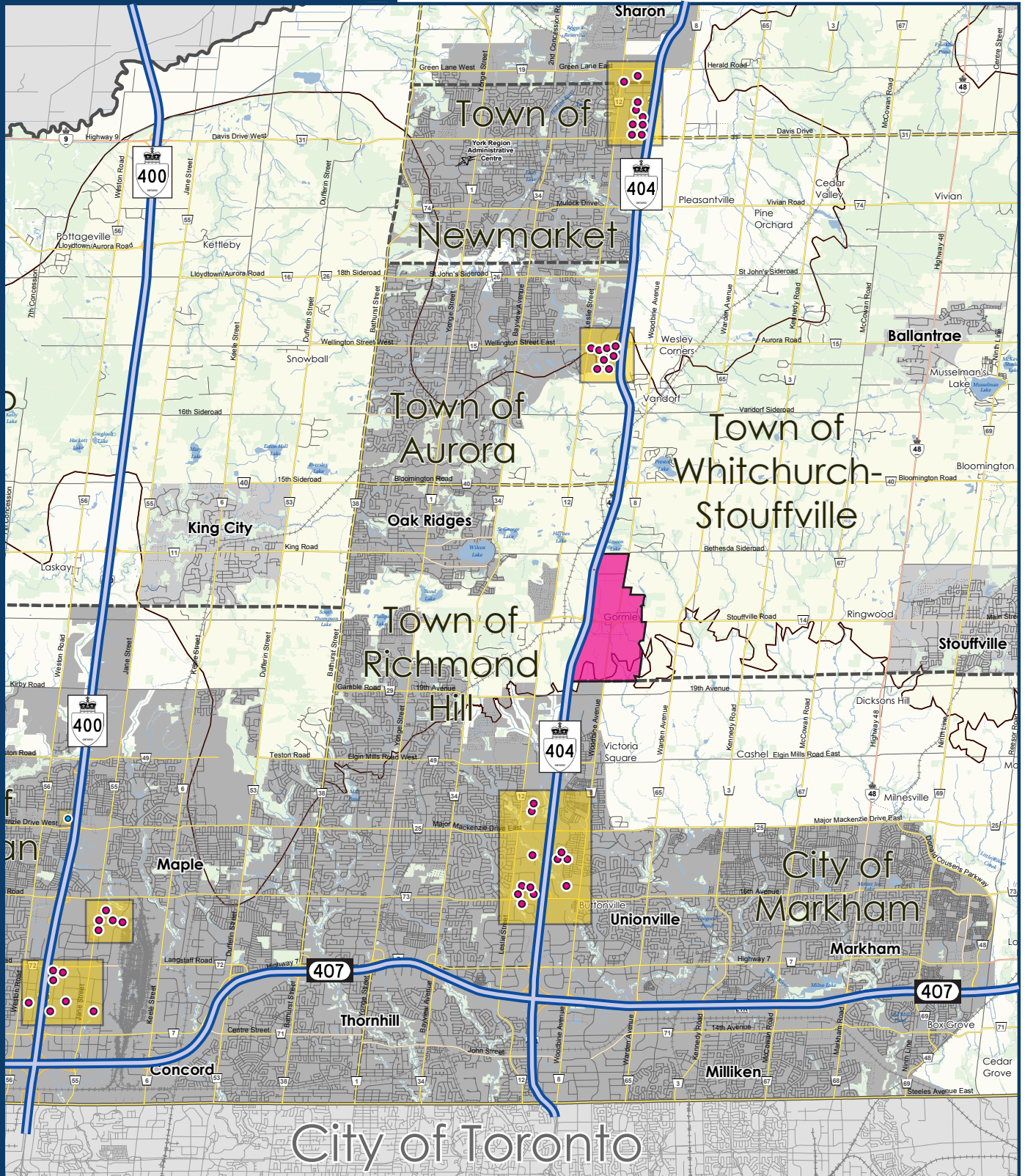
The purpose of the Gormley PSEZ Economic Assessment is to predict how the proposed employment area may be developed with the provision of full municipal services. The “measuring stick” for this assessment is Direct Impact: Jobs, Payroll, and Property Taxes. This assessment has the following goals:

- 1** Identify employment land *comparison sites* near interchanges along the Highway 404 and Highway 400 corridors, specifically north of Highway 407 in search of the best comparables.
- 2** Analyze the *comparison sites* to form a series of assumptions, such as industry type, average lot size, job creation, income production, and property tax generation. Provide a visual demonstration of the findings within the proposed Gormley PSEZ.
- 3** Estimate the total direct impact at full development of new employment lands within the proposed Gormley PSEZ on full municipal services.
- 4** Compare the direct impact of serviced employment land with existing “dry land” (unserviced) industrial. Is the land covered by a building, or by outdoor storage - and which one generates the greatest impact?
- 5** Assess the redevelopment potential of existing dry land industrial in Gormley by using the direct economic impact assumptions from above.
- 6** Conclude with the total estimated direct economic impact of the proposed Gormley PSEZ and Gormley existing dry land industrial redevelopment at full build out.

Proposed

# GORMLEY PSEZ ECONOMIC ASSESSMENT

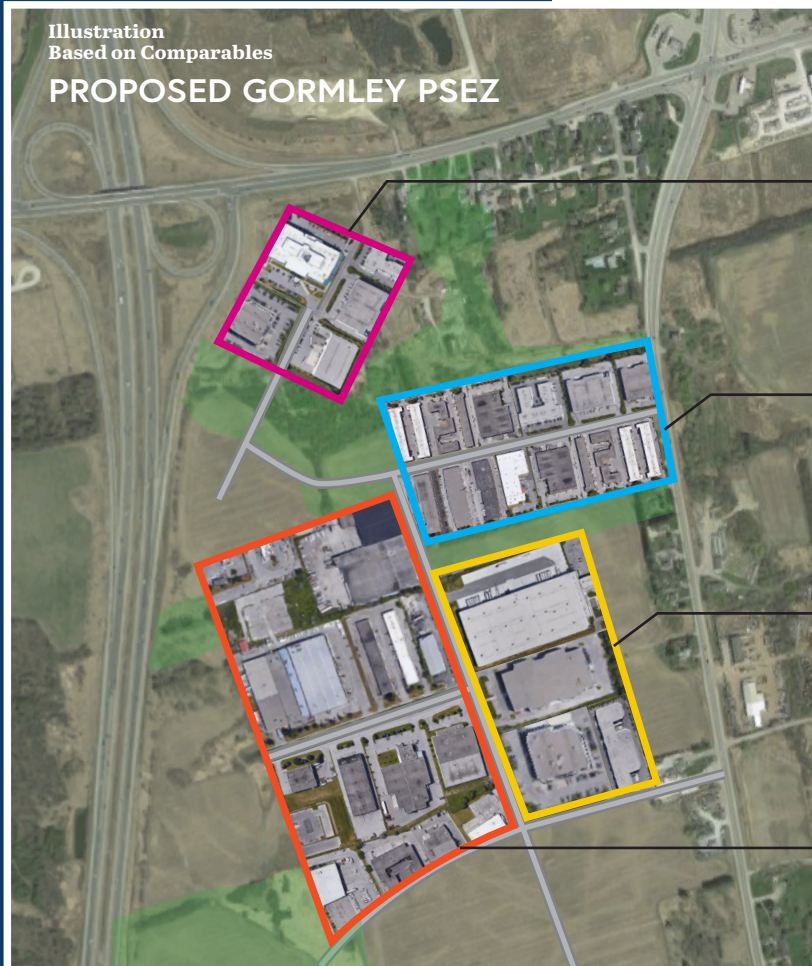
**GOAL:** Identify employment land *comparison sites* near interchanges along the Highway 404 and Highway 400 corridors, specifically north of Highway 407 in search of the best comparables.



Proposed

# GORMLEY PSEZ ECONOMIC ASSESSMENT

**GOAL:** Analyze the *comparison sites* to form a series of assumptions, such as industry type, average lot size, job creation, income production, and property tax generation. Provide a visual demonstration of the findings within the proposed Gormley PSEZ.



**Major Office**  
**13%** 45 Jobs Per Acre

**Industrial Condos**  
**28%** 28 Jobs Per Acre

**Warehousing**  
**23%** 18 Jobs Per Acre

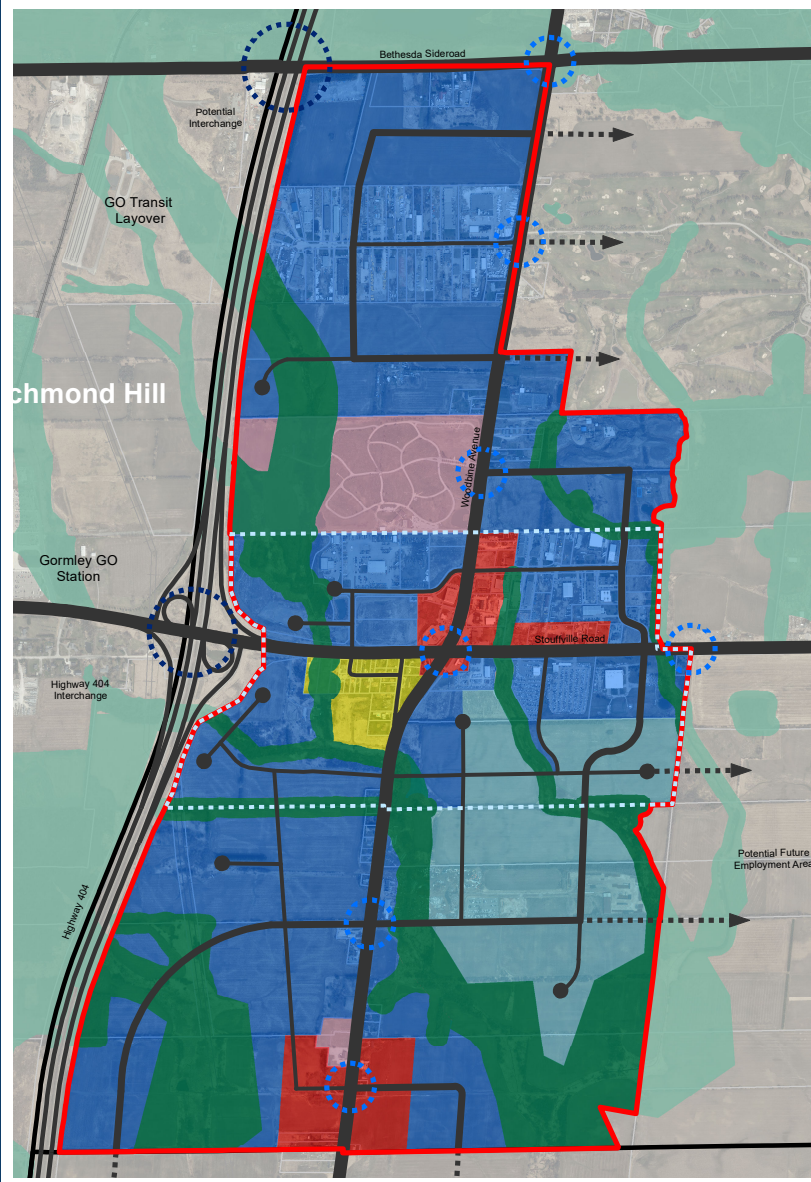
**Standard Industrial**  
**38%** 16 Jobs Per Acre

## AVERAGE

**Lot Size:** 3 Acres Lots  
**Jobs Per Acre:** 17 Jobs Per Acre  
**Total Property Tax Per Acre:** \$40,778 Property Tax Per Acre  
**Payroll Per Acre:** \$988,636 Payroll Per Acre  
**PSEZ New Net Developable:** 530 Total Net New Acres

Proposed  
**GORMLEY PSEZ  
ECONOMIC ASSESSMENT**

**GOAL:** Estimate the total direct impact at full development of new employment lands within the proposed Gormley PSEZ on full municipal services.



**530 New Net Acres  
DIRECT IMPACT  
Gormley PSEZ**

**177**  
Number of new 3-acre  
employment lots created

**9,010**  
New Jobs Created

**\$21,612,340**  
Total New Annual Property Tax

**\$523,977,080**  
New Annual Payroll Generated

Proposed

# GORMLEY PSEZ ECONOMIC ASSESSMENT

**GOAL:** Compare the direct impact of serviced employment land with existing “dry land” (unserviced) industrial. The most common observation is lot coverage - is land covered by a building, or by outdoor storage - and which one generates the greatest impact?



90 Acres  
**DRY INDUSTRIAL**

Cardico Drive,  
Whitchurch-Stouffville

**\$64 Million**  
COMMERCIAL ASSESSED VALUE

**\$1.1 Million**  
ANNUAL PROPERTY TAX COLLECTIONS

**864 Jobs**  
ESTIMATED TOTAL EMPLOYMENT

**\$21.2 Million**  
ANNUAL PAYROLL



90 Acres  
**SERVICED EMPLOYMENT LANDS**

Harry Walker Pkwy South,  
Newmarket

**\$119 Million** 1.8x more  
COMMERCIAL ASSESSED VALUE

**\$2.3 Million** 2x more  
ANNUAL PROPERTY TAX COLLECTIONS

**1,530 Jobs** 1.7x more  
ESTIMATED TOTAL EMPLOYMENT

**\$88.9 Million** 4x more  
ANNUAL PAYROLL

Proposed

# GORMLEY PSEZ ECONOMIC ASSESSMENT

**GOAL:** Assess the redevelopment potential of existing dry land industrial in Gormley by using the direct economic impact assumptions from above.



**203 Net Acres**  
**DIRECT IMPACT**  
**Gormley Existing Dry Land**

**1,941** <sup>+1,480</sup>  
**Current Jobs**      **Serviced = 3,421**

**\$2.5M** <sup>+\$5.7M</sup>  
**Current Annual Property Tax**      **Serviced = \$8.2M**

**\$47.9M** <sup>+\$152.7M</sup>  
**Current Annual Payroll Generated**      **Serviced = \$200.6M**

Proposed

# GORMLEY PSEZ ECONOMIC ASSESSMENT

**GOAL:** Conclude with the total estimated direct economic impact of the proposed Gormley PSEZ and Gormley existing dry land industrial redevelopment at full build out.

It is interesting to note that *payroll* generation is the greatest beneficiary of municipal services, often increasing by a multiple of 4 times - meaning, greater job density and higher paid jobs. Other direct impact factors are roughly doubled by the provision of servicing.

## 530 Net Acres DIRECT IMPACT Gormley PSEZ

# 10,490

**New Jobs Created**

# \$27.3M

**Total New Annual Property Tax\***

# \$677.5M

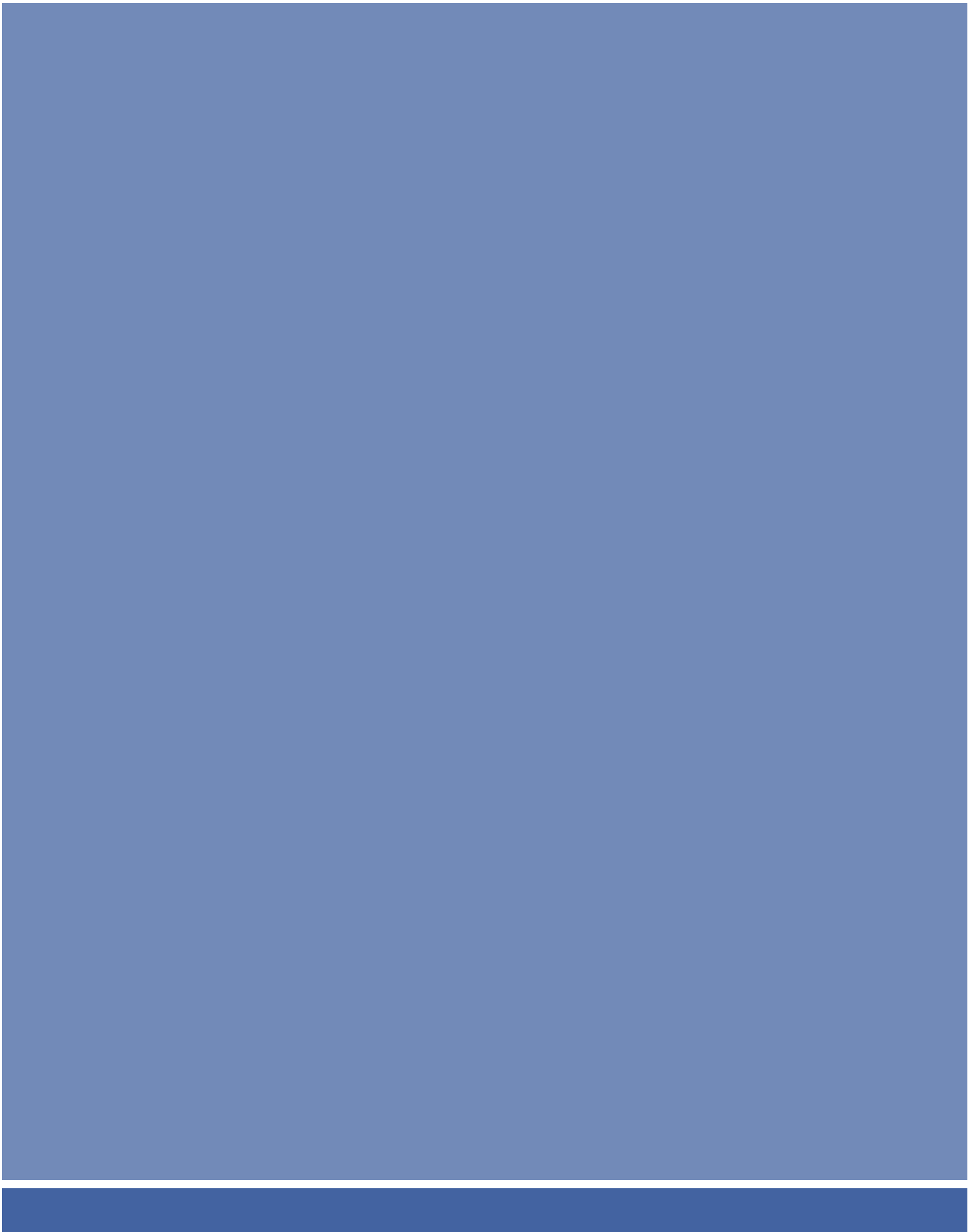
**New Annual Payroll Generated**

\*Total Property Tax refers to Municipal, Regional and School Board combined

### Sources

PSEZ Report, W-S Planning Services  
Taxes and Assessment, Real Property Tax Analytics  
Job Numbers, York Region Employment Survey  
Business Comparables, YorkMaps  
Area Measurements, W-S Maps/GIS  
Employee Wages by Industry, StatsCan  
Dry Land Industrial Studies, W-S Econ Dev  
Aerial Photography, Google Earth

**APPENDIX L**  
**GORMLEY URBAN SETTLEMENT**  
**AREA BOUNDARY EXPANSION &**  
**GREENBELT ENHANCEMENT**



**Report No. DS-052-19 Gormley Urban Settlement Area Boundary Expansion for Employment Growth and Greenbelt Enhancement (D08)**

Moved by Councillor Sherban  
Seconded by Councillor Kroon

- 1) That Council endorse Staff Report DS-052-19 and direct staff to continue discussions with the Province and York Region to adjust the Greenbelt Area boundary for employment growth along the Highway 404 corridor; and
- 2) That Council direct staff to seek the required Provincial and Regional approvals respectively regarding the adjustments to the Greenbelt Area boundary and the addition of lands to the urban settlement area; and
- 3) That Council direct staff to request an undertaking of a joint Municipal Class Environmental Assessment with the Region of York and the City of Markham to determine the most preferred solution for extending full municipal services to support employment growth in the area; and
- 4) That this Report be forwarded to the Minister of Municipal Affairs and Housing, the Region of York and the City of Markham for their information.

Carried

**12. Notices of Motion/Motions for Which Notice Has Been Given**

None

**13. Resolutions from Council**

None

**14. By-laws**

Moved by Councillor Smith  
Seconded by Councillor Bartley

That Council read the following by-laws a first, second, third time and passed:

2019-105-RD being a By-law to provide for the numbering of buildings along highways and for affixing numbers to the buildings (135 Mostar Street, formerly part of 5769 Main Street)



## Town of Whitchurch-Stouffville Council Report

Item 7

---

**Subject:** Gormley Urban Settlement Area Boundary Expansion for Employment Growth and Greenbelt Enhancement (D08)

**Staff Report No.** DS-052-19

**Department:** Development Services

**Date:** October 22, 2019

---

### **Recommendation:**

- 1) That Council endorse Staff Report DS-052-19 and direct staff to continue discussions with the Province and York Region to adjust the Greenbelt Area boundary for employment growth along the Highway 404 corridor; and
- 2) That Council direct staff to seek the required Provincial and Regional approvals respectively regarding the adjustments to the Greenbelt Area boundary and the addition of lands to the urban settlement area; and
- 3) That Council direct staff to explore the possibility of undertaking a joint Municipal Class Environmental Assessment with the Region of York and the City of Markham to determine the most preferred solution for extending full municipal services to support employment growth in the area; and
- 4) That this Report be forwarded to the Minister of Municipal Affairs and Housing, the Region of York and the City of Markham for their information.

### **1. Purpose:**

The purpose of this Report is to seek Council direction to continue discussions with the Province and York Region to adjust the Greenbelt Area boundary to facilitate a northerly expansion of the urban settlement area boundary in the City of Markham to the northern limit of the existing Gormley Industrial Secondary Plan Area in the Town of Whitchurch-Stouffville for employment growth, as well as undertake a joint Municipal Class

Environmental Assessment to determine the preferred solution for extending full municipal services to the area.

## **2. Executive Summary:**

The Highway 404 corridor provides a valuable strategic economic resource, which has not been utilized to its full potential. The current Provincial planning framework does not provide sufficient flexibility for the Town to designate additional strategic employment lands.

This Report outlines a preliminary proposal to adjust the Greenbelt Area boundary in order to facilitate employment growth along the Highway 404 corridor. It proposes approximately 153 ha of employment area, between the existing Gormley Industrial Secondary Plan area and the City of Markham, to be transferred from the Greenbelt Area to urban settlement area, while transferring a similar amount of land from the Town's "Whitebelt" areas to the Greenbelt Area. It further proposes that the existing Gormley Industrial Secondary Plan Area be redesignated from rural settlement area to urban settlement area. This adjustment will allow the Town to meet its forecasted employment growth to the 2041 planning horizon and bring full municipal servicing to the area.

Town staff is seeking Council direction to undertake further analysis and consultation to determine which of these "Whitebelt" areas may be most appropriate for inclusion within an enhanced Greenbelt Area and pursue all available options for designating an additional employment area with full municipal services.

## **3. Background:**

The Highway 404 corridor provides a valuable strategic economic resource to the Province, the Region of York, and the Town, which to date has not been utilized to its full potential. The current Provincial planning framework does not provide sufficient flexibility for the Town to designate additional strategic employment lands, and Provincial intervention is required to realize these economic development opportunities.

The Town of Whitchurch-Stouffville has been proactively working to promote its economic development objectives and investment readiness by pursuing the provision of full municipal services to the Town's existing employment areas, and the designation of additional employment areas along the Highway 404 corridor.

On December 11, 2018, Town Council passed a resolution requesting the Province to consider designating appropriate lands abutting the Highway 404 corridor as "Provincially Significant Employment Areas" within the Town of Whitchurch-Stouffville. It is a strategic priority of Council to advance the servicing and development of the Town's proposed Provincially Significant Employment Zones (PSEZs) and identify potential expansion areas for employment area development.

In January 2019, the Province released Proposed Amendment 1 to the Growth Plan and introduced a framework to identify and protect “Provincially Significant Employment Zones” across the Greater Golden Horseshoe. On February 19, 2019, Town Council endorsed [Staff Report DS-006-019](#) regarding the Town’s comments on Proposed Amendment 1 to the Growth Plan which recommended that:

*“Council request the Minister of Municipal Affairs and Housing to extend the proposed Provincially Significant Employment Zone along the Highway 404 corridor to include the Gormley Industrial Area, Vandorf Preston Lake Employment Area, and the proposed Davis Drive Employment Area...” (Attachment #1).*

[Staff Report DS-006-019](#) also provided comments to the Province which reiterated the need for greater flexibility in contemplating settlement area boundary expansions within the Greenbelt Area, provided the lands were not identified as Natural Core Area or Natural Linkage Area within the ORMCP, or the Natural Heritage System identified in the Greenbelt Plan. It is recognized that the Countryside Areas identified in the Oak Ridges Moraine Conservation Plan (ORMCP) provides for a buffer area between settlement areas and Natural Core Areas and Natural Linkage Areas, and the Countryside Areas do not comprise significant environmental features or linkage areas. It was staff’s comment that settlement area boundary expansions should be contemplated within the Countryside Areas of the ORMCP, particularly within lands adjacent to the Highway 404 corridor which are ideally suited for future employment development and would support Provincial policies to designate and preserve lands adjacent to major transportation corridors for employment uses and promote economic development and competitiveness.

Furthermore, these comments are consistent with [Staff Report #5](#) which Council endorsed on May 19, 2015, as the Town’s comments on the Province’s 2015 Coordinated Review of the Provincial Plans. The Town’s comments emphasized the need for permitting logical settlement area boundary expansions that are arbitrarily constrained by the restrictive policies of the ORMCP and the Greenbelt Plan. The Report also contemplated a framework for “growing the Greenbelt” by recommending that a process be established for swapping “Whitebelt” areas within the Town to facilitate opportunities for adjusting the Countryside or Protected Countryside Area boundaries in order to accommodate logical settlement area boundary expansions.

On March 21, 2019, York Region Council supported the Town’s request and unanimously passed a similar resolution requesting the Province to designate the three areas identified on Attachment #1 as PSEZs in the Town, under the new Growth Plan.

In addition, on August 27, 2019, Town Council passed a motion to request the Region to *“aggressively plan, design and construct infrastructure to support employment growth along the Highway 404 corridor in the Town of Whitchurch-Stouffville.”*

In September 2019, Mayor Lovatt and CAO Rob Adams met with Minister Clark and senior Regional staff to discuss the potential Gormley Employment Expansion Area and

opportunities for enhancing and expanding the Greenbelt Area within the Town's existing "Whitebelt" areas, in exchange for an equivalent amount of additional employment area lands being designated within the Greenbelt Area. The Whitebelt areas generally include agricultural lands within the Town which are located outside of the Province's Greenbelt Area, and are generally viewed as the most appropriate areas for considering potential settlement area boundary expansions. Within the Town, the Province's ORMCP and Greenbelt Plan comprise the Province's Greenbelt Area. The Provincial Plan land use designations and resulting Whitebelt areas within the Town are shown on Attachment #2.

In November 2019, Town staff will be meeting with Provincial and Regional staff to further discuss the rationale for identifying these three areas as PSEZs under the Growth Plan, as part of the Province's work plan to assess municipal requests for modifying and/or identifying new PSEZs.

#### **4. Analysis and Options:**

The following section outlines some considerations for enhancing the Greenbelt Area to facilitate an expansion to the Gormley Industrial Secondary Plan Area. This includes a preliminary assessment of the extent of the potential employment area expansion and the existing Whitebelt lands in relation to the Town's preliminary employment land needs to the year 2041. Furthermore, this section outlines recommendations and next steps for further assessment of the employment expansion area and considerations for potential adjustments to enhance the Greenbelt Area.

##### **4.1 Potential Gormley Employment Expansion Area**

As part of Town Council's resolution of December 11, 2018, Council directed staff to report back with a detailed proposal for an employment area expansion surrounding the Gormley lands along the Highway 404 corridor. Town staff prepared a preliminary Concept Plan for the potential Gormley Employment Expansion Area which is shown in Attachment #3. The Concept Plan was presented at a landowner's meeting on July 18, 2019 to discuss the Province's framework for identifying additional areas as PSEZs under the Growth Plan, and to understand landowner interests in developing employment uses within the Town's proposed PSEZs.

Based on the preliminary Concept Plan for the potential Gormley Employment Expansion Area, Table 1 summarizes the land area in gross hectares that may be available for additional employment development.

**Table 1 – Employment Expansion Areas**

	<b>Proposed South Expansion Area (ha)</b>	<b>Potential Future North Expansion Area (ha)</b>	<b>Total Expansion Area (ha)</b>
Additional Employment Area	153.3	92.2	245.5
Existing Employment Area (Cardico Drive)	0.0	35.0	35.0
Existing Greenbelt Area	71.5	20.7	92.2
Non-Developable (i.e., cemetery, institutional, environmental lands)	7.6	40.6	48.2
Existing Whitebelt Area	14.1	0.0	14.1
<b>TOTAL Area</b>	<b>232.4</b>	<b>188.5</b>	<b>420.9</b>

The potential Gormley Employment Expansion Area could accommodate a total additional employment area of 245 gross ha, which consists of approximately 92 ha in the north expansion area and 153 ha in the south expansion area, of which, 14.1 ha comprise the Whitebelt area straddling Woodbine Avenue. As further discussed in Section 4.4, the proposed south Gormley Employment Expansion Area is the most preferable and logical location for a settlement area boundary expansion to accommodate the Town's employment area growth to the 2041 planning horizon.

#### **4.2 Enhancing the Greenbelt Area (Whitebelt Areas)**

The Whitebelt areas are identified on Attachment #2 and include predominately agricultural lands that are located outside of the Province's Greenbelt Area, which include the ORMCP and Greenbelt Plan. The Whitebelt areas are generally viewed as the most appropriate areas for considering potential settlement area boundary expansions, over lands located within the Greenbelt Area, subject to the settlement area boundary expansion and adjustment policies of the Province's Growth Plan.

Table 2 summarizes the land areas in gross hectares of the Whitebelt areas within the Town, which generally include portions of the lands between Stouffville Road and the municipal boundary.

**Table 2 – Whitebelt Areas**

	<b>Whitebelt Area (ha)</b>
1. Woodbine Avenue	14.1
2a. West of Warden Avenue (North)	20.4
2b. West of Warden Avenue (South)	3.8
3. East of Warden Avenue (North)	64.7
4. West of Kennedy Road	95.1
5. East of Kennedy Road (North)	12.4
6. East of Kennedy Road (South)	26.9
7. West of McCowan Road	43.0
8. East of McCowan Road	47.1
9. West of Highway 48	86.5
<b>TOTAL</b>	<b>414.0</b>

Whitebelt area #1 (14.1 ha) straddling Woodbine Avenue would not be considered in an enhancement to the Greenbelt Area, since these lands are already located within the proposed Gormley Employment Expansion Area. Furthermore, Whitebelt areas #8 and #9 (133.6 ha), located between McCowan Road and Highway 48, would not be considered in an enhancement to the Greenbelt Area, since these lands are located within the Town's Highway 48 Visioning Study Area, which will provide recommendations with respect to the long-term vision and potential land uses which may be considered for these lands.

The remaining Whitebelt areas, which amount to 266 ha, may provide suitable opportunities for enhancing the Greenbelt Area and should be further considered for any potential adjustments to the Greenbelt Area, in exchange for an equivalent amount of land being designated for employment area development within the proposed Gormley Employment Expansion Area.

Further analysis is required to determine which of these Whitebelt areas may be most appropriate for inclusion within an enhanced Greenbelt Area. The analysis will need to consider such factors related to:

- the identification of existing environmentally sensitive features, and associated buffer areas;
- the continuity and establishment of natural linkages with the Greenbelt Area and the natural heritage system;
- the existing land uses and land use compatibility;
- the agricultural capability of the land and agricultural fragmentation;
- the potential development opportunity and potential to accommodate future settlement area boundary expansions; and
- the existing parcel size and lot configuration, among other matters as deemed appropriate.

### 4.3 Employment Land Needs

The Town's [2014 Growth Management Strategy \(Step 1 Report\), April 7, 2014](#), identified a need for an **additional 84 gross hectares** of serviced employment land to the **2031 planning horizon**. As part of the Town's on-going Official Plan Review, the Town has retained Watson and Associates Economists Ltd. to undertake a Growth Management Assessment to identify population and employment forecasts and updated land needs for the Town to the 2041 planning horizon. The updated preliminary employment land needs for the Town are forecasted to be approximately **167 gross hectares** of serviced employment land that is required to the **2041 planning horizon**.

This work is intended to inform the Region's Municipal Comprehensive Review (MCR), as the Region is responsible for allocating population and employment growth to the local municipalities and justifying the need for any required settlement area boundary expansions, as per the Province's Growth Plan. The justification for designating additional employment lands within the Town will be an integral component in supporting a potential settlement area boundary expansion as part of the Region's MCR.

#### 4.4 Recommendations and Next Steps

Based on the preliminary employment land needs assessment, it is recommended that at this time, the Town pursue a settlement area boundary expansion to generally include the proposed employment expansion area located to the south of the existing Gormley Industrial Secondary Plan Area and bounded by Highway 404, the municipal boundary, and mid-block of Concession 4 between Woodbine Avenue and Warden Avenue, as shown on Attachment #3. The expansion shall also include a redesignation of the existing Gormley Industrial Secondary Plan Area from rural settlement area to urban settlement area to allow for the expansion of full municipal services to the area.

The south Gormley Employment Expansion Area is preferable for a settlement area boundary expansion to accommodate employment development to the year 2041 for a number of reasons, which include:

- The lands abut both existing and planned employment areas to the north (Gormley Industrial Area) and to the south in the City of Markham, which are designated Employment Area and Future Employment Area in the Markham Official Plan;
- The lands provide for a logical extension of employment development along the Highway 404 corridor which is supported by Provincial policy;
- The lands provide for the most logical and cost effective extension of full municipal services from the abutting urban settlement area in the City of Markham, and would provide the opportunity to extend full municipal services and facilitate development within the existing Gormley Industrial Secondary Plan Area;
- The majority of lands within the proposed south employment expansion area comprise the Countryside Area designation within the ORMCP. The lands designated Natural Core Area and Natural Linkage Area within the ORMCP, and the Natural Heritage System within the Greenbelt Plan, would remain protected within the Greenbelt Area;
- Within the proposed south employment expansion area there is opportunity to expand the Greenbelt Area by including significant environmental features as part of the Greenbelt Plan Natural Heritage System and/or the Natural Linkage Areas within the ORMCP;
- Certain existing land uses within the proposed south employment expansion area are industrial in nature and are not compatible with the Greenbelt Area, and may pose a risk to the environment. Such uses would transition over time to cleaner and more prestige employment uses on the basis of full municipal services;
- There are existing Whitebelt areas located within the proposed south employment expansion area which are currently suitable to accommodate a settlement boundary expansion;
- There is a sufficient amount of Whitebelt areas located elsewhere in the Town which could enhance the Greenbelt Area (by protecting more sensitive environmental features), while maintaining an equivalent amount of land within the Greenbelt Area; and
- The proposed south employment expansion area may be reasonably justified from a land needs perspective.

Based on the foregoing, Town staff is seeking Council direction on the following:

- To undertake further investigations and discussions with the Province and Region for advancing a settlement area boundary expansion to include the proposed south Gormley Employment Expansion Area;
- To redesignate the Gormley Industrial Area from a rural settlement area to an urban settlement area to provide a focus for more intensive future employment growth on full municipal services;
- To determine the most appropriate Whitebelt areas for enhancing the Greenbelt Area, to ensure that an equivalent amount of land would be maintained within the Greenbelt Area. In doing so, staff will continue to investigate and pursue all available options as provided by the *Planning Act* for designating an additional employment area and expanding the Greenbelt Area through the Region's ongoing MCR, and/or through a Provincial Minister's Zoning Order (MZO); and
- To continue discussions with the Region and the City of Markham to expedite a joint Municipal Class Environmental Assessment to determine the preferred solution for extending full municipal services to the existing Gormley Industrial Secondary Plan Area and the proposed south Gormley Employment Expansion Area.

## 5. Financial Implications:

Should Council provide direction to expedite a joint Municipal Class Environmental Assessment to determine the preferred municipal servicing solution, a budget of \$100,000 will be included in the 2020 Capital Budget for Council review and approval.

## 6. Alignment with Strategic Plan:

2. Expanding the tax base through a growing, diversified economy  
Building and maintaining a tax base that supports the highest quality program and service delivery.
  - Focus on servicing and development of Provincially Significant Employment Zones
  - Identify expansion areas for Industrial / Commercial growth
4. Asset Planning, Maintenance and Development  
Successful stewardship of the infrastructure and facilities required to support a growing community and vibrant economy.
  - Address / plan for maintenance of existing assets & infrastructure; Create new infrastructure

## 7. Attachments:

1. Proposed Provincially Significant Employment Zones
2. Provincial Plan Designations and Whitebelt Areas
3. Gormley Employment Expansion Area Concept Plan – Proposed South Expansion

## 8. Related Reports:

Report #5: Coordinated Review of Provincial Land Use Plans (D24), May 19, 2015

DS-006-19: Proposed Amendment 1 to the Growth Plan for the Greater Golden Horseshoe, 2017 (L11), February 19, 2019

DS-033-19: Official Plan Review – Introductory Report (D08), June 18, 2019

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East Gwillimbury

Newmarket

Davis Drive Employment Area

Davis Drive

Vivian Road

St. John's Sideroad

Aurora Road

Vandorf Preston Lake Employment Area

Aurora

Whitchurch-Stouffville

Bloomington Road

Richmond Hill

Gormley GO Station

Gormley Industrial Employment Area

Bethesda Sideroad

Stouffville Road

Markham

Highway 404

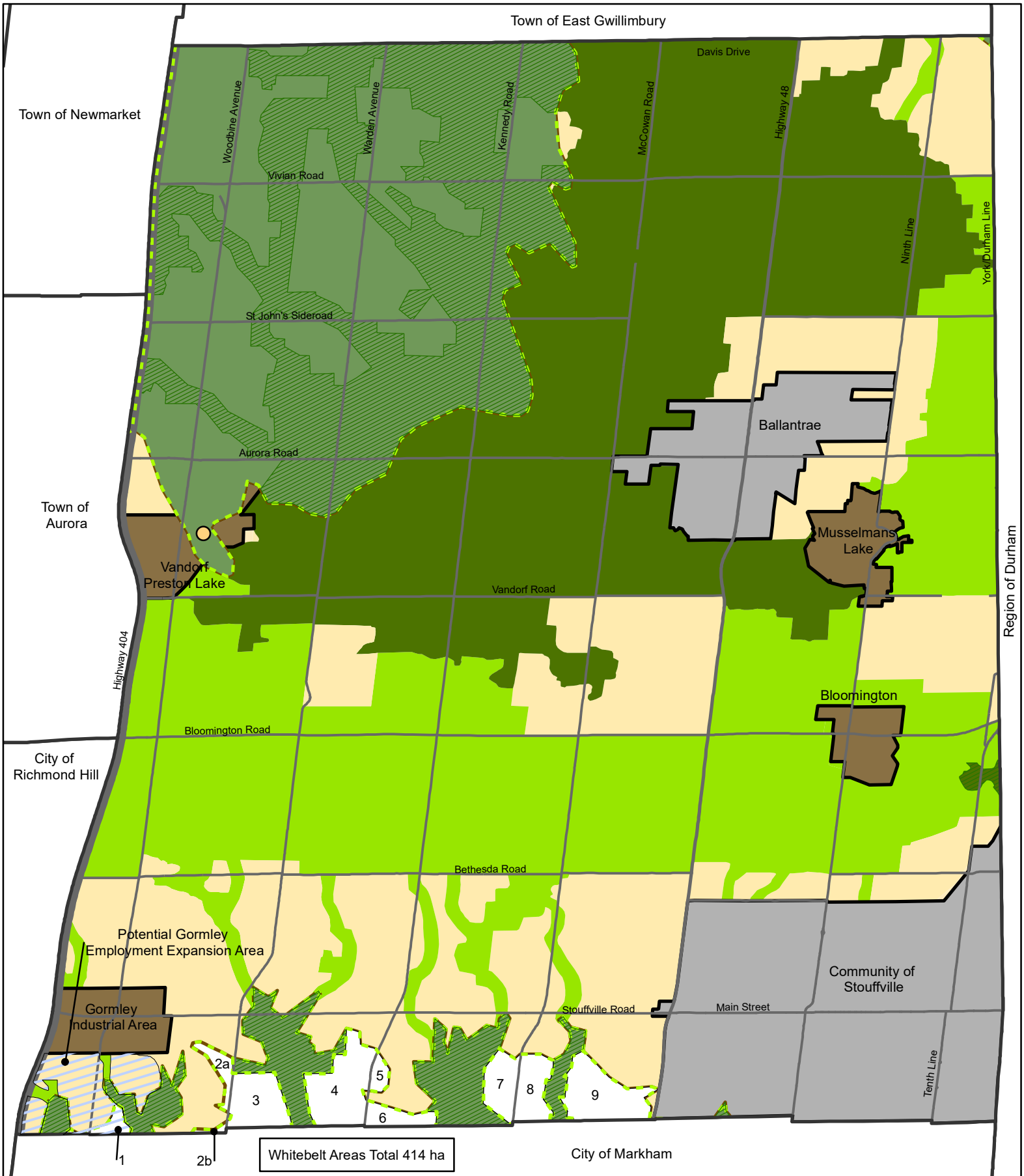
19th Avenue

7

Source: Esri, DigitalGlobe, GeoEye, Earthstar Geographics, CNES/Airbus DS, USDA, USGS, AeroGRID, IGN, and the GIS User Community

Proposed Provincially Significant Employment Zone  
Town of Whitchurch-Stouffville



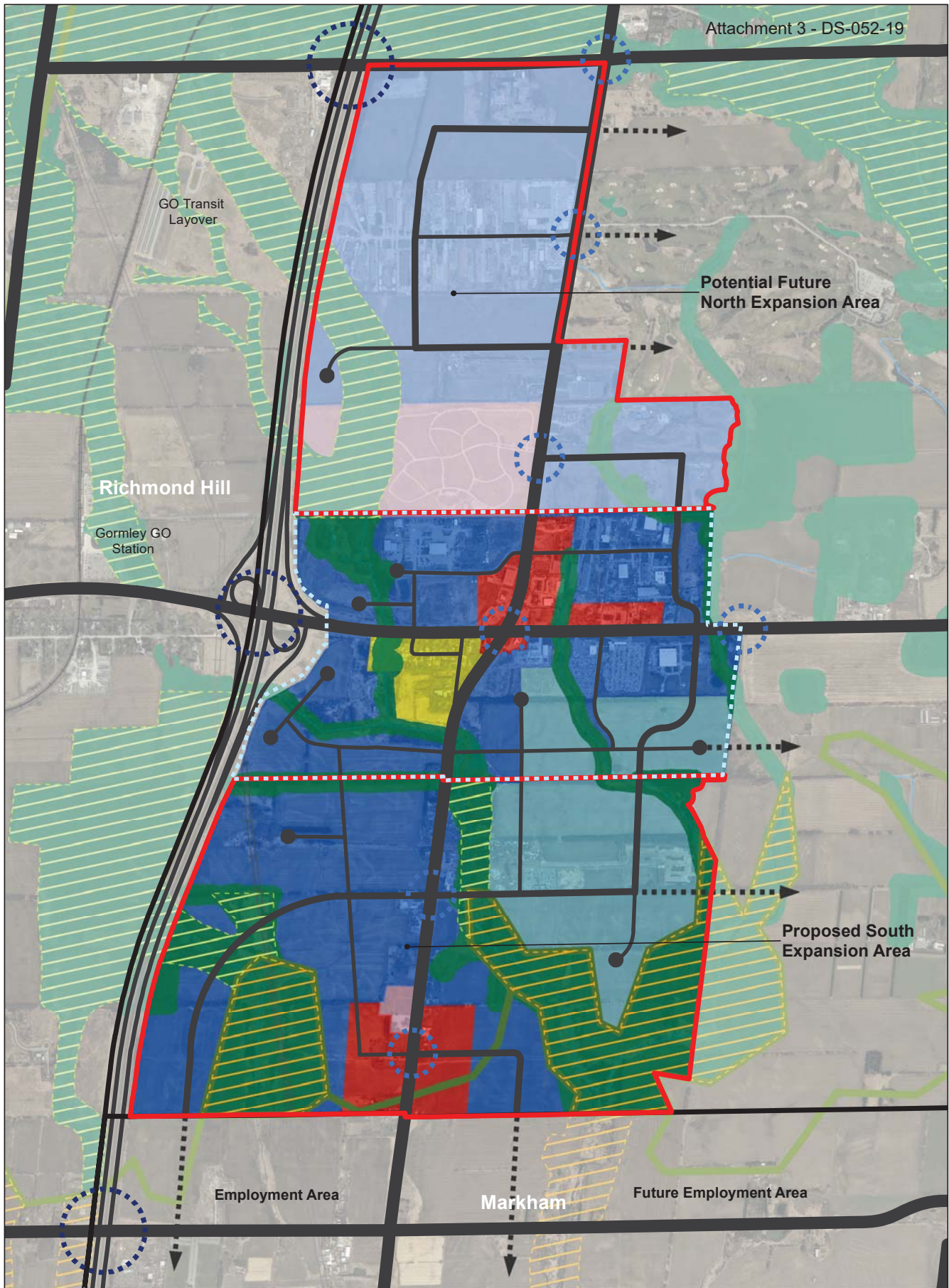


**Provincial Plan Designations and Whitebelt Areas**

**Legend**

- ORM Plan Boundary
- ORM Natural Linkage Area
- Greenbelt Boundary
- ORM Natural Core Area
- Greenbelt Protected Countryside
- Whitebelt Areas
- Rural Settlement
- Natural Heritage System
- Greenbelt Hamlet





# Gormley Employment Expansion Area Concept Plan - Proposed South Expansion Area



Legend

- Gormley Employment Expansion Area
- Local Road
- Greenbelt Area
- Gormley Industrial Secondary Plan Area
- Greenlands System
- Greenbelt NHS
- Collector Road
- Community Residential
- Institutional
- Oak Ridges Moraine



